



**CO L O R A D O**

**Colorado Commission on  
Higher Education**

Department of Higher Education

## **CCHE AGENDA**

**March 6, 2020**

**Colorado Department of Higher Education 1600  
Broadway, College Invest Conference Room 23rd  
Floor  
Denver, Colorado**

**COMMISSIONER & ADVISOR  
WORK SESSION  
11:30am – 1:00pm**

**BUSINESS MEETING  
1:00pm – 4:30pm**

**CALL-IN NUMBER: 1-877-820-7831 PARTICIPANT  
CODE: 128479#**

1600 Broadway, Suite 2200 • Denver, Colorado 80202 • (303) 862.3001

DR. ANGIE PACCIONE, EXECUTIVE DIRECTOR



## Colorado Commission on Higher Education

March 6, 2020

Colorado Department of Higher Education  
1600 Broadway, College Invest Conference Room, 23<sup>rd</sup> Floor  
Denver, Colorado

11:30am -1:00pm

### COMMISSIONER & ADVISOR WORK SESSION *(working lunch)*

#### TOPICS:

Discussion with Student Government Leaders Round Table (60 minutes)  
Identify Bold Ideas for Future Commission Meetings (20 minutes)

1:00pm

### BUSINESS MEETING

#### I. Opening Business

- A. Attendance
- B. Approval of the Minutes for the February 7, 2020 Commission Meeting
- C. Reports
  - i. Chair
  - ii. Vice-Chair
  - iii. Commissioners
  - iv. Commission Standing Committees
  - v. Advisors
- D. Executive Director Report
- E. Update on Masterplan and Affordability Roadmap Progress
- F. Public Comment

#### II. Consent Items

- A. Recommend Approval of Limited Waiver of GT Pathways Requirements for the Bachelor of Applied Science Degree Program in Advanced Paramedic Practice at Arapahoe, Pikes Peak, and Pueblo Community Colleges – *Dr. Chris Rasmussen*
- B. Recommend Approval of Limited Waiver of GT Pathways Requirements for the Bachelor of Applied Science Degree Program in Secure Software Development at Pueblo Community College – *Dr. Chris Rasmussen*
- C. Recommend Approval of Limited Waiver of GT Pathways Requirements for the Bachelor of Applied Science Degree Program in Health Science and Administration at Colorado State University-Pueblo – *Dr. Chris Rasmussen*



- D. Degree Authorization Act: Recommendation of Authorization as a Seminary/Religious Training Institution for Wagner University – *Heather DeLange*

**III. Action Items**

- A. Revision of CCHE Policy I, Part V: Creation of Academic Programs – Process for Review and Approval of Cannabis-Related Programs at Any Institution and Select Baccalaureate Degree Programs at Colorado Community College System Institutions and Local District Colleges –*Dr. Chris Rasmussen*

**IV. Discussion Items**

- A. Proposed Revisions to CCHE Policy I, Part E: Developmental Education and Proposed Repeal of CCHE Policy I, Part W: Supplemental Academic Instruction – *Dr. Chris Rasmussen and Katie Zaback*
- B. FY 2020-21 Undergraduate Need-Based Financial Aid Allocation Models – *Emily Burns*
- C. Colorado Mountain College: Role and Mission – *Katie Zaback*

**V. Commission Initiatives**

- A. Funding Allocation Formula Update – *Jason Schrock, Emily Burns and Emma Fedorchuk, Brad Baca, Western Colorado University*
- B. Legislative Update – *Chloe Mugg*

**VI. Written Reports**

- A. 2020 Talent Pipeline Report – *Jean Dougherty*





**Minutes of the Colorado Commission on Higher Education (CCHE) Meeting  
At Colorado Department of Higher Education, 1600 Broadway, Suite 2300  
February 7, 2020**

**BUSINESS MEETING**

Chair Tom McGimpsey called the business meeting to order at 1:03 p.m.

**I. Opening Business**

**A. Attendance**

Commissioners attending: Chair McGimpsey, Vice Chair Kerr, Abramson, Buescher (by phone), Colon, Gannett (by phone), Hughes (by phone), Olena, Trujillo (by phone), Tucker (by phone), Executive Director Paccione.

Advisors attending: Rep. Kipp, Rep. McCluskie, Wayne Artis (by phone), David Olguin, Brad Baca, Christina Powell, Colleen O'Neil (for Misti Ruthven).

**B. Minutes**

Commissioner Olena moved to approve the minutes for the December 5, 2019 Commission Meeting. The motion was seconded by Commissioner Abramson and passed unanimously.

**C. Chair, Vice-Chair, Commissioners and Advisors Reports**

Chair McGimpsey reported that a number of Commissioners attended the Board Training Session on January 7<sup>th</sup>. It was valuable training and all Commissioners are encouraged to attend the next session. On January 9<sup>th</sup>, Commissioner Colon and Chair McGimpsey attended the Governor's State of the State address. It was good to see unifying themes throughout the state, including higher education. On January 13<sup>th</sup>, Chair McGimpsey attended the JBC Hearing with Dr. Paccione. This year will be a breakout year for the Commission in terms of what needs to be done and the focus that the commission has.

Commissioner Tucker reported that the Fiscal Affairs & Audit Committee met a few weeks ago and discussed primarily the capital scoring formula. The committee is looking at maintaining the same capital scoring structure for FY 2021 and 2022. The



main focus in the meetings was to allow universities to increase their proposed cash contribution but after the initial submission, it would not allow the scoring to adjust. We are establishing a capital scoring review working group. It will meet several times over the coming months to discuss a better capital scoring formula for subsequent years. We also received an update on the funding formula. The funding formula is still working towards an initial 10 percent allocation in the funding formula but eventually working up towards 100 percent over the coming years.

Commissioner Gannett reported on the meeting of the Student Success and Academic Affairs Committee. The SSAA Committee met to discuss the process for reviewing degree programs, which is on the agenda later today. Specifically, the committee's focused on the review process in relation to general academic programs that the Commission approves and how to ensure it is consistent with teacher prep programs. The committee also discussed how to ensure that policies are in place to protect students, given state regulations, federal regulations, and how federal funding will come into play. The committee's second agenda item pertained to the placement tools used for the developmental classes – specifically pre-requisite courses and the manner affected students are supported. The question is: How do we support student outcomes for Colorado's students while clarifying policies for student eligibility for college level courses.

The committee also discussed placement tools used for developmental classes and how we connect with students. We want to make sure that we are supporting outcomes for students. These conversations will be continued.

Commissioner Olena reported on the creation of the Ad Hoc Affordability Committee. She and Commissioner Hughes have not met as a working group yet, but they will connect and report back on the structure this will take and their approach to the work. This will also be discussed further at the end of this meeting.

Advisor Artis reported that the College Faculty Advisory Committee met at CDHE last week and will report at the next meeting.

Advisor Baca reported that the CFO group is working collectively to develop a funding allocation model that we can all come to a consensus on. The group hopes to present their new recommendation to the legislature joint budget committee within the next week. At that point, they will share it with the commission staff and department staff and hopefully all can come into alignment.

Advisor Representative Kipp reported on HB20-1280. This bill is being revised to lower the fiscal demand for the department to implement. Senate Bill 6 and Senate Bill 31 for COSI and the Student Success Innovation pilot continue through the process and probably will end up with less money than originally planned.



#### **D. Executive Director Report**

Dr. Paccione reported that the Department has been executing on all strategies to address the objectives in the master plan. These activities were reported to the Joint Education Committee during the Smart Act presentation. The Department also presented the budget request to the JBC. The supplemental request for getting started on the Chief Equity Officer was not approved. This is still in the budget, so the position posting may be done in early July for the new fiscal year.

The Department hosted several events as reported in part by Chair McGimpsey. In addition to those, there was also an open house for legislators and the joint education committee. It was a huge success. COSI day at the capitol also was a success as well as International Day at the capitol.

The Department also launched two new initiatives. The Higher Ed Policy Fellows, who consist of graduate students in higher education and public policy, met for the first time to learn how state policy is formed and where the Department gets its ideas. Community Townhall Meetings is the other new initiative. These meetings will happen once a month around the state. The purpose is to discuss the importance of continuing one's education after high school – whether it's completing a one-year certificate or associates degree or a four-year or technical college.

The Department hosted John King, Jr. He is the President and CEO of Education Trust and was the U.S. Secretary of Education under Obama in his last year. He joined in our TIE grant convening with our equity champions and the campus diversity officers. We appreciate that quite a few of our commissioners participated.

Dr. Paccione has undertaken a number of recent campus visits, including CU Anschutz, CU Boulder, Community College of Denver, and CU Denver. Finally, the Department appreciates that CSU Chancellor Frank, CU system President Kennedy, and CCCS Chancellor, Joe Garcia hosted Dr. Sandy Baum. Dr. Baum is an internationally recognized expert on higher ed economics, especially college affordability and student debt. We appreciate her time in Colorado and speaking on Colorado postsecondary economics/

#### **E. Public Comment**

Dr. David Lemfield. Dean of the College of Science and Math at CSU Pueblo and Dr. Chad Kenney, Director of the Institute of Cannabis Research at CSU Pueblo commented via phone on the proposed cannabis biology and chemistry degree on the Commission's agenda. The proposed degree's foundations are nearly a double major in chemistry and biology. The burgeoning industry around cannabis that includes both industrial hemp and marijuana is in desperate need of trained scientists and this degree aims to satisfy that need through two emphasis areas: a natural products emphasis which is more on the biology side; or an analytical chemistry emphasis which is more on the chemistry side. The program also will prepare students for work in chemistry, biology, natural products or other scientific fields as well as allow them



to enter graduate school or professional school in any number of areas with the correct selection of electives.

## II. Consent Items

- ~~A. Recommended Grants for 2019-20 OER Grant Program – *Spencer Ellis*  
(moved to Action Items)~~
- B. Degree Authorization Act – Colorado College – Recommendation for the Renewal of Authorization – *Heather DeLange*
- C. Degree Authorization Act – Ashford University – Recommendation for the Renewal of Authorization as a Place of Business – *Heather DeLange*
- D. Recommendation for Approval of Proposed Revisions to CCHE Policy Section I, Part T: Student Complaint Policy – *Heather DeLange*

Commissioner Abramson moved to approve Consent Items B-D. The motion was seconded by Commissioner Olena and passed unanimously.

## III. Action Items

- A. Recommended Grants for 2019-20 OER Grant Program– *Spencer Ellis*

Staff presented the list of final candidates for the second cohort of OER Grantees. The 34 proposals will be funded with an available \$1million. These proposals were identified during the comprehensive review process from December 2019 to January 2020. Staff noted that funding was intended to reach the broadest, most qualified field of candidates from the applicant pool. Staff highlighted current recommendations and alignment of the OER initiative to broader CDHE and Commission goals, and invited Commissioners to continue to advise on future operations and strategy of the initiative.

The Commission approved the recommendations to award the \$1 million, per authority identified in statute. Funds will be awarded in three payments, with first installment occurring no later than March 2020.

## IV. Discussion Items

- A. Proposed Bachelor of Science degree in Cannabis Biology and Chemistry at Colorado State University-Pueblo– *Dr. Chris Rasmussen*

Chris Rasmussen, Director of Academic Affairs, presented the proposed degree program, which requires Commission approval per HB 19-1311. This bill created the Institute of Cannabis Research at CSU-Pueblo and established a requirement that institutions consult with the Institute in developing any cannabis-specific curricula. The bill also amended statute to give the Commission authority to approve any cannabis-related degrees and certifications. Dr. Rasmussen summarized the due diligence process engaged by the staff in reviewing the program proposal and bringing a recommendation for approval to the Commission. Additional testimony was provided by Dr. David Lehmpuhl, Dean of the



College of Science and Mathematics at CSU-Pueblo, and Dr. Chad Kinney, Director of the Institute of Cannabis Research.

Commission Abramson motioned to move the agenda item from discussion to action. Commissioner Colon seconded. The motion passed unanimously. Commission Colon then moved to accept the staff recommendation to approve the degree program. Commissioner Abramson seconded. The motion was approved unanimously.

## V. Commission Initiatives

### A. Second Chance Scholarship Program – *Sarah Pak*

Sarah Pak, program coordinator of the Second Chance Scholarship Program, presented the new state scholarship for formerly incarcerated juvenile offenders. This is an untapped postsecondary student population that can contribute to meeting the Commission’s goal of 66% credential attainment by 2025 in its masterplan. She provided a brief overview of Senate Bill 19-231 which created the scholarship. The legislation defines the term “Committed” as individuals who were convicted of a serious crime in juvenile court and have served sentences in a secure Division of Youth Services facility. Ms. Pak informed the Commission of the scholarship timeline and the Advisory Board’s deliberations regarding applicant eligibility criteria and types of credentials the scholarship will support. The scholarship will be launched and start accepting applications on March 1<sup>st</sup>. The Commission expressed its support for the new scholarship initiative and asked the program coordinator to communicate the official launch announcement to share with their stakeholders.

### B. Funding Allocation Formula Update – *Jason Schrock, Emily Burns and Emma Fedorchuk*

Jason Schrock, Chief Financial Officer, provided an update on current funding allocation formula revisions. He indicated that much has been accomplished since the last Commission update and the Department expects a final formula proposal will be available soon. The Department continues to ensure that the formula will meet the goals of the Commission and the Governor’s office, including an alignment with the Master Plan, a focus on equity, a strong outcomes-based component, and able to provide funding stability to institutions. Mr. Schrock indicated that the Department intends to have details to share soon and requested the Commission hold a special meeting to discuss the proposed formula as soon as it is available. Any proposed formula needs to be submitted to the legislature by March 1 in order to be considered for the FY 2020-21 budget.



## B. Legislative Update – *Chloe Mugg*

Chloe Mugg, Legislative Liaison, and Alex Brown, Legislative Intern, provided Commissioners with an update on the Department’s 2020 Legislative Agenda and Budget items. In addition, Ms. Mugg highlighted a number of bills impacting higher education that are currently in the legislative process.

## D. Ad-Hoc Committee on Cost Containment and Affordability– *Dr. Ben Boggs, Katie Zaback and Committee Chairs*

Ben Boggs, Chief of Staff, updated the Commission on the Department’s execution of *The Roadmap to Containing College Costs and Making College Affordable* (a.k.a. *The Roadmap*). The *Roadmap* has three sets of goals: short-term, medium-term and long-term. The nine short-term goals are not completed, but the institutions are addressing them. The six medium-term goals are more challenging, but process and procedures are in place to meet them (i.e. create a three-year bachelor’s degree program). The three long-term goals are focused on responses to rapidly changing technological and economic conditions and opportunities.

The Department’s response plan has three components: the institutions, the Department and the Commission. The Department is determining which divisions have primary responsibility for specific goals and which components of our institutional partners (academic affairs, finance and budgeting, data and research) are involved. He noted that the institutions’ actions are the key to the *Roadmap*’s success, and they are already committed to enhancing operational efficiencies. They also are seeking innovative partnerships to share resources and systems. The Commission – through the Ad Hoc Committee – is best suited to focus on the long-term goals. This is an opportunity to consider the direction of the future of higher education and how our institutions can position themselves to serve Colorado’s changing economic, workforce, and community needs in an efficient, affordable and high-quality manner.

## VI. Written Reports

Best in Class: Five Principles of Effective Educator Preparation –  
*Dr. Brittany Lane*

Brittany Lane shared the best practice report required by SB19-190 that identifies five high level principles that all education preparation providers (EPPs) should adhere to with three or four high quality practices under each. EPPs are currently submitting their self-assessments on each of the practices and their top three goals aligned to the principles/practices. The report also informed SB20-158 that will create new standards required for educator preparation program (re)authorization. Should that bill pass, new CCHE policy will be drafted to align with the standards.



**TOPIC:** RECOMMEND APPROVAL OF LIMITED WAIVER OF GT PATHWAYS REQUIREMENTS FOR THE BACHELOR OF APPLIED SCIENCE DEGREE PROGRAM IN ADVANCED PARAMEDIC PRACTICE AT ARAPAHOE, PIKES PEAK, AND PUEBLO COMMUNITY COLLEGES

**PREPARED BY:** DR. CHRIS RASMUSSEN, DIRECTOR OF ACADEMIC AFFAIRS

## **I. SUMMARY**

This consent item recommends approval of a limited waiver of GT Pathways curriculum requirements for the Bachelor of Applied Science (BAS) degree program in Advanced Paramedic Practice at Arapahoe, Pikes Peak, and Pueblo Community Colleges.

## **II. BACKGROUND**

The Commission approved a BAS degree in Advanced Paramedic Practice at Arapahoe, Pikes Peak, and Pueblo Community Colleges at its December 2019 meeting. The institutions are now seeking a limited waiver from GT Pathways curriculum requirements for this program. Commission approval is required for such a waiver per §23-1-125(3), C.R.S., which states “in creating and adopting the [core curriculum] guidelines, the department and the commission, in collaboration with the public institutions of higher education, may make allowances for baccalaureate programs that have additional degree requirements recognized by the commission.” Additionally, per CCHE Policy I, V, Section 4.02.03, “if the Department determines that the [academic program] proposal is not consistent with...GT Pathways requirements (if applicable), it will so inform the governing board. The Department shall take credit cap and GT Pathways (where applicable) waiver requests to the Commission for action”.

At its May 2019 meeting, the Commission approved revisions to CCHE Policy I, Part L (Statewide Transfer and GT Pathways), which codified a process for institutions to seek a GT Pathways waiver and criteria for the Commission to use in determining whether to grant a full/blanket waiver, a modified/limited waiver, or no waiver. The process includes six questions that an institution must address to aid Department staff in making a recommendation to the Commission for action. The Department followed this process for the current waiver request, including discussion with the General Education Council at its January and February 2020 meetings.

## **III. STAFF ANALYSIS**

The General Transfer Pathways (GT Pathways) curriculum was created by statute in 2001 and is defined in §23-1-108.5(2)(c) as “the group of courses... that every student enrolled in the institution must successfully complete...”. The main principles of this “core course concept” are that 1) the curriculum should be designed to ensure that students demonstrate certain competencies; 2) it shall consist of at least thirty-one credits; and 3) it shall apply to all public institutions of higher education in Colorado. The original intent of GT Pathways was to ease transfer between institutions and preserve credit for courses taken to the extent feasible.

Statutory language implies that every degree program should contain the GT Pathways curriculum. It was recognized by the Department early on that the GT Pathways curriculum “mapped” best to the general education cores of degrees in the liberal arts and sciences and that it could be difficult to apply the curriculum to certain degrees with very different general education cores and additional accreditation requirements—such as nursing and engineering—as well as to applied degrees such as the Bachelor of Applied Science, which are more career and technically oriented and designed to focus on professional preparation for a specific vocation.

The general education courses in BAS programs are usually contextualized within the career. For this reason, the courses in the degrees may not always be part of GT Pathways, even though they are designed to address similar outcomes. As a result, many (but not all) BAS degrees previously approved by the Commission have also received waivers allowing the sponsoring institution to create an academic program that does not include the full GT Pathways curriculum. While the general education cores of these degrees do not contain the GT Pathways curriculum, they nonetheless are in line with the statutory requirement that they be “...designed to ensure that students demonstrate competency in reading, critical thinking, written communication, mathematics, and technology” [§23-1-125(3), C.R.S.].

The BAS degree is often pursued by students who have completed an AAS degree with a similar academic or vocational focus. As a result, it is not generally a transfer degree (unlike most Bachelor of Arts and Bachelor of Science degrees). All AAS degrees at Colorado Community College System institutions include 15 credits of GT Pathways coursework. BAS programs generally include an additional 12-15 credits of general education coursework that is designed to meet similar outcomes as GT Pathways courses, or courses in the academic major that are designed to develop competencies that align with one or more content categories in the GT Pathways framework.

The following responses to the GT Pathways waiver criteria from CCHE Policy I, Part L, were provided by representatives of Pueblo Community College on behalf of the three sponsoring institutions (Arapahoe, Pikes Peak, and Pueblo Community Colleges), with some editing by Department staff for clarity and efficiency.

**1. Why is it important that a GT Pathways waiver be granted for this program (address the nature of the degree relative to the profession, if applicable, including work pathways for students entering the program)?**

Pueblo Community College (PCC) believes that this waiver request, in support of its Bachelor of Applied Science (BAS) degree in EMS: Advanced Paramedic Practitioner, is critical to providing students with the most relevant, job-ready training that will meet both industry and workforce needs in the shortest time possible. PCC is committed to providing students with the most efficient, least expensive pathways to employment, and its BAS degrees therefore serve as workforce-ready Career and Technical Education (CTE) credentials, rather than as transfer degrees. Indeed, our BAS degrees are built upon and require successful completion of Associate of Applied Science (AAS) programs, which are likewise not transfer degrees, but are instead CTE degrees designed to provide workforce training and swift pathways to employment.

Importantly, however, AAS degrees at PCC do recognize and affirm the value of the liberal arts tradition by requiring the completion of robust General Education (GenEd) coursework that meets and sometimes exceeds 25 percent of the total credits. While some of the GenEd courses required by our AAS degrees are Guaranteed-Transfer (GT) courses, not all of their GenEd credits are classified as GT. Nevertheless, the remaining courses are eligible GenEd electives, which each college in the Colorado Community College System (CCCS) is free to define in its own Catalog.

In the very same way, BAS degrees at PCC, like the AAS degrees upon which they are built, feature GenEd content that constitutes 25 percent of the total credits (30 credits out of the 120 credit whole), but not all of the GenEd content is GT, for neither degree is intended to be a transfer vehicle. It would, therefore, harm students seeking a BAS in EMS: Advanced Paramedic Practitioner to require them to complete GenEd coursework that was classified entirely as GT. This is because this BAS program requires successful completion of our AAS degree in EMS: Paramedic (or one from another accredited institution), which itself does not (and is not required to) feature entirely GT pathways content. Our BAS students would, therefore, have to spend additional time and money completing more GT pathways coursework to offset the previously completed non-GT GenEd coursework.

## **2. Which specific components of the GT Pathways curriculum are requested to be waived or modified?**

PCC fully supports the robust, well-rounded liberal arts tradition by requiring that 25 percent of its BAS degree coursework be GenEd. However, we contend that more flexibility is needed in determining which GenEd courses are the most appropriate for applied CTE degrees. Therefore, PCC respectfully requests a waiver for two specific components of the policy:

1) PCC seeks approval to offer a minimum of 30 credits of General Education coursework, rather than 31, for its BAS programs are currently designed to feature 25 percent GenEd content (30 credits out of the 120 credit whole).

2) PCC seeks approval to require a minimum of 15 credits of GT pathways coursework, and to offer the balance of the minimum 30 credits of required GenEd as non-GT coursework that is most applicable to the program of study.

PCC believes that identifying the most relevant courses for any CTE program is best done through close consultation with industry partners, as well as through careful adherence to unique program accreditation standards. Mandating GT Pathways course content fully can limit the ability of colleges to respond to these industry and accreditation needs, and may preclude programs from selecting from a wider array of valuable GenEd courses in favor of the sometimes limited number of GT courses, which do not always feature the most relevant content. Flexibility, in this regard, will enrich our BAS programs and benefit both students and the industry.

## **3. How will the institution ensure that the program includes a “core of courses” that provide a general education through which “students demonstrate competency in reading, critical thinking, written communications, mathematics, and technology,” as articulated in Colorado Revised**

**Statutes 23-1-125(3)? How will the general education provided respond to the 10 competencies of the GT Pathways curriculum?**

As noted above, PCC strongly supports the liberal arts tradition, but with respect to applied degrees such as AAS and BAS programs, which are rooted in Career and Technical Education, we believe that it is necessary to strike a balance. Unlike Bachelor of Arts and Bachelor of Science degrees, which feature defined GT Pathways curricula aimed at ensuring the transferability of the coursework to four-year universities, a Bachelor of Applied Science seeks principally to meet and support the needs of industry. Nevertheless, through the inclusion of a minimum of 25 percent GenEd content, this BAS degree too can target the same competencies as featured in the Colorado statewide GT Pathways curriculum (Civic Engagement, Creative Thinking, Critical Thinking, Diversity & Global Learning, Information Literacy, Inquiry & Analysis, Oral/Presentational Communication, Problem Solving, Quantitative Literacy, Written Communication).

Specifically, PCC's BAS in EMS: Advanced Paramedic Practitioner features 20 credits of GT Pathways content, including English Composition I (3 cr), Anatomy & Physiology I & II (total of 8 cr), Psychology of Human Growth and Development (3 cr), Statistics (3 cr), and a Sociology course (3 cr). Each of these courses targets several of the above competencies on its own. However, in addition to featuring learning outcomes at the course and program level, PCC also maintains a robust set of institutional-level student learning outcomes (ISLOs) that all programs are required to target. Therefore, all courses at PCC promote student learning in these five areas (highlighted passages reflect the parallel 10 required GT Pathways competencies):

- **Critical Thinking & Problem Solving** through their ability to interpret and analyze information, explore implications, construct logical conclusions, and formulate creative solutions.
- **Effective Communication** through their ability to organize and express ideas clearly, purposefully, and compellingly, attending to the needs of the audience and following disciplinary conventions.
- **Quantitative Reasoning** through their ability to interpret, explain, represent, and apply quantifiable information to identify connections, formulate reasonable solutions, and defend conclusions.
- **Textual Literacy** through their ability to comprehend, locate, evaluate, and select and apply suitable information, materials, and methods in order to accomplish tasks.
- **Professionalism & Social Consciousness** through their ability to demonstrate personal responsibility, interpersonal skills through appropriate conduct and teamwork, and civic and cultural engagement.

Importantly, not only do PCC's GT Pathways courses target the above student learning outcomes, all programs at PCC, including non-GT GenEd courses and also CTE courses, are required to do so. Moreover, all of PCC's programs are required to perform an assessment of student learning (ASL) to measure student achievement in these areas each semester. That ASL data, gathered through both unique and program-wide assignments and assessment tools, is tracked longitudinally and used to make curricular and programmatic changes to improve student learning. It can also be used to demonstrate the efficacy of our curricula, learning outcomes, and so on, especially to accrediting agencies. While GT Pathways and CTE courses do differ in their purposes, aims, and intent, they each target student mastery of parallel competencies. Some of these competencies must match those demanded by programs at four-year universities, while others must support the demands of Colorado's employers. For this reason, PCC seeks the flexibility necessary to do both by maintaining a balance between these two kinds of learning.

**4. What additional degree requirements, such as those associated with accreditation and licensure, make it impossible to include the full GT Pathways in the program curriculum?**

In order to meet the demands of industry and of unique accreditation requirements, CTE programs at both the AAS and BAS levels must include an extensive array of core course material that is relevant to the profession at hand. In the case of EMS: Advanced Paramedic Practitioner, this includes key elements in advanced paramedic practice, including community, critical care, and behavioral health paramedic practice. These skill sets, ranging from leadership and teaching to research and quality improvement, will not only prepare graduates for today's workforce but will make them highly sought-after by employers

**5. How will the absence of a GT Pathways waiver potentially harm students (if, for example, it extends the time to degree beyond four years, or results in certain critical courses being left out of a program)?**

As outlined above, the absence of this waiver will harm students in two ways:

- 1) It will require BAS students to take additional GT courses that were not a part of the preceding, required AAS degree curriculum, which featured non-GT GenEd content; and
- 2) This will reduce the number of industry-specific courses that must be included in the BAS program in order to ensure that graduates are competitive and prepared to contribute to the industry

**6. How will the institution ensure that the GT Pathways waiver will not create barriers to student transfer?**

PCC's BAS in EMS: Advanced Paramedic Practitioner is not intended to transfer, and we do not anticipate that students will do so. As a terminal CTE degree, it is designed to maximize students' ability to learn the fundamentals required to be successful in the industry. The EMS program leadership has worked closely with its statewide discipline team to design and refine this curriculum, and the team has affirmed its utility for both students and employers. We look forward to seeing our graduates fill positions in this vitally important industry.

**IV. STAFF RECOMMENDATIONS**

Staff recommends that the Commission:

- Approve a limited waiver of GT Pathways curriculum requirements for the Bachelor of Applied Science degree program in Advanced Paramedic Practice at Arapahoe, Pikes Peak, and Pueblo Community Colleges;
- Direct the Department to develop and enter into a Memorandum of Understanding with the Colorado Community College System on the terms of the waiver, including a total of 30 credits of general education coursework, of which 15 credits must be part of GT Pathways, while the remaining 15 credits are to be general education courses designed to meet similar outcomes as GT Pathways but determined by program faculty at the three sponsoring institutions;

**V. STATUTORY AUTHORITY**

**C.R.S. §23-1-125**

**Commission directive - student bill of rights - degree requirements - implementation of core courses - competency test - prior learning**

...

(3) Core courses. The department, in consultation with each Colorado public institution of higher education, is directed to outline a plan to implement a core course concept that defines the general education course guidelines for all public institutions of higher education...Individual institutions of higher education shall conform their own core course requirements with the guidelines developed by the department and shall identify the specific courses that meet the general education course guidelines. Any such guidelines developed by the department shall be submitted to the commission for its approval. In creating and adopting the guidelines, the department and the commission, in collaboration with the public institutions of higher education, may make allowances for baccalaureate programs that have additional degree requirements recognized by the commission;

**TOPIC:** RECOMMEND APPROVAL OF LIMITED WAIVER OF GT PATHWAYS REQUIREMENTS FOR THE BACHELOR OF APPLIED SCIENCE DEGREE PROGRAM IN SECURE SOFTWARE DEVELOPMENT AT PUEBLO COMMUNITY COLLEGE

**PREPARED BY:** DR. CHRIS RASMUSSEN, DIRECTOR OF ACADEMIC AFFAIRS

### **I. SUMMARY**

This consent item recommends approval of a limited waiver of GT Pathways curriculum requirements for the Bachelor of Applied Science (BAS) degree program in Secure Software Development at Pueblo Community College.

### **II. BACKGROUND**

The Commission approved a BAS degree in Secure Software Development at Pueblo Community College at its December 2019 meeting. The institution is now seeking a limited waiver from GT Pathways curriculum requirements for this program. Commission approval is required for such a waiver per §23-1-125(3), C.R.S., which states “in creating and adopting the [core curriculum] guidelines, the department and the commission, in collaboration with the public institutions of higher education, may make allowances for baccalaureate programs that have additional degree requirements recognized by the commission.” Additionally, per CCHE Policy I, V, Section 4.02.03, “if the Department determines that the [academic program] proposal is not consistent with...GT Pathways requirements (if applicable), it will so inform the governing board. The Department shall take credit cap and GT Pathways (where applicable) waiver requests to the Commission for action”.

At its May 2019 meeting, the Commission approved revisions to CCHE Policy I, Part L (Statewide Transfer and GT Pathways), which codified a process for institutions to seek a GT Pathways waiver and criteria for the Commission to use in determining whether to grant a full/blanket waiver, a modified/limited waiver, or no waiver. The process includes six questions that an institution must address to aid Department staff in making a recommendation to the Commission for action. The Department followed this process for the current waiver request, including discussion with the General Education Council at its January and February 2020 meetings.

### **III. STAFF ANALYSIS**

The General Transfer Pathways (GT Pathways) curriculum was created by statute in 2001 and is defined in §23-1-108.5(2)(c) as “the group of courses... that every student enrolled in the institution must successfully complete...”. The main principles of this “core course concept” are that 1) the curriculum should be designed to ensure that students demonstrate certain competencies; 2) it shall consist of at least thirty-one credits; and 3) it shall apply to all public institutions of higher education in Colorado. The original intent of GT Pathways was to ease transfer between institutions and preserve credit for courses taken to the extent feasible.

Statutory language implies that every degree program should contain the GT Pathways curriculum. It was recognized by the Department early on that the GT Pathways curriculum “mapped” best to the general education cores of degrees in the liberal arts and sciences and that it could be difficult to apply the curriculum to certain degrees with very different general education cores and additional accreditation requirements—such as nursing and engineering—as well as to applied degrees such as the Bachelor of Applied Science, which are more career and technically oriented and designed to focus on professional preparation for a specific vocation.

The general education courses in BAS programs are usually contextualized within the career. For this reason, the courses in the degrees may not always be part of GT Pathways, even though they are designed to address similar outcomes. As a result, many (but not all) BAS degrees previously approved by the Commission have also received waivers allowing the sponsoring institution to create an academic program that does not include the full GT Pathways curriculum. While the general education cores of these degrees do not contain the GT Pathways curriculum, they nonetheless are in line with the statutory requirement that they be “...designed to ensure that students demonstrate competency in reading, critical thinking, written communication, mathematics, and technology” [§23-1-125(3), C.R.S.].

