

# ROLE AND MISSION RECOMMENDATIONS

## I. EXECUTIVE SUMMARY

The Colorado Commission on Higher Education's mission is to ensure access for all Colorado residents to a high-quality, affordable education that is student-centered, quality driven and performance-based. CCHE's primary "customers" are Colorado students and citizens. CCHE is committed to providing the best quality education at the best price with the best possible service for its customers (CCHE Master Plan).

CCHE's goals for access and quality are achieved through an integrated and coherent set of public policies. These goals complement the Blue Ribbon Panel's goal to expand access to quality public higher education for Colorado residents.

Colorado statute defines the role and mission for each public institution by type of institution, admission selectivity, and degree authority. It is enabling legislation, but it is based on the assumption that a highly differentiated system of higher education is the most cost-effective way to provide access to degree programs. The statute further empowers the Commission to differentiate the role and mission of all public institutions in its policies in ways that ultimately increase the overall efficiency of Colorado higher education.

*23-1-108 ... The Commission, after consulting with the governing boards of institutions and as part of the planning process has the authority to:*

- c) Determine the role and mission of each state-supported institution within statutory guidelines.*
- d) Establish enrollment policies consistent with role and mission.*
- e) Establish state policies that differentiate admission and program standards and that are consistent with institutional roles and missions as described in statute and further defined in paragraph c of subsection 1.*

The testimony at the joint Commission/Blue Ribbon Panel hearings and information provided by the institutions on their individual strengths indicated that the Commission could facilitate increased access and help grow Colorado's public higher education system by implementing three policies that enhance the system's ability to provide access, including:

1. Implementation of a Regional Education Provider Policy to establish which institution is the primary agent accountable for access within a specific area of the state. This concept may become increasingly important if the General Assembly agrees to allow Metropolitan State College to become independent.
2. Revision of CCHE's Admission Standards Policy to reflect more clearly focus on student success with respect to retention, persistence and graduation.
3. Differentiation of institutional mission statements in policy to articulate the values that distinguish one institution from another, and consequently their unique contribution to access.

The Blue Ribbon Panel supports the University of Southern Colorado's request to change its name to Colorado State University at Pueblo and modify its role to "a general baccalaureate institution with limited graduate authority," relying upon the State Board of Agriculture commitment to assist CSU-Pueblo with resources, including financial.

## II. BACKGROUND

In 2001, an executive order charged the Commission, in consultation with the Blue Ribbon Panel, to collect information, conduct hearings, and develop recommendations on role and mission for the General Assembly. The Commission began the role and mission initiative by building on the legislative vision:

- A higher education system of the highest quality that is nationally competitive.
- Increased access to undergraduate degree programs for Colorado residents.
- A coordinated, cost-effective delivery system.
- Differentiated missions, both among and within governing boards, designed to meet the state's needs with a minimum of duplication.

Prior to developing the recommendations, the Blue Ribbon Panel collected information from every public institution on its performance and aspirations. Institutional mission differentiation began by asking the institutions to review their own performance. Through this process, institutions focused on what they do well, what they are not doing but need to do, and what they currently do that should be eliminated. During four role and mission hearings in November, the Commission and the Blue Ribbon Panel discussed proposed changes in the context of the legislative vision – how it would improve access to undergraduate degree programs for Colorado residents.

Following the hearings, CCHE staff developed preliminary role and mission statements based on the testimony given in the November hearings. While the institutions suggested multiple modifications, ranging from name changes to tuition policy, the staff identified those that are critical for the statutory definition. The Executive Director met individually with each system CEO to discuss and modify the suggested changes. At the December hearing, the Blue Ribbon Panel discussed the proposed changes. It concurred that there were three situations where policy could clarify role and mission statements, including (1) implementing the regional education provider concept as a direct way to expand access in the state, (2) modifying the admission selectivity terminology to be congruent with national standards, and (3) supporting clarification of role and mission statements in policy to emphasize each institution's role in providing undergraduate education.

## III. RECOMMENDATIONS

Role and mission statements are found in statute, state policy and institutional academic plans. The coordinating board's goals for access and quality are achieved through an integrated and coherent set of public policies that ultimately increase the overall efficiency of Colorado higher education. Institutional mission statements articulate the values that reflect the institution's priorities.