The BAS degree is often pursued by students who have completed an AAS degree with a similar academic or vocational focus. As a result, it is not generally a transfer degree (unlike most Bachelor of Arts and Bachelor of Science degrees). All AAS degrees at Colorado Community College System institutions include 15 credits of GT Pathways coursework. BAS programs generally include an additional 12-15 credits of general education coursework that is designed to meet similar outcomes as GT Pathways courses, or courses in the academic major that are designed to develop competencies that align with one or more content categories in the GT Pathways framework.

The following responses to the GT Pathways waiver criteria from CCHE Policy I, Part L, were provided by representatives of Pueblo Community College, with some editing by Department staff for clarity and efficiency.

**1. Why is it important that a GT Pathways waiver be granted for this program (address the nature of the degree relative to the profession, if applicable, including work pathways for students entering the program)?**

Pueblo Community College (PCC) believes that this waiver request, in support of its Bachelor of Applied Science (BAS) degree in Secure Software Development, is critical to providing students with the most relevant, job-ready training that will meet both industry and workforce needs in the shortest time possible. PCC is committed to providing students with the most efficient, least expensive pathways to employment, and its BAS degrees therefore serve as workforce-ready Career and Technical Education (CTE) credentials, rather than as transfer degrees. Indeed, our BAS degrees are built upon and require successful completion of Associate of Applied Science (AAS) programs, which are likewise not transfer degrees, but are instead CTE degrees designed to provide workforce training and swift pathways to employment.

Importantly, however, AAS degrees at PCC do recognize and affirm the value of the liberal arts tradition by requiring the completion of robust General Education (GenEd) coursework that meets and sometimes

exceeds 25 percent of the total credits. While some of the GenEd courses required by our AAS degrees are Guaranteed-Transfer (GT) courses, not all of their GenEd credits are classified as GT. Nevertheless, the remaining courses are eligible GenEd electives, which each college in the Colorado Community College System (CCCS) is free to define in its own Catalog.

In the very same way, BAS degrees at PCC, like the AAS degrees upon which they are built, feature GenEd content that constitutes 25 percent of the total credits (30 credits out of the 120 credit whole), but not all of the GenEd content is GT, for neither degree is intended to be a transfer vehicle. It would, therefore, harm students seeking a BAS in Secure Software Development to require them to complete GenEd coursework that was classified entirely as GT. This is because this BAS program requires successful completion of our AAS degree in Software Development & Security (or one from another accredited institution), which itself does not (and is not required to) feature entirely GT pathways content. Our BAS students would, therefore, have to spend additional time and money completing more GT pathways coursework to offset the previously completed non-GT GenEd coursework.

## **2. Which specific components of the GT Pathways curriculum are requested to be waived or modified?**

PCC fully supports the robust, well-rounded liberal arts tradition by requiring that 25 percent of its BAS degree coursework be GenEd, however, we contend that more flexibility is needed in determining which GenEd courses are the most appropriate for applied CTE degrees.

Therefore, PCC respectfully requests a waiver for two specific components of the policy:

1. PCC seeks approval to offer a minimum of 30 credits of General Education coursework, rather than 31, for its BAS programs are currently designed to feature 25 percent GenEd content (30 credits out of the 120 credit whole)
2. PCC seeks approval to require a minimum of 15 credits of GT pathways coursework, and to offer the balance of the minimum 30 credits of required GenEd as non-GT coursework that is most applicable to the program of study

PCC believes that identifying the most relevant courses for any CTE program is best done through close consultation with industry partners, as well as through careful adherence to unique program accreditation standards. Mandating fully GT Pathways course content can limit the ability of colleges to respond to these industry and accreditation needs, and may preclude programs from selecting from a wider array of valuable GenEd courses in favor of the sometimes limited number of GT courses, which do not always feature the most relevant content. Flexibility, in this regard, will enrich our BAS programs and benefit both students and industry.

## **3. How will the institution ensure that the program includes a “core of courses” that provide a general education through which “students demonstrate competency in reading, critical thinking, written communications, mathematics, and technology,” as articulated in Colorado Revised Statutes 23-1-125(3)? How will the general education provided respond to the 10 competencies of the GT Pathways curriculum?**

As noted above, PCC strongly supports the liberal arts tradition, but with respect to applied degrees such as AAS and BAS programs, which are rooted in Career and Technical Education, we believe that it is necessary to strike a balance. Unlike Bachelor of Arts and Bachelor of Science degrees, which feature defined GT Pathways curricula aimed at ensuring the transferability of the coursework to four-year universities, a Bachelor of Applied Science seeks principally to meet and support the needs of industry. As noted above, PCC strongly supports the liberal arts tradition, but with respect to applied degrees such as AAS and BAS programs, which are rooted in Career and Technical Education, we believe that it is necessary to strike a balance. Unlike Bachelor of Arts and Bachelor of Science degrees, which feature defined GT Pathways curricula aimed at ensuring the transferability of the coursework to four-year universities, a Bachelor of Applied Science seeks principally to meet and support the needs of industry. Nevertheless, through the inclusion of a minimum of 25 percent GenEd content, this BAS degree too can target the same competencies as featured in the Colorado statewide GT Pathways curriculum (Civic Engagement, Creative Thinking, Critical Thinking, Diversity & Global Learning, Information Literacy, Inquiry & Analysis, Oral/Presentational Communication, Problem Solving, Quantitative Literacy, Written Communication).

Specifically, PCC's BAS in Secure Software Development features 17 credits of GT Pathways content, including English Composition I and II (total of 6 cr), a Science course with lab (4 cr), College Algebra (4 cr), and an Economics course (3 cr). Each of these courses targets several of the above competencies on its own, however, in addition to featuring learning outcomes at the course and program level, PCC also maintains a robust set of institutional-level student learning outcomes (ISLOs) that all programs are required to target. Therefore, all courses at PCC promote student learning in these five areas (highlighted passages reflect the parallel 10 required GT Pathways competencies):

- **Critical Thinking & Problem Solving** through their ability to interpret and analyze information, explore implications, construct logical conclusions, and formulate creative solutions.
- **Effective Communication** through their ability to organize and express ideas clearly, purposefully, and compellingly, attending to the needs of the audience and following disciplinary conventions.
- **Quantitative Reasoning** through their ability to interpret, explain, represent, and apply quantifiable information to identify connections, formulate reasonable solutions, and defend conclusions.
- **Textual Literacy** through their ability to comprehend, locate, evaluate, and select and apply suitable information, materials, and methods in order to accomplish tasks.
- **Professionalism & Social Consciousness** through their ability to demonstrate personal responsibility, interpersonal skills through appropriate conduct and teamwork, and civic and cultural engagement.

Importantly, not only do PCC's GT Pathways courses target the above student learning outcomes, all programs at PCC, including non-GT GenEd courses and also CTE courses, are required to do so. Moreover, all of PCC's programs are required to perform assessment of student learning (ASL) to measure student achievement in these areas each semester. That ASL data, gathered through both unique and program-wide assignments and assessment tools, is tracked longitudinally and used to make curricular and programmatic changes to improve student learning. It can also be used to demonstrate the efficacy of our curricula, learning outcomes, and so on, especially to accrediting agencies. While GT Pathways and CTE courses do differ in their purposes, aims, and intent, they each target student mastery of parallel competencies. Some of these competencies must match those demanded by programs at four-year

universities, while others must support the demands of Colorado's employers. For this reason, PCC seeks the flexibility necessary to do both by maintaining a balance between these two kinds of learning.

**4. What additional degree requirements, such as those associated with accreditation and licensure, make it impossible to include the full GT Pathways in the program curriculum?**

In order to meet the demands of industry and of unique accreditation requirements, CTE programs at both the AAS and BAS levels must include an extensive array of core course material that is relevant to the profession at hand. In the case of Secure Software Development, this includes a long list of Computer Science, Computer Information Systems, and Computer Network coursework urgently demanded by employers. These skill sets, ranging from coding and mobile app development to scripting and security testing, will not only prepare graduates for today's workforce but will make them highly sought-after by employers nationwide.

**5. How will the absence of a GT Pathways waiver potentially harm students (if, for example, it extends the time to degree beyond four years, or results in certain critical courses being left out of a program)?**

As outlined above, the absence of this waiver will harm students in two ways:

- 1) It will require BAS students to have to take additional GT courses that were not a part of the preceding, required AAS degree curriculum, which featured non-GT GenEd content; and
- 2) This will reduce the number of industry-specific courses that must be included in the BAS program in order to ensure that graduates are competitive and prepared to contribute to the industry.

**6. How will the institution ensure that the GT Pathways waiver will not create barriers to student transfer?**

PCC's BAS in Secure Software Development is not intended to transfer, and we do not anticipate that students will do so. As a terminal CTE degree, it is designed to maximize students' ability to learn the fundamentals required to be successful in the industry. The Department Chair of Computer Information Systems has worked closely with his statewide discipline team to design and refine this curriculum, and the team has affirmed its utility for both students and employers. We look forward to seeing our graduates fill positions in this growing industry.

**IV. STAFF RECOMMENDATIONS**

Staff recommends that the Commission:

- Approve a limited waiver of GT Pathways curriculum requirements for the Bachelor of Applied Science degree program in Secure Software Development at Pueblo Community College;
- Direct the Department to develop and enter into a Memorandum of Understanding with the Colorado Community College System on the terms of the waiver, including a total of 30 credits of general education coursework, of which 15 credits must be part of GT Pathways, while the

remaining 15 credits are to be general education courses designed to meet similar outcomes as GT Pathways but determined by program faculty at the sponsoring institution.

**V. STATUTORY AUTHORITY**

**C.R.S. §23-1-125**

**Commission directive - student bill of rights - degree requirements - implementation of core courses - competency test - prior learning**

...

(3) Core courses. The department, in consultation with each Colorado public institution of higher education, is directed to outline a plan to implement a core course concept that defines the general education course guidelines for all public institutions of higher education... Individual institutions of higher education shall conform their own core course requirements with the guidelines developed by the department and shall identify the specific courses that meet the general education course guidelines. Any such guidelines developed by the department shall be submitted to the commission for its approval. In creating and adopting the guidelines, the department and the commission, in collaboration with the public institutions of higher education, may make allowances for baccalaureate programs that have additional degree requirements recognized by the commission;

**TOPIC:** RECOMMEND APPROVAL OF LIMITED WAIVER OF GT PATHWAYS REQUIREMENTS FOR THE BACHELOR OF APPLIED SCIENCE DEGREE PROGRAM IN HEALTH SCIENCE AND ADMINISTRATION AT COLORADO STATE UNIVERSITY-PUEBLO

**PREPARED BY:** DR. CHRIS RASMUSSEN, DIRECTOR OF ACADEMIC AFFAIRS

### **I. SUMMARY**

This consent item recommends approval of a limited waiver of GT Pathways curriculum requirements for the Bachelor of Applied Science (BAS) degree program in Health Science and Administration at Colorado State University-Pueblo.

### **II. BACKGROUND**

Colorado State University-Pueblo is developing a BAS degree in Health Science and Administration and is seeking a limited waiver from GT Pathways curriculum requirements for the program. Commission approval is required for such a waiver per §23-1-125(3), C.R.S., which states “in creating and adopting the [core curriculum] guidelines, the department and the commission, in collaboration with the public institutions of higher education, may make allowances for baccalaureate programs that have additional degree requirements recognized by the commission.” Additionally, per CCHE Policy I, V, Section 4.02.03, “if the Department determines that the [academic program] proposal is not consistent with...GT Pathways requirements (if applicable), it will so inform the governing board. The Department shall take credit cap and GT Pathways (where applicable) waiver requests to the Commission for action”.

At its May 2019 meeting, the Commission approved revisions to CCHE Policy I, Part L (Statewide Transfer and GT Pathways), which codified a process for institutions to seek a GT Pathways waiver and criteria for the Commission to use in determining whether to grant a full/blanket waiver, a modified/limited waiver, or no waiver. The process includes six questions that an institution must address to aid Department staff in making a recommendation to the Commission for action. The Department followed this process for the current waiver request, including discussion with the General Education Council at its January and February 2020 meetings.

### **III. STAFF ANALYSIS**

The General Transfer Pathways (GT Pathways) curriculum was created by statute in 2001 and is defined in §23-1-108.5(2)(c) as “the group of courses... that every student enrolled in the institution must successfully complete...”. The main principles of this “core course concept” are that 1) the curriculum should be designed to ensure that students demonstrate certain competencies; 2) it shall consist of at least thirty-one credits; and 3) it shall apply to all public institutions of higher education in Colorado. The original intent of GT Pathways was to ease transfer between institutions and preserve credit for courses taken to the extent feasible.

Statutory language implies that every degree program should contain the GT Pathways curriculum. It was recognized by the Department early on that the GT Pathways curriculum “mapped” best to the general education cores of degrees in the liberal arts and sciences and that it could be difficult to apply the curriculum to certain degrees with very different general education cores and additional accreditation requirements—such as nursing and engineering—as well as to applied degrees such as the Bachelor of Applied Science, which are more career and technically oriented and designed to focus on professional preparation for a specific vocation.

The general education courses in BAS programs are usually contextualized within the career. For this reason, the courses in the degrees may not always be part of GT Pathways, even though they are designed to address similar outcomes. As a result, many (but not all) BAS degrees previously approved by the Commission have also received waivers allowing the sponsoring institution to create an academic program that does not include the full GT Pathways curriculum. While the general education cores of these degrees do not contain the GT Pathways curriculum, they nonetheless are in line with the statutory requirement that they be “...designed to ensure that students demonstrate competency in reading, critical thinking, written communication, mathematics, and technology” [§23-1-125(3), C.R.S.].

The BAS degree is often pursued by students who have completed an AAS degree with a similar academic or vocational focus. As a result, it is not generally a transfer degree (unlike most Bachelor of Arts and Bachelor of Science degrees). All AAS degrees at Colorado Community College System institutions include 15 credits of GT Pathways coursework. BAS programs generally include an additional 12-15 credits of general education coursework that is designed to meet similar outcomes as GT Pathways courses, or courses in the academic major that are designed to develop competencies that align with one or more content categories in the GT Pathways framework.

The following responses to the GT Pathways waiver criteria from CCHE Policy I, Part L, were provided by representatives of Colorado State University-Pueblo, with some editing by Department staff for clarity and efficiency.

**1. Why is it important that a GT Pathways waiver be granted for this program (address the nature of the degree relative to the profession, if applicable, including work pathways for students entering the program)?**

The online Bachelor of Applied Science in Health Science and Administration is an applied completion degree program that is open to aspiring students who currently hold an AAS degree in a healthcare, allied health, or public health fields. The program will bridge currently working allied healthcare professionals who hold a 2-year degree and current healthcare licensure or certification to a 4-year BAS degree. Students will learn complementary communication, technical and administrative skills necessary to enhance their preparation for working in these industries.

Graduates who major in the BAS in Health Science have many career options in a variety of settings such as schools, hospitals, government agencies, private or community agencies, or in non-profit groups. Graduates will be able to return to higher level and/or administrative positions in their original allied healthcare fields such as radiology, nuclear imaging, physical therapy assistant, medical assisting, emergency medication technicians, etc. Other career options include position such as: home health care

coordinator, health maintenance organization care coordinator, insurance company health coach, long-term care health coordinator, women, infants, children nutrition coordinator, health navigator, and any number of other related careers.

Students entering this program have already completed an AAS degree for an allied health profession and will already have work experience in their specific allied health field. Most of the allied health curriculum require between 64 and 92 credits. Requiring additional general education credits would make it difficult for them to complete their degree. The GT Pathways curriculum core competency requirements will be met through the BAS curriculum.

## **2. Which specific components of the GT Pathways curriculum are requested to be waived or modified?**

CSU-Pueblo requests a waiver of the requirement for a total of 31 credits of GT Pathways or general education courses. This would be similar to existing state BAS programs with current GT Pathways waivers, in that 30 credits (25% of the degree) recognized as meeting gen ed competencies will be required in the BAS. Students in the BAS in Health Science and Administration will be required to transfer or enroll in at least one three-credit course in each of the following areas: Written Communication, Mathematics, Arts and Humanities, Social Science, Natural and Physical Science with lab (for 16 total hours). The remainder of the GT Pathways curriculum would be a modified requirement, as the BAS program health science and related required courses will include the core competencies.

Students will have completed an AAS degree prior to enrolling in the program, which will include at least 15 total credits in general education, often with multiple natural science courses. The core BAS program required courses in health science will include the GT Pathways core competencies to complement coursework transferred in and directly relate these same competencies to the student's field of study and licensure or certification.

## **3. How will the institution ensure that the program includes a “core of courses” that provide a general education through which “students demonstrate competency in reading, critical thinking, written communications, mathematics, and technology,” as articulated in Colorado Revised Statutes 23-1-125(3)? How will the general education provided respond to the 10 competencies of the GT Pathways curriculum?**

The institution will ensure that this program includes courses that provide general education to meet reading, critical thinking, written communications, mathematics and technology by requiring students to complete at least one three-credit course in each of the following areas: Written Communication, Mathematics, Arts and Humanities, Social Science, Natural and Physical Science with lab, for a total of 16 credit hours that directly meet GT Pathways requirements.

Four of the required Health Science courses have objectives which meet the Public Health Foundation Tier 1 Core Competencies for Public Health, which directly correspond to the ten GT Pathways core competencies table. These courses are Evaluation of Public Health Issues, Epidemiology and Disease Prevention, Public Health and the Environment, and Community and Global Health. This coverage provides an additional 12 credits to the 15 credits of Gen Ed coursework included in all Colorado AAS degrees. Students are also required to take one of two Sociology courses covering diversity and cultural topics (3cr). This BAS

program, therefore, meets in an applied fashion the philosophy of general education developed by the state of Colorado in GT Pathways curriculum, and includes a minimum of 30 credits gen ed coursework.

The PHF competencies were established by the Council on Linkages Between Academic and Public Health Practice, found at

[http://www.phf.org/resourcestools/Documents/Core\\_Compencies\\_for\\_Public\\_Health\\_Professionals\\_2014June.pdf](http://www.phf.org/resourcestools/Documents/Core_Compencies_for_Public_Health_Professionals_2014June.pdf)

**4. What additional degree requirements, such as those associated with accreditation and licensure, make it impossible to include the full GT Pathways in the program curriculum?**

Students entering this program have already completed an AAS degree for an allied health profession and will already have work experience in their specific allied health field. Most of the allied health curricula require between 64 and 92 credits. Requiring additional general education credits would make it difficult for them to complete a bachelor's degree in a timely fashion. This BAS is an applied degree and the GT Pathways requirements will be met through the required courses listed above as well as their required Field Experience/Work Experience.

**5. How will the absence of a GT Pathways waiver potentially harm students (if, for example, it extends the time to degree beyond four years, or results in certain critical courses being left out of a program)?**

If the waiver is not granted students would have a more difficult time completing all the coursework and upper division curriculum for the degree in order to continue on their career path. It would be difficult to restructure this program meet a 120-credit hour total requirement and include additional lower division coursework. It would extend time and cost for the degree to include GT Pathways courses and therefore would discourage many students from completing their bachelor's degree.

**6. How will the institution ensure that the GT Pathways waiver will not create barriers to student transfer?**

A waiver would not create barriers to student transfer. On the contrary it would increase the chances that a student would transfer to pursue and complete this bachelor's degree. This applied BAS degree program is not intended for students seeking to further transfer to a graduate program. Students who have completed additional GT Pathways courses prior to transfer will have all those course credits transferred. Upper division coursework required for the degree will then be required.

**IV. STAFF RECOMMENDATIONS**

Staff recommends that the Commission:

- Approve a limited waiver of GT Pathways curriculum requirements for the Bachelor of Applied Science degree program in Health Science and Administration at Colorado State University-Pueblo;
- Direct the Department to develop and enter into a Memorandum of Understanding with Colorado State University-Pueblo on the terms of the waiver, including a total of 30 credits of general

education coursework, of which at least 15 credits must be part of GT Pathways, while the remaining 15 credits are to be general education courses designed to meet similar outcomes as GT Pathways but determined by program faculty at the sponsoring institution.

## **V. STATUTORY AUTHORITY**

### **C.R.S. §23-1-125**

#### **Commission directive - student bill of rights - degree requirements - implementation of core courses - competency test - prior learning**

...

(3) Core courses. The department, in consultation with each Colorado public institution of higher education, is directed to outline a plan to implement a core course concept that defines the general education course guidelines for all public institutions of higher education...Individual institutions of higher education shall conform their own core course requirements with the guidelines developed by the department and shall identify the specific courses that meet the general education course guidelines. Any such guidelines developed by the department shall be submitted to the commission for its approval. In creating and adopting the guidelines, the department and the commission, in collaboration with the public institutions of higher education, may make allowances for baccalaureate programs that have additional degree requirements recognized by the commission;

**TOPIC:** DEGREE AUTHORIZATION ACT: RECOMMENDATION OF AUTHORIZATION AS A SEMINARY/RELIGIOUS TRAINING INSTITUTION FOR WAGNER UNIVERSITY

**PREPARED BY:** HEATHER DELANGE, OFFICE OF PRIVATE POSTSECONDARY EDUCATION

**I. SUMMARY**

This consent agenda item recommends authorization for Wagner University as a Seminary or Religious Training Institution pursuant to the provisions of the Degree Authorization Act (C.R.S. §23-2-103.3).

**II. BACKGROUND**

The Colorado Commission on Higher Education (CCHE) has statutory responsibility for the administration of Title 23, Article 2 of the Colorado Revised Statutes, which authorizes certain types of institutions to offer degrees and/or degree credits. These are: (1) Colorado publicly supported colleges and universities; (2) properly accredited private colleges and universities; (3) postsecondary seminaries and bible colleges; and (4) private occupational schools authorized by the Division of Private Occupational School. Persons or unauthorized organizations that violate the provisions of the statute are subject to legal penalties.

All private colleges and universities, out of state public colleges and universities, and seminaries or bible colleges are required to register with the Colorado Department of Higher Education and to meet criteria found in CCHE Policy Section I Part J, Degree Authorization Act, in order to receive authorization to offer degrees within Colorado. Such authorization must be received by the institution prior to offering any program of instruction, academic credits, or degrees; opening a place of business; soliciting students or enrollees; or offering educational support services.

The Commission administers the Degree Authorization Act by determining an institution's eligibility to operate pursuant to statute and CCHE policy. Statute requires Commission action for institutional authorization at any level.

In the case of a seminary or bible college, an institution must qualify as a bona fide religious postsecondary educational institution which is exempt from property taxation under the laws of this state. It shall require for admission at least a high school diploma or its equivalent and shall not offer programs or courses that are secular in nature. Additionally, to qualify as a bona fide religious postsecondary educational institution, an organization must meet each of the following criteria:

1. Be a non-profit institution owned, controlled, operated, and maintained by a bona fide church or religious denomination, lawfully operating as a non-profit religious corporation pursuant to Title 7 of the Colorado Revised Statutes.
2. Limit the educational program to the principles of that church or denomination and grant degrees or diplomas only in areas of study that contain on their face a reference to the theological or religious aspect of the degree's subject area. Institutions operating under this degree authorization shall not award degrees in any area of physical science or medicine; or degrees appropriate only for academic institutions; or degrees associated with specific professional fields or endeavors not clearly and directly related to religious studies or occupations.
3. Not market, offer, or grant degrees or diplomas which are represented as being linked to a church or denomination, but which actually are degrees in secular areas of study.
4. Have obtained exemption from property taxation under state law and shall have provided the Department a copy of the certificate of this exemption.

Wagner University is proposing to offer the following degree programs in Colorado:

- Bachelor of Applied Ministry
- Master of Apostolic Leadership and Applied Ministry
- Master of Spiritual Healing and Deliverance
- Doctorate of Apostolic Leadership and Applied Theology

## **II. STAFF ANALYSIS**

A representative from Wagner University and DHE staff communicated regularly to assure the appropriate submission of documents. Staff reviewed the documents submitted that meet the criteria for authorization as outlined in CCHE policy, Section I, Part J. Based on the institution's vision and mission and the proposed programs, staff determined that Wagner University meets the definition of bona fide religious postsecondary educational institution (C.R.S. §23-2-102 (4)).

Current statute does not require accreditation for Seminary or Religious Training Institutions as they provide education and training for work within religious organizations or they meet a personal need of an interested party. The state does not recognize degrees issued by institutions authorized under this provision of statute. The Department's role for institutions authorized under this status is to ensure that the institution offering postsecondary education under the auspice of religion is truly a bona fide religious postsecondary educational institution.

Current policy requires authorized institutions to prominently display the authorization status on the website along with contact information for student complaints. Additionally, staff recommends requiring language in the about us/accreditation section of the website to state that the CCHE

authorization is operational in nature and neither the Commission nor the Department endorses the programs offered as they have not been substantively evaluated.

#### **IV. STAFF RECOMMENDATION**

**Staff recommends that the Commission approve authorization for Wagner University as a Seminary or religious training institution under the Degree Authorization Act.**

#### **STATUTORY AUTHORITY**

C.R.S. §23-2-103.3 (4) To operate in Colorado, a seminary or religious training institution shall apply for and receive authorization from the department and establish that it qualifies as a bona fide religious institution and as an institution of postsecondary education, as defined by rules promulgated by the commission. A seminary or religious training institution that meets the criteria and rules established by this subsection (4) is exempt from the provisions of subsections (1), (2), and (3) of this section. A bona fide religious institution and an institution of postsecondary education that applies for authorization pursuant to this subsection (4) shall pay the fee established according to [section 23-2-104.5](#).

**TOPIC:** REVISION OF CCHE POLICY I, PART V: CREATION OF ACADEMIC PROGRAMS – PROCESS FOR REVIEW AND APPROVAL OF CANNABIS-RELATED PROGRAMS AT ANY INSTITUTION AND SELECT BACCALAUREATE DEGREE PROGRAMS AT COLORADO COMMUNITY COLLEGE SYSTEM INSTITUTIONS AND LOCAL DISTRICT COLLEGES

**PREPARED BY:** DR. CHRIS RASMUSSEN, DIRECTOR OF ACADEMIC AFFAIRS

## **I. SUMMARY**

This action item outlines proposed revisions to Commission Policy I, V: Creation, Modification or Discontinuance of Academic and Vocational Programs at Public Institutions of Higher Education. The bulk of the revisions are to codify a process for review of all programs that require approval by the Commission.

In addition, the proposed revisions also reflect statutory changes resulting from two bills passed during the 2019 legislative session:

- HB 19-1153 amended §23-71-102, C.R.S. to authorize Colorado Mountain College (CMC) to offer “a limited number” of baccalaureate degree programs. Previously, CMC was authorized to offer up to five baccalaureate degree programs.
- HB 19-1311 created the Institute of Cannabis Research at Colorado State University-Pueblo and established a requirement that institutions of higher education consult with the Institute’s governing board in developing any cannabis-specific curriculum. The bill also gives the Colorado Commission on Higher Education authority to approve all cannabis-related degrees and certifications.

An earlier version of recommended revisions was presented to the Commission at its September 5, 2019 meeting. Further revisions were made in response to commissioners’ and institutional representatives’ comment. These changes primarily clarify the role of the Academic Council as an advisory/consultative body without decision making authority and accelerate the process of bringing a proposed program to the Commission. Sections of the policy addressing cannabis-related programs were added after vetting by the Academic Council, the General Education Council, and the Commission’s Standing Committee on Student Success & Academic Affairs.

## **II. BACKGROUND**

The Commission revised Policy I, V in December 2017, following enactment of SB 17-297, which amended §23-1-107(1), C.R.S. to state:

“A governing board of a state-supported institution of higher education is not required to submit a proposal to or obtain approval from the commission to create, modify, or discontinue academic or vocational

programs offered by the institution, so long as the creation, modification, or discontinuance of the academic or vocational program is consistent with the institution's statutory role and mission.”

Commission policy articulates five exceptions where proposed degrees or certificates carry additional statutory requirements:

- i. New baccalaureate degree program proposals at Colorado Mountain College, which require Commission approval per §23-71-133, C.R.S.;
- ii. New Bachelor of Applied Science (B.A.S.) degree proposals from Colorado Community College System (CCCS) institutions and from Aims Community College, which require Commission approval per §23-1-133, C.R.S.;
- iii. New Bachelor of Science in Nursing (B.S.N.) degree proposals from Aims Community College, which require Commission approval per §23-71-102, C.R.S.; and
- iv. Educator preparation programs that lead to endorsement for educator licensure, which require Commission approval per §23-1-121, C.R.S.
- v. Cannabis-related degrees or certificates at any Colorado institution of higher education, which require Commission approval per §23-31.5-112, C.R.S.

The current Commission policy addresses the program proposal review process in a fairly general manner, indicating that Department staff will confirm alignment with statutory criteria for the program and that the Academic Council will be engaged in the process. In response to feedback from institutions that a more detailed, transparent, step-by-step process was needed to guide proposing institutions—and to help ensure that four-year institutions have adequate time to review and provide feedback on program proposals—Department staff members have drafted and tested a revised process for review and approval of proposed BAS programs. The process was vetted with the Academic Council in early 2018 and has been followed by Department staff on four separate occasions between late 2018 and late 2019. Two-year institutions have appreciated the additional transparency of the process and improved clarity of expectations, while four-year institutions have responded favorably to the advance notification process and formalized mechanism for soliciting their input. Staff believes it is prudent for this process to be codified in Commission policy, and for the policy to also outline the process used for review of other degree and certificate programs for which there are statutory criteria that go beyond fit with institutional role and mission.

It should be noted that statutory authority granted to Aims Community College by HB 18-1300 to offer the Bachelor of Science in Nursing (B.S.N.) degree is distinct from statutory authority granted to Colorado Community College System institutions by HB 18-1086 to offer the B.S.N. degree. Whereas HB 18-1300 requires Aims Community College to obtain approval from the Colorado Commission on Higher Education to offer the B.S.N. degree, HB 18-1086 requires only that the State Board for Community Colleges and Occupational Education and/or individual CCCS campuses inform the Colorado Commission on Higher Education of their intent to offer the degree and solicit the Commission’s input in a joint meeting of the CCCS board and the Commission. They must also provide ninety days advance notice to the Commission and to all state public and nonpublic institutions of higher education prior to a CCCS institution requesting board approval to offer a B.S.N. degree.

### **III. STAFF ANALYSIS**

The following substantive changes are proposed:

1. Section 2.00 Statutory Authority: Revised language reflects changes required by HB 19-1153 regarding the authority of Colorado Mountain College to offer “a limited number of baccalaureate degree programs.” Revised language also reflects changes required by HB 19-1311 regarding cannabis-related academic programs, including institutional requirements and commission authority for approval.
2. Section 4.00 New and Substantively Modified Programs: Process and Procedures
  - Sub-section 4.02.02 clarifies the process for review of new or substantially modified programs that do not require approval by the Commission.
  - Sub-section 4.02.04 addresses the Department’s approach to review of proposed degree or certificate programs that are subject to statutory requirements or criteria that go beyond fit with institutional role and mission. The sub-section also clarifies the role of the Academic Council.
  - Sub-section 4.02.05 outlines a process for application, review, and approval of proposed BAS degree programs at CCCS institutions and Aims Community College, and proposed BSN degree programs at Aims Community College.
  - Sub-section 4.02.06 outlines a process for application, review, and approval of proposed baccalaureate degree programs at Colorado Mountain College.
  - Sub-section 4.02.07 outlines a process for application, review, and approval of proposed cannabis-related degree and certificate programs at any institution of higher education in Colorado.
3. Section 5:00 Non-Substantive Modifications to and Discontinuance of Existing Programs: Clarifies the role of the Academic Council in cases of discontinued or non-substantively modified programs.

A copy of the revised policy showing changes can be found in Appendix A. The proposed, revised policy is in line with statute and other CCHE policies.

### **IV. STAFF RECOMMENDATIONS**

**Staff recommends that the Commission approve proposed revisions to Policy I, V: CREATION, MODIFICATION OR DISCONTINUANCE OF ACADEMIC AND VOCATIONAL PROGRAMS AT PUBLIC INSTITUTIONS OF HIGHER EDUCATION.**

**V. STATUTORY AUTHORITY**

**§23-1-107(1), C.R.S.** – noted above

**§23-71-102, C.R.S – Local district colleges – organization – definitions.**

As used in this article 71, unless the context otherwise requires:

(1)(a) ...

(b) Notwithstanding the provisions of subsection (1)(a) of this section:

(I) Colorado mountain college, in addition to its mission as a local district college, may also offer a limited number of baccalaureate degree programs as its board of trustees determines appropriate to address the needs of the communities within its service area and that are approved by the Colorado commission on higher education.

(II) Aims community college, in addition to its mission as a local district college, may also offer, as its board of trustees determines appropriate to address the needs of the communities within its service area that are approved by the Colorado commission on higher education pursuant to the criteria set form in section 23-1-133 (2):

(A) Bachelor of applied science degree programs; and

(B) Bachelor of science degree in nursing programs as a completion degree to students who have or are pursuing an associate degree in nursing.

**§23-1-133, C.R.S. - Commission directive - bachelor of applied science degree programs - community colleges – approval.**

(1)(a) The state board for community colleges and occupational education, referred to in this section as the "state board", shall submit to the commission for its approval technical, career, and workforce development bachelor of applied science degree programs to be offered at one or more community colleges within the state system. The commission shall consider the following criteria in determining whether to approve a bachelor of applied science degree program:

...

**§23-71-133, C.R.S. – Local district colleges – approval of baccalaureate degrees – attorney general to advise.**

(1) When approving baccalaureate degrees for any local district college pursuant to the authority in section 23-71-102 (1), the Colorado commission on higher education shall make its determination based on the following criteria:

...

**§23-1-121, C.R.S. - Commission directive - approval of educator preparation programs – review.**

(1) As used in this section, unless the context otherwise requires:

(a) "Approved educator preparation program" means an educator preparation program that has been reviewed pursuant to the provisions of this section and has been determined by the commission to meet the performance-based standards established by the commission pursuant to this section and the

requirements of section 23-1-108.

...

**§23-31.5-112, C.R.S. - Institute of cannabis research – governing board – powers relating to the receipt and use of certain tax revenues – definitions.**

...

(2)(a) There is created the institute of cannabis research, to be housed at Colorado state university - Pueblo, unless a relocation occurs pursuant to subsection (7) of this section.

...

(3)(d) The governing board shall advise any Colorado institution of higher education that seeks to develop a cannabis-specific curriculum. The Colorado commission on higher education shall seek input from the governing board before approving any cannabis-related degrees or certification.

...

**VI. APPENDICES:**

Appendix A: (with tracked changes) Proposed Revisions to CCHE Policy I, V: CREATION, MODIFICATION OR DISCONTINUANCE OF ACADEMIC AND VOCATIONAL PROGRAMS AT PUBLIC INSTITUTIONS OF HIGHER EDUCATION.

Appendix B: List of Institutions and Degree Programs Not Subject to Commission Approval



## SECTION I

### PART V CREATION, MODIFICATION OR DISCONTINUANCE OF ACADEMIC AND VOCATIONAL PROGRAMS AT PUBLIC INSTITUTIONS OF HIGHER EDUCATION

#### 1.00 Introduction

Senate Bill 17-297 amended §23-1-107(1), C.R.S. to clarify that Commission approval is not required for new academic or vocational programs, so long as the new program is consistent with ~~the an~~ institution's statutory role and mission. The Commission delegates review of statutory role and mission to Department staff (see Section 4.02.01~~3~~ below). There are several exceptions where proposed degrees have additional statutory requirements, including educator preparation degrees ~~offered by any institution;~~ cannabis-related degrees or certifications offered by any institution; baccalaureate degrees at Colorado Mountain College;~~;~~ bachelor of science in nursing (B.S.N.) completion degrees at Aims Community College;~~;~~ and bachelor of applied science (B.A.S.) degrees at Aims Community College and at Colorado Community College System campuses. Each of these exceptions, ~~which~~ are explained in detail below. This policy does not apply to certificate programs ~~offered at area technical colleges, local district colleges, community colleges or 4-year institutions.~~

It should be noted that 4-year institutions may offer ~~other~~ programs that are commonly referred to as “certificates” that do not require review by the Department and are not eligible for entry into SURDS. Examples include, but are not limited to, non-credit bearing programs offered on a cash-funded basis, emphasis areas within degrees, and other sequences of courses that do not result in a bona fide credential. To be eligible for entry into SURDS, certificates must be credit-bearing, standalone programs (i.e., not part of a baccalaureate or graduate degree program). Certificates that can be applied to degree program requirements, such as “stackable certificates,” are considered to be standalone programs.

#### 2.00 Statutory Authority

The Commission’s role and responsibility in the creation, modification and discontinuance of academic and vocational programs is defined in §23-1-107, which states that:

- (1) A governing board of a state-supported institution of higher education is not required to submit a proposal to or obtain approval

from the commission to create, modify, or discontinue academic or vocational programs offered by the institution, so long as the creation, modification, or discontinuance of the academic or vocational program is consistent with the institution's statutory role and mission.

There are ~~four~~ five exceptions where proposed degrees have additional statutory requirements:

- 2.01 Educator preparation program review and approval is a collaborative ~~responsibility of review between the~~ Colorado Department of Education and ~~the~~ Colorado Department of Higher Education and a dual approval process between ~~the~~ State Board of Education and ~~the~~ Colorado Commission on Higher Education, per §23-1-121, C.R.S.
- 2.02 ~~The~~ Colorado Community College System ~~institutions~~ schools, as well as Aims Community College, received state authorization to propose bachelor of applied science (B.A.S.) degrees when Senate Bill 14-004 was enacted, creating §23-1-133, C.R.S. and amending §23-71-102, C.R.S., which requires the State Board for Community Colleges and Occupational Education (SBCCOE) ~~or the Board of Trustees for Aims Community College~~ to submit to the Commission for its approval technical, career, and workforce development bachelor of applied science degree programs and ~~specify~~ es the criteria to be used in evaluating ~~the~~ requests.
- 2.03 Similarly, Senate Bill 10-101 and House Bill 19-1153 amended §23-71-102~~(4)~~, C.R.S. to read, "...Colorado mountain college, in addition to its mission as a ~~junior-local district~~ college, may also offer a limited number of no more than five baccalaureate degree programs as its board of trustees determines appropriate to address the needs of the communities within its service area and that are approved by the Colorado commission on higher education...." ~~and~~ ~~The~~ Commission has the authority to approve those degrees based on the criteria outlined in ~~the~~ §23-71-133, C.R.S. ~~statute.~~
- 2.04 Similarly, House Bill 18-1300 amended §23-71-102~~(4)~~, C.R.S. to read, "...Aims community college, in addition to its mission as a local district college, may also offer, as its board of trustees determines appropriate to address the needs of the communities within its service area...bachelor of science degree in nursing programs as a completion degree to students who have or are pursuing an associate degree in nursing" and the Commission has the authority to approve those degrees based on the criteria outlined in §23-1-133, C.R.S. ~~the statute.~~
- 2.05 Cannabis-related degrees and certifications are subject to review by the governing board of the Institute of Cannabis Research and approval by the Commission per §23-31.5-112(3)(d), C.R.S.

### 3.00 Policy Goal

The goal of this policy is to ensure that a new or substantively ~~ally~~ modified program is consistent with the statutory role and mission of the institution and ~~meets~~ additional statutory requirements (where applicable). Additionally, ~~the~~ Department ~~staff~~ needs certain information, including but not limited to degree level and CIP code, to enter new programs into the Student Unit Record Data System (SURDS) so that institutions may report enrollment and completion, for instance, in those programs.

### 4.00 New and Substantively ~~ally~~ Modified Programs: Process and Procedures

#### 4.01 Governing Board Approval

4.01.01 A governing board may act to approve a new degree program before or after the Department's approval of the program or endorsement of the program's fit with the institution's statutory role and mission.

4.01.02 The governing board shall formally notify the Department of its approval of a new or substantively ~~ally~~ modified degree program immediately following board action. The Department requests that new program proposals be sent by the institution's or system's representative on Academic Council (or their designee) to the Department staff who ~~facilitates~~ Academic Council. Institutions should follow their normal process to ensure compliance with any applicable Title IV, federal regulations-Gainful Employment, or as well as any accreditation requirements.

#### 4.02 Review by the Department

4.02.01 Upon receipt of the notification of the governing board's action, the Department reviews the program for fit with the institution's statutory role and mission; compliance with the 60 credit cap for associate of arts and associate of science degrees; or 120 credit cap for baccalaureate degrees [per §23-1-125(1)(a)] unless exempted by the Commission; and alignment with GT Pathways requirements unless a waiver is sought [per 23-1-125(3)]. The Department will-and responds to the governing board within 30 days of receiving the proposal.

4.02.02 In the case of new or substantively modified program proposals that are not subject to the statutory requirements outlined above (which will be the majority of new program proposals), if the Department determines that the proposed program is consistent with an institution's statutory role and mission and meets the other applicable statutory or Commission requirements outlined above then the Department shall enter the new or substantively modified

**Commented [CR1]:** Moved from previous location as 4.02.05. Text appears exactly as in the pre-revised version of the policy with the exception of the addition of "or Commission".

program into the Student Unit Record Data System (SURDS) and notify the institution. Following notification to the institution, the new or substantively modified program will be added to the agenda for the next meeting of Academic Council for information purposes.

- If the Department determines that the proposal is not consistent with the institution's statutory role and mission or credit cap ~~and/or~~ GT Pathways requirements (if applicable), it will so inform the governing board. The Department shall take waiver requests for credit cap and GT Pathways (where applicable) ~~waiver requests~~ to the Commission for action.
- If disagreement on Department staff's determination arises then the review and ensuing discussion shall be elevated to Academic Council for its advice. The Commission shall have final authority as to whether or not the proposed program is approved.

~~4.02.032 New or substantially modified programs that require Commission action are as follows:~~

In the case of new educator preparation programs, Department staff shall follow the review process outlined in Commission Policy I, P: Educator Preparation, per §23-1-121, C.R.S.

4.02.04 In the case of degree or certificate programs that are subject to statutory requirements or criteria that go beyond fit with role and mission (other than educator preparation programs), Department staff shall engage in appropriate and prudent due diligence in reviewing proposals, which may include inviting public comment and consulting with the Academic Council. The Academic Council is comprised of chief academic officers from public higher education institutions and systems across Colorado. As the primary stakeholder group for the Department on matters of academic policy and programs, the role of the Academic Council is to advise Department staff and help ensure that appropriate due diligence is conducted with any Commission business related to academic affairs. The Academic Council is an advisory body, and not a decision-making body.

4.02.05 In the case of Bachelor of Applied Science degrees ~~new baccalaureate degrees at Colorado Mountain College (§23-71-133, C.R.S.), Aims Community College (§23-1-133(2), C.R.S.), at or~~ one of the campuses within the Colorado Community College System (§23-1-133(1), C.R.S.); ~~Bachelor of Applied Science degrees at Aims Community College (§23-71-102 (1)(b)(II)(A) C.R.S., and §23-1-133(2), C.R.S.); and Bachelor of Science in Nursing degrees at Aims Community College (§23-71-102(1)(b)(II)(B), C.R.S., and §23-1-133(2), C.R.S.)~~, the review process shall be as follows:

- The chief academic officer of the institution or system seeking approval of a BAS or BSN program shall submit a proposal to the Department addressing all of the criteria listed in §23-1-133(1)(a), C.R.S. (for

Colorado Community College System institutions), or in §23-1-133(2)(a), C.R.S. (for Aims Community College), including:

- Data demonstrating sufficient workforce and student demand for the proposed degree program;
- The regional and professional accreditation requirements for the degree program, if applicable, and evidence that the institution can satisfy those requirements, as appropriate, at both the institutional and program levels;
- Evidence that providing the degree program is cost-effective for students, for the institution, and for the Colorado Community College System (if applicable);
- Evidence that the degree program is sufficiently distinguishable from an existing degree program at a state four-year institution provided within the community college's service area, and sufficiently distinguishable from a degree program that had been offered in conjunction with a state four-year institution that is scheduled to be reinstated; and
- Evidence that the degree program could not practically or feasibly be offered through a statewide transfer agreement.

- Upon receipt of the proposal, the Department will consult with all state four-year institutions located in the proposing institution's service area regarding any existing similar academic programs offered by the four-year institutions, and any potential opportunities to offer the proposed degree through collaboration or articulation.
- If the ~~Upon~~ Department ~~staff's~~ ~~determines~~ ~~confirmation~~ that the institution's or system's proposal does not meet one or more of the above statutory requirements, the Department will provide a written response identifying the area or areas where the proposal has fallen short. The institution or system may revise and resubmit the proposal for review.
- If the Department determines that the institution's or system's proposal ~~does meet~~ the above statutory requirements, the proposal will be sent to members of the Academic Council for consideration of any anticipated systemwide effects of the new degree program.
- Members of Academic Council will have no fewer than 30 calendar days (excluding periods of time between academic terms) to review the proposal and provide written feedback to the Department, which will be shared with the proposing institution.
- Following the 30-day review period, the proposal will be placed on the agenda for the next meeting of the Academic Council for discussion. At the meeting, Department staff will summarize the feedback received from institutions on the proposal and provide an opportunity for representatives of the proposing institution or system to respond.

- If there is no indication among members of Academic Council that the proposed degree program could have negative systemwide effects, the proposal will be placed on the next Commission meeting agenda with a staff recommendation for approval, or distributed to Academic Council electronically for the Council's advice to the Department.
- If there is indication among members of the Academic Council that the proposed degree program could have negative systemwide effects, Based on feedback from the Academic Council the institution or system submitting the proposal will be encouraged to resolve any areas of concern with other institutions with Department staff acting as facilitator of the discussion. The institution or system may then submit a revised proposal, which will be reviewed by Department staff. If Department staff determine that the proposing institution has sufficiently addressed any concerns raised by members of Academic Council, the proposal will be placed on the next Commission meeting agenda with a staff recommendation for approval. If Department staff determine that the proposing institution has not sufficiently addressed concerns raised by members of Academic Council, or sufficiency is indeterminate, the revised proposal will be sent to members of Academic Council for another review period of no fewer than 30 days, after which the revised proposal will be placed on the agenda for the next meeting of the Academic Council for discussion, with similar steps taken as outlined above.
- If following a second round of feedback there is indication that the proposed degree program could have negative systemwide effects, the institution or system may request that the proposal be brought to the Commission for discussion. In preparing the agenda item for the Commission, Department staff will summarize all feedback received during the review process and may recommend that the Commission approve or not approve the program. The Commission may choose to act by approving or not approving the program or may request additional information and postpone action to a future meeting.

~~If there is disagreement, or at the request of an institution, the proposal shall be placed on the next Commission agenda for discussion and action. The Commission shall have final authority as to whether or not the proposed program is approved.~~

4.02.06 In the case of baccalaureate degrees at Colorado Mountain College (§23-71-102(1)(b)(I), C.R.S., and (§23-71-133(1), C.R.S.), the review process shall be as follows:

- The chief academic officer of the institution shall submit a proposal to the Department addressing all of the criteria listed in §23-71-133(1), C.R.S., including:

- Data demonstrating sufficient workforce and student demand for the proposed degree program;
- The regional and professional accreditation requirements for the degree program, if applicable, and evidence that the institution can satisfy those requirements, as appropriate, at both the institutional and program levels;
- Evidence that the institution’s provision of the baccalaureate degree program is the most cost-effective way to provide the program within the institution’s service area; and
- Evidence via a cost-benefit analysis that the institution’s proposed baccalaureate degree program will not create a negative impact for the institution or require additional state-appropriated money to operate.
- Upon receipt by the Department, the proposal will be placed on the next Academic Council meeting agenda or distributed to Academic Council electronically for the Council’s advisement to the Department.
- Once the Department determines that the institution’s proposal meets the above statutory requirements, the proposal will be placed on the next Commission meeting agenda with a staff recommendation for approval. If the proposing institution disagrees with the assessment of Department staff, the institution may request that the proposal be brought to the Commission for discussion. In preparing the agenda item for the Commission, Department staff will summarize all feedback received during the review process and may recommend that the Commission approve or not approve the program. The Commission may choose to act by approving or not approving the program, or may request additional information and postpone action to a future meeting.

**Commented [CR2]:** This language is taken directly from the existing CCHE policy.

4.02.07 In the case of cannabis-related degrees or certifications (§23-31.5-112(3)(d), C.R.S.), the review process shall be as follows:

- The proposing institution shall inform the Institute of Cannabis Research at Colorado State University-Pueblo of its intention to develop a cannabis-related academic program and follow the procedures and processes established by the Institute’s governing board for providing advisement to institutions seeking to develop a cannabis-specific curriculum.
- The chief academic officer of the institution seeking approval of a cannabis-related program shall submit a proposal to the Department addressing the following criteria:
  - Fit with the institution’s statutory role and mission;

- Confirmation of required approvals from the institution's governing board and applicable accrediting agencies (or evidence that approval processes have been initiated); and
- Written confirmation of consultation with the Institute of Cannabis Research.
- If the Department determines that the institution's proposal does not meet one or more of the above requirements, the Department will provide a written response identifying the area or areas where the proposal has fallen short. The institution may revise and resubmit the proposal for review.
- If the Department determines that the institution's proposal does meet the above requirements, Department staff shall seek input from the governing board of the Institute of Cannabis Research on the need and fit of the proposed program in meeting the needs of the cannabis industry or advancing research and economic development associated with cannabis in Colorado. The Department will also initiate a public comment period of no fewer than 30 days. The program proposal will be placed on the next Academic Council meeting agenda or distributed to Academic Council electronically for the Council's advisement to the Department. The Department may ask the institution to revise the proposal in response to any feedback received.
- Once the Department determines that the institution has satisfactorily addressed any concerns, the proposal will be placed on the next Commission meeting agenda with a staff recommendation for approval. If the proposing institution disagrees with the assessment of Department staff, the institution may request that the proposal be brought to the Commission for discussion. In preparing the agenda item for the Commission, Department staff will summarize all feedback received during the review process and may recommend that the Commission approve or not approve the program. The Commission may choose to act by approving or not approving the program, or may request additional information and postpone action to a future meeting.

**Commented [CR3]:** This language is taken directly from the existing CCHE policy.

~~4.02.05 In the case of new or substantially modified program proposals that are not subject to the statutory requirements outlined above (which will be the majority of new program proposals), if the Department determines that the proposed program is consistent with an institution's statutory role and mission and meets the other applicable statutory requirements outlined above then the Department shall enter the new program into the Student Unit Record Data System (SURDS) and notify the institution.~~

**Commented [CR4]:** Moved up in the document to become 4.02.02.

- ~~If the Department determines that the proposal is not consistent with the institution's statutory role and mission or credit cap and GT Pathways requirements (if applicable), it will so inform the governing board. The~~

~~Department shall take credit cap and GT Pathways (where applicable) waiver requests to the Commission for action.~~

- ~~• If disagreement on Department staff's determination arises then the review and ensuing discussion shall be elevated to Academic Council for its advice. The Commission shall have final authority as to whether or not the proposed program is approved.~~

**5.00 Non-Substantive Modifications to and Discontinuance of Existing Programs**

Following institutional and/or governing board approval, proposals that involve non-substantive modification to or discontinuance of an existing program, must be reported to the Department for appropriate entry in the list of approved programs in SURDS and do not require action by the Commission. Following notification by the institution to the Department, the discontinued or non-substantively modified program will be added to the agenda for the next meeting of the Academic Council for information purposes.

HISTORY: CCHE Agenda Item III, B – November 6, 2014; CCHE Agenda Item III, B – December 4, 2014; CCHE Agenda Item VI, A – October 23, 2017; CCHE Agenda Item V, B - December 7, 2017; CCHE Agenda Item III, E – December 6, 2018; CCHE Agenda Item IV, B – September 5, 2019; CCHE Agenda Item III, A – March 6, 2020.

**TOPIC:** PROPOSED REVISIONS TO CCHE POLICY I, PART E: DEVELOPMENTAL EDUCATION AND PROPOSED REPEAL OF CCHE POLICY I, PART W: SUPPLEMENTAL ACADEMIC INSTRUCTION

**PREPARED BY:** DR. CHRIS RASMUSSEN, DIRECTOR OF ACADEMIC AFFAIRS, & KATIE ZABACK, SENIOR POLICY DIRECTOR

## **I. SUMMARY**

This discussion item presents recommended revisions to the CCHE developmental education policy in response to House Bill 19-1206 (Concerning Removing Equity Gaps in Higher Education by Ensuring More Students Have Access to Supplemental Academic Instruction). The discussion item also presents a recommendation to repeal CCHE policy on supplemental academic instruction, since the provisions of that policy have either been rendered moot by HB 19-1206 or can be subsumed within the developmental education policy.

## **II. BACKGROUND**

On April 25, Governor Polis signed into law [HB 19-1206](#) (Higher Education Supplemental Academic Instruction). The act amended various parts of state statute, most prominently CRS §23-1-113 and CRS §23-1-113.3, concerning the delivery of basic skills/developmental education courses by state-supported institutions of higher education in Colorado. The act is designed to move institutions away from the use of pre-requisite remedial education courses and toward supplemental academic instruction (SAI) or other forms of co-requisite remediation (credit-bearing courses or other supports offered in conjunction with a gateway, college-level course). The act directs the Commission to adopt a developmental education policy that requires public institutions of higher education to maximize the likelihood of student success in gateway courses in math and English.

The key provisions of the act are as follows:

- For institutions authorized to offer developmental education, the act requires that, beginning in the 2022-23 academic year, no more than 10 percent of enrolling students shall be placed into pre-requisite developmental education courses (CRS §23-1-113.3(1)(a)(I)).
- For institutions authorized to offer developmental education, the act requires that, by August 1, 2021, institutions shall have a plan in place to meet this requirement; the act also allows for institutions to request a two-year extension for full implementation (CRS §23-1-113.3(1)(a)(II)).
- The act prohibits the placement of a student into developmental education based on a single instrument or test (CRS §23-1-113(1.5)(a)(I)). It should be noted that the CCHE developmental education policy had already required the use of “multiple measures” to assess and place students into developmental education, and the act provides an additional legislative mandate.

- The act allows institutions to pilot new approaches to developmental education for students who may not benefit from SAI or other forms of co-requisite remediation, and to seek waivers from the commission to expand or duplicate successful pilot projects (CRS §23-1-113.3(1)(a)(III)).
- The act authorizes all four-year institutions to offer SAI—without requiring approval from the commission—to students who need additional supports to be successful in college-level courses (CRS §23-1-113(1.5)(a)(II)).
- The act includes new institutional requirements to “use an evidence-based placement approach to placing students into English as a second language courses” and to maximize the likelihood that English language learners will complete gateway courses in English within three years (CRS §23-1-113(1.5)(a)(I)).
- The act clarifies and adds reporting requirements relating to developmental education and SAI (CRS §23-1-113(1.5)(b); CRS §23-1-113(9)(a)(I); CRS §23-1-113.3(3); CRS §23-1-113.3(4)).

The Department engaged in extensive stakeholder consultation to inform the policy revision process, including creation of a cross-functional workgroup on implementation of HB19-1206. The workgroup was composed of faculty in English and in math, developmental education experts, academic administrators and policy specialists, registrars, and institutional researchers. The staff also consulted with the Academic Council, the General Education Council, the Registrar Council, the Data Advisory Group, and the Colorado Community College System Leadership. Additionally, the Department hosted an open stakeholder meeting on specific provisions of HB19-1206 that address English as a Second Language (ESL) students.

### **III. STAFF ANALYSIS**

Because of the extensive revisions required to the policy, three versions of CCHE Policy I, E are attached: 1) the pre-revised (current) version of the policy; 2) a red-lined version with all recommended changes visible; and 3) a clean revised version. The current CCHE Policy I, W (Supplemental Academic Instruction) is also attached.

The following substantive changes are proposed:

1. Section 1.00, Introduction and Purpose: Revised language to reflect the current Commission Master Plan and the legislative declaration for HB 19-1206; deleted text to reduce redundancy and reduce superfluous text.
2. Section 2.00, Statutory Authority: Revised and extended language to reflect amended relevant statutes; this section could be moved so that it appears at the end of the policy.
3. Section 3.00, Terminology:
  - a. Revised definitions based on the use of terms in HB 19-1206 and revised statutes
  - b. Added a definition for “Gateway Course”

- c. Clarified differences among supplemental academic instruction, pre-requisite developmental education courses, and co-requisite developmental education courses
  - d. Retained “primary” and “secondary” assessment with default use of current standardized assessments upon recommendation of the CCHE Standing Committee on Student Success & Academic Affairs
  - e. Deleted flow charts for placement upon recommendation of cross-functional working group and Academic Council.
4. Section 4.00, Maximizing Student Success in Gateway Courses: Renamed the section with a more positive framing; incorporated much-truncated language on placement into higher-level math and English courses.
  5. Section 5.00, Students’ Responsibilities: Added language clarifying that students may opt out of development courses if an institution’s policy allows for it.
  6. Section 6:00, Institutions’ Responsibilities:
    - a. Deleted redundant language on placement into higher-level courses in math and English
    - b. Added language on suggested strategies for secondary assessment
    - c. Added language in 6.03 on completion of developmental coursework in order to delete the previous section 7.00 on exemptions from secondary assessment
    - d. Added language in 6.04 clarifying that students may “self-place” into developmental education courses
    - e. Deleted the previous subsection 6.04 as it was struck from statute by HB 19-1206
    - f. Added still-relevant language from CCHE Policy I, W in subsection 6.06
    - g. Added sub-section 6.07 reflection new statutory requirements on developmental education coursework enrollment, implementation timelines, and policies on waivers and pilot projects.
  7. Former Section 7.00, Students Exempt from Secondary Evaluation: Deleted mostly redundant language and moved still-relevant sections to other areas of the document.
  8. New Section 7.00, Students for Whom English is a Section Language: New section to reflect statutory mandates from HB 19-1206.
  9. Section 10.00, Funding: Moved language around to improve flow and provide stronger clarity on institutional authority and limitations.
  10. Section 11.00, Data Reporting: Revised language to reflect modified statutory requirements and institutional accountability.

#### **IV. STAFF RECOMMENDATIONS**

**Discussion item only – no recommendations for Commission action.**

## **V. STATUTORY AUTHORITY**

### **C.R.S. §23-1-113**

#### **Commission directive – admission standards for baccalaureate and graduate institutions of higher education – policy – report – definitions.**

...

**(1.5) (a) (I)** The commission shall establish and the governing boards shall implement a policy pursuant to section 23-1-113.3 to identify matriculated students who need additional supports to be successful in gateway courses in English and mathematics and standards and procedures whereby state institutions of higher education may offer supplemental academic instruction or developmental education courses as provided in section 23-1-113.3. The commission's policy must prohibit the placement of a student in developmental education courses based on a single instrument or test and must be designed to maximize the likelihood that a student will complete gateway courses in English and mathematics within one year. In addition, the commission's policy must require state institutions to use an evidence-based placement approach to placing students into English as a second language courses, and placement of these students must be designed to maximize the likelihood that a student placed in English as a second language courses will complete gateway courses in English within three years. The commission, in consultation with the governing boards, shall ensure that the policy aligns with the admission policy adopted pursuant to subsection (1) of this section. In identifying the standards for developmental education, the commission may differentiate requirements for mathematics based on the prerequisite skills needed for required courses within a student's declared program of study.

**(II)** As part of the policy established pursuant to this subsection (1.5)(a), all state institutions of higher education are authorized to provide supplemental academic instruction even if the institution is not authorized to provide developmental education courses pursuant to section 23-1-113.3. The institution may receive stipend payments from the state pursuant to section 23-18-202 on behalf of an eligible undergraduate student, as defined in section 23-18-102 (5), who is enrolled in a college-level course that includes supplemental academic instruction or co-requisite support or who is enrolled in a pilot program pursuant to section 23-1-113.3 (1)(a)(III).

**(b)** Each governing board shall adopt policies and procedures that are aligned with the policy established by the commission pursuant to subsection (1.5)(a) of this section and that ensure that, to the extent required by the commission policy, each matriculated student who may need additional supports to be successful in gateway courses in English and mathematics has access to supplemental academic instruction. The institution that enrolls the student shall select which measures to use from among those that meet the standards established in the commission policy. The commission, in consultation with the governing boards, shall collect information regarding the measures used by the institutions for placement to help analyze the data reported pursuant to subsection (9) of this section and by section 23-1-113.3 (4).

**(c)** All students enrolled in programs that require gateway courses in English and mathematics at state institutions of higher education should complete gateway courses by the time the student completes thirty college-level credit hours.

...

**(9)** (a) Notwithstanding section 24-1-136 (11)(a)(I) to the contrary, on or before February 15, 2012, and on or before April 15 each year thereafter, the department of higher education shall submit to the state board of education, the department of education, and the education committees of the house of representatives and the senate, or any successor committees, a report, subject to available data, for the high school graduating classes of the preceding six academic years concerning:

**(I)** The need for additional supports for students to be successful in gateway courses in English and mathematics, the subject for which the students are identified as needing additional supports to be successful in gateway courses, and student success in gateway courses;

**(II)** First-year college grades; and

**(III)** Types of academic certificates and degrees attained at all postsecondary institutions in Colorado and the United States.

...

**(11)** As used in this section, unless the context otherwise requires:

**(a)** "Academic skills courses" means courses that teach the basic academic skills necessary to succeed at a postsecondary institution.

**(b)** "Developmental education courses" means courses that are prerequisites to the level of work expected at a postsecondary institution and include academic skills courses and preparatory courses.

**(b.5)** "Gateway course" means the first college-level course in English or mathematics that is approved for statewide transfer pursuant to section 23-1-125 (3) and that a student takes to fulfill the English or mathematics requirement for the student's program of study.

**(c)** "National assessment test scores" include, but are not limited to, ACT test scores and SAT test scores.

**(d)** "Preparatory courses" means courses designed for students who demonstrate a deficient skill level in the general competencies necessary to succeed in a standard postsecondary curriculum and include but are not limited to reading courses that focus on nontechnical vocabulary, word identification, and reading of everyday material; writing courses that focus primarily on grammar, usage, punctuation, and effective sentences and paragraphs; and mathematics courses primarily covering concepts introduced in elementary and intermediate algebra and geometry.

**(e)**

**(I)** "Supplemental academic instruction" means academic support models that use peer or instructor study sessions or individualized in-class academic support to improve student learning, retention, or success. "Supplemental academic instruction" also includes co-requisite and modified co-requisite supports. "Supplemental academic instruction" does not include prerequisite developmental education courses.

**(II)** As referenced in subsection (11)(e)(I) of this section, co-requisite or modified co-requisite supports are designed for students identified as needing additional supports to be successful in college-level gateway courses. Co-requisite models pair a transfer-level course with a support course, extending the instructional time through additional lecture or lab hours, or require students to participate in academic support services in mathematics, English, or writing.

**C.R.S. §23-1-133.3**

**Commission directive – developmental education courses – report.**

**(I)** (a) (I) As part of the policy adopted by the commission pursuant to section 23-1-113 (1.5)(a), the commission shall adopt and the governing boards shall implement standards and procedures whereby state institutions of higher education may offer developmental education courses, as defined in section 23-1-113 (11)(b), pursuant to this section, as prerequisites to a gateway course in English and mathematics, as defined in section 23-1-113 (11)(b.5). Beginning in the 2022-23 academic year, no more than ten percent of students enrolling in a state institution of higher education shall be enrolled directly into a developmental education course, as defined in section 23-1-113 (11)(b), that is prerequisite to a gateway course in English or mathematics if the developmental education course lengthens the student's time to degree beyond the time it would take the student to complete the degree if the student had enrolled directly into a gateway course.

**(II)** On or before August 1, 2021, each state institution of higher education authorized pursuant to subsection (2)(a) of this section to offer developmental education courses, as defined in section 23-1-113 (11)(b), shall have a plan in place to meet the requirements described in subsection (1)(a)(I) of this section. The commission's standards and procedures must allow an institution of higher education to request an extension from the commission of up to two years to meet the requirements described in subsection (1)(a)(I) of this section, upon demonstrating exceptional circumstances.

**(III)** The commission's standards and procedures adopted pursuant to subsection (1)(a)(I) of this section must allow state institutions of higher education serving groups of students who are not successful in supplemental academic instruction to pilot different approaches that are more successful for those students and to request a waiver from the commission's standards and procedures in order to duplicate or expand successful approaches.