The authority regarding role and mission is found in statute. The General Assembly reserves the authority to change the name of an institution, the institution type or expand degree authority for an institution. In statute it delegated the authority to the Commission to differentiate role and mission statements in CCHE policy, noting that CCHE policies must fall within statutory role and mission guidelines.

- 23-1-109      *(1) The Commission shall develop and submit to the Governor and the General Assembly a Master Plan for Colorado postsecondary education... The Commission, after consulting with the governing boards of institutions and as part of the planning process has the authority to:*
- f) Determine the role and mission of each state-supported institution within statutory guidelines.*
  - g) Establish enrollment policies consistent with role and mission.*

- h) Establish state policies that differentiate admission and program standards and that are consistent with institutional roles and missions as described in statute and further defined in paragraph c of subsection 1.*

The proposed policy recommendations in this document address the values and priorities that are identified in the State Master Plan. The policy changes are intended to lead to a coordinated system of higher education characterized by differentiated missions through which each institution makes distinctive contributions to achieve statewide access and quality.

#### 1. ACCESS - REGIONAL EDUCATION PROVIDER POLICY

An area of critical concern is the college participation rate of Colorado high school graduates. The National Report Card identified college participation as a leading indicator to measure a state's vitality. While Colorado ranks first in the economic benefit derived from a college-educated work force, it ranks 31<sup>st</sup> in the college participation rate. This ranking raises questions about the level of access that Colorado's public higher education system is providing.

The Commission has increasingly emphasized its commitment to ensure that income level and geographic location do not exclude Colorado residents who want an education beyond high school. To that end, Colorado aspires to have the nation's highest rate of Colorado's high school graduates enrolled in a two-year or a four-year degree program regardless of income level or geographic location. Currently 38% of Colorado recent high school graduates enroll at a Colorado public college. From the National Center for Educational Statistics, an additional 6 percent of Colorado graduates are reported attending an out-of-state college.

During the past year, Colorado has expanded access to four-year degree programs by implementing the Rural Education Access Program (REAP). The common characteristics of REAP programs include: responsibility for a four-year college to serve a community college service area, offering four-year degrees of strong quality, and strong lines of accountability to the Commission. A new concept was born in the role and mission policy discussions – regional education provider. In part, it is derived from the REAP concept. It compliments the 2 plus 2 program on community colleges and uses existing resources to expand access to Colorado residents.

*REGIONAL EDUCATION PROVIDER – An institution that is designated as a regional education provider shall deliver or enter into agreements with any other college or university to broker programs for delivery in its designated region. The institution delivering the degree program may claim FTE for state general fund or offer such degrees for cash. The two institutions will negotiate the other financial terms of the agreement. CCHE will designate the region. (Map attached). The regional education provider shall not have exclusive authority to provide programs in the region nor does the regional education provider designation expand an institution's role and mission.*

Under this concept, the president of the regional education provider would facilitate regional planning to address access to both undergraduate and graduate programs. The president ensures that negotiations occur in a timely manner. The Commission would be available to assist in the planning efforts. Regional coordination would replace the need for a separate unit to administer academic programs – i.e., Western Graduate Center.

#### PREMISES for REGIONAL PROVIDER POLICY

- a) Opportunity for participation in higher education for all Colorado residents is paramount. Geographic and financial access for all Colorado residents is the highest priority of the state-supported higher education system.

- b) Community colleges and four-year colleges with moderately selective admission standards -- Adams State, Western State, Fort Lewis, Mesa State, and CSU-Pueblo (currently USC) -- shall be primary opportunity and access institutions for entry into undergraduate programs.
- c) Rural and western slope four-year institutions shall be designated as regional education providers (e.g., ASC, FLC, MESA, WSC).
- d) Regions will be defined by geographic boundaries and an institution's current commitment to serving a region.