**(2)** (a) Subject to the provisions of this section, Adams state university, Colorado Mesa university, Western Colorado university in Chaffee and Gunnison counties, any local community college, and any community college governed by the state board for community colleges and occupational education may offer developmental education courses, as defined in section 23-1-113 (11)(b), and receive stipend payments from the state on behalf of eligible undergraduate students, as defined in section 23-18-102 (5).

**(b)** Except as otherwise provided in subsection (5) of this section, any state institution of higher education not specified in subsection (2)(a) of this section is prohibited from offering a developmental education course, unless the course is offered by contract through any of the institutions of higher education specified in subsection (2)(a) of this section.

**(c)** Notwithstanding the provisions of subsection (2)(b) of this section, Metropolitan state university of Denver and the university of Colorado at Denver are prohibited from offering developmental education courses.

**(3)** Each state institution of higher education shall track all students who are identified as needing additional supports to be successful in gateway courses in English or mathematics pursuant to section 23-1-113 (1.5) in order to determine whether those students successfully complete requirements for graduation.

**(4)** (a) Notwithstanding section 24-1-136 (11)(a)(I) to the contrary, the department shall transmit annually to the education committees of the senate and the house of representatives, or any successor committees, the joint budget committee, the commission, and the department of education an analysis of the data:

**(I)** Regarding students who are identified as needing additional supports to be successful in gateway courses in English and mathematics, pursuant to section 23-1-113 (1.5), and who receive supplemental academic instruction or are enrolled in developmental education courses; and

**(II)** Regarding the costs of providing supplemental academic instruction or developmental education courses pursuant to section 23-1-113 (1.5) and whether students who receive supplemental academic instruction or complete developmental education courses successfully complete the requirements for graduation.

**(b)** (Deleted by amendment, L. 2019.)

**(5)** Any state institution of higher education not specified in subsection (2)(a) of this section offering a developmental education course on a cash-funded basis shall report annually to the department the same data that is required to be compiled and tracked pursuant to subsection (3) of this section.

**(5.5)** The institution and the department shall report the information specified in subsections (3) and (4) of this section on an individual student basis, using each student's unique student identifier.

**(6)** For purposes of this section, "local community college" includes Aims community college and Colorado mountain college.

## **VI. APPENDICES**

Appendix A: Existing (pre-revised) version of CCHE Policy I, E: Developmental Education

Appendix B: Proposed Revisions to CCHE Policy I, E: Developmental Education (with recommended changes and comments visible)

Appendix C: Clean version of proposed revised CCHE Policy I, E. Developmental Education (all proposed revisions incorporated into the text)

Appendix D: CCHE Policy I, W: Supplemental Academic Instruction



## SECTION I

### PART E DEVELOPMENTAL EDUCATION

#### 1.00 Introduction

This policy was previously known as the Statewide Remedial Education Policy. The purposes of this policy are 1) to enroll students in credit bearing, college-level courses whenever possible; 2) to prevent unnecessary placement testing of students; and 3) to ensure that each student identified as having developmental education needs is afforded appropriate opportunities to:

- Enter directly into college-level English and mathematics courses; or
- Receive other alternatives to developmental education, such as summer boot camps and refresher courses; or,
- Receive the appropriate co-requisite, Supplemental Academic Instruction (SAI) while enrolled in college-level English and mathematics courses; or
- As a last resort, receive non-college level developmental education.

Institutions shall ensure that developmental students who place into college-level English and mathematics courses with SAI, or place into non-college level developmental education, complete the sequent college-level English and mathematics course(s) required of their programs within the students' first 30 semester credit hours (not including college credits earned while the student was in high school). It should be noted that institutions may also offer SAI to non-developmental education students but that instance is not subject to this policy. Institutions shall also ensure that after students have completed developmental education coursework with a C- or higher that the students are exempt from further placement testing (even if they transfer to another institution) and may enroll in the sequent college-level course the following semester. Institutions shall integrate advising and other student supports early on in the placement process. Prior to first semester registration, institutions shall notify students:

- If they have been identified as needing developmental education;
- Their options for developmental education; and
- Which courses they should register for.

Colorado's Master Plan for higher education, *Colorado Competes*, challenges the state's system of higher education to improve the effectiveness of placement and developmental education and alternatives to it thereby increasing student persistence; decreasing time to completion, especially by recognizing the learning that adults returning to college bring with them; and closing attainment

gaps between wealthier students and students from low-income families, as well as between white students and students of color, in particular, Colorado’s fastest growing ethnic group, Latino students. This policy is aligned with State Board of Education’s Colorado High School Graduation Guidelines, the Commission’s Admissions Standards ([Policy I, F](#)), Statewide Transfer and GT Pathways ([Policy I, L](#)), and Supplemental Academic Instruction ([Policy I, W](#)) policies. This policy applies to all state-supported institutions of higher education admitting students who need to take college-level English or mathematics, including those admitted through cash-funded (extended studies) programs. This policy supports using multiple measures to gauge college-readiness, such as the courses a student completed in high school and GPA, rather than sole reliance on SAT, ACT or other test scores. It should be noted that where this policy discusses “assessment,” that an assessment may be either an exam the student takes or may be some account of the student’s college-readiness, such as the review of a high school transcript.

Readiness for the appropriate college-level mathematics course is one of the largest predictors of student success in college. Special attention should be paid to high school mathematics preparation. Different majors require different mathematics courses, which require different levels of preparation. The College-Ready Math Guidelines at the end of Table 1 should be used to communicate the expectations for college readiness to high school students, K-12 schools, parents and the public. This policy should be used to encourage high school students to improve their academic preparation before entering college.

**This policy contains the following sections:**

- 1.00 Introduction
- 2.00 Statutory Authority
- 3.00 Terminology and Flow Charts for Placement
- 4.00 Table 1 – College-Readiness Assessments and Cut Scores
  - 4.01 College-Ready Math Guidelines
  - 4.02 College-Ready English Guidelines
- 5.00 Students’ Responsibilities
- 6.00 Institutions’ Responsibilities
- 7.00 Students Exempt from Secondary Evaluation
- 8.00 Course Challenge Option
- 9.00 Grievance Procedure and Filing a Student Complaint
- 10.00 Funding
- 11.00 Accountability and Data Reporting

## 2.00

### Statutory Authority

23-1-113. Commission directive - admission standards for baccalaureate and graduate institutions of higher education - policy - definitions

(1.5) (a) (I) The commission shall establish and the governing boards shall implement a policy pursuant to section 23-1-113.3 to identify matriculated students who need basic skills courses in English and mathematics and standards and procedures whereby state institutions of higher education may offer basic skills courses as provided in section 23-1-113.3. The commission, in consultation with the governing boards, shall ensure that the policy aligns with the admission policy adopted pursuant to subsection (1) of this section. In identifying the standards for basic skills, the commission may differentiate requirements for mathematics based on the prerequisite skills needed for required courses within a student's declared program of study.

(II) As part of the policy established pursuant to this paragraph (a), the commission may authorize a state institution of higher education to provide supplemental academic instruction even though the institution is not authorized to provide basic skills courses pursuant to section 23-1-113.3. The institution may receive stipend payments from the state pursuant to section 23-18-202 on behalf of an eligible undergraduate student, as defined in section 23-18-102 (5), who is enrolled in a college-level course that includes supplemental academic instruction.

## 3.00

### Terminology and Flow Charts for Placement

**Assessment** means some sort of evaluation of a student's readiness for college-level math and English. Assessment might mean having the student take a test, such as the Accuplacer; or the assessment might be an advisor's evaluation of the scores a student earned on various tests or an evaluation of the student's high school transcript; or assessment might mean the student has a conversation with an advisor about past experiences with learning.

**Primary Evaluation** means the assessment used first and that is used primarily for admission purposes and identifying whether or not students are college ready for English and mathematics. If the student has SAT or ACT scores that are not more than three years old then the institution shall use those, and institutions may choose to use any test scores that are more than three years old. If not, institutions shall use any of the assessments or other college-ready indicators in Table 1 as the primary assessment. Institutions may also use high school GPA, consider the courses taken in high school, or may use an account of the student's

learning that occurred since high school (such as through work experience) or credit awarded through prior learning assessment.

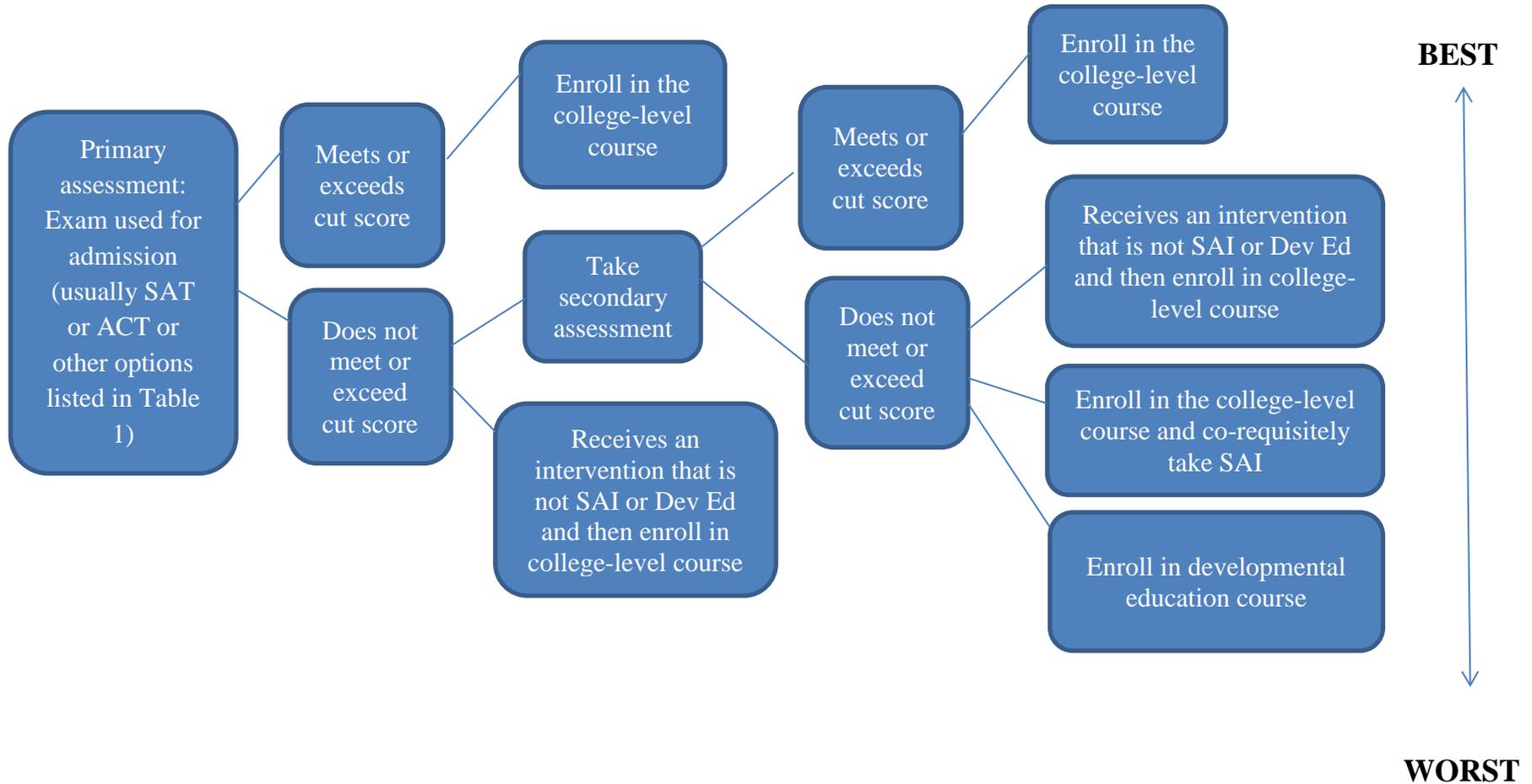
**Secondary Evaluation** means an assessment or other institution-specific secondary-evaluation process used to place a student into courses after admission, when the student's primary assessment is missing or indicates he/she is not college-ready (i.e., did not meet or exceed the cut score in Table 1). The secondary evaluation should be viewed as a second opportunity for the student to avoid being placed into developmental education. Placement exams used to place non-developmental students in higher level English or mathematics courses are not subject to this policy. See Section 7.00: Students Exempt from Secondary Evaluation for more explanation.

**Cut Score** means the score on an assessment the student must meet or exceed to show they are college-ready, which prevents the institution from placing the student into developmental education. Institutions may use cut scores lower than those listed in Table 1 but shall not set cut scores higher than those listed in Table 1. Students who do not meet the cut score on the primary evaluation shall have the opportunity to complete a secondary evaluation. If the student does not meet or exceed the cut score on the secondary evaluation then they may be placed into college-level courses, Supplemental Academic Instruction (SAI) or developmental education coursework.

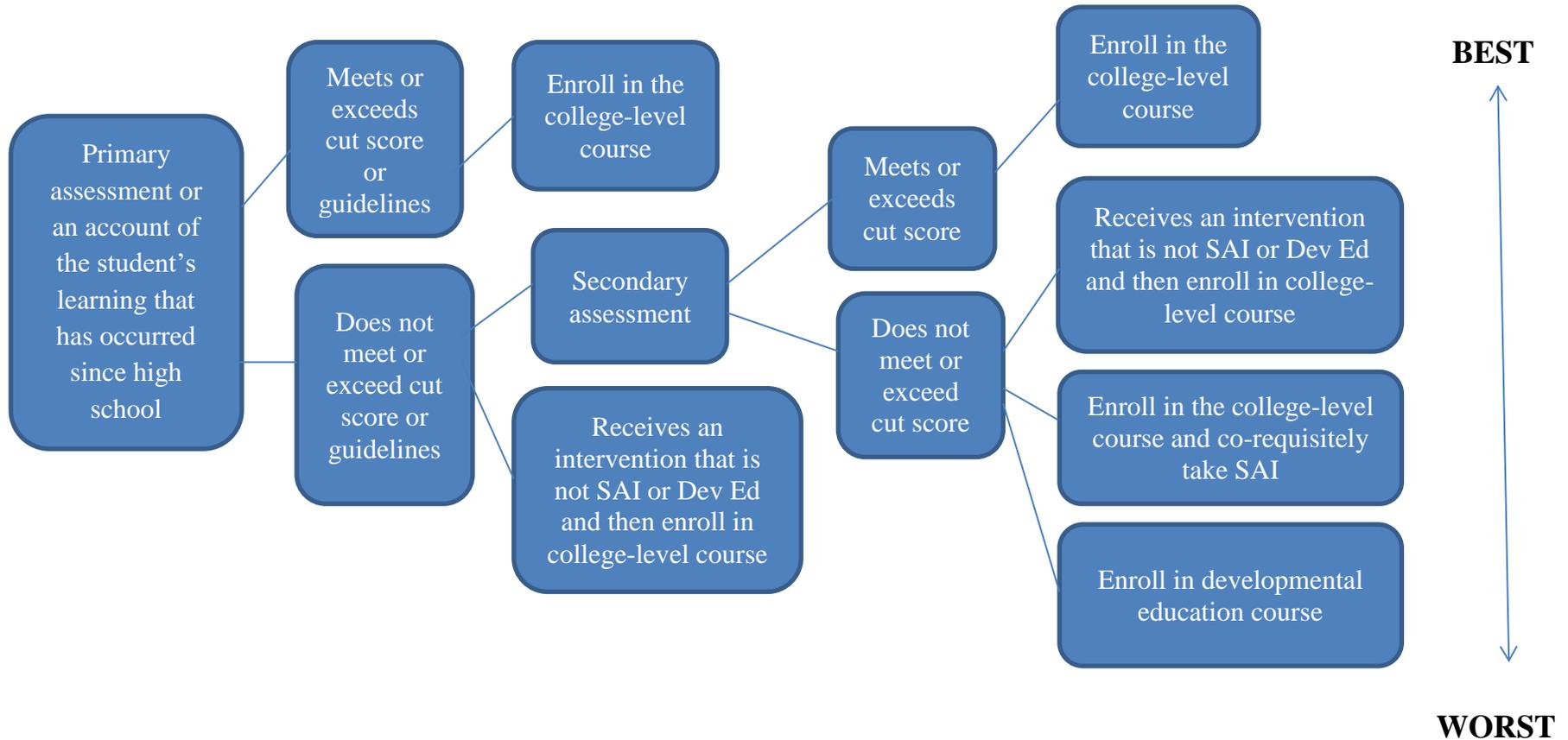
**Developmental Education:** Sometimes referred to as “basic skills” or “remedial” courses, these courses are not college-level, are not worth credit, do not apply to certificate or degree requirements, and delay graduation. At Colorado colleges and universities, these courses usually start with a zero to signify they are below college-level, such as with MAT 055: Algebraic Literacy.

**Supplemental Academic Instruction (SAI):** SAI is sometimes referred to as “co-requisite developmental education.” For most students, SAI is a better option than traditional non-college-level developmental education. With SAI, students enroll in the college-level English or mathematics course appropriate for their chosen degree program and at the same time (co-requisitely) take SAI to give them extra help and increase the likelihood they will pass the college-level English or mathematics course. SAI may include, but is not limited to, a supplemental course, tutoring, an online lab, peer study groups, and etc.

**Figure 1: Flow Chart for Placement at Four-Year Institutions, Including Students at Metropolitan State University of Denver Who Are Nineteen Years of Age or Less**



**Figure 2: Flow Chart for Placement at Community Colleges and Students at Metropolitan State University of Denver Who Are Twenty Years of Age or More**



4.00

**Table 1 - College-Readiness Assessments and Cut Scores**

Table 1 below provides scores on assessments that institutions may use in identifying students who may need developmental education in English and mathematics. Institutions may use cut scores lower than those listed in Table 1 but shall not set cut scores higher than those listed in Table 1. If a student gets a score that is lower than the cut scores listed in the table below, then that is an indication the student may have developmental education needs. If the student has SAT or ACT scores that are not more than three years old then the institution shall use those, and institutions may choose to use SAT and ACT scores that are more than three years old. If not, institutions shall use any of the tests or other college-ready indicators in Table 1 as the primary assessment. Institutions may also use an account of the student’s learning that occurred since high school (such as through work experience) or credit awarded through prior learning assessment.

**Table 1 – College-Ready Assessments and Cut Scores**

<b>Assessment Test</b>	<b>English Comp I (GT-CO1): Introductory Writing Cut Score*</b>	<b>CTE &amp; Quantitative Reasoning Math Cut Score*</b>
New SAT (taken March 2016 and later)	470 Evidence-Based Reading and Writing	500 Math Section
Old SAT	430 Critical Reading	460
ACT	18	19
Community College Placement Test	5 Written Essay (WRES) and 96 Reading Adaptive Assessment (READ) <u>or</u> 6 on WRES and 80 on READ	106 Basic Algebra Adaptive Assessment (BAAD)
Next-Generation Accuplacer	246 Writing	<b>CTE Math:</b> 265 Arithmetic (AR)  <b>Quantitative Reasoning:</b> 240 Quantitative Reasoning, Algebra, and Statistics (QAS)

<b>Assessment Test</b>	<b>English Comp I (GT-CO1): Introductory Writing) Cut Score*</b>	<b>CTE &amp; Quantitative Reasoning Math Cut Score*</b>
Classic Accuplacer	80 Reading Comprehension and/or 95 Sentence Skills	61-85 Elementary Algebra
GED® (Beginning in 2014)	165 Reasoning Through Language Arts	165 Mathematical Reasoning
HiSET	15 Language Arts – Reading and/or 15 Language Arts - Writing	15 Math
TASC	580 Language Arts - Reading and/or 560 Language Arts – Writing plus 6 on the Writing Essay	560 Math
PARCC 11 <sup>th</sup> Grade English Language Arts/Literacy & Mathematics	Level 3 if student continues to take challenging English courses (as determined by the institution) through high school graduation  <u>OR</u> Level 4	Level 3 if student continues to take challenging math courses (as determined by the institution) through high school graduation  <u>OR</u> Level 4
SBAC 11 <sup>th</sup> Grade English Language Arts/Literacy & Mathematics	Level 3 if student continues to take challenging English courses (as determined by the institution) through high school graduation  <u>OR</u> Level 4	Level 3 if student continues to take challenging math courses (as determined by the institution) through high school graduation  <u>OR</u> Level 4

#### **\*4.01 College-Ready Math Guidelines**

It should be noted that the college-ready mathematics cut scores in Table 1 are for Career and Technical Education (CTE) or “Quantitative Reasoning” mathematics courses and do not reflect the level of preparation needed to be successful in College Algebra, Trigonometry, Pre-Calculus and Calculus. Whereas a 500 or more on the New SAT Math Section indicates readiness for CTE and “Quantitative Reasoning” and “Mathematics for the Liberal Arts”

courses (the math courses required in most Arts & Humanities degrees), a score higher than 500 is needed to indicate readiness for the math required in most STEM, Business and Health Sciences degrees and these cut scores vary by institution. Students should use the math pathways and readiness cut scores below as guidance to best prepare while still in high school for the college math they will eventually need. If students are not ready to take the required math course in the first semester of college, their graduation will likely be delayed.

Mathematics college-level courses (also referred to as “math pathways”) usually vary by the type of degree program, as follows:

- **Career and Technical Education (CTE):** The college-level mathematics course is often contextualized in the vocation, such as “Technical Mathematics” or “Math for Clinical Calculations.” CTE programs are usually certificates or A.A.S. or B.A.S. degrees.
  - Readiness for CTE math courses is indicated by the cut scores in the column titled “CTE & Quantitative Reasoning Math Cut Score” in Table 1 above.
- **Arts & Humanities:** The college-level mathematics course is often called something similar to “Math for the Liberal Arts” or “Quantitative Reasoning” for degrees in Arts & Humanities fields like Art, English, History and Philosophy. These programs are usually A.A. and B.A. degrees.
  - Readiness for Arts & Humanities math courses is indicated by the cut scores in the column titled “CTE & Quantitative Reasoning Math Cut Score” in Table 1 above.
- **Social & Behavioral Sciences:** The college-level mathematics course is usually “Introduction to Statistics” for degrees in Social & Behavioral Science fields like Anthropology, Criminal Justice, Psychology and Sociology. These programs are usually A.A. and B.A. degrees.
  - Readiness for Statistics is indicated by a New SAT Math Section score between approximately 500 - 550, depending on the selectivity of the college or university.
- **STEM, Business & Health Sciences:** The college-level mathematics course is usually “Calculus I” for degrees in Science, Technology, Engineering and Math (STEM) degrees; many Business degrees; and certain Health Science degrees. These programs are usually A.S. or B.S. degrees.
  - Readiness for College Algebra and Pre-Calculus is indicated by a New SAT Math Section score between approximately 550 - 610, depending on the selectivity of the college or university. Readiness for Calculus I is indicated by a New SAT Math Section score between approximately 640 - 760, depending on the selectivity of the college or university.

## **4.02 College-Ready English Guidelines**

It should be noted that the college-ready English cut scores in Table 1 do not reflect the level of preparation needed to be successful in GT-CO2: Intermediate Writing, which is the first English course in the two-course sequence at University of Colorado Boulder and Colorado State University – Ft. Collins. Whereas a 470 or more on the New SAT Evidence-Based Reading and Writing section indicates readiness for GT-CO1: Introductory Writing (the first writing course at most institutions), a score higher than 470 is needed to indicate readiness for the first writing course at Colorado State University – Ft. Collins and University of Colorado Boulder. If students are not ready to take the required first writing course their first semester of college then their college graduation will likely be delayed.

## **5.00 Students' Responsibilities**

Students shall:

- Take any required assessments prior to registering for classes for the first term of enrollment.
- Provide to the institution official assessment scores and transcripts with developmental education and college-level courses completed.
- Take Supplemental Academic Instruction or other developmental education coursework, including sequent English and mathematics coursework within the first 30 semester credit hours if identified as needing developmental education.

## **6.00 Institutions' Responsibilities**

**6.01** If a student has SAT or ACT scores that are not more than three years old then the institution shall use those, and the institution may choose to SAT and ACT scores that are more than three years old. Students scoring at or above the cut score (see Table 1) shall be eligible to enroll in the college-level course and are exempt from further assessment. Students and school counselors should note, however, that the mathematics cut scores in Table 1 indicate college-readiness for quantitative reasoning courses only, like Mathematics for the Liberal Arts. Students in a program that requires Introduction to Statistics, College Algebra, or Calculus, for example, may need additional preparation before they are ready for one of those math courses. Likewise, the English cut scores in Table 1 indicate college-readiness for GT Pathways Written Communication I (GT-CO1)

courses, but not higher level courses, like GT-CO2, that are the first English courses students take at Colorado State University – Ft. Collins and University of Colorado Boulder.

- 6.02** Institutions shall ensure a secondary evaluation process is in place and is administered prior to registering for classes for the first term of enrollment if students have not provided the information in Table 1 or tested below the college-ready cut scores in Table 1. The purpose of the secondary evaluation is to confirm whether or not the student should be placed into college-level coursework.
- 6.03** Institutions may have their own policies that allow students to decline placement in developmental education or Supplemental Academic Instruction. That is, institutions may make placement advisory and allow students to decline developmental education and to take the college-level course regardless of their primary and secondary assessment results.
- 6.04** Institutions shall ensure that each student identified as needing developmental education coursework is provided with written notification identifying which state institutions offer Supplemental Academic Instruction and other developmental education courses, including any online courses.
- 6.05** Institutions shall ensure that students identified as having developmental needs take Supplemental Academic Instruction or other developmental education coursework, including the sequent English and mathematics coursework within the student's first 30 semester credit hours.
- 6.06** Institutions shall inform students needing remediation of the requirement to complete it within the first 30 semester credit hours.
- 6.07** Institutions shall:
- Specify the test administration policy, including dates and location of test administration (e.g., contract with another college).
  - Specify its practices for informing students regarding the availability of alternatives to developmental education, such as the challenge exam option, Supplemental Academic Instruction and developmental education courses, including any online courses.
  - Specify the practices for determining how the students who are identified as needing developmental courses have satisfied the developmental requirements.
  - Ask transfer students if they are currently enrolled in or have just completed developmental education at the sending institution because, in these instances, it will not be reflected on the student's transcript.

- Submit developmental and Supplemental Academic Instruction data to the Colorado Department of Higher Education.

## 7.00 Students Exempt from Secondary Evaluation

The following students are exempt from secondary evaluation.

### 7.01 Passing Score on a Primary Assessment from Table 1

- **English:** Students who have a passing score on one of the English assessments found in Table 1 within the past three years are exempt from secondary evaluation in English if they enroll in GT-CO1: Introductory Writing. Students are not exempt from secondary evaluation in English and may be subject to a placement test, at the institution's discretion, if they need to take GT-CO2: Intermediate Writing at Colorado State University – Ft. Collins or University of Colorado Boulder.
- **Mathematics:** Students who have a passing score on one of the mathematics assessments found in Table 1 within the past three years are exempt from secondary evaluation in mathematics if they enroll in a quantitative reasoning or CTE math course. Students are not exempt from secondary evaluation in mathematics and may be subject to a placement test, at the institution's discretion, if they need to take a mathematics course that requires a higher level of preparation than CTE math or quantitative reasoning/Math for the Liberal Arts, including but not limited to Introduction to Statistics, College Algebra, Pre-calculus and Calculus.

### 7.02 Completed Developmental Education Coursework

- **English:** Students who completed the developmental education course(s), with a C- or higher, that are the pre-requisite to GT-CO1: Introductory Writing (even if the developmental education course was completed at another institution prior to transferring). Students are not exempt from secondary evaluation in English and may be subject to a placement test, at the institution's discretion, if they need to take GT-CO2: Intermediate Writing at Colorado State University – Ft. Collins or University of Colorado Boulder.
- **Mathematics:** Students who completed the developmental education course(s), with a C- or higher, that are the pre-requisite to the college-level mathematics course (even if the developmental education course was completed at another institution prior to transferring). That is, students who pass MAT 050: Quantitative Literacy with a C- or higher are exempt from further testing if they enroll in the institution's CTE

math/quantitative reasoning/Math for the Liberal Arts course (or whatever course is considered to be sequent to MAT 050). However, students who pass MAT 050: Quantitative Literacy with a C- or higher and then want to enroll in College Algebra may be tested, at the institution's discretion, because MAT 050 is not preparation for College Algebra. Students who pass MAT 055: Algebraic Literacy with a C- or higher are exempt from further testing if they enroll in the sequent College Algebra course.

**7.03** Completed a College-Level English or Mathematics Course

- **English:** Students who completed, with a C- or higher, a college-level GT Pathways-approved English course are exempt from secondary evaluation and shall not be prohibited from enrolling in the next English course in the sequence.
- **Mathematics:** Students who completed, with a C- or higher, a college-level GT Pathways-approved mathematics course are exempt from secondary evaluation and shall not be prohibited from enrolling in the sequent mathematics course (where there is a sequence).

**7.04** Students who earned an A.A. or A.S. degree, unless the student did not pass the GT-CO2 and GT-MA1 course with a C- or better.

**7.05** Students pursuing a Career and Technical Education certificate for which there are no English or mathematics requirements (such as Cosmetology).

**8.00** **Course Challenge Option**

Regardless of the results of an institution's assessment of a student's readiness, all students shall have the opportunity to test out of [GT Pathways](#) college-level English and mathematics courses, in accordance with Commission [Policy I, X: Prior Learning Assessment](#) and §23-1-125(4), C.R.S., which states in part

...each public institution of higher education [shall] define a process for students to test out of core courses, including specifying use of a national test or the criteria for approving institutionally devised tests. ...each public institution of higher education shall grant full course credits to students for the core courses they successfully test out of, free of tuition for those courses.

Institutions may charge a fee to administer the course challenge option. If the student does not pass the course challenge option then the student shall be placed according to this policy.

## **9.00 Grievance Procedure and Filing a Student Complaint**

Students who believe their college or university is not following this policy should follow their institution's appeals procedure and are also encouraged to call the Colorado Department of Higher Education at 303-862-3001 and speak to the Director of Academic Affairs or Director of Student Affairs, rather than filing a complaint on the Colorado Department of Higher Education's website.

## **10.00 Funding**

Any state-supported institution of higher education with a two-year statutory role and mission may offer and receive state general funds for basic skills courses.

Any state-supported institution of higher education without a two-year role and mission is prohibited from claiming general fund support for basic skill credit hours. However, these institutions may offer basic skills courses by contracting with a Colorado public community college or on a cash-funded basis, except for Metropolitan State University of Denver and the University of Colorado Denver. Colorado statute states that the Community College of Denver is the only institution on the Auraria campus authorized to deliver basic skills courses – for state support or for cash. These institutions may also offer Supplemental Academic Instruction with college-level courses (if authorized by the Commission).

Institutions of higher education with a two-year statutory role and mission may include basic skills credit hours generated by concurrently enrolled students in the 12<sup>th</sup> grade in the number claimed for state general fund support.

## **11.00 Data Reporting**

Pursuant to 23-1-113.3, C.R.S., institutions shall flag all students who are required to take Supplemental Academic Instruction (co-requisite developmental education) or developmental education courses as such in the SURDS Undergraduate Applicant File (UAF), "Assessment" and "Placement" fields. Also, flag SAI and developmental (remedial) courses as such in the SURDS Student Course Enrollment File, Field: Course Level.

The Commission, "...in consultation with the governing boards, shall ensure the comparability of the placement or assessment tests for the purpose of providing consistent reporting data as such data are required by section 23-1-113.3(4)" [23-1-113(1.5)(b), C.R.S.].

Pursuant to 23-1-113.3(4) (a), C.R.S., the Commission shall transmit annually to the Education Committees of the Senate and the House of Representatives, the

Joint Budget Committee, and the Department of Education, an analysis of the data including:

- The number of students who take non-college level developmental education and/or Supplemental Academic Instruction courses;
- The costs of providing non-college level developmental education and/or Supplemental Academic Instruction courses; and
- Whether students who complete said non-college level developmental education and/or Supplemental Academic Instruction courses successfully complete the requirements for graduation/ transfer/completion.

Pursuant to 23-1-113.3, C.R.S., the Commission shall provide a report to Colorado school districts on the developmental education needs of their recent high school graduates. For that report, recent high school graduates are defined as degree- and non-degree seeking undergraduates. The high school graduation cohort from the Colorado Department of Education will be used to assign developmental education students to a high school and/or district. The Commission shall disseminate the analysis to each Colorado school district, the public high schools within each district and institutions of higher education, complying with Commission's adopted Privacy Policy.