## 2. ACCESS - ADMISSION STANDARDS POLICY CHANGES

In addition to recommending that Colorado adopt more universal admission selectivity terminology, the Blue Ribbon Panel recommended that Colorado further differentiate the institutional missions by implementing admission guidelines that would focus institutional efforts on helping students with different levels of preparation succeed in the state's system of higher education. Colorado statute limits state funding for remedial education to community colleges, Adams State and Mesa State -- the two four-year institutions with a two-year role and mission. The remedial policies imply that students with academic deficiencies are better served by beginning their educational careers at institutions that provide academic support rather than relying on generous admission "windows."

CCHE has been consulting with governing board representatives, members of the Admission Standards Working Committee, to adapt the current policy to meet the Blue Ribbon Panel's goals. The issues on the table include:

- Reducing the "window" – the percent of students who do not meet the institutional index
- Requiring all applicants to four-year colleges to attain a minimum high school gpa.
- Defining the freshmen admission standard to include a specified index score OR high school GPA OR ACT/SAT score.
- Identifying a recommended high school curriculum.
- Specifying an index "floor."

The committee is testing the impact of the proposed changes and is tentatively scheduled to present its findings at the April 2002 Commission meeting.

The following illustrates the Admission Selectivity Guidelines that are under development.

Open Enrollment: Guaranteed admission based on a high school diploma or its equivalent.

Modified Open: Guaranteed admission to students over 20. Admission to students who have an index of 76.

Moderately Selective: Guaranteed admission to high school graduates who achieve a high school GPA of 2.5 or ACT score of 20 or above. Competitive admission with index score of 80 or above. Admission into selected degree programs is based on program admission standards (e.g., teacher education, business). These benchmarks are being tested by the Admission Standards Working Committee.

Selective: Competitive admission to high school graduates with an index score that meets or exceeds the institutional admission index, or who earns the specified high school GPA or specified ACT score. These benchmarks are being researched and tested by the Admission Advisory Committee. The minimum index score is 90.

Highly Selective: Competitive admission to students who at minimum have an index of 110, rank in the top 10% of high school class, and earn 27 or above on the ACT composite test.

These benchmarks are under development and are being tested by the Admission Standards Working Committee.

### 3. DIFFERENTIATION – NAME CHANGE to UNIVERSITY OF SOUTHERN COLORADO

Legislation passed in the 2001 (HB 01-1406) session requested that the University of Southern Colorado submit a proposal supporting a name change. CCHE staff support modifying the existing statute to rename University of Southern Colorado to Colorado State University at Pueblo. This name change implies a closer affiliation with Colorado State University, programmatically and financially. The name change request included a proposed increase to the institution's admission index from 80 to 86 as part of its plan to increase retention and graduation. While the Commission supports USC's goals to increase the success of its incoming freshmen, including retention, college performance, and graduation rates, the Blue Ribbon Panel has concerns about how the proposed tuition increase change will impact the number of students who enroll at USC. The increase in admission selectivity is permissible under CCHE's Admission Standards Policy without a statutory change. The State Board of Agriculture has committed to support CSU-Pueblo with resources, including financial support. After considering the proposal, the governing board has strengthened the Chancellor's relationship to CSU-Pueblo to enhance CSU-Pueblo's accountability.

#### PREMISES for USC CHANGES

- a) USC is experiencing enrollment declines possibly due to confusion about its designation as a polytechnical institute.
- b) USC is experiencing enrollment declines partially due to its low retention rate.
- c) An increase in academic quality will generate greater student demand.
- d) Closer affiliation with CSU will provide resources to compliment and supplement USC's resources, allowing it to achieve its quality goals.

### 4. ROLE & MISSION POLICY CHANGES

Mission differentiation minimizes the duplication of programs by encouraging specialization and emphasizing programmatic excellence. Through mission differentiation, the state's system of higher education is able to address specific demographic needs of the state, to achieve important program leadership, to improve the quality of academic programs, to engage in partnerships, and to share institutional resources. The Commission requested its staff to develop role and mission policy statements that address access to undergraduate education.

The recommended policy statements focus exclusively on access to undergraduate programs, admission standards, and market niche based on identified strengths. The proposed policy mission statements annotate existing statutory role and mission language and do not supplant statutory language or expand degree authorization. The mission differentiation statements are organized around the admission selectivity categories.