HISTORY: December 5, 2013: CCHE Agenda Item VI, B; December 1, 2016: CCHE Agenda Item III, A; April 7, 2017: CCHE Agenda Item V, C; May 5, 2017: CCHE Agenda Item V, B; October 22, 2018: CCHE Agenda Item IV, A



SECTION I

PART E DEVELOPMENTAL EDUCATION

**1.00 Introduction and Purpose**

The Colorado Commission on Higher Education Master Plan, *Colorado Rises* (published in August 2017), challenges the state’s institutions of higher education to improve student persistence and retention by increasing the number of students who successfully complete gateway courses in English and math—a key predictor of whether students will complete their degrees. The General Assembly, in enacting House Bill 19-1206 on promoting the use of supplemental academic instruction, declared that “many students successfully complete developmental education courses but fail to enroll in and complete their gateway courses, indicating that alternative approaches to developmental education are necessary,” and “Colorado data shows that a higher percentage of students who receive supplemental academic support complete a gateway course than do those who are placed in traditional developmental education courses.”

Since low-income students and students of color are disproportionately placed into developmental courses, the expanded use of co-requisite instruction and other supports will help close attainment gaps between wealthier students and students from low-income families, as well as between white students and students of color, in particular for Colorado’s fastest growing ethnic group, Hispanic/Latino students.

This policy was previously known as the Statewide Remedial Education Policy. The purposes of this policy are to encourage institutions of higher education 1) to enroll students in credit bearing, college-level (gateway) courses whenever possible; 2) to prevent unnecessary placement testing of students and ensure the use of multiple measures of assessing students’ readiness for college-level work; 3) to promote institutional practices that maximize the likelihood that students will complete gateway courses in English and mathematics within the first 30 enrolled semester credit hours; and ~~3~~ 4) to ensure that each student identified as having developmental education needs is afforded appropriate opportunities to:

- Enter directly into ~~gateway/college-level~~ English and mathematics courses; while co-enrolled in or Receive the appropriate co-requisite developmental education course, or other forms of supplemental

~~Academic Instruction (SAI) while enrolled in college-level English and mathematics courses; or~~

- ~~•~~
- ~~Have access to~~ Receive other alternatives to developmental education courses, such as summer boot camps, ~~and~~ refresher courses, peer mentoring, or other innovative approaches to skill-building; or,
- ~~•~~ Receive the appropriate co-requisite, Supplemental Academic Instruction (SAI) while enrolled in college-level English and mathematics courses; ~~or~~
- ~~As needed a last resort, be enrolled in~~ receive non-college level, pre-requisite developmental education courses.

Institutions shall work to ensure that ~~developmental~~ students with developmental needs who place into college-level English and mathematics courses with co-requisite remediation-SAI, or who place into non-college level pre-requisite developmental education courses, complete the sequent gateway/college-level English and mathematics course(s) required of their programs within the students' first 30 enrolled semester credit hours (not including college credits earned while the student was in high school or credits earned through prior learning assessment). ~~It should be noted that institutions may also offer SAI to non-developmental education students but that instance is not subject to this policy. Institutions shall also ensure that after students have completed developmental education coursework with a C or higher that the students are exempt from further placement testing (even if they transfer to another institution) and may enroll in the sequent college-level course the following semester. Institutions shall integrate advising and other student supports early on in the placement process. Prior to first semester registration, institutions shall notify students:~~

- ~~•~~ If they have been identified as needing developmental education;
- ~~•~~ Their options for developmental education; and
- Which courses they should register for.

Colorado's Master Plan for higher education, *Colorado Competes*, challenges the state's system of higher education to improve the effectiveness of placement and developmental education and alternatives to it thereby increasing student persistence; decreasing time to completion, especially by recognizing the learning that adults returning to college bring with them; and closing attainment gaps between wealthier students and students from low-income families, as well as between white students and students of color, in particular, Colorado's fastest growing ethnic group, Latino students.

This policy is aligned with State Board of Education's Colorado High School Graduation, the Commission's Admissions Standards (~~Policy I, F~~), Statewide Transfer and GT Pathways (~~Policy I, L~~), and Supplemental Academic Instruction (~~Policy I, W~~) policies. This policy applies to all state-supported institutions of higher education admitting students who need to take college-level English or mathematics, including those admitted through cash-funded (extended studies) programs. This policy supports using multiple measures to gauge college readiness, such as the courses a student completed in high school and GPA, rather than sole reliance on SAT, ACT or other test scores. It should be noted that where this policy discusses "assessment," that an assessment may be either an exam the student takes or may be some account of the student's college readiness, such as the review of a high school transcript.

Readiness for the appropriate college level mathematics course is one of the largest predictors of student success in college. Special attention should be paid to high school mathematics preparation. Different majors require different mathematics courses, which require different levels of preparation. The College-Ready Math Guidelines at the end of Table 1 should be used to communicate the expectations for college readiness to high school students, K-12 schools, parents and the public. This policy should be used to encourage high school students to improve their academic preparation before entering college.

**This policy contains the following sections:**

- 1.00 Introduction and Purpose
- 2.00 Statutory Authority
- 3.00 Terminology and Flow Charts for Placement
- 4.00 Maximizing Student Success in Gateway Courses Table 1—College-Readiness Assessments and Cut Scores
  - ~~—4.01 College Ready Math Guidelines~~
  - ~~—4.02 College Ready English Guidelines~~
- 5.00 Students' Responsibilities
- 6.00 Institutions' Responsibilities
- ~~7.00—Students Exempt from Secondary Evaluation~~
- 7.00 Students for Whom English is a Second Language
- 8.00 ~~—~~Course Challenge Option
- 9.00 Grievance Appeals Procedure and Filing a Student Complaint
- 10.00 Funding
- 11.00 ~~Accountability and~~ Data Reporting

**2.00 Statutory Authority**

23-1-113. Commission directive - admission standards for baccalaureate and graduate institutions of higher education - policy - ~~report~~ – definitions.

(1.5) (a) (I) The commission shall establish and the governing boards shall implement a policy pursuant to section 23-1-113.3 to identify matriculated students who need additional supports to be successful in gateway courses~~basic skills courses~~ in English and mathematics and standards and procedures whereby state institutions of higher education may offer ~~basic skills~~ supplemental academic instruction or developmental courses as provided in section 23-1-113.3. The commission's policy must prohibit the placement of a student in developmental education courses based on a single instrument or test and must be designed to maximize the likelihood that a student will complete gateway courses in English and mathematics within one year. In addition, the commission's policy must require state institutions to use an evidence-based placement approach to placing students into English as a second language courses, and placement of these students must be designed to maximize the likelihood that a student placed in English as a second language courses will complete gateway courses in English within three years. The commission, in consultation with the governing boards, shall ensure that the policy aligns with the admission policy adopted pursuant to subsection (1) of this section. In identifying the standards for developmental education~~basic skills~~, the commission may differentiate requirements for mathematics based on the prerequisite skills needed for required courses within a student's declared program of study.

(II) As part of the policy established pursuant to this subsection (1.5)(a)~~paragraph (a)~~, ~~all the commission may authorize a~~ state institutions of higher education are authorized to provide supplemental academic instruction even ~~if though~~ the institution is not authorized to provide development education~~basic skills~~ courses pursuant to section 23-1-113.3. The institution may receive stipend payments from the state pursuant to section 23-18-202 on behalf of an eligible undergraduate student, as defined in section 23-18-102 (5), who is enrolled in a college-level course that includes supplemental academic instruction or co-requisite support or who is enrolled in a pilot program pursuant to section 23-1-113.3 (1)(a)(III).

(b) Each governing board shall adopt policies and procedures that are aligned with the policy established by the commission pursuant to subsection (1.5)(a) of this section and ensure that, to the extent required by commission policy, each matriculated student who may need additional supports to be successful in gateway courses in English and mathematics has access to supplemental academic instruction. The institution that enrolls the student shall select which

measures to those from among those that meet the standards established by commission policy. The commission, in consultation with the governing boards, shall collect information regarding the measures used by the institutions for placement to help analyze the data reported pursuant to subsection (9) of this section and by section 23-1-113.3 (4).

(c) All students enrolled in programs that require gateway courses in English and mathematics at state institutions of higher education should complete gateway courses by the time the student completes thirty college-level credit hours.

...

23-1-113. Commission directive – developmental education courses – report.

(1) (a) (I) As part of the policy adopted by the commission pursuant to section 23-1-113 (1.5)(a), the commission shall adopt and the governing boards shall implement standards and procedures whereby state institutions of higher education may offer developmental education courses, as defined in section 23-1-113 (11)(b), pursuant to this section, as prerequisites to a gateway course in English and mathematics, as defined in section 23-1-113 (11)(b.5). Beginning in the 2022-23 academic year, no more than ten percent of students enrolling in a state institution of higher education shall be enrolled directly into a developmental education course, as defined in section 23-1-113 (11)(b), that is prerequisite to a gateway course in English or mathematics if the developmental education course lengthens the student's time to degree beyond the time it would take the student to complete the degree if the student had enrolled directly into a gateway course.

(II) On or before August 1, 2021, each state institution of higher education authorized pursuant to subsection (2)(a) of this section to offer developmental education courses, as defined in section 23-1-113 (11)(b), shall have a plan in place to meet the requirements described in subsection (1)(a)(I) of this section. The commission's standards and procedures must allow an institution of higher education to request an extension from the commission of up to two years to meet the requirements described in subsection (1)(a)(I) of this section, upon demonstrating exceptional circumstances.

(III) The commission's standards and procedures adopted pursuant to subsection (1)(a)(I) of this section must allow state institutions of higher

education serving groups of students who are not successful in supplemental academic instruction to pilot different approaches that are more successful for those students and to request a waiver from the commission's standards and procedures in order to duplicate or expand successful approaches.

### 3.00 **Terminology and Flow Charts for Placement**

**3.01 Assessment** means some sort of evaluation of a student's readiness for college-level math and English. Assessment might mean having the student take a test, such as the ACCUPLACER ~~replacer~~; or the assessment might be an advisor's evaluation of the scores a student earned on various tests or an evaluation of the student's high school transcript, ~~or assessment might mean the student has a conversation with an advisor about past experiences with learning.~~

**3.02 Primary Evaluation Assessment** means ~~the a designated assessment instrument that can be used to place a student directly into gateway coursework provided the student meets or exceeds a prescribed score on the assessment. Table I provides a list of approved primary assessments and their associated cut-off scores. If an assessment in this table is available and is less than three years old, it shall be used to place a student directly into gateway coursework. Institutions may also use assessments in this table that are more than three years old to place a student directly into gateway coursework used first and that is used primarily for admission purposes and identifying whether or not students are college ready for English and mathematics. If the student has SAT or ACT scores that are not more than three years old then the institution shall use those, and institutions may choose to use any test scores that are more than three years old. If not, institutions shall use any of the assessments or other college-ready indicators in Table 1 as the primary assessment. Institutions may also use high school GPA, consider the courses taken in high school, or may use an account of the student's learning that occurred since high school (such as through work experience) or credit awarded through prior learning assessment.~~

Commented [CR1]: Is this mandate ("shall") still desirable?

**3.03 Secondary Evaluation Assessment** means an assessment instrument or other institution-specific secondary-evaluation process used to place a student into courses after admission, when ~~the student's a~~ primary assessment from Table 1 is not available is missing or the primary assessment indicates that the student/he/she may is not be college-ready (i.e., did not meet or exceed the cut score in Table 1). The secondary ~~evaluation~~ assessment should be viewed as a second opportunity for the student to demonstrate readiness for college-level math and English and avoid being placed into developmental education.

~~Placement exams used to place non-developmental students in higher-level English or mathematics courses are not subject to this policy. See Section 7.00: Students Exempt from Secondary Evaluation for more explanation.~~

**3.04 Cut Score** means the score on an assessment ~~the students~~ must meet or exceed to ~~show~~ demonstrate that they are college-ready, which prevents the institution from placing ~~the students~~ into developmental education. Institutions may use cut scores lower than those listed in Table 1 but shall not set cut scores higher than those listed in Table 1. Students who do not meet the cut score on the primary ~~evaluation~~ assessment shall have the opportunity to complete a secondary ~~evaluation~~ assessment. If the student does not meet or exceed the cut score on the secondary ~~evaluation~~ assessment then ~~they~~ the institution may place the student ~~may be placed~~ into college-level courses without supplemental supports; into college-level courses with credit-bearing or non-credit-bearing Supplemental Academic Instruction (SAI) or some other form of co-requisite remediation; or into pre-requisite developmental education coursework. Institutions must be able to demonstrate that their placement practices maximize student success in gateway coursework.

**3.05 Gateway Courses** are the first college-level courses in English and mathematics that are part of GT-Pathways (as GT-CO1 or GT-MA1 courses) and are thus approved for statewide transfer. These are usually the first credit-bearing courses that a student takes to meet general education English and mathematics requirements for their academic program.<sup>1</sup> For some academic programs at some institutions, the first required math course could be a more advanced course such as calculus; for the purpose of this policy, the gateway course could be a lower-level course (such as college algebra) that prepares a student for a more advanced course (such as calculus). Gateway courses also include courses that are part of a Statewide Transfer Articulation Agreement but are not approved for GT-Pathways<sup>2</sup> and certain unique courses that are part of an Associate of Applied Science degree program.

**3.06 Pre-Requisite Developmental Education Courses** ~~are~~ Sometimes referred to as “basic skills” or “remedial” courses, ~~These courses~~ are prerequisites to the level of work expected at a postsecondary institution and include academic skills courses and preparatory courses. ~~These courses are not~~

**Commented [CR2]:** Language taken directly from statutory definition.

<sup>1</sup> Certain academic programs include other “gateway” courses that students must pass before being allowed to continue, such as Anatomy and Physiology in nursing and other health-related programs, or Psychology 101 for programs in the social and behavioral sciences. These courses are not included in the definition of “gateway” course for this policy.

<sup>2</sup> For example, Math 155 and 156 are required for community college students pursuing a Degree with Designation in Elementary Education. These courses fulfill a mathematics requirement but are not part of GT Pathways

college-level, are not ~~worth credit-bearing~~, do not apply toward certificate or degree requirements, and usually delay graduation. ~~At Colorado colleges and universities, these courses usually start with a zero to signify they are below college level, such as with MAT 055: Algebraic Literacy. (In this policy, “developmental” and “remedial” are used synonymously.)~~

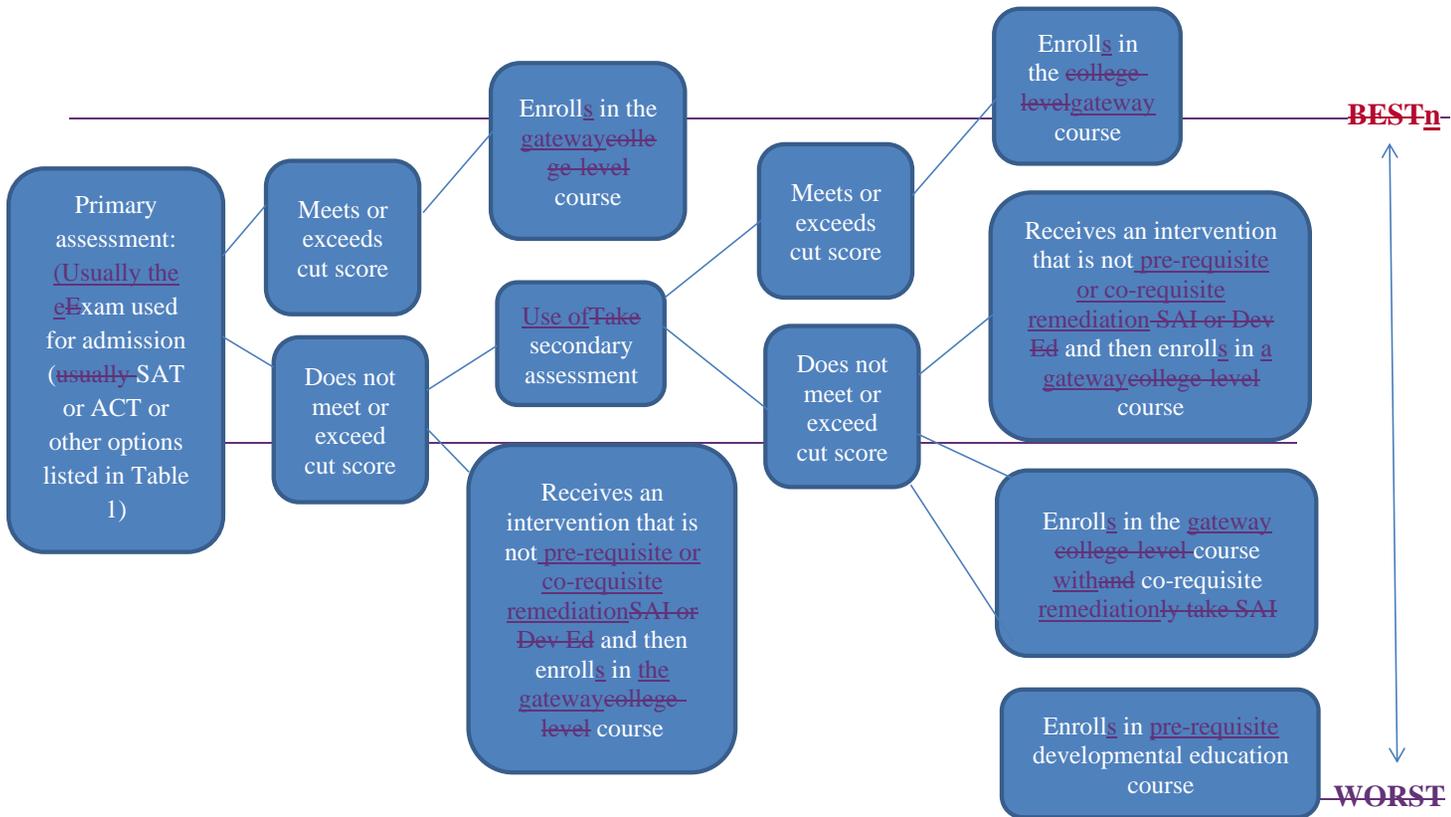
**3.07 Supplemental Academic Instruction (SAI)**: ~~SAI is sometimes is an umbrella term used in §23-1-113(1)(e)(I) to refer to a range of student academic supports—credit-bearing and non-credit-bearing—that includes co-requisite instruction, study sessions, and other in-class academic support to improve student learning, retention, or success. Prior to HB19-1206, “supplemental academic instruction” was a term used in Colorado that is synonymous with “co-requisite remediation” or red to as “co-requisite developmental education.”~~ The expanded definition of supplemental academic instruction includes both credit-bearing co-requisite remediation and other, non-instructional, sometimes non-credit bearing, academic and student supports.

**3.08 Co-Requisite (or Modified Co-Requisite) Supports or Co-Requisite Developmental Education Courses** are credit-bearing courses that accompany a gateway course. With co-requisite supports (or “co-requisite remediation”), ~~For most students, SAI is a better option than traditional non-college-level developmental education. With SAI, students enroll in the college-level English or mathematics course appropriate for their chosen degree program and at the same time (co-requisitely)—or in the same academic term—take a support course~~ SAI to give them extra help and increase the likelihood they will pass the ~~college gateway-level~~ English or mathematics course. Co-requisite supports extend instructional time through additional lecture or lab hours, or through other required activities. SAI may include, but is not limited to, a supplemental course, tutoring, an online lab, peer study groups, and etc.

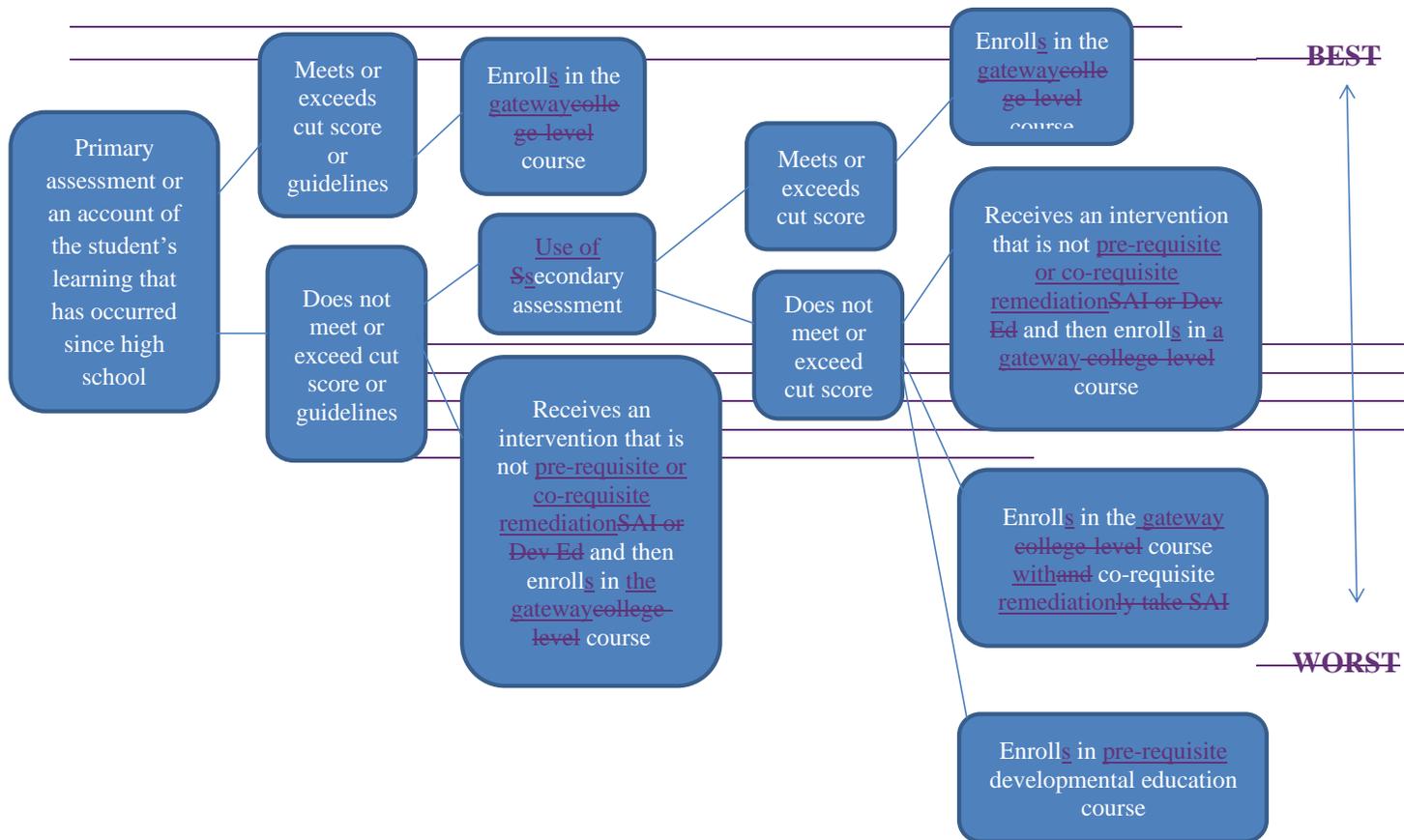
**3.09 Commission** is the Commission on Higher Education.

**3.10 Department** is the Department of Higher Education.

**Figure 1: Flow Chart for Placement at Four-Year Institutions, Including Students at Metropolitan State University of Denver Who Are Nineteen Years of Age or Less**



**Figure 2: Flow Chart for Placement at Community Colleges and Students at Metropolitan State University of Denver Who Are Twenty Years of Age or More**



4.00

Maximizing Student Success in Gateway Courses  
Table 1 – College-Ready Assessments and Cut Scores

Any student who achieves a score on an assessment listed in Table 1 at or above the level indicated shall be placed directly into gateway coursework in the first semester and shall not be required to take pre-requisite developmental education courses. Institutions have the option to use cut scores lower than those listed in Table 1.

The assessment scores indicated for mathematics are for direct placement into gateway courses in Quantitative Reasoning, Math for the Liberal Arts, or similar courses and do not necessarily reflect the level of preparation needed to be successful in courses in College Algebra, Trigonometry, Pre-Calculus, and Calculus. Institutions may establish higher cut scores for placement into these courses.

Similarly, the assessment scores indicated for English are for direct placement into Introductory Writing or Composition courses (GT-CO1 courses) and do not necessarily reflect the level of preparation needed to be successful in GT-CO2 courses (Intermediate Writing). Institutions may establish higher cut scores for placement into GT-CO2 courses.

Table 1 below provides scores on assessments that institutions may use in identifying students who may need developmental education in English and mathematics. Institutions may use cut scores lower than those listed in Table 1 but shall not set cut scores higher than those listed in Table 1. If a student gets a score that is lower than the cut scores listed in the table below, then that is an indication the student may have developmental education needs. If the student has SAT or ACT scores that are not more than three years old then the institution shall use those, and institutions may choose to use SAT and ACT scores that are more than three years old. If not, institutions shall use any of the tests or other college ready indicators in Table 1 as the primary assessment. Institutions may also use an account of the student's learning that occurred since high school (such as through work experience) or credit awarded through prior learning assessment.

**Table 1 – College-Ready Assessments and Cut Scores**

Assessment Test	English Comp I (GT-CO1): Introductory Writing Cut Score*	CTE & Quantitative Reasoning Math Cut Score*
New SAT (taken March 2016 and later)	470 Evidence-Based Reading and Writing	500 Math Section
Old SAT	430 Critical Reading	460
ACT	18	19
Community College Placement Test	5 Written Essay (WRES) and 96 Reading Adaptive Assessment (READ) or 6 on WRES and 80 on READ	106 Basic Algebra Adaptive Assessment (BAAD)
Next-Generation Accuplacer ACCUPLACER	246 Writing	<b>CTE Math:</b> 265 Arithmetic (AR)  <b>Quantitative Reasoning:</b> 240 Quantitative Reasoning, Algebra, and Statistics (QAS)
Classic Accuplacer ACCUPLACER	80 Reading Comprehension and/or 95 Sentence Skills	61-85 Elementary Algebra
GED® (Beginning in 2014)	165 Reasoning Through Language Arts	165 Mathematical Reasoning
HiSET	15 Language Arts – Reading and/or 15 Language Arts - Writing	15 Math
TASC	580 Language Arts - Reading and/or 560 Language Arts – Writing plus 6 on the Writing Essay	560 Math

**Commented [CR3]:** Still needed? No longer administered but still some non-expired scores out there.

**Commented [CR4]:** What about Advanced Algebraic Functions and placement into calculus?

Assessment Test	English Comp I (GT-CO1): Introductory Writing) Cut Score*	CTE & Quantitative Reasoning Math Cut Score*
PARCC 11 <sup>th</sup> Grade English Language Arts/Literacy & Mathematics	Level 3 if student continues to take challenging English courses (as determined by the institution) through high school graduation <u>OR</u> Level 4	Level 3 if student continues to take challenging math courses (as determined by the institution) through high school graduation <u>OR</u> Level 4
SBAC 11 <sup>th</sup> Grade English Language Arts/Literacy & Mathematics	Level 3 if student continues to take challenging English courses (as determined by the institution) through high school graduation <u>OR</u> Level 4	Level 3 if student continues to take challenging math courses (as determined by the institution) through high school graduation <u>OR</u> Level 4

**\*4.01 College-Ready Math Guidelines**

~~It should be noted that the college-ready mathematics cut scores in Table 1 are for Career and Technical Education (CTE) or “Quantitative Reasoning” mathematics courses and do not reflect the level of preparation needed to be successful in College Algebra, Trigonometry, Pre-Calculus and Calculus. Whereas a 500 or more on the New SAT Math Section indicates readiness for CTE and “Quantitative Reasoning” and “Mathematics for the Liberal Arts” courses (the math courses required in most Arts & Humanities degrees), a score higher than 500 is needed to indicate readiness for the math required in most STEM, Business and Health Sciences degrees and these cut scores vary by institution. Students should use the math pathways and readiness cut scores below as guidance to best prepare while still in high school for the college math they will eventually need. If students are not ready to take the required math course in the first semester of college, their graduation will likely be delayed.~~

Mathematics college level courses (also referred to as “math pathways”) usually vary by the type of degree program, as follows:

- ~~• **Career and Technical Education (CTE):** The college-level mathematics course is often contextualized in the vocation, such as “Technical Mathematics” or “Math for Clinical Calculations.” CTE programs are usually certificates or A.A.S. or B.A.S. degrees.~~

- Readiness for CTE math courses is indicated by the cut scores in the column titled “CTE & Quantitative Reasoning Math Cut Score” in Table 1 above.
- **Arts & Humanities:** The college level mathematics course is often called something similar to “Math for the Liberal Arts” or “Quantitative Reasoning” for degrees in Arts & Humanities fields like Art, English, History and Philosophy. These programs are usually A.A. and B.A. degrees.
  - Readiness for Arts & Humanities math courses is indicated by the cut scores in the column titled “CTE & Quantitative Reasoning Math Cut Score” in Table 1 above.
- **Social & Behavioral Sciences:** The college level mathematics course is usually “Introduction to Statistics” for degrees in Social & Behavioral Science fields like Anthropology, Criminal Justice, Psychology and Sociology. These programs are usually A.A. and B.A. degrees.
  - Readiness for Statistics is indicated by a New SAT Math Section score between approximately 500–550, depending on the selectivity of the college or university.
- **STEM, Business & Health Sciences:** The college level mathematics course is usually “Calculus I” for degrees in Science, Technology, Engineering and Math (STEM) degrees; many Business degrees; and certain Health Science degrees. These programs are usually A.S. or B.S. degrees.
  - Readiness for College Algebra and Pre-Calculus is indicated by a New SAT Math Section score between approximately 550–610, depending on the selectivity of the college or university. Readiness for Calculus I is indicated by a New SAT Math Section score between approximately 640–760, depending on the selectivity of the college or university.

#### 4.02 College-Ready English Guidelines

It should be noted that the college-ready English cut scores in Table 1 do not reflect the level of preparation needed to be successful in GT-CO2: Intermediate Writing, which is the first English course in the two-course sequence at University of Colorado Boulder and Colorado State University—Ft. Collins. Whereas a 470 or more on the New SAT Evidence-Based Reading and Writing section indicates readiness for GT-CO1: Introductory Writing (the first writing course at most institutions), a score higher than 470 is needed to indicate readiness for the first writing course at Colorado State University—Ft. Collins and University of Colorado Boulder. If students are not ready to take the required first writing course their first semester of college then their college graduation will likely be delayed.

## 5.00 Students' Responsibilities

Students shall:

- Take any required assessments prior to registering for classes for the first term of enrollment.
- Provide to the institution official assessment scores and transcripts with developmental education and college-level courses completed.
- Take any required pre-requisite or co-requisite remedial courses, or engage in other required Supplemental Academic Instruction, or other developmental education coursework, including sequent English and mathematics coursework within the first 30 semester credit hours if identified as needing developmental education. Students may opt out of pre-requisite or co-requisite remedial courses, and enroll directly into gateway courses, if an institution's remedial or developmental education policy allows it.

## 6.00 Institutions' Responsibilities

**6.01** No institution in Colorado shall place a student into developmental education courses based on a single assessment. If a student has SAT or ACT scores that are not more than three years old then the institution shall use those, and the institution may choose to SAT and ACT scores that are more than three years old. Students scoring at or above the cut score on assessments listed in (see Table 1) shall be eligible to enroll directly into the college-level gateway course (with caveats for higher-level math courses and for GT-CO2 English courses, as explained in Section 4.00 of this policy). and are exempt from further assessment. Students and school counselors should note, however, that the mathematics cut scores in Table 1 indicate college readiness for quantitative reasoning courses only, like Mathematics for the Liberal Arts. Students in a program that requires Introduction to Statistics, College Algebra, or Calculus, for example, may need additional preparation before they are ready for one of those math courses. Likewise, the English cut scores in Table 1 indicate college-readiness for GT Pathways Written Communication I (GT-CO1) courses, but not higher level courses, like GT-CO2, that are the first English courses students take at Colorado State University— Ft. Collins and University of Colorado Boulder.

**6.02** Institutions shall ensure that a secondary evaluation/assessment process is in place and is administered prior to registering for classes for the first term of

enrollment if ~~a student does have~~ not ~~have a primary assessment~~ provided the information in Table 1 or the student tested below the college-ready cut scores in Table 1. The purpose of the secondary ~~evaluation~~ assessment is to help maximize success in ~~confirm whether or not the student~~ gateway courses in English or mathematics. Evidence suggests that using high school grade point average or other factors, such as success in high school coursework, as secondary assessments can maximize student success in gateway courses. ~~should be placed into college level coursework.~~

**6.03** Institutions shall not prevent a student from enrolling directly into a gateway course in English or mathematics if the student successfully completed (with a grade of C or higher) an associated developmental education course, even if the developmental education course was completed at another public institution in Colorado prior to transfer.

**6.034** Institutions may ~~have their own policies that~~ allow students to decline placement into ~~pre-requisite or co-requisite developmental education courses, or Supplemental Academic Instruction.~~ That is, institutions may make placement advisory and allow students to decline developmental education and to take the college level course regardless of their primary and secondary assessment results. Institutions may also allow students to enroll in ~~pre-requisite or co-requisite developmental education courses even though their assessments indicate that they would be successful enrolling directly into gateway courses (a practice refer to as “guided self-placement”).~~

**6.04** ~~Institutions shall ensure that each student identified as needing developmental education coursework is provided with written notification identifying which state institutions offer Supplemental Academic Instruction and other developmental education courses, including any online courses.~~

**Commented [CR5]:** This was struck from statute by HB19-1206 -- CRS 21-1-113(1.5)(c)

**6.05** Institutions shall work to ensure that all students, including those identified as having developmental education needs, ~~take Supplemental Academic Instruction~~ complete their gateway or other developmental education coursework, including the sequent English and mathematics coursework within the student's first 30 enrolled semester credit hours.

**6.06** ~~Institutions shall inform students needing remediation of the requirement to complete it within the first 30 semester credit hours.~~

**6.067** Institutions shall:

- Specify their test administration policy, including dates and location of test administration (e.g., contract with another college).
- Specify its practices for informing students regarding the availability of alternatives to ~~pre-requisite developmental education courses~~, such as the challenge exam option, ~~co-requisite or other Supplemental Academic~~

~~Instruction, and developmental education courses, including any online courses.~~

- ~~Inform~~ students about the learning outcomes associated with various interventions, including pre-requisite and co-requisite developmental education courses, and advise students about appropriate options based on their primary and secondary assessments, prior to first semester registration.
- ~~Specify the practices for determining how the students who are identified as needing developmental courses have satisfied the developmental requirements.~~
- Ask transfer students if they are currently enrolled in or have just completed developmental education courses at the sending institution because, in many these instances, it will not be reflected on the student's transcript.
- Submit data related to student assessment, enrollment in pre-requisite and co-requisite remedial courses, and use of other developmental and Supplemental Academic Instruction data to the Colorado Department of Higher Education.

**Commented [CR6]:** Taken from CCHE SAI policy.

**Commented [CR7]:** Moved to Section 11.00 on data reporting requirements.

**6.07.** Institutions shall, beginning in the 2022-23 academic year, enroll no more than 10% of an entering cohort of students—as defined under section 13.00 of this policy—directly into pre-requisite developmental education courses that lengthen the student's time to complete a degree beyond that which would be required if a student enrolled directly into a gateway course. This includes all said courses regardless of how they are funded or subsidized. As such, all public institutions of higher education are subject to this provision.

**Formatted:** Font: Bold

For example, a student who is placed into a semester-long course in developmental English or developmental math—which must be completed before the student can enroll in a gateway course in English or math—would experience a lengthened time to degree. This is in contrast to co-requisite remedial courses, in which a student enrolls concurrently in a gateway course and can complete the gateway course in the same semester. Other approaches to developmental education are possible that do not result in a lengthened time to degree, such as the “5+10” model, which involves 5 weeks of remedial education followed by an accelerated version of the gateway course, with both experiences completed in the same semester.

6.07.01 Institutions may receive an extension from the Commission of up to two years (to the beginning of the 2024-25 academic year) to meet this requirement upon demonstration of exceptional circumstances.

**Commented [CR8]:** Need to define “exceptional circumstances” and develop an extension request process.

6.07.02 All institutions that are authorized to offer pre-requisite developmental education courses and receive state funding for said courses shall, by August 1, 2021, submit a plan to the Department for how they will meet these requirements. This includes all institutions within the Colorado Community College System, all local district colleges, and Adams, Colorado Mesa, and Western Colorado Universities.

**Commented [CR9]:** Need to create an outline for the content of these plans.

6.07.03 Institutions may receive a waiver from Commission policies and procedures in order to pilot different approaches to address the development education needs of selected groups of students. Requests for waivers must be received by the Department no later than 365 days prior to the institution's implementation date for the requirements outlined in section 6.08. Institutions are responsible for reporting the results of such pilots to the Commission.

**Commented [CR10]:** Need to develop a process for requesting a waiver, and identify the required content of the waiver.

## **7.00 Students Exempt from Secondary Evaluation**

The following students are exempt from secondary evaluation.

### **7.01 Passing Score on a Primary Assessment from Table 1**

- **English:** Students who have a passing score on one of the English assessments found in Table 1 within the past three years are exempt from secondary evaluation in English if they enroll in GT CO1: Introductory Writing. Students are not exempt from secondary evaluation in English and may be subject to a placement test, at the institution's discretion, if they need to take GT CO2: Intermediate Writing at Colorado State University Ft. Collins or University of Colorado Boulder.
- **Mathematics:** Students who have a passing score on one of the mathematics assessments found in Table 1 within the past three years are exempt from secondary evaluation in mathematics if they enroll in a quantitative reasoning or CTE math course. Students are not exempt from secondary evaluation in mathematics and may be subject to a placement test, at the institution's discretion, if they need to take a mathematics course that requires a higher level of preparation than CTE math or quantitative reasoning/Math for the Liberal Arts, including but not limited to Introduction to Statistics, College Algebra, Pre-calculus and Calculus.

**Commented [CR11]:** Use of capitalization?

### **7.02 Completed Developmental Education Coursework**

- ~~**English:** Students who completed the developmental education course(s), with a C or higher, that are the pre-requisite to GT-CO1: Introductory Writing (even if the developmental education course was completed at another institution prior to transferring). Students are not exempt from secondary evaluation in English and may be subject to a placement test, at the institution's discretion, if they need to take GT-CO2: Intermediate Writing at Colorado State University—Ft. Collins or University of Colorado Boulder.~~
- ~~**Mathematics:** Students who completed the developmental education course(s), with a C or higher, that are the pre-requisite to the college-level mathematics course (even if the developmental education course was completed at another institution prior to transferring). That is, students who pass MAT 050: Quantitative Literacy with a C or higher are exempt from further testing if they enroll in the institution's CTE math/quantitative reasoning/Math for the Liberal Arts course (or whatever course is considered to be sequent to MAT 050). However, students who pass MAT 050: Quantitative Literacy with a C or higher and then want to enroll in College Algebra may be tested, at the institution's discretion, because MAT 050 is not preparation for College Algebra. Students who pass MAT 055: Algebraic Literacy with a C or higher are exempt from further testing if they enroll in the sequent College Algebra course.~~

**7.03** Completed a College-Level English or Mathematics Course

- ~~**English:** Students who completed, with a C or higher, a college-level GT Pathways approved English course are exempt from secondary evaluation and shall not be prohibited from enrolling in the next English course in the sequence.~~
- ~~**Mathematics:** Students who completed, with a C or higher, a college-level GT Pathways approved mathematics course are exempt from secondary evaluation and shall not be prohibited from enrolling in the sequent mathematics course (where there is a sequence).~~

**7.04** Students who earned an A.A. or A.S. degree, unless the student did not pass the GT-CO2 and GT-MA1 course with a C or better.

**7.05** Students pursuing a Career and Technical Education certificate for which there are no English or mathematics requirements (such as Cosmetology).

**7.00** **Students for Whom English is a Second Language**

The needs of students for whom English is a second language (ESL students) are different from students who are native speakers of English but whose skills in writing or reading comprehension place them into developmental education courses. House Bill 19-1206 states that institutions must “use an evidence-based placement approach to placing students into English as a second language courses, and placement of these students must be designed to maximize the likelihood that a student placed in English as a second language courses will complete gateway courses in English within three years.”

7.01 For the purpose of this policy, ESL students are those students who:

- attend or graduated from a high school where the primary language of instruction was not in English; and
- have been admitted or conditionally admitted into a certificate, associate, or bachelor’s degree program at a Colorado public institution of higher education that includes one or more gateway courses in English; and
- have taken a standardized assessment of English language skills for non-native speakers of English or another proficiency assessment (including portfolio review) based on one of the proficiency frameworks listed below or that is approved for use by the United States Department of Education’s Office of Career, Technical, and Adult Education (or its successor agency).

7.02 Institutions can establish their own cut scores for their chosen English proficiency assessment(s). Any assessment used must be determined as suitable for use in the National Reporting System for Adult Education, or based on one of two proficiency frameworks: 1) the Common European Framework of Reference for Languages: Learning, Teaching, Assessment; or 2) the ACTFL Proficiency Scale (American Council on the Teaching of Foreign Languages). This includes commonly used assessments such as the Test of English as a Foreign Language (TOEFL) and the ACTFL Writing Proficiency Test.

7.03 If an admitted ESL student does not meet or exceed the established cut score for the assessment used, the institution may require the student to take one or more ESL courses as pre-requisites to credit-bearing gateway courses in a degree program. These courses may be offered by the admitting institution, or through partnership with another institution of higher education or a third-party provider. Once a student is informed of this requirement, the admitting institution shall endeavor to ensure that the student completes the required GT Pathways English requirement for the institution (GT-CO1 and GT-CO2, or GT-CO2 and GT-CO3) within three academic years. This three-year time period does not include academic terms when the student is not enrolled in any

formal course of study in English at the institution or elsewhere, and is not enrolled in any credit-bearing or non-credit bearing courses at the institution.

7.04 Once an ESL student completes the required ESL courses, the admitting institution shall allow the student to enroll in the first gateway English course required for the student's academic program. The admitting institution may encourage or require the student to enroll in a co-requisite remedial education course that accompanies the gateway English course.

## 8.00 Course Challenge Option

Regardless of the results of an institution's assessment of a student's readiness, all students shall have the opportunity to test out of [GT Pathways](#) college-level English and mathematics courses, in accordance with Commission [Policy I, X: Prior Learning Assessment](#) and §23-1-125(4), C.R.S., which states in part

...each public institution of higher education [shall] define a process for students to test out of core courses, including specifying use of a national test or the criteria for approving institutionally devised tests. ...each public institution of higher education shall grant full course credits to students for the core courses they successfully test out of, free of tuition for those courses.

Institutions may charge a fee to administer the course challenge option. If the student does not pass the course challenge option then the student shall be placed according to this policy.

**Commented [CR12]:** The statutory reference may change as this section could be repealed while another section is added that is inclusive of all courses in the undergraduate curriculum.

## 9.00 ~~Grievance Appeals~~ Procedure and Filing a Student Complaint

Students who believe their college or university is not following this policy should follow their institution's appeals procedure. Students may also file a formal complaint with the Department of Higher Education following the procedures outlined on the Department's website and in CCHE Policy I, T: Student Complaint Policy. ~~and are also encouraged to call the Colorado Department of Higher Education at 303-862-3001 and speak to the Director of Academic Affairs or Director of Student Affairs, rather than filing a complaint on the Colorado Department of Higher Education's website.~~

## 10.00 Funding

Any state-supported institution of higher education with a two-year statutory role and mission may offer and receive state general funds for developmental education~~basic skills~~ courses.

~~Any state-supported institution of higher education without a two-year role and mission is prohibited from claiming general fund support for basic skill credit hours. However, these institutions may offer basic skills courses by contracting with a Colorado public community college or on a cash-funded basis, except for Metropolitan State University of Denver and the University of Colorado Denver. Colorado statute states that the Community College of Denver is the only institution on the Auraria campus authorized to deliver basic skills courses – for state support or for cash. Any state-supported institution of higher education without a two-year role and mission These institutions may also offer co-requisite remedial courses together Supplemental Academic Instruction with college gateway-level courses (if authorized by the Commission); these co-requisite courses are eligible for state funding.~~

~~State-supported institutions of higher education without a two-year role and mission are prohibited from claiming general fund support for developmental education course credit hours. These institutions may offer developmental education courses by contracting with a Colorado public community college or on a cash-funded basis, except for Metropolitan State University of Denver and the University of Colorado Denver. Colorado statute §23-1-113.3(2)(c) states that the Community College of Denver is the only institution on the Auraria campus authorized to deliver developmental education courses – for state support or for cash.~~

~~Institutions of higher education with a two-year statutory role and mission may include ~~basic skills~~ developmental education credit hours generated by concurrently enrolled students in the 12<sup>th</sup> grade in the number claimed for state general fund support. All institutions providing co-requisite remediation may include the credit hours generated by concurrently enrolled students in the 9<sup>th</sup> through 12<sup>th</sup> grades in the number claimed for general fund support.~~

## 11.00 Data Reporting

~~Pursuant to 23-1-113.3, C.R.S., institutions shall flag all students who are required to take Supplemental Academic Instruction (co-requisite developmental education) or developmental education courses as such in the identified as needing additional supports to be successful in gateway courses in the SURDS Undergraduate Applicant File (UAF), “Assessment” and “Placement” fields. Also, Institutions must also identify any pre-requisite or co-requisite developmental education course (including gateway courses that include a co-requisite developmental component) flag SAI and developmental~~

~~(remedial) courses as such in the SURDS Student Course Enrollment File, Field: Course Level.~~

The Commission, "...in consultation with the governing boards, shall ensure the comparability of the placement or assessment tests for the purpose of providing consistent reporting data as such data are required by section 23-1-113.3(4)" [23-1-113(1.5)(b), C.R.S.].

Pursuant to 23-1-113.3(4) (a), C.R.S., the Commission shall transmit annually to the Education Committees of the Senate and the House of Representatives, the Joint Budget Committee, and the Department of Education, an analysis of the data including:

- The number of students who are identified as needing additional support to be successful in gateway courses in English and mathematics who are enrolled in some form of developmental education course or are provided with other forms of ~~take non-college level developmental education and/or Supplemental Academic Instruction~~ courses;
- The costs of providing pre-requisite and co-requisite development educational courses, and the costs of providing other forms of ~~non-college level developmental education and/or Supplemental Academic Instruction~~ courses; and
- Whether students who complete said non-college level developmental education and/or Supplemental Academic Instruction courses successfully complete the requirements for graduation/transfer/completion.

~~Pursuant to 23-1-113.3, C.R.S., the Commission shall provide a report to Colorado school districts on the developmental education needs of their recent high school graduates. For that report, recent high school graduates are defined as degree and non-degree seeking undergraduates. The high school graduation cohort from the Colorado Department of Education will be used to assign developmental education students to a high school and/or district. The Commission shall disseminate the analysis to each Colorado school district, the public high schools within each district and institutions of higher education, complying with Commission's adopted Privacy Policy.~~

**Commented [CR13]:** This was deleted in statute in 2019.

Pursuant to 23-1-113.3(1-1.5) the Commission's report will also provide information on how institutions are placing students to maximize the likelihood that they will complete a gateway course; the percentage of enrolling students who enrolled directly into pre-requisite developmental education coursework in English or Mathematics; and the number of students enrolled in a program that requires gateway courses in English and Mathematics who complete gateway courses within 30 enrolled semester credit

hours. The report will also list the measures institutions use for placement, and information on non-credit bearing supplemental academic instruction and other supports used by institutions to boost student success.

HISTORY: December 5, 2013: CCHE Agenda Item VI, B; December 1, 2016: CCHE Agenda Item III, A; April 7, 2017: CCHE Agenda Item V, C; May 5, 2017: CCHE Agenda Item V, B; October 22, 2018: CCHE Agenda Item IV, A; March 6, 2020: CCHE Agenda Item IV, A.



SECTION I

PART E DEVELOPMENTAL EDUCATION

**1.00 Introduction and Purpose**

The Colorado Commission on Higher Education Master Plan, *Colorado Rises* (published in August 2017), challenges the state’s institutions of higher education to improve student persistence and retention by increasing the number of students who successfully complete gateway courses in English and math—a key predictor of whether students will complete their degrees. The General Assembly, in enacting House Bill 19-1206 on promoting the use of supplemental academic instruction, declared that “many students successfully complete developmental education courses but fail to enroll in and complete their gateway courses, indicating that alternative approaches to developmental education are necessary,” and “Colorado data shows that a higher percentage of students who receive supplemental academic support complete a gateway course than do those who are placed in traditional developmental education courses.”

Since low-income students and students of color are disproportionately placed into developmental courses, the expanded use of co-requisite instruction and other supports will help close attainment gaps between wealthier students and students from low-income families, as well as between white students and students of color, in particular for Colorado’s fastest growing ethnic group, Hispanic/Latino students.

The purposes of this policy are to encourage institutions of higher education 1) to enroll students in credit bearing, college-level (gateway) courses whenever possible; 2) to prevent unnecessary placement testing of students and ensure the use of multiple measures of assessing students’ readiness for college-level work; 3) to promote institutional practices that maximize the likelihood that students will complete gateway courses in English and mathematics within the first 30 enrolled semester credit hours; and 4) to ensure that each student identified as having developmental education needs is afforded appropriate opportunities to:

- Enter directly into gateway English and mathematics courses while co-enrolled in the appropriate co-requisite developmental education course, or other forms of supplemental academic instruction (SAI); or

- Have access to alternatives to developmental education courses, such as summer boot camps, refresher courses, peer mentoring, or other innovative approaches to skill-building; or,
- As needed, be enrolled in non-college level, pre-requisite developmental education courses.

Institutions shall work to ensure that students with developmental needs who place into college-level English and mathematics courses with co-requisite remediation, or who place into non-college level pre-requisite developmental education courses, complete the gateway English and mathematics course(s) required of their programs within the students' first 30 enrolled semester credit hours (not including college credits earned while the student was in high school or credits earned through prior learning assessment).

**This policy contains the following sections:**

- 1.00 Introduction and Purpose
- 2.00 Statutory Authority
- 3.00 Terminology
- 4.00 Maximizing Student Success in Gateway Courses
- 5.00 Students' Responsibilities
- 6.00 Institutions' Responsibilities
- 7.00 Students for Whom English is a Second Language
- 8.00 Course Challenge Option
- 9.00 Appeals Procedure and Filing a Student Complaint
- 10.00 Funding
- 11.00 Data Reporting

**2.00 Statutory Authority**

23-1-113. Commission directive - admission standards for baccalaureate and graduate institutions of higher education - policy - report – definitions.

(1.5) (a) (I) The commission shall establish and the governing boards shall implement a policy pursuant to section 23-1-113.3 to identify matriculated students who need additional supports to be successful in gateway courses in English and mathematics and standards and procedures whereby state institutions of higher education may offer supplemental academic instruction or developmental courses as provided in section 23-1-113.3. The commission's policy must prohibit the placement of a student in developmental education courses based on a single instrument or test and must be designed to maximize the likelihood that a student will complete gateway courses in English and mathematics within one year. In addition, the commission's policy must require

state institutions to use an evidence-based placement approach to placing students into English as a second language courses, and placement of these students must be designed to maximize the likelihood that a student placed in English as a second language courses will complete gateway courses in English within three years. The commission, in consultation with the governing boards, shall ensure that the policy aligns with the admission policy adopted pursuant to subsection (1) of this section. In identifying the standards for developmental education, the commission may differentiate requirements for mathematics based on the prerequisite skills needed for required courses within a student's declared program of study.

(II) As part of the policy established pursuant to this subsection (1.5)(a), all state institutions of higher education are authorized to provide supplemental academic instruction even if the institution is not authorized to provide development education courses pursuant to section 23-1-113.3. The institution may receive stipend payments from the state pursuant to section 23-18-202 on behalf of an eligible undergraduate student, as defined in section 23-18-102 (5), who is enrolled in a college-level course that includes supplemental academic instruction or co-requisite support or who is enrolled in a pilot program pursuant to section 23-1-113.3 (1)(a)(III).

(b) Each governing board shall adopt policies and procedures that are aligned with the policy established by the commission pursuant to subsection (1.5)(a) of this section and ensure that, to the extent required by commission policy, each matriculated student who may need additional supports to be successful in gateway courses in English and mathematics has access to supplemental academic instruction. The institution that enrolls the student shall select which measures to those from among those that meet the standards established by commission policy. The commission, in consultation with the governing boards, shall collect information regarding the measures used by the institutions for placement to help analyze the data reported pursuant to subsection (9) of this section and by section 23-1-113.3 (4).

(c) All students enrolled in programs that require gateway courses in English and mathematics at state institutions of higher education should complete gateway courses by the time the student completes thirty college-level credit hours.

...

23-1-113. Commission directive – developmental education courses – report.

(1) (a) (I) As part of the policy adopted by the commission pursuant to section 23-1-113 (1.5)(a), the commission shall adopt and the governing boards shall implement standards and procedures whereby state institutions of higher education may offer developmental education courses, as defined in section 23-1-113 (11)(b), pursuant to this section, as prerequisites to a gateway course in English and mathematics, as defined in section 23-1-113 (11)(b.5). Beginning in the 2022-23 academic year, no more than ten percent of students enrolling in a state institution of higher education shall be enrolled directly into a developmental education course, as defined in section 23-1-113 (11)(b), that is prerequisite to a gateway course in English or mathematics if the developmental education course lengthens the student's time to degree beyond the time it would take the student to complete the degree if the student had enrolled directly into a gateway course.

(II) On or before August 1, 2021, each state institution of higher education authorized pursuant to subsection (2)(a) of this section to offer developmental education courses, as defined in section 23-1-113 (11)(b), shall have a plan in place to meet the requirements described in subsection (1)(a)(I) of this section. The commission's standards and procedures must allow an institution of higher education to request an extension from the commission of up to two years to meet the requirements described in subsection (1)(a)(I) of this section, upon demonstrating exceptional circumstances.

(III) The commission's standards and procedures adopted pursuant to subsection (1)(a)(I) of this section must allow state institutions of higher education serving groups of students who are not successful in supplemental academic instruction to pilot different approaches that are more successful for those students and to request a waiver from the commission's standards and procedures in order to duplicate or expand successful approaches.

### **3.00 Terminology**

**3.01 Assessment** means some sort of evaluation of a student's readiness for college-level math and English. Assessment might mean having the student take a test, such as the ACCUPLACER; or the assessment might be an advisor's evaluation of the scores a student earned on various tests or an evaluation of the student's high school transcript.

**3.02 Primary Assessment** means a designated assessment instrument that can be used to place a student directly into gateway coursework provided the student meets or exceeds a prescribed score on the assessment. Table I provides a list of approved primary assessments and their associated cut-off scores. If an assessment in this table is available and is less than three years old, it shall be used to place a student directly into gateway coursework. Institutions may also use assessments in this table that are more than three years old to place a student directly into gateway coursework.

**3.03 Secondary Assessment** means an assessment instrument or other institution-specific secondary-evaluation process used to place a student into courses after admission, when a primary assessment from Table 1 is not available or the primary assessment indicates that the student may not be college-ready (i.e., did not meet or exceed the cut score in Table 1). The secondary assessment should be viewed as a second opportunity for the student to demonstrate readiness for college-level math and English and avoid being placed into developmental education.

**3.04 Cut Score** means the score on an assessment students must meet or exceed to demonstrate that they are college-ready, which prevents the institution from placing students into developmental education. Institutions may use cut scores lower than those listed in Table 1 but shall not set cut scores higher than those listed in Table 1. Students who do not meet the cut score on the primary assessment shall have the opportunity to complete a secondary assessment. If the student does not meet or exceed the cut score on the secondary assessment then the institution may place the student into college-level courses without supplemental supports; into college-level courses with credit-bearing or non-credit-bearing supplemental academic instruction (SAI) or some other form of co-requisite remediation; or into pre-requisite developmental education coursework. Institutions must be able to demonstrate that their placement practices maximize student success in gateway coursework.

**3.05 Gateway Courses** are the first college-level courses in English and mathematics that are part of GT-Pathways (as GT-CO1 or GT-MA1 courses) and are thus approved for statewide transfer. These are usually the first credit-bearing courses that a student takes to meet general education English and mathematics requirements for their academic program.<sup>1</sup> For some academic programs at some institutions, the first required math course could be a more

---

<sup>1</sup> Certain academic programs include other “gateway” courses that students must pass before being allowed to continue, such as Anatomy and Physiology in nursing and other health-related programs, or Psychology 101 for programs in the social and behavioral sciences. These courses are not included in the definition of “gateway” course for this policy.

advanced course such as calculus; for the purpose of this policy, the gateway course could be a lower-level course (such as college algebra) that prepares a student for a more advanced course (such as calculus). Gateway courses also include courses that are part of a Statewide Transfer Articulation Agreement but are not approved for GT-Pathways<sup>2</sup> and certain unique courses that are part of an Associate of Applied Science degree program.

**3.06 Pre-Requisite Developmental Education Courses** are sometimes referred to as “basic skills” or “remedial” courses. These courses are prerequisites to the level of work expected at a postsecondary institution and include academic skills courses and preparatory courses. These courses are not college-level, are not credit-bearing, do not apply toward certificate or degree requirements, and usually delay graduation. (In this policy, “developmental” and “remedial” are used synonymously.)

**3.07 Supplemental Academic Instruction (SAI)** is an umbrella term used in §23-1-113(11)(e)(I) to refer to a range of student academic supports—credit-bearing and non-credit-bearing—that includes co-requisite instruction, study sessions, and other in-class academic support to improve student learning, retention, or success. Prior to HB19-1206, “supplemental academic instruction” was a term used in Colorado that is synonymous with “co-requisite remediation” or “co-requisite developmental education.” The expanded definition of supplemental academic instruction includes both credit-bearing co-requisite remediation and other, non-instructional, sometimes non-credit bearing, academic and student supports.

**3.08 Co-Requisite (or Modified Co-Requisite) Supports or Co-Requisite Developmental Education Courses** are credit-bearing courses that accompany a gateway course. With co-requisite supports (or “co-requisite remediation”), students enroll in the college-level English or mathematics course appropriate for their chosen degree program and at the same time (co-requisitely)—or in the same academic term—take a support course to give them extra help and increase the likelihood they will pass the gateway English or mathematics course. Co-requisite supports extend instructional time through additional lecture or lab hours, or through other required activities.

**3.09 Commission** is the Commission on Higher Education.

**3.10 Department** is the Department of Higher Education.

---

<sup>2</sup> For example, Math 155 and 156 are required for community college students pursuing a Degree with Designation in Elementary Education. These courses fulfill a mathematics requirement but are not part of GT Pathways

#### 4.00 Maximizing Student Success in Gateway Courses

Any student who achieves a score on an assessment listed in Table 1 at or above the level indicated shall be placed directly into gateway coursework in the first semester and shall not be required to take pre-requisite developmental education courses. Institutions have the option to use cut scores lower than those listed in Table 1.

The assessment scores indicated for mathematics are for direct placement into gateway courses in Quantitative Reasoning, Math for the Liberal Arts, or similar courses and do not necessarily reflect the level of preparation needed to be successful in courses in College Algebra, Trigonometry, Pre-Calculus, and Calculus. Institutions may establish higher cut scores for placement into these courses.

Similarly, the assessment scores indicated for English are for direct placement into Introductory Writing or Composition courses (GT-CO1 courses) and do not necessarily reflect the level of preparation needed to be successful in GT-CO2 courses (Intermediate Writing). Institutions may establish higher cut scores for placement into GT-CO2 courses.

**Table 1 – College-Ready Assessments and Cut Scores**

<b>Assessment Test</b>	<b>English Comp I (GT-CO1): Introductory Writing Cut Score*</b>	<b>CTE &amp; Quantitative Reasoning Math Cut Score*</b>
New SAT (taken March 2016 and later)	470 Evidence-Based Reading and Writing	500 Math Section
Old SAT	430 Critical Reading	460
ACT	18	19
Community College Placement Test	5 Written Essay (WRES) and 96 Reading Adaptive Assessment (READ)  or 6 on WRES and 80 on READ	106 Basic Algebra Adaptive Assessment (BAAD)
Next-Generation	246 Writing	<b>CTE Math:</b>

Assessment Test	English Comp I (GT-CO1): Introductory Writing) Cut Score*	CTE & Quantitative Reasoning Math Cut Score*
ACCUPLACER		265 Arithmetic (AR)  <b>Quantitative Reasoning:</b> 240 Quantitative Reasoning, Algebra, and Statistics (QAS)
Classic ACCUPLACER	80 Reading Comprehension and/or 95 Sentence Skills	61-85 Elementary Algebra
GED® (Beginning in 2014)	165 Reasoning Through Language Arts	165 Mathematical Reasoning
HiSET	15 Language Arts – Reading and/or 15 Language Arts - Writing	15 Math
TASC	580 Language Arts - Reading and/or 560 Language Arts – Writing plus 6 on the Writing Essay	560 Math
PARCC 11 <sup>th</sup> Grade English Language Arts/Literacy & Mathematics	Level 3 if student continues to take challenging English courses (as determined by the institution) through high school graduation  <u>OR</u> Level 4	Level 3 if student continues to take challenging math courses (as determined by the institution) through high school graduation  <u>OR</u> Level 4
SBAC 11 <sup>th</sup> Grade English Language Arts/Literacy & Mathematics	Level 3 if student continues to take challenging English courses (as determined by the institution) through high school graduation  <u>OR</u> Level 4	Level 3 if student continues to take challenging math courses (as determined by the institution) through high school graduation  <u>OR</u> Level 4

## **5.00 Students' Responsibilities**

Students shall:

- Take any required assessments prior to registering for classes for the first term of enrollment.
- Provide to the institution official assessment scores and transcripts with developmental education and college-level courses completed.
- Take any required pre-requisite or co-requisite remedial courses, or engage in other required supplemental academic instruction, if identified as needing developmental education. Students may opt out of pre-requisite or co-requisite remedial courses, and enroll directly into gateway courses, if an institution's remedial or developmental education policy allows it.

## **6.00 Institutions' Responsibilities**

- 6.01** No institution in Colorado shall place a student into developmental education courses based on a single assessment. Students scoring at or above the cut score on assessments listed in Table 1 shall be eligible to enroll directly into the gateway course (with caveats for higher-level math courses and for GT-CO2 English courses, as explained in Section 4.00 of this policy). .
- 6.02** Institutions shall ensure that a secondary assessment process is in place and is administered prior to registering for classes for the first term of enrollment if a student does not have a primary assessment or the student tested below the college-ready cut scores in Table 1. The purpose of the secondary assessment is to help maximize success in gateway courses in English or mathematics. Evidence suggests that using high school grade point average or other factors, such as success in high school coursework, as secondary assessments can maximize student success in gateway courses.
- 6.03** Institutions shall not prevent a student from enrolling directly into a gateway course in English or mathematics if the student successfully completed (with a grade of C or higher) an associated developmental education course, even if the developmental education course was completed at another public institution in Colorado prior to transfer.
- 6.04** Institutions may allow students to decline placement into pre-requisite or co-requisite developmental education courses. Institutions may also allow students to enroll in pre-requisite or co-requisite developmental education courses even

though their assessments indicate that they would be successful enrolling directly into gateway courses (a practice refer to as “guided self-placement”).

**6.05** Institutions shall work to ensure that all students, including those identified as having developmental education needs, complete their gateway English and mathematics coursework within the student’s first 30 enrolled semester credit hours.

**6.06** Institutions shall:

- Specify their test administration policy, including dates and location of test administration (e.g., contract with another college).
- Specify its practices for informing students regarding the availability of alternatives to pre-requisite developmental education courses, such as the challenge exam option, co-requisite or other supplemental academic instruction, and any online courses.
- Inform students about the learning outcomes associated with various interventions, including pre-requisite and co-requisite developmental education courses, and advise students about appropriate options based on their primary and secondary assessments, prior to first semester registration.
- Ask transfer students if they are currently enrolled in or have just completed developmental education courses at the sending institution because, in many instances, it will not be reflected on the student’s transcript.
- Submit data related to student assessment, enrollment in pre-requisite and co-requisite remedial courses, and use of other supplemental academic instruction to the Colorado Department of Higher Education.