#### PREMISES for ROLE AND MISSION POLICY DIFFERENTIATION

- a) The original statute was based on the premise that Colorado's higher education system would provide broad access to undergraduate degree programs, limited access to masters' degrees based on market needs, and very limited access to doctoral programs.
- b) The Commission has a unique role to promote access to degree programs in identified shortage areas (e.g., Teacher education, principal training, nurse training).
- c) The institutions play an entrepreneurial role to identify unmet bona fide need.
- d) The Commission's policy is dynamic and can change as the needs in the state change.

The following tables list the current statutory role and mission, which provides a stable reference point for each institution. The right hand column interprets the statutory language in simpler terms and clarifies the institution's mission in terms of admission selectivity, unique mission, and role in providing access at the undergraduate level. These statements are not intended to supplant existing statutory language but differentiate the role of each institution within the system. They represent the core values of each institution.

<b>HIGHLY SELECTIVE ADMISSION INSTITUTIONS</b>	
<i>CURRENT STATUTORY ROLE &amp; MISSION</i>	<i>ROLE AND MISSION POLICY DIFFERENTIATION</i>
23-40-105 The School of Mines shall be a specialized baccalaureate and graduate research institution with high admission standards. The Colorado School of Mines shall have a unique mission in energy, mineral and material science and engineering and associated engineering and science fields. The school shall be the primary institution offering energy, mineral, and material science and mineral engineering degrees at both the graduate and undergraduate levels.	Highly selective admission to undergraduate programs.  CSM's mission is to focus on the special quality of education in energy, mining, and engineering.
23-20-101 (1) (d) The campus of the University of Colorado associated with the University of Colorado Hospital shall be a professional institution offering baccalaureate and graduate programs in health-related disciplines and professions.	Highly selective, offering undergraduate admission at the junior level only.  UCHSC is a specialized research university: specifically a health sciences center offering baccalaureate, first-professional, masters' and doctoral degree programs in health-related disciplines.  It shall have exclusive authority in Medicine, Dentistry, pharmacy, and physical therapy.

<b>SELECTIVE ADMISSION INSTITUTIONS</b>	
<i>STATUTORY ROLE &amp; MISSION</i>	<i>ROLE AND MISSION POLICY DIFFERENTIATION</i>
<p>23-31-101 Colorado State University shall be a comprehensive graduate research university with high admission standards offering a comprehensive array of undergraduate programs consistent with the tradition of land grant universities. The Colorado Commission on Higher Education shall further define role and mission of the institution and establish as great a distinction among graduate offerings at the Boulder campus of the University of Colorado, Colorado State University, and the University of Northern Colorado as is in its judgment educationally, geographically, and economically appropriate. The governing board shall adhere to this further definition of role and mission. Colorado State University has the responsibility to provide on a statewide basis, utilizing whenever possible and appropriate the faculty and facilities of the other educational institutions, those graduate level programs designated by the commission as primarily its statewide responsibility. The commission shall include in its funding recommendations a level of general fund support for these programs.</p>	<p>Selective admission standards for undergraduate students.</p> <p>CSU shall be a comprehensive, land grant research university.</p> <p>CSU shall have exclusive authority to offer graduate programs in veterinary medicine, agriculture and forestry.</p>
<p>23-20-101 (1) (a) The Boulder campus of the University of Colorado shall be a comprehensive graduate research university with high admission standards, which offers a comprehensive array of undergraduate programs. The Colorado Commission on Higher Education shall, after consultation with the Board of Regents, further define the role and mission of the institution and establish as great a distinction among the graduate offerings at the Boulder campus of the University of Colorado, Colorado State University, and the University of Northern Colorado, as is in its judgment educationally, geographically, and economically appropriate. The Board of Regents shall adhere to this responsibility to provide on a statewide basis, utilizing whenever possible and appropriate the faculty and facilities of the other educational institutions, those graduate level programs designated by the commission as primarily its statewide responsibility. The commission shall include in its funding recommendations a level of general fund support for these programs.</p>	<p>Selective admission into the undergraduate program for students.</p> <p>UCB's mission shall be a comprehensive research institution.</p> <p>UCB has exclusive authority to offer graduate programs in Law</p>