**6.07** Institutions shall, beginning in the 2022-23 academic year, enroll no more than 10% of an entering cohort of students—as defined under section 13.00 of this policy—directly into pre-requisite developmental education courses that lengthen the student’s time to complete a degree beyond that which would be required if a student enrolled directly into a gateway course. This includes all said courses regardless of how they are funded or subsidized. As such, all public institutions of higher education are subject to this provision.

For example, a student who is placed into a semester-long course in developmental English or developmental math—which must be completed before the student can enroll in a gateway course in English or math—would experience a lengthened time to degree. This is in contrast to co-requisite remedial courses, in which a student enrolls concurrently in a gateway course and can complete the gateway course in the same semester. Other approaches to developmental education are possible that do not result in a lengthened time to degree, such as the “5+10” model, which involves 5 weeks of remedial

education followed by an accelerated version of the gateway course, with both experiences completed in the same semester.

6.07.01 Institutions may receive an extension from the Commission of up to two years (to the beginning of the 2024-25 academic year) to meet this requirement upon demonstration of exceptional circumstances.

6.07.02 All institutions that are authorized to offer pre-requisite developmental education courses and receive state funding for said courses shall, by August 1, 2021, submit a plan to the Department for how they will meet these requirements. This includes all institutions within the Colorado Community College System, all local district colleges, and Adams, Colorado Mesa, and Western Colorado Universities.

6.07.03 Institutions may receive a waiver from Commission policies and procedures in order to pilot different approaches to address the development education needs of selected groups of students. Requests for waivers must be received by the Department no later than 365 days prior to the institution's implementation date for the requirements outlined in section 6.08. Institutions are responsible for reporting the results of such pilots to the Commission.

## **7.00 Students for Whom English is a Second Language**

The needs of students for whom English is a second language (ESL students) are different from students who are native speakers of English but whose skills in writing or reading comprehension place them into developmental education courses. House Bill 19-1206 states that institutions must “use an evidence-based placement approach to placing students into English as a second language courses, and placement of these students must be designed to maximize the likelihood that a student placed in English as a second language courses will complete gateway courses in English within three years.”

7.01 For the purpose of this policy, ESL students are those students who:

- attend or graduated from a high school where the primary language of instruction was not in English; and
- have been admitted or conditionally admitted into a certificate, associate, or bachelor's degree program at a Colorado public institution of higher education that includes one or more gateway courses in English; and
- have taken a standardized assessment of English language skills for non-native speakers of English or another proficiency assessment (including portfolio review) based on one of the proficiency frameworks listed below or that is approved for use by the United States Department of Education's Office of Career, Technical, and Adult Education (or its successor agency).

7.02 Institutions can establish their own cut scores for their chosen English proficiency assessment(s). Any assessment used must be determined as suitable for use in the National Reporting System for Adult Education, or based on one of two proficiency frameworks: 1) the Common European Framework of Reference for Languages: Learning, Teaching, Assessment; or 2) the ACTFL Proficiency Scale (American Council on the Teaching of Foreign Languages). This includes commonly used assessments such as the Test of English as a Foreign Language (TOEFL) and the ACTFL Writing Proficiency Test.

7.03 If an admitted ESL student does not meet or exceed the established cut score for the assessment used, the institution may require the student to take one or more ESL courses as pre-requisites to credit-bearing gateway courses in a degree program. These courses may be offered by the admitting institution, or through partnership with another institution of higher education or a third-party provider. Once a student is informed of this requirement, the admitting institution shall endeavor to ensure that the student completes the required GT Pathways English requirement for the institution (GT-CO1 and GT-CO2, or GT-CO2 and GT-CO3) within three academic years. This three-year time period does not include academic terms when the student is not enrolled in any formal course of study in English at the institution or elsewhere, and is not enrolled in any credit-bearing or non-credit bearing courses at the institution.

7.04 Once an ESL student completes the required ESL courses, the admitting institution shall allow the student to enroll in the first gateway English course required for the student's academic program. The admitting institution may encourage or require the student to enroll in a co-requisite remedial education course that accompanies the gateway English course.

## **8.00 Course Challenge Option**

Regardless of the results of an institution's assessment of a student's readiness, all students shall have the opportunity to test out of [GT Pathways](#) college-level English and mathematics courses, in accordance with Commission [Policy I, X: Prior Learning Assessment](#) and §23-1-125(4), C.R.S., which states in part

...each public institution of higher education [shall] define a process for students to test out of core courses, including specifying use of a national test or the criteria for approving institutionally devised tests. ...each public institution of higher education shall grant full course credits to students for the core courses they successfully test out of, free of tuition for those courses.

Institutions may charge a fee to administer the course challenge option. If the student does not pass the course challenge option then the student shall be placed according to this policy.

## **9.00 Appeals Procedure and Filing a Student Complaint**

Students who believe their college or university is not following this policy should follow their institution's appeals procedure. Students may also file a formal complaint with the Department of Higher Education following the procedures outlined on the Department's website and in [CCHE Policy I, T: Student Complaint Policy](#).

## **10.00 Funding**

Any state-supported institution of higher education with a two-year statutory role and mission may offer and receive state general funds for developmental education courses.

Any state-supported institution of higher education without a two-year role and mission may offer co-requisite remedial courses together with gateway courses; these co-requisite courses are eligible for state funding.

State-supported institutions of higher education without a two-year role and mission are prohibited from claiming general fund support for developmental education course credit hours. These institutions may offer developmental education courses by contracting with a Colorado public community college or on a cash-funded basis, except for Metropolitan State University of Denver and the University of Colorado Denver. Colorado statute §23-1-113.3(2)(c) states that the Community College of Denver is the only institution on the Auraria campus authorized to deliver developmental education courses – for state support or for cash.

Institutions of higher education with a two-year statutory role and mission may include developmental education credit hours generated by concurrently enrolled students in the 12<sup>th</sup> grade in the number claimed for state general fund support. All institutions providing co-requisite remediation may include the credit hours generated by concurrently enrolled students in the 9<sup>th</sup> through 12<sup>th</sup> grades in the number claimed for general fund support.

## **11.00 Data Reporting**

Pursuant to 23-1-113.3, C.R.S., institutions shall flag all students who are identified as needing additional supports to be successful in gateway courses in the SURDS Undergraduate Applicant File (UAF). Institutions must also identify

any pre-requisite or co-requisite developmental education course (including gateway courses that include a co-requisite developmental component) in the SURDS Student Course Enrollment File.

The Commission, "...in consultation with the governing boards, shall ensure the comparability of the placement or assessment tests for the purpose of providing consistent reporting data as such data are required by section 23-1-113.3(4)" [23-1-113(1.5)(b), C.R.S.].

Pursuant to 23-1-113.3(4) (a), C.R.S., the Commission shall transmit annually to the Education Committees of the Senate and the House of Representatives, the Joint Budget Committee, and the Department of Education, an analysis of the data including:

- The number of students who are identified as needing additional support to be successful in gateway courses in English and mathematics who are enrolled in some form of developmental education course or are provided with other forms of supplemental academic instruction;
- The costs of providing pre-requisite and co-requisite development educational courses, and the costs of providing other forms of supplemental academic instruction; and
- Whether students who complete said non-college level developmental education and/or Supplemental Academic Instruction courses successfully complete the requirements for graduation/transfer/completion.

Pursuant to 23-1-113.3(1-1.5) the Commission's report will also provide information on how institutions are placing students to maximize the likelihood that they will complete a gateway course; the percentage of enrolling students who enrolled directly into pre-requisite developmental education coursework in English or Mathematics; and the number of students enrolled in a program that requires gateway courses in English and Mathematics who complete gateway courses within 30 enrolled semester credit hours. The report will also list the measures institutions use for placement, and information on non-credit bearing supplemental academic instruction and other supports used by institutions to boost student success.

HISTORY: December 5, 2013: CCHE Agenda Item VI, B; December 1, 2016: CCHE Agenda Item III, A; April 7, 2017: CCHE Agenda Item V, C; May 5, 2017: CCHE Agenda Item V, B; October 22, 2018: CCHE Agenda Item IV, A; March 6, 2020: CCHE Agenda Item IV, A.



## SECTION I

### PART W SUPPLEMENTAL ACADEMIC INSTRUCTION

#### 1.00 Introduction

Pursuant to §23-1-113(1.5), C.R.S., the Commission may authorize a state institution of higher education to provide Supplemental Academic Instruction (SAI) to students with limited academic deficiencies and to receive Colorado Opportunity Fund (COF) stipend payments even though the institution is not authorized to provide basic skills courses. Institutions use the cut scores on national assessments, agreed to in Commission Policy I, E: Statewide Remedial Education Policy, to determine if a student is ready for college-level, credit-bearing coursework in English and mathematics. Prior to HB12-1155 being enacted into law, a student admitted into a four-year institution who scored below these cut scores was typically required to enroll in a community college for non-credit-bearing remedial (basic skills) coursework. SAI, however, allows many of these students to stay at their home institution and enroll directly into credit-bearing English and mathematics general education coursework offered co-requisitely with SAI, thus enabling them to finish college faster and with fewer obstacles. Furthermore, the credit-bearing English and mathematics courses taught co-requisitely with SAI are required to be Pathways approved, thus ensuring transferability. Authorized SAI offered for credit is eligible to receive Colorado Opportunity Fund (COF) stipend payments, pursuant to. §23-1-113(1.5)(a)(II), C.R.S.

#### 2.00 Policy Goals

The goals of the Commission's Supplemental Academic Instruction policy include:

- 2.01 Establishing clear guidelines for institutions to gain authorization to provide SAI;
- 2.02 Aligning SAI procedures with the Commission's Admission Standards and Remedial Education Policies and the Graduation Guidelines established by the State Board of Education;
- 2.03 Requiring outcomes-based data and analysis of SAI effectiveness at each authorized institution; and
- 2.04 Developing awareness and establishing best practices for SAI.

#### 3.00 Definitions

3.01 "**Basic skills courses** means courses that are prerequisites to the level of work expected at a postsecondary institution and include academic skills courses and preparatory courses" [§23-1-113(11)(b), C.R.S.]. Historically, these courses were referred to as "remedial courses" and are now commonly referred to as "developmental education courses." These courses are also numbered lower than 100 or 1000 (e.g., 092 or 094).

3.02 **Limited academic deficiency** refers to the English and/or mathematics skills levels of a



student who has been admitted to an institution, but has failed to meet the minimum threshold placement score for college-level coursework as determined by Commission Policy I, E: Statewide Remedial Education Policy. The range of placement scores that define limited academic deficiency may differ according to each institution's statutory role and mission.

3.03 “**National assessment test scores** include, but are not limited to, ACT and SAT test scores” [§23-1-113.2(11)(c), C.R.S.]. For the purpose of this SAI policy, institutions shall choose a primary assessment from the list of national assessment tests in Commission Policy I, E: Statewide Remedial Education Policy.

3.04 “**Supplemental Academic Instruction** means co-requisite instruction in writing [English] or mathematics for students with limited academic deficiencies who are placed into college-level course work [numbered 100 or 1000 or higher] that is approved for statewide transfer [i.e., gtPathways] pursuant to section 23-1-125(3). ‘Supplemental academic instruction’ does not include prerequisite basic skills courses” [§23-1-113(11)(e), C.R.S.]. SAI courses may be credit-bearing and eligible to receive Colorado Opportunity Fund (COF) stipend payments, pursuant to §23-1-113(1.5)(a)(II), C.R.S., or noncredit-bearing, in which case, shall not be eligible for COF stipend payments, pursuant to §23-18-102(11) and §23-18-201(1), C.R.S. Institutions shall determine if SAI credits will be applied to degree requirements.

3.06 **Supplemental Academic Instruction Evaluation** means an institution-specific secondary evaluation used to ensure accurate placement of students into SAI, following the national/primary assessment.

#### **4.00 Statutory Authority**

C.R.S. §23-1-113(1.5) grants the Commission the authority to authorize a state supported institution of higher education to provide Supplemental Academic Instruction even though the institution is not authorized to provide basic skills courses pursuant to C.R.S. §23-1-113.3. Pursuant to §23-18-102, C.R.S., an authorized institution may receive Colorado Opportunity Fund (COF) stipend payments on behalf of an eligible undergraduate student, who is enrolled in credit-bearing SAI.

#### **5.00 Roles and Responsibilities**

5.01 Institutions of Higher Education shall:

5.01.01 Utilize approved national/primary assessments test scores authorized by the Commission to determine if a student is college ready (as defined by Commission Policy I, E: Statewide Remedial Education Policy);

5.01.02 Select a secondary SAI evaluation of basic skills assessment and/or a course placement review in English and/or mathematics to place students in SAI;



- 5.01.03 Inform students about the learning outcomes associated with SAI completion and advise the student about appropriate options based on her/his SAI evaluation, prior to first semester registration;
- 5.01.04 Require that students placed into SAI complete their SAI requirements “by the time the student completes thirty college-level credit hours” [§23-1-113(1.5)(c), C.R.S.];
- 5.01.05 Flag and report each SAI course and student enrolled in SAI courses/options in the Student Course Enrollment File submitted to the SURDS database; and
- 5.01.06 Submit a request for SAI authorization proposal to the Department for Commission approval prior to offering or piloting SAI. The request for authorization shall include (but is not limited to) detailed information about:
- a) Secondary SAI evaluation of basic skills assessment and/or course placement reviews in English and/or mathematics, including definition of limited academic deficiency, cut scores and other benchmarks/measurements of student preparation level for placement into SAI;
  - b) Process for advising students about appropriate SAI based on their SAI evaluations prior to first semester registration, and the requirement that students placed into SAI complete their credit bearing English and mathematics courses by the time the student completes 30 college-level credit hours;
  - c) Communication plan between SAI and co-requisite course faculty for shared understanding of student outcomes and success;
  - d) SAI staffing and support, including accountability for curricular oversight;
  - e) Demonstration of how SAI and co-requisite course learning outcomes are aligned with the corresponding gtPathways course learning outcomes; and
  - f) SAI assessment plan with benchmarks/measurements of student success.

5.02 Governing Boards of institutions that have been authorized by the Commission to offer SAI, shall:

5.02.01 Adopt policies and procedures that ensure that each matriculated undergraduate student that enters the institution with a primary assessment score below the state defined college entry level (as defined in Commission Policy I, E: Statewide Remedial Education Policy) completes or has completed basic skills assessment and/or course placement reviews in English and/or mathematics; and

5.02.02 Adopt policies and procedures regarding the implementation of SAI.

5.03 The Commission shall:

5.03.01 Adopt a policy whereby Colorado state institutions of higher education may offer SAI [§23-1-113(1.5)(a)(I)];



- 5.03.02 Review and determine authorization of state institutions of higher education to provide SAI and receive COF stipend payments;
- 5.03.03 Monitor the effectiveness of SAI on student academic performance and related outcomes. The Commission may require an institution to revise its SAI plan if three consecutive years of data shows the institution is unsuccessful at improving student outcomes in English and mathematics.

5.04 The Department shall:

- 5.04.01 In its “Legislative Report on Remedial Education,” transmit annually to the education committees of the Senate and the House of Representatives, or any successor committees, the Joint Budget Committee, the Commission, the Department of Education [§23-1-113.3(4)(a), C.R.S.] and to each school district and to public high schools within each district [§23-1-113.3(4)(b), C.R.S.] an analysis of the data regarding SAI;
- 5.04.02 Publish institutions’ SAI program information and ensure that each student identified as needing SAI receives written notification identifying which state institutions offer SAI, the approximate cost, and relative availability of SAI, including any on-line courses [§23-1-113(1.5)(c), C.R.S.]; and
- 5.04.03 Share SAI best practices with institutions and provide a forum for inter-institutional assistance and collaboration.

HISTORY: CCHE Agenda Item III, A – November 6, 2014; CCHE Agenda Item III, A – December 4, 2014



**TOPIC:** FY 2020-21 UNDERGRADUATE NEED BASED FINANCIAL AID  
ALLOCATION MODELS

**PREPARED BY:** EMILY BURNS, SENIOR FINANCE ANALYST

## **I. SUMMARY**

This is a discussion item submitted to generate conversation and feedback on the undergraduate need-based financial aid allocation models for Fiscal Year (FY) 2020-21 and to seek input from Commission members on the allocation scenarios provided.

The Colorado Commission on Higher Education (CCHE) and the Department do not award state financial aid directly to students. Instead, CCHE is tasked with allocating state financial aid resources as appropriate in the Long Bill to institutions who then package the aid for students. The FY 2021 Governor's Executive Budget Request seeks to increase financial aid by roughly \$4.4 million in need-based aid. This funding would be in addition to approximately \$150 million currently being directed through the undergraduate need-based grant allocation.

In 2013, the CCHE approved a new allocation approach for undergraduate need-based aid referred to as the Completion Incentive Grant model. To support timely completion and target aid to the neediest students, this model increases funding based on the retention and completion of Pell-eligible FTE. It took effect for FY 2013-14, and the allocations for FY 2018-19 will be the sixth year of this methodology. The goal of the model is to incentivize institutions to work toward the postsecondary attainment goals of the CCHE Master Plan.

In April, an action item will be brought to the Commission reflecting any requested adjustments to the model or changes in the appropriation amount as indicated during the Joint Budget Committee's Figure Setting process. Final allocations for all state-funded financial aid programs will be brought forth in June.

## **II. BACKGROUND**

Colorado's financial aid support is part of the larger financial aid system that includes federal support, institutional aid, and other sources.

The Commission plays an important role in directing policy through the allocation of Colorado's state-funded need-based grant. Annually, the Commission is tasked with allocating new state-funded financial aid funds to the institutions. The Completion Incentives Model gives the Commission the ability to direct new need-based financial aid funding in a way that aligns with policy goals. The need-based grant is targeted toward low-income students with a focus on retention and timely completion. The model provides a set amount for each Pell-eligible FTE and increases the set amount for each progressive level (Freshman, Sophomore, Junior, Senior) to

incentivize institutions to provide supports that improve retention and progress of Pell-eligible students.

To encourage timely completion, the model includes an upper limit for advanced seniors by utilizing Pell Lifetime Eligibility Unit (LEU) data included on federal financial aid processing documents. As in past years, the advanced senior adjustment is broken out into a separate column for the proposed FY 2020-21 funding scenarios.

The Completion Incentive Grant model is in its eighth year of implementation in FY 2020-21. The Department uses guardrails to prevent large swings in institutional allocations year over year. Pell enrollment can be volatile but the inclusion of guardrails allows for a degree of institutional predictability while still acknowledging changes in Pell enrollment. The following table demonstrates the historical guardrail provisions that have been adopted by the Commission.

History of Completion Incentive Grant Guardrails, FY 2013-14 through FY 2019-20	
FY 13-14	Inflation
FY 14-15	Min 20% Max 50%
FY 15-16	Min 5% Max 30%
FY 16-17	Max 10%
FY 17-18	Min -7% Max 13%
FY 18-19	-1% +19%
FY 19-20	-2 % +18%

The first-year allocation included a guardrail provision at the rate of inflation. The second-year allocation provided a minimum increase of 20% to each institution and an increase cap of 50%. For FY 2015-16, the overall state support for financial aid increased by 11%, and the CCHE-adopted model had a minimum increase of 5% and a maximum increase of 30%. For FY 2016-17, funding for financial aid was held flat during the figure setting process, so need-based aid was allocated using a model with a 10% guardrail for stability. In FY 2017-18, need-based aid increased by approximately 3% and was allocated using a model that capped increases at 13% and decreases at 7%. In FY 2018-19, need-based aid increased at approximately 10%, and work-study increased by approximately 5%. The need-based aid increase and was allocated using a model that capped increases at 19% and decreases at -1% work-study was allocated by resident student full-time equivalents (FTE). In FY 2019-20, need-based aid increased at approximately 17% and was allocated using a model that capped increases at 18% and decreases at -2%.

### **III. STAFF ANALYSIS**

Department staff actively engaged the Financial Aid Advisory Committee in discussions regarding the proposed models. In developing guardrails to compliment the Completion Incentives Model, the Committee generally supports stability with rewards for those increasing enrollment. Background information and a brief synopsis of the models were discussed with the Fiscal Affairs and Audit Standing Committee at its February 2020 meeting.

### **Summary Description of FY 2020-21 Draft Models**

As noted above, the Department proposed a November 1 budget request package that included an overall 2% increase to higher education. C.R.S. 23-3.3-103 requires that the state's student financial assistance program increase by at least the same percentage as the aggregate percentage increase to higher education. Given that legislative budgeting deliberations are still occurring, it is not yet clear what percentage increase higher education will receive, nor what the percentage increase for financial aid will be. The November 1 budget request did indicate that any increase to financial aid should be applied exclusively to need-based aid, staff does not anticipate this recommendation changing, regardless of the final percentage increase. Therefore, staff has provided three likely increase scenarios. Each scenario includes three separate guardrail options.

These models are not exhaustive; they merely provide options for consideration by the Commission and are intended to spur additional discussion. After discussion and input from the Commission during the March meeting, the Department staff will synthesize the input, gather additional feedback from the Financial Aid Advisory Group and the CFOs, and bring an action item to the April CCHE meeting with a recommended allocation model. Given that the increase to higher education will still be unknown by the April CCHE meeting, staff will likely propose multiple scenarios depending on the percentage increase that is decided for higher education.

Keep in mind while reviewing these models that the Pell-eligible EFC increased to \$5,576 for FY 20-21. This results in marginal adjustments to eligible FTE at each institution as individual EFC calculations fluctuate annually. Over the past several years, post-recession attrition has resulted in decreased Pell-eligible student enrollment. These enrollment shifts, paired with a modest increase to need-based financial aid in the November 1 budget request impact the student-level dollar amount, so while some institutions are receiving less overall funding, the amount institutions receive per-FTE varies based on the model parameters.

### **IV. STAFF RECOMMENDATION**

**There is no recommendation at this time; this item is for discussion only.**

### **V. STATUTORY AUTHORITY**

C.R.S. 23-3.3-102 (2): Assistance program authorized - procedure - audits.

(1) The general assembly hereby authorizes the commission to establish a program of financial assistance, to be operated during any school sessions, including summer sessions for students attending institutions.

(2) The commission shall determine, by guideline, the institutions eligible for participation in the program and shall annually determine the amount allocated to each institution.

**ATTACHMENTS:**

Change in total pell-eligible FTE

Model Scenarios 1,2, & 3 for a 2%, 5% and 7% increase in funding

(Detailed Spreadsheet also available to download)

Institutions	2018 FTE (Used in the 2019-20 Allocation) Source: 2018 SURDS Financial Aid File					2019 FTE (Used in the 2020-21 Allocation) Source: 2019 SURDS Financial Aid File					Percent Change in FTE Between 2018 and 2019					
	Freshman	Sophomore	Junior	Senior	Adv. Senior	Freshman	Sophomore	Junior	Senior	Adv. Senior	Freshman	Sophomore	Junior	Senior	Adv. Senior	All grade levels
<b>4-Year Public</b>	<b>6,281</b>	<b>6,746</b>	<b>7,610</b>	<b>14,601</b>	<b>147</b>	<b>6,391</b>	<b>6,658</b>	<b>7,526</b>	<b>14,572</b>	<b>170</b>	<b>2%</b>	<b>-1%</b>	<b>-1%</b>	<b>0%</b>	<b>16%</b>	<b>0%</b>
Adams State University	231	175	140	299	8	208	147	126	260	4	-10%	-16%	-10%	-13%	-47%	-13%
Colorado Mesa University	593	760	618	1,149	23	588	751	574	1,142	15	-1%	-1%	-7%	-1%	-35%	-2%
Colorado School of Mines	129	130	158	246	6	99	164	133	235	4	-23%	26%	-16%	-4%	-36%	-5%
Colorado State University	1,169	1,033	1,245	1,724	15	1,177	1,008	1,241	1,669	12	1%	-2%	0%	-3%	-23%	-2%
Colorado State University - Pueblo	339	337	333	716	13	299	279	355	676	11	-12%	-17%	7%	-6%	-15%	-7%
Fort Lewis College	54	98	94	251	2	65	112	111	210	2	21%	15%	18%	-16%	0%	0%
Metropolitan State University of Denver	1,499	1,421	1,701	3,580	25	1,454	1,385	1,628	3,397	16	-3%	-3%	-4%	-5%	-37%	-4%
University of Colorado Boulder	528	819	916	1,869	14	584	766	897	1,956	31	11%	-6%	-2%	5%	130%	2%
University of Colorado Colorado Springs	628	620	762	1,489	30	588	622	675	1,517	45	-6%	0%	-11%	2%	53%	-2%
University of Colorado Denver	655	730	1,084	1,973	10	614	755	1,062	2,029	20	-6%	3%	-2%	3%	111%	1%
University of Northern Colorado	394	527	484	1,104	3	647	573	635	1,289	10	64%	9%	31%	17%	233%	26%
Western Colorado University	66	99	79	202	1	72	98	93	194	1	9%	-1%	18%	-4%	100%	2%
<b>2-Year Public</b>	<b>8,669</b>	<b>10,997</b>	<b>3</b>	<b>11</b>	<b>-</b>	<b>8,311</b>	<b>10,173</b>	<b>6</b>	<b>13</b>	<b>3</b>	<b>-4%</b>	<b>-7%</b>	<b>100%</b>	<b>24%</b>		<b>-6%</b>
Arapahoe Community College	585	661				529	599	3			-10%	-9%				-9%
Colorado Northwestern Community College	65	155				59	143				-9%	-8%				-8%
Community College of Aurora	843	945				737	824				-13%	-13%				-13%
Community College of Denver	1,168	1,183		6		1,170	1,047		2	1	0%	-12%		-73%		-6%
Front Range Community College	1,700	2,217				1,706	1,881				0%	-15%				-8%
Lamar Community College	92	173				94	146				3%	-15%				-9%
Morgan Community College	100	166				77	149				-24%	-10%				-15%
Northeastern Junior College	123	223				128	227				4%	2%				3%
Otero Junior College	159	339				146	305				-8%	-10%				-9%
Pikes Peak Community College	2,113	2,586	1			1,970	2,626	2	2	1	-7%	2%	100%			-2%
Pueblo Community College	844	1,076		3		870	991		8	1	3%	-8%		200%		-3%
Red Rocks Community College	734	897	2	3		693	870	1	2		-6%	-3%	-50%	-20%		-4%
Trinidad State Junior College	145	380				136	367				-7%	-3%				-4%
<b>Local Districts</b>	<b>1,532</b>	<b>1,238</b>	<b>25</b>	<b>-</b>	<b>-</b>	<b>1,360</b>	<b>1,411</b>	<b>14</b>	<b>-</b>	<b>-</b>	<b>-11%</b>	<b>14%</b>	<b>-44%</b>			<b>0%</b>
Aims Community College	900	853				786	1,007				-13%	18%				2%
Colorado Mountain College	632	386	25			574	404	14			-9%	5%	-44%			-5%
<b>4-Year Private</b>	<b>510</b>	<b>497</b>	<b>560</b>	<b>930</b>	<b>9</b>	<b>424</b>	<b>531</b>	<b>572</b>	<b>882</b>	<b>-</b>	<b>-17%</b>	<b>7%</b>	<b>2%</b>	<b>-5%</b>	<b>-100%</b>	<b>-4%</b>
Colorado Christian University	211	247	206	302	2	187	234	219	274		-12%	-5%	6%	-9%	-100%	-6%
Colorado College	11	9	14	20		12	14	13	19		9%	59%	-7%	-8%		7%
Naropa University	21	20	26	30		30	23	35	26		46%	15%	37%	-13%		19%
Regis University	138	98	188	365	7	148	126	181	313		7%	29%	-4%	-14%	-100%	-3%
University of Denver	130	124	127	214	1	48	135	125	250		-63%	9%	-1%	17%	-100%	-6%
<b>Area Technicals</b>	<b>798</b>					<b>633</b>	<b>118</b>	<b>56</b>	<b>2</b>		<b>-21%</b>					<b>1%</b>
Technical College of the Rockies	85					33	24	14	2		-62%					-15%
Emily Griffith Technical College	472					490					4%					4%
Pickens Technical College	241					110	94	42			-54%					2%



**Model Scenerio 2 for a 2 % Increase: Guardrails -3%, +10%**

	<b>FY 2019-20 Allocation</b>	<b>FY 2020-21 Allocation Without Guardrails</b>	<b>% Change from 2019-20</b>	<b>Guardrail Allocation (-3%, 10%)</b>	<b>% Change from 2019-20</b>
<b>Public Four-Year Institutions</b>			0.73%		
Adams State University	\$2,259,818	\$1,934,113	-14.41%	\$2,192,023	-3.00%
Colorado Mesa University	\$8,358,127	\$8,134,443	-2.68%	\$8,134,443	-2.68%
Colorado School of Mines	\$1,618,343	\$1,688,855	4.36%	\$1,688,855	4.36%
Colorado State University	\$13,125,938	\$13,413,535	2.19%	\$13,413,535	2.19%
Colorado State University - Pueblo	\$4,579,037	\$4,357,085	-4.85%	\$4,441,666	-3.00%
Fort Lewis College	\$1,497,559	\$1,353,565	-9.62%	\$1,452,632	-3.00%
Metropolitan State University of Denver	\$20,913,437	\$21,252,425	1.62%	\$21,252,425	1.62%
University of Colorado Boulder	\$10,546,316	\$11,563,248	9.64%	\$11,563,248	9.64%
University of Colorado Colorado Springs	\$8,941,951	\$9,307,778	4.09%	\$9,307,778	4.09%
University of Colorado Denver	\$11,286,802	\$12,252,145	8.55%	\$12,252,145	8.55%
University of Northern Colorado	\$7,280,013	\$8,430,728	15.81%	\$8,008,014	10.00%
Western State Colorado University	\$1,310,195	\$1,232,688	-5.92%	\$1,270,889	-3.00%
				\$0	
<b>Public Two-Year Institutions</b>			-5.18%	\$0	
Arapahoe Community College	\$3,004,148	\$2,572,865	-14.36%	\$2,914,024	-3.00%
Colorado Northwestern Community College	\$476,475	\$472,733	-0.79%	\$472,733	-0.79%
Community College of Aurora	\$3,851,839	\$3,535,183	-8.22%	\$3,736,284	-3.00%
Community College of Denver	\$5,340,274	\$4,988,020	-6.60%	\$5,180,066	-3.00%
Front Range Community College	\$8,960,400	\$8,174,485	-8.77%	\$8,691,588	-3.00%
Lamar Community College	\$534,912	\$560,388	4.76%	\$560,388	4.76%
Morgan Community College	\$657,553	\$526,140	-19.99%	\$637,826	-3.00%
Northeastern Junior College	\$866,153	\$815,318	-5.87%	\$840,168	-3.00%
Otero Junior College	\$1,026,685	\$1,053,313	2.59%	\$1,053,313	2.59%
Pikes Peak Community College	\$9,993,071	\$10,538,408	5.46%	\$10,538,408	5.46%
Pueblo Community College	\$4,756,617	\$4,262,818	-10.38%	\$4,613,918	-3.00%
Red Rocks Community College	\$3,816,273	\$3,566,400	-6.55%	\$3,701,785	-3.00%
Trinidad State Junior College	\$1,172,874	\$1,189,498	1.42%	\$1,189,498	1.42%
				\$0	
<b>Local Districts</b>				\$0	
Aims Community College	\$3,621,278	\$4,077,528	12.60%	\$3,983,406	10.00%
Colorado Mountain College	\$2,203,668	\$2,216,480	0.58%	\$2,216,480	0.58%
				\$0	
<b>Non-Profit Private Institutions</b>				\$0	
Colorado Christian University	\$2,167,621	\$2,390,495	10.28%	\$2,384,383	10.00%
Colorado College	\$158,879	\$149,815	-5.70%	\$154,113	-3.00%
Naropa University	\$126,850	\$293,550	131.42%	\$139,535	10.00%
Regis University	\$2,410,209	\$2,067,215	-14.23%	\$2,337,903	-3.00%
University of Denver	\$1,460,713	\$1,532,210	4.89%	\$1,532,210	4.89%
				\$0	
<b>Technical Colleges</b>				\$0	
Technical College of the Rockies	\$151,048	\$126,048	-16.55%	\$146,517	-3.00%
Emily Griffith Technical College	\$717,977	\$1,026,550	42.98%	\$789,775	10.00%
Pickens Technical College	\$542,250	\$464,458	-14.35%	\$525,983	-3.00%
<b>Totals</b>	<b>\$149,735,303</b>	<b>\$151,520,518</b>	<b>1.19%</b>	<b>\$153,317,952</b>	<b>2.39%</b>