<b>SELECTIVE ADMISSION INSTITUTIONS</b>	
<i>STATUTORY ROLE &amp; MISSION</i>	<i>ROLE AND MISSION POLICY DIFFERENTIATION</i>
23-20-101 (1) (c) The Colorado Springs campus of the University of Colorado shall be a comprehensive baccalaureate liberal arts and sciences institution with selective admissions standards. The Colorado Springs campus shall provide selected professional programs and such graduate programs as will serve the needs of the Colorado Springs metropolitan area, emphasizing those professional programs not offered by other institutions of higher education.	<p>Selective admission standards for undergraduate students.</p> <p>UCCS shall be a general baccalaureate institution with limited graduate authority.</p>
23-20-101 (1) (c) The Denver campus of the University of Colorado shall be a comprehensive baccalaureate liberal arts and sciences institution with high admissions standards. The Denver campus shall provide selected professional programs and such graduate programs at the masters' and doctoral level as will serve the needs of the Denver metropolitan area, emphasizing those professional programs not offered by other institutions of higher education.	<p>Selective admissions standards for undergraduate students.</p> <p>UCD shall be an urban research university, focusing on professional graduate programs.</p>
(23-40-101) The University of Northern Colorado shall be a general baccalaureate and specialized graduate research university with selective admission standards. The university shall be the primary institution for undergraduate and graduate teacher education in the State of Colorado. The university shall offer masters' and doctoral programs primarily in the field of education...The University of Northern Colorado has the responsibility to offer on a statewide basis utilizing where possible and appropriate the faculty and facilities of other educational institutions, those graduate level programs needed by professional educators and education administrators. The Commission shall include in its funding recommendations an appropriate level of general fund support for those programs.	<p>Selective admission standards for undergraduate students.</p> <p>UNC shall be a general baccalaureate and specialized graduate research university.</p> <p>UNC shall have a statewide responsibility for the preparation of educational personnel.</p>



<b>MODERATELY SELECTIVE ADMISSION INSTITUTIONS</b>	
<i>STATUTORY ROLE &amp; MISSION</i>	<i>ROLE AND MISSION POLICY DIFFERENTIATION</i>
<p>23-51-101 Adams State College, which shall be a general baccalaureate institution with moderately selective admission standards. Adams State College shall offer limited professional programs, Hispanic programs, undergraduate education degrees, masters' level programs, and two-year transfer programs with a community college role and mission but shall not offer vocational education programs. The Commission after consultation with the college and governing board shall determine which graduate programs, if any, at the college shall be phased out. Adams State College shall receive resident credit for two-year course offerings in its Commission-approved service area.</p>	<p>Moderately selective admission standards for undergraduate students.</p> <p>Adams State College shall be a general baccalaureate institution.</p> <p>ASC shall be regional education provider serving south-central Colorado and shall play a significant role in serving the needs of educational personnel in rural Colorado.</p>
<p>23-52-102 Fort Lewis College, which shall be a general baccalaureate institution with moderately selective admission standards. Fort Lewis shall offer selected undergraduate professional programs.</p> <p>23-52-101 The Fort Lewis College had its beginnings on land originally set aside by the federal government as an Indian school; that a sizeable Indian population on the campus is desirable; that the state will continue and improve the outstanding Indian education program now in existence at Fort Lewis College.</p>	<p>Moderately selective admission standards for undergraduate students.</p> <p>FLC shall be a general baccalaureate institution, distinguished by a strong liberal arts foundation.</p> <p>FLC has a unique mission to serve Native American students.</p> <p>Fort Lewis College shall be a regional education provider serving southwestern Colorado.</p>
<p>23-53-101 Mesa State College, which shall be a general baccalaureate institution and specialized graduate institution, with moderately selective admission standards. Mesa State College shall offer liberal arts programs and a limited number of professional, technical, and graduate programs. Mesa State shall also maintain a community college role and mission, including vocational and technical programs. Mesa State College shall receive resident credit for two-year course offerings in its Commission-approved service area.</p>	<p>Moderately selective admission standards for undergraduate students.</p> <p>Mesa State College shall be a general baccalaureate institution with limited graduate authority.</p> <p>Mesa State College shall be a regional education provider in the western region of Colorado.</p>
<p>The University of Southern Colorado shall be a general baccalaureate and polytechnic institution with moderately selective admissions standards. The university shall offer</p>	<p>Moderately selective admission standards for undergraduate students.</p>

<b>MODERATELY SELECTIVE ADMISSION INSTITUTIONS</b>	
<i>STATUTORY ROLE &amp; MISSION</i>	<i>ROLE AND MISSION POLICY DIFFERENTIATION</i>
a limited number of professional and engineering technology programs, teacher education, and liberal arts and sciences. [All two-year programs shall be phased out by July 1, 1987]. The university shall offer selected graduate programs compatible with its polytechnic role and mission, which shall be in academic areas, which unique serve southeastern Colorado.	<p>USC shall be a general baccalaureate institution with limited graduate authority.</p> <p>USC shall be closely affiliated with CSU, academically.</p>
23-56-101 Western State College of Colorado shall be a general baccalaureate institution with moderately selective admission standards. The college shall provide a limited number of professional programs, educational, and traditional arts and sciences. The Colorado Commission on Higher Education after consultation with the college and governing board shall decide which graduate programs, if any, shall be phased out. Western State College shall offer no two-year programs.	<p>Moderately selective admission standards for undergraduate students.</p> <p>WSC shall be a general baccalaureate institution, emphasizing field experiences in its degree programs, outdoor and recreational learning.</p> <p>Western State College of Colorado shall be a regional education provider serving the central mountain region of Colorado.</p>

<b>MODIFIED OPEN ADMISSION INSTITUTIONS</b>	
<i>STATUTORY ROLE &amp; MISSION</i>	<i>POLICY ROLE AND MISSION</i>
<p>C.R.S. 23-54-101 Metropolitan State College of Denver is a comprehensive, baccalaureate institution with modified open admission standards except that nontraditional students, as defined by the Colorado Commission on Higher Education after consultation with the Board of Trustees of the State Colleges in Colorado, who are at least twenty years of age shall only have an admission requirement of a high school diploma, a GED high school equivalency certificate, or the equivalent thereof. Metropolitan State College of Denver shall offer a variety of liberal arts and science, technical, and education programs. The college may offer a limited number of professional programs. Metropolitan State College shall offer no graduate programs.</p>	<p>Modified open admission standards with a unique mission to serve nontraditional students (i.e., first-time entering students of at least age 20 years shall be exempt from freshmen admission standards).</p> <p>Urban college serving the Denver metropolitan area.</p>

<b>OPEN ADMISSION INSTITUTIONS</b>	
<i>STATUTORY ROLE &amp; MISSION</i>	<i>POLICY ROLE &amp; MISSION DIFFERENTIATION</i>
<p>23-60-201 There is hereby established a state system of community and technical colleges, which shall be under the management and jurisdiction of the state board for community colleges and occupational education. Each college shall be a two-year college offering a broad range of general, personal, vocational, and technical education programs. No college shall impose admission requirements upon any student. The objects of the community and technical colleges shall be to provide educational programs to fill the occupational needs of youth and adults in technical and vocational fields, to provide two-year transfer educational programs to qualify students for admission to the junior year at other colleges and universities, and to provide a broad range of programs of personal and vocational education for adults.</p>	<p>Open admission standards.</p> <p>Community colleges shall have a focused mission to provide academic two-year degrees, basic skills, vocational programs, workforce development and a broad range of courses for professional upgrading.</p> <p>Each community college shall provide access to Colorado residents in their designated service area.</p>
	<p>Aims Community College shall be a two-year local district college with open admission standards.</p> <p>Aim's mission shall be to serve Colorado residents in its local tax district by offering academic two-year degrees, basic skills, vocational programs, workforce development and a broad range of courses for professional upgrading.</p>
	<p>Colorado Mountain College shall be a two-year local district college with open admission standards.</p> <p>Colorado Mountain College's mission shall be to serve Colorado residents in its local tax district by offering academic two-year degrees, basic skills, vocational programs, workforce development and a broad range of courses for professional upgrading.</p>

The Commission will continue its discussions with the governing boards to identify any statutory changes that may be necessary to achieve its vision of access. Suggestions for statutory changes will be shared with the legislative members of the Blue Ribbon Panel in anticipation of introducing legislation in the next legislative session.