FY20-21	Freshman	Sophomore	Junior	Senior	
	320	\$2,095	\$2,415	\$2,735	\$3,055

Over/Under-Allocated \$14,420,427

**Model Scenerio 3 for a 2 % Increase: Guardrails -5%, +15%**

	FY 2019-20 Allocation	FY 2020-21 Allocation Without Guardrails	% Change from 2019-20	Guardrail Allocation (-1%, 15%)	% Change from 2019-20
<b>Public Four-Year Institutions</b>			-0.44%		
Adams State University	\$2,259,818	\$1,978,708	-12.44%	\$2,237,220	-1.00%
Colorado Mesa University	\$8,358,127	\$8,069,968	-3.45%	\$8,274,546	-1.00%
Colorado School of Mines	\$1,618,343	\$1,594,478	-1.47%	\$1,602,160	-1.00%
Colorado State University	\$13,125,938	\$13,262,393	1.04%	\$13,262,393	1.04%
Colorado State University - Pueblo	\$4,579,037	\$4,461,870	-2.56%	\$4,533,247	-1.00%
Fort Lewis College	\$1,497,559	\$1,304,643	-12.88%	\$1,482,583	-1.00%
Metropolitan State University of Denver	\$20,913,437	\$21,064,418	0.72%	\$21,064,418	0.72%
University of Colorado Boulder	\$10,546,316	\$11,580,573	9.81%	\$11,580,573	9.81%
University of Colorado Colorado Springs	\$8,941,951	\$9,265,620	3.62%	\$9,265,620	3.62%
University of Colorado Denver	\$11,286,802	\$12,057,378	6.83%	\$12,057,378	6.83%
University of Northern Colorado	\$7,280,013	\$8,199,170	12.63%	\$8,199,170	12.63%
Western State Colorado University	\$1,310,195	\$1,217,335	-7.09%	\$1,297,093	-1.00%
				\$0	
<b>Public Two-Year Institutions</b>				\$0	
Arapahoe Community College	\$3,004,148	\$2,477,650	-17.53%	\$2,974,107	-1.00%
Colorado Northwestern Community College	\$476,475	\$456,733	-4.14%	\$471,710	-1.00%
Community College of Aurora	\$3,851,839	\$3,403,768	-11.63%	\$3,813,321	-1.00%
Community College of Denver	\$5,340,274	\$4,797,625	-10.16%	\$5,286,871	-1.00%
Front Range Community College	\$8,960,400	\$7,869,523	-12.17%	\$8,870,796	-1.00%
Lamar Community College	\$534,912	\$540,453	1.04%	\$540,453	1.04%
Morgan Community College	\$657,553	\$507,885	-22.76%	\$650,977	-1.00%
Northeastern Junior College	\$866,153	\$786,678	-9.18%	\$857,491	-1.00%
Otero Junior College	\$1,026,685	\$1,017,048	-0.94%	\$1,017,048	-0.94%
Pikes Peak Community College	\$9,993,071	\$10,155,653	1.63%	\$10,155,653	1.63%
Pueblo Community College	\$4,756,617	\$4,103,663	-13.73%	\$4,709,051	-1.00%
Red Rocks Community College	\$3,816,273	\$3,433,990	-10.02%	\$3,778,110	-1.00%
Trinidad State Junior College	\$1,172,874	\$1,149,698	-1.98%	\$1,161,145	-1.00%
				\$0	
<b>Local Districts</b>				\$0	
Aims Community College	\$3,621,278	\$4,155,918	14.76%	\$4,155,918	14.76%
Colorado Mountain College	\$2,203,668	\$2,275,595	3.26%	\$2,275,595	3.26%
				\$0	
<b>Non-Profit Private Institutions</b>				\$0	
Colorado Christian University	\$2,167,621	\$2,313,290	6.72%	\$2,313,290	6.72%
Colorado College	\$158,879	\$149,660	-5.80%	\$157,290	-1.00%
Naropa University	\$126,850	\$261,678	106.29%	\$145,878	15.00%
Regis University	\$2,410,209	\$2,059,925	-14.53%	\$2,386,107	-1.00%
University of Denver	\$1,460,713	\$1,515,500	3.75%	\$1,515,500	3.75%
				\$0	
<b>Technical Colleges</b>				\$0	
Technical College of the Rockies	\$151,048	\$121,118	-19.82%	\$149,538	-1.00%
Emily Griffith Technical College	\$717,977	\$977,550	36.15%	\$825,674	15.00%
Pickens Technical College	\$542,250	\$444,798	-17.97%	\$536,828	-1.00%
<b>Totals</b>	<b>\$149,735,303</b>	<b>\$149,031,943</b>	<b>-0.47%</b>	<b>\$153,604,746</b>	<b>2.58%</b>

FY20-21                      Freshman                      Sophomore                      Junior                      Senior  
    350                      \$2,095                      \$2,415                      \$2,735                      \$3,055

Over/Under-Allocated                      \$14,133,633



**Model Scenerio 2 for a 5 % Increase: Guardrails -3%, +10%**

	FY 2019-20 Allocation	FY 2020-21 Allocation Without Guardrails	% Change from 2019-20	Guardrail Allocation (-3%, 10%)	% Change from 2019-20
<b>Public Four-Year Institutions</b>			8.82%		
Adams State University	\$2,259,818	\$2,158,959	-4.46%	\$2,192,023	-3.00%
Colorado Mesa University	\$8,358,127	\$8,814,247	5.46%	\$8,814,247	5.46%
Colorado School of Mines	\$1,618,343	\$1,742,565	7.68%	\$1,742,565	7.68%
Colorado State University	\$13,125,938	\$14,479,418	10.31%	\$14,438,532	10.00%
Colorado State University - Pueblo	\$4,579,037	\$4,876,341	6.49%	\$4,876,341	6.49%
Fort Lewis College	\$1,497,559	\$1,426,821	-4.72%	\$1,452,632	-3.00%
Metropolitan State University of Denver	\$20,913,437	\$23,026,308	10.10%	\$23,004,781	10.00%
University of Colorado Boulder	\$10,546,316	\$12,667,301	20.11%	\$11,600,948	10.00%
University of Colorado Colorado Springs	\$8,941,951	\$10,130,740	13.29%	\$9,836,146	10.00%
University of Colorado Denver	\$11,286,802	\$13,190,473	16.87%	\$12,415,482	10.00%
University of Northern Colorado	\$7,280,013	\$8,960,357	23.08%	\$8,008,014	10.00%
Western State Colorado University	\$1,310,195	\$1,330,833	1.58%	\$1,330,833	1.58%
				\$0	
<b>Public Two-Year Institutions</b>				\$0	
Arapahoe Community College	\$3,004,148	\$2,683,441	-10.68%	\$2,914,024	-3.00%
Colorado Northwestern Community College	\$476,475	\$495,380	3.97%	\$495,380	3.97%
Community College of Aurora	\$3,851,839	\$3,686,201	-4.30%	\$3,736,284	-3.00%
Community College of Denver	\$5,340,274	\$5,193,347	-2.75%	\$5,193,347	-2.75%
Front Range Community College	\$8,960,400	\$8,522,471	-4.89%	\$8,691,588	-3.00%
Lamar Community College	\$534,912	\$585,725	9.50%	\$585,725	9.50%
Morgan Community College	\$657,553	\$550,649	-16.26%	\$637,826	-3.00%
Northeastern Junior College	\$866,153	\$852,748	-1.55%	\$852,748	-1.55%
Otero Junior College	\$1,026,685	\$1,102,816	7.42%	\$1,102,816	7.42%
Pikes Peak Community College	\$9,993,071	\$11,002,619	10.10%	\$10,992,378	10.00%
Pueblo Community College	\$4,756,617	\$4,444,802	-6.56%	\$4,613,918	-3.00%
Red Rocks Community College	\$3,816,273	\$3,719,971	-2.52%	\$3,719,971	-2.52%
Trinidad State Junior College	\$1,172,874	\$1,247,200	6.34%	\$1,247,200	6.34%
				\$0	
<b>Local Districts</b>				\$0	
Aims Community College	\$3,621,278	\$4,500,768	24.29%	\$3,983,406	10.00%
Colorado Mountain College	\$2,203,668	\$2,462,296	11.74%	\$2,424,035	10.00%
				\$0	
<b>Non-Profit Private Institutions</b>				\$0	
Colorado Christian University	\$2,167,621	\$2,525,032	16.49%	\$2,384,383	10.00%
Colorado College	\$158,879	\$163,403	2.85%	\$163,403	2.85%
Naropa University	\$126,850	\$285,323	124.93%	\$139,535	10.00%
Regis University	\$2,410,209	\$2,251,361	-6.59%	\$2,337,903	-3.00%
University of Denver	\$1,460,713	\$1,658,062	13.51%	\$1,606,784	10.00%
				\$0	
<b>Technical Colleges</b>				\$0	
Technical College of the Rockies	\$151,048	\$131,051	-13.24%	\$146,517	-3.00%
Emily Griffith Technical College	\$717,977	\$1,053,500	46.73%	\$789,775	10.00%
Pickens Technical College	\$542,250	\$481,526	-11.20%	\$525,983	-3.00%
<b>Totals</b>	<b>\$149,735,303</b>	<b>\$162,404,046</b>	<b>8.46%</b>	<b>\$158,997,469</b>	<b>6.19%</b>

FY20-21                      Freshman                      Sophomore                      Junior                      Senior

399                      \$2,095                      \$2,415                      \$2,735                      \$3,055

Over/Under-Allocated                      \$14,309,458

**Model Scenerio 3 for a 5 % Increase: Guardrails -1%, +10%**

	FY 2019-20 Allocation	FY 2020-21 Allocation Without Guardrails	% Change from 2019-20	Guardrail Allocation (-1%, 10%)	% Change from 2019-20
<b>Public Four-Year Institutions</b>			7.84%		
Adams State University	\$2,259,818	\$2,141,935	-5.22%	\$2,237,220	-1.00%
Colorado Mesa University	\$8,358,127	\$8,738,948	4.56%	\$8,738,948	4.56%
Colorado School of Mines	\$1,618,343	\$1,727,025	6.72%	\$1,727,025	6.72%
Colorado State University	\$13,125,938	\$14,359,613	9.40%	\$14,359,613	9.40%
Colorado State University - Pueblo	\$4,579,037	\$4,832,808	5.54%	\$4,832,808	5.54%
Fort Lewis College	\$1,497,559	\$1,413,458	-5.62%	\$1,482,583	-1.00%
Metropolitan State University of Denver	\$20,913,437	\$22,817,463	9.10%	\$22,817,463	9.10%
University of Colorado Boulder	\$10,546,316	\$12,547,258	18.97%	\$11,600,948	10.00%
University of Colorado Colorado Springs	\$8,941,951	\$10,037,500	12.25%	\$9,836,146	10.00%
University of Colorado Denver	\$11,286,802	\$13,064,445	15.75%	\$12,415,482	10.00%
University of Northern Colorado	\$7,280,013	\$8,880,648	21.99%	\$8,008,014	10.00%
Western State Colorado University	\$1,310,195	\$1,318,688	0.65%	\$1,318,688	0.65%
				\$0	
<b>Public Two-Year Institutions</b>				\$0	
Arapahoe Community College	\$3,004,148	\$2,674,908	-10.96%	\$2,974,107	-1.00%
Colorado Northwestern Community College	\$476,475	\$493,350	3.54%	\$493,350	3.54%
Community College of Aurora	\$3,851,839	\$3,674,658	-4.60%	\$3,813,321	-1.00%
Community College of Denver	\$5,340,274	\$5,178,598	-3.03%	\$5,286,871	-1.00%
Front Range Community College	\$8,960,400	\$8,495,808	-5.18%	\$8,870,796	-1.00%
Lamar Community College	\$534,912	\$583,618	9.11%	\$583,618	9.11%
Morgan Community College	\$657,553	\$548,528	-16.58%	\$650,977	-1.00%
Northeastern Junior College	\$866,153	\$849,570	-1.91%	\$857,491	-1.00%
Otero Junior College	\$1,026,685	\$1,098,483	6.99%	\$1,098,483	6.99%
Pikes Peak Community College	\$9,993,071	\$10,965,428	9.73%	\$10,965,428	9.73%
Pueblo Community College	\$4,756,617	\$4,430,480	-6.86%	\$4,709,051	-1.00%
Red Rocks Community College	\$3,816,273	\$3,707,658	-2.85%	\$3,778,110	-1.00%
Trinidad State Junior College	\$1,172,874	\$1,241,950	5.89%	\$1,241,950	5.89%
				\$0	
<b>Local Districts</b>				\$0	
Aims Community College	\$3,621,278	\$4,486,670	23.90%	\$3,983,406	10.00%
Colorado Mountain College	\$2,203,668	\$2,455,940	11.45%	\$2,424,035	10.00%
				\$0	
<b>Non-Profit Private Institutions</b>				\$0	
Colorado Christian University	\$2,167,621	\$2,504,480	15.54%	\$2,384,383	10.00%
Colorado College	\$158,879	\$162,045	1.99%	\$162,045	1.99%
Naropa University	\$126,850	\$283,195	123.25%	\$139,535	10.00%
Regis University	\$2,410,209	\$2,231,208	-7.43%	\$2,386,107	-1.00%
University of Denver	\$1,460,713	\$1,642,130	12.42%	\$1,606,784	10.00%
				\$0	
<b>Technical Colleges</b>				\$0	
Technical College of the Rockies	\$151,048	\$130,715	-13.46%	\$149,538	-1.00%
Emily Griffith Technical College	\$717,977	\$1,053,500	46.73%	\$789,775	10.00%
Pickens Technical College	\$542,250	\$480,133	-11.46%	\$536,828	-1.00%
<b>Totals</b>	<b>\$149,735,303</b>	<b>\$161,252,833</b>	<b>7.69%</b>	<b>\$159,260,922</b>	<b>6.36%</b>

FY20-21                      Freshman                      Sophomore                      Junior                      Senior

   385                      \$2,150                      \$2,535                      \$2,920                      \$3,305

Over/Under-Allocated                      \$14,046,005





**Model Scenerio 3 for a 7 % Increase: Guardrails -1%, +12%**

	FY 2019-20 Allocation	FY 2020-21 Allocation Without Guardrails	% Change from 2019-20	Guardrail Allocation (-1%, 12%)	% Change from 2019-20
<b>Public Four-Year Institutions</b>			13.74%		
Adams State University	\$2,259,818	\$2,259,920	0.00%	\$2,259,920	0.00%
Colorado Mesa University	\$8,358,127	\$9,218,070	10.29%	\$9,218,070	10.29%
Colorado School of Mines	\$1,618,343	\$1,821,458	12.55%	\$1,812,544	12.00%
Colorado State University	\$13,125,938	\$15,148,403	15.41%	\$14,701,051	12.00%
Colorado State University - Pueblo	\$4,579,037	\$5,097,044	11.31%	\$5,097,044	11.31%
Fort Lewis College	\$1,497,559	\$1,490,497	-0.47%	\$1,490,497	-0.47%
Metropolitan State University of Denver	\$20,913,437	\$24,063,748	15.06%	\$23,423,049	12.00%
University of Colorado Boulder	\$10,546,316	\$13,230,587	25.45%	\$11,811,874	12.00%
University of Colorado Colorado Springs	\$8,941,951	\$10,585,220	18.38%	\$10,014,985	12.00%
University of Colorado Denver	\$11,286,802	\$13,775,542	22.05%	\$12,641,218	12.00%
University of Northern Colorado	\$7,280,013	\$9,366,312	28.66%	\$8,153,615	12.00%
Western State Colorado University	\$1,310,195	\$1,390,685	6.14%	\$1,390,685	6.14%
				\$0	
<b>Public Two-Year Institutions</b>				\$0	
Arapahoe Community College	\$3,004,148	\$2,827,144	-5.89%	\$2,974,107	-1.00%
Colorado Northwestern Community College	\$476,475	\$521,253	9.40%	\$521,253	9.40%
Community College of Aurora	\$3,851,839	\$3,883,862	0.83%	\$3,883,862	0.83%
Community College of Denver	\$5,340,274	\$5,474,007	2.50%	\$5,474,007	2.50%
Front Range Community College	\$8,960,400	\$8,979,497	0.21%	\$8,979,497	0.21%
Lamar Community College	\$534,912	\$616,739	15.30%	\$599,101	12.00%
Morgan Community College	\$657,553	\$579,603	-11.85%	\$650,977	-1.00%
Northeastern Junior College	\$866,153	\$897,742	3.65%	\$897,742	3.65%
Otero Junior College	\$1,026,685	\$1,160,682	13.05%	\$1,149,887	12.00%
Pikes Peak Community College	\$9,993,071	\$11,588,651	15.97%	\$11,192,240	12.00%
Pueblo Community College	\$4,756,617	\$4,682,559	-1.56%	\$4,709,051	-1.00%
Red Rocks Community College	\$3,816,273	\$3,918,484	2.68%	\$3,918,484	2.68%
Trinidad State Junior College	\$1,172,874	\$1,312,138	11.87%	\$1,312,138	11.87%
				\$0	
<b>Local Districts</b>				\$0	
Aims Community College	\$3,621,278	\$4,742,102	30.95%	\$4,055,831	12.00%
Colorado Mountain College	\$2,203,668	\$2,596,283	17.82%	\$2,468,108	12.00%
				\$0	
<b>Non-Profit Private Institutions</b>				\$0	
Colorado Christian University	\$2,167,621	\$2,642,186	21.89%	\$2,427,736	12.00%
Colorado College	\$158,879	\$170,944	7.59%	\$170,944	7.59%
Naropa University	\$126,850	\$298,842	135.59%	\$142,072	12.00%
Regis University	\$2,410,209	\$2,353,179	-2.37%	\$2,386,107	-1.00%
University of Denver	\$1,460,713	\$1,731,476	18.54%	\$1,635,999	12.00%
				\$0	
<b>Technical Colleges</b>				\$0	
Technical College of the Rockies	\$151,048	\$138,186	-8.52%	\$149,538	-1.00%
Emily Griffith Technical College	\$717,977	\$1,114,750	55.26%	\$804,134	12.00%
Pickens Technical College	\$542,250	\$507,512	-6.41%	\$536,828	-1.00%
<b>Totals</b>	<b>\$149,735,303</b>	<b>\$170,185,297</b>	<b>13.66%</b>	<b>\$163,054,190</b>	<b>8.89%</b>

FY20-21                      Freshman                      Sophomore                      Junior                      Senior

402                      \$2,275                      \$2,677                      \$3,079                      \$3,481

Over/Under-Allocated                      \$14,249,730

**TOPIC: COLORADO MOUNTAIN COLLEGE: ROLE AND MISSION**

**PREPARED BY: KATIE ZABACK**

### **SUMMARY**

Matthew Gianneschi, Chief Operating Officer and Chief of Staff for Colorado Mountain College (CMC), will present on his institution's proposed legislation in the 2020 General Assembly to change CMC's statutory role and mission from a 2-year institution to a 2+4 year dual mission institution.

### **BACKGROUND**

In 2010, the General Assembly with Colorado Mountain College's urging, passed [SB 101](#), which allowed CMC to offer no more than five bachelor's degrees with the approval of the Colorado commission on higher education.

From 2010 – 2019, the statute read:

Colorado mountain college, in addition to its mission as a local district college, may also offer a **up to five** baccalaureate degree programs as its board of trustees determines appropriate to address the needs of the communities within its service area and that are approved by the Colorado commission on higher education.

In 2019, the General Assembly with CMC's urging, passed [HB 1153](#), which struck the language "no more than five" and replaced it with "a limited number" and a requirement to confer with regional education providers about cooperative delivery.

Therefore, the statute currently reads:

Colorado mountain college, in addition to its mission as a local district college, may also offer a **limited number** of baccalaureate degree programs as its board of trustees determines appropriate to address the needs of the communities within its service area and that are approved by the Colorado commission on higher education. **Colorado mountain college should confer with regional education providers to determine the feasibility of cooperative delivery of new bachelor's programs in adjacent localities.**

### **STAFF ANALYSIS**

Statute charges the Colorado Commission on Higher Education with the following authorities:

- Maximize opportunities for postsecondary education in Colorado;
- Avoid and eliminate needless duplication of facilities and programs in state-supported institutions of higher education;
- Achieve simplicity of state administrative procedures pertaining to higher education;
- Effect the best utilization of available resources so as to achieve an adequate level of higher education in the most economical manner;
- Accommodate state priorities and the needs of individual students through implementation of a statewide enrollment plan,

A strong postsecondary system that collaborates to meet the greater needs of the state is essential for Colorado. Colorado Mountain College was created as a junior college and is currently identified as a “Local district college” under Colorado state statute (see Statutory Authority section below). Its role and mission includes offering bachelor’s degrees with approval from the Colorado Commission on Higher Education. Though the department does not offer a recommendation on this agenda item, it is important to note that institutional changes in role and mission can have unintended consequences with ripple effects across the state and should be considered fully.

Though Colorado state statute defines which institutions are identified as two-year or four-year within Colorado’s higher education coordinating system. There are other systems that classify institutions outside the state context. Namely, the federal reporting system, IPEDS, often classifies an institution that offers any bachelor’s degree as a four-year institution. The Carnegie Classification System identifies institutions that offer at least one baccalaureate degree program but still confers 50 percent (or more) degrees at the associate’s level as a baccalaureate/associate’s college. For these reasons, Colorado Mountain College may be listed as a 4-year institution in sources that use a different definition than that defined by state statute.

Below is the distribution of the number and types of degrees that Colorado Mountain College currently confers:

Row Labels	2017	2018	2019
01 - Certificate(less than one year)	650	584	732
02 - Certificate(at least one but less than two years)	56	88	56
11 - Associate of Applied Science	171	182	159
12 - Associate of General Studies	66	74	76
13 - Associate Degree(AA or AS)	304	306	325
21 - Bachelor's Degree	132	145	171
<b>Grand Total</b>	<b>1379</b>	<b>1379</b>	<b>1519</b>

**Summary total for all 3 years:**

Certificates = 2,166 (50 percent)

Associate degrees = 1,663 (40 percent)

Bachelor degrees = 448 (10 percent)

The above table shows that 90 percent of CMC’s certificates and degrees over the past 3 years are at the 2-year college level.

**STATUTORY AUTHORITY**

**Statute 23-71-102**

**ARTICLE 71 Local District Colleges**

**PART 1 LOCAL DISTRICT COLLEGES - ORGANIZATION**

**Definitions.** As used in this article 71, unless the context otherwise requires:

(1) (a) “**Local district college**” means an educational institution that provides **not more than two years** of training in the arts, sciences, and humanities beyond the twelfth grade of the public high school curriculum or vocational education and that conducts occupational, technical, and community service

programs, with no term limitations, and general education, including college transfer programs, with unrestricted admissions.

(b) Notwithstanding the provisions of subsection (1)(a) of this section:

(I) Colorado mountain college, in addition to its mission as a local district college, may also offer a limited number of baccalaureate degree programs as its board of trustees determines appropriate to address the needs of the communities within its service area and that are approved by the Colorado commission on higher education. Colorado mountain college should confer with regional education providers to determine the feasibility of cooperative delivery of new bachelor's programs in adjacent localities.

(II) Aims community college, in addition to its mission as a local district college, may also offer, as its board of trustees determines appropriate to address the needs of the communities within its service area that are approved by the Colorado commission on higher education pursuant to the criteria set forth in section 23-1-133 (2):

(A) Bachelor of applied science degree programs; and

(B) Bachelor of science degree in nursing programs as a completion degree to students who have or are pursuing an associate degree in nursing.

Source: L. 75: Entire article added, p. 748, § 1, effective July 1. L. 83: (1) amended, p. 820, § 2, effective July 1. L. 2010: Entire section amended, (SB 10-101), ch. 335, p. 1538, § 2, effective May 27. L. 2014: Entire section amended, (SB 14-004), ch. 13, p. 123, § 8, effective August 6. L. 2018: IP, IP(1)(b), and (1)(b)(II) amended, (HB 18-1300), ch. 278, p. 1751, § 1, effective August 8. L. 2019: (1)(b)(I) amended, (HB 19-1153), ch. 80, p. 288, § 1, effective August 2.

**23-71-133. Local district colleges - approval of baccalaureate degrees** - attorney general to advise. (1) When approving baccalaureate degrees for any local district college pursuant to the authority in section 23-71-102 (1), the Colorado commission on higher education shall make its determination based on the following criteria: (a) Whether the local district college can demonstrate workforce and student demand for the baccalaureate degree program by providing data; (b) Whether the local district college can demonstrate regional and professional accreditation requirements, when applicable, and compliance with those requirements as deemed appropriate at both the institutional and program levels; (c) Whether the local district college can demonstrate that its provision of the baccalaureate degree program is the most cost-effective method of providing the baccalaureate degree program in its service area; and (d) Whether the local district college can provide a cost-benefit analysis showing that the additional baccalaureate degree program will not create a negative impact for the local district college or require additional state-appropriated money to operate. (2) Upon request of its board of trustees, the attorney general shall serve as legal advisor to Colorado mountain college, and the board has the authority to select and retain legal counsel at the board's discretion. (3) In accordance with the budget adopted by the board of trustees pursuant to section 23-71-123 (1), a local district college may use any state-appropriated money it receives, in addition to any other revenues of the college, to operate any baccalaureate degree program that the Colorado commission on higher education approves pursuant to this section.

Source: L. 2010: Entire section added, (SB 10-101), ch. 335, p. 1539, § 3, effective May 27. L. 2014: (2) added, (HB 14-1365), ch. 333, p. 1484, § 2, effective June 5. L. 2015: (3) amended, (HB 15-1224), ch. 94, p. 267, § 1, effective April 10. L. 2018: (1) and (3) amended, (HB 18-1300), ch. 278, p. 1752, § 2, effective August 8.

**TOPIC:** FUNDING ALLOCATION FORMULA UPDATE

**PREPARED BY:** JASON SCHROCK, CHIEF FINANCIAL OFFICER; EMILY BURNS,  
SENIOR FINANCE ANALYST; EMMA FEDORCHUK, BUDGET  
AND FINANCE ANALYST

## **I. SUMMARY**

This agenda item provides an overview of the proposed funding formula developed by the state's institutions and to discuss the CCHE's role in the approval of funding requests through the proposed formula.

## **II. BACKGROUND**

The state's institutions have proposed a new funding formula for allocating state funding for public higher education. The proposed formula incorporates this past year's work and the consensus formed around the broad goals of the Governor, the CCHE Master Plan, and the state's public institutions. The formula has received positive reception from the legislature and the Governor's office. The intention is for this formula to be utilized for the FY 2020-21 budget and be viable for the five-year period until the next review required under SB 19-095. The Joint Budget Committee voted to move forward with drafting legislation for the funding formula proposal.

## **III. STAFF ANALYSIS**

An overview of the proposed funding formula will be shared and discussed at the meeting. Staff believe the formula developed by the institutions meets the goals for the formula revision process. Broadly, the proposal meets the following goals:

- Clear, transparent performance metrics that allocate the entire General Fund appropriation;
- An emphasis on Pell, URM, and First Generation student access and success;
- Recognition of graduation rates and completions; and
- Sufficient stability in institutional funding to help ensure student success.

The proposed formula allocates all state funding to the state's diverse public higher education institutions in a more transparent manner than the current law formula. It does this by measuring performance over time for each institution, instead of comparing performance directly with other institutions. Specifically, the formula allocates funds based on an institution's change in performance in various metrics using rolling averages of prior year outcomes. This approach rewards institutions for progressing toward state goals while also recognizing the need for funding stability to ensure student success and institutional viability. Furthermore, it enables smaller institutions to be rewarded for their progress in the same manner as larger institutions.

The metrics, and weights assigned to each to allocate funding, are as follows. The weight given to each category could be adjusted each year if desired.

Resident enrollment -- 10%  
Credential production -- 5%  
Pell students -- 20%  
Underrepresented minority students -- 20%  
Retention rate -- 20%  
Graduation rate -- 20%  
First Generation students - 5%

Institutions that demonstrate greater improvement in these metrics will receive larger increases in funding. Therefore, this proposal creates an incentive for institutions to improve directly in the funding allocation methodology, and rewards institutions for making progress on the state's higher education goals.

In addition to allocating funding through the above metrics, the proposal allows for targeted, initiative-based funding in a separate part of the formula for individual governing boards. Each governing board would have the opportunity to formally state its need for a specific level of additional funding in a more transparent manner than the current funding formula. These initiatives could be requested through the annual Governor's budget request and subjected to CCHE approval. This separate component of the formula also includes a metric to provide funding to institutions based on their enrollment of first-generation students.

The Joint Budget Committee has voted to draft legislation to enact the statutory changes needed to implement the formula starting with FY 2020-21. Staff is developing proposed language for the legislation regarding CCHE's role in approving funding requests from institutions for specific initiatives through the formula.

#### **IV. STAFF RECOMMENDATIONS**

Staff recommends that the Commission provide comment regarding its role in approval of funding requests through the formula to guide the preparation of language for inclusion in legislation.

#### **V. STATUTORY AUTHORITY**

**23-18-306 Duties and powers of the commission – department - role and mission factors and performance metrics - consultation with interested parties - facilitator - reports - definition – repeal**

(5.5) (a) Commencing in 2019 and every five years thereafter, the commission shall review the funding formula established pursuant to this section and, by November 1, 2019, and November 1 every five years thereafter, submit a report to the governor, the joint budget committee of the general assembly, and the education committees of the senate and the

house of representatives, or any successor committees, containing changes to the funding formula and any recommendations for legislative changes.

(b) In conducting the review required by subsection (5.5)(a) of this section, the commission and the department shall:

(I) Convene one or more meetings with interested parties to discuss the existing funding model and to learn of issues raised by the interested parties;

(II) Conduct an analysis of the issues identified by interested parties and possible solutions;

(III) Engage directly with the institutions to strive for consensus among the institutions on any proposed changes; and

(IV) If applicable, develop a set of changes to recommend to the governor and committees of the general assembly.

(c) Notwithstanding the provisions of section 24-1-136 (11)(a)(I), the reporting requirement pursuant to this subsection (5.5) continues indefinitely.

(5.5) (a) Commencing in 2019 and every five years thereafter, the commission shall review the funding formula established pursuant to this section and, by November 1, 2019, and November 1 every five years thereafter, submit a report to the governor, the joint budget committee of the general assembly, and the education committees of the senate and the house of representatives, or any successor committees, containing changes to the funding formula and any recommendations for legislative changes.

(b) In conducting the review required by subsection (5.5)(a) of this section, the commission and the department shall:

(I) Convene one or more meetings with interested parties to discuss the existing funding model and to learn of issues raised by the interested parties;

(II) Conduct an analysis of the issues identified by interested parties and possible solutions;

(III) Engage directly with the institutions to strive for consensus among the institutions on any proposed changes; and

(IV) If applicable, develop a set of changes to recommend to the governor and committees of the general assembly.

(c) Notwithstanding the provisions of section 24-1-136 (11)(a)(I), the reporting requirement pursuant to this subsection (5.5) continues indefinitely.

**ATTACHMENTS:**

**TOPIC:** LEGISLATIVE UPDATE

**PREPARED BY:** CHLOE MUGG, LEGISLATIVE LIAISON

**I. SUMMARY**

This discussion item provides a status update on the 2020 legislative session.

**II. BACKGROUND**

The Legislature meets each year for 120 days from January to May. During this time, the Colorado General Assembly considers legislation and develops a budget for the upcoming fiscal year.

The Department is actively involved in both the budget development and consideration of public policy by legislators and staff that would affect higher education.

The Department meets regularly and works closely with the institutions of higher education, the Governor's office and the General Assembly on all bills impacting higher education and provides policymakers with information about pending legislation and key issues.

**III. STAFF ANALYSIS**

A status update of pending legislation impacting higher education will be shared and discussed at the meeting.

**IV. STAFF RECOMMENDATIONS**

**This is an information item only; no formal action is required by the Commission.**

**V. STATUTORY AUTHORITY**

Not applicable

**TOPIC:** 2019 TALENT PIPELINE REPORT

**PREPARED BY:** JEAN DOUGHERTY, TALENT PIPELINE ANALYST

## **I. SUMMARY**

The Colorado Department of Higher Education collaborates with the Colorado Workforce Development Council and other state agencies to develop an annual Talent Pipeline Report in accordance with C.R.S. 24-46.3-103 (see attached report).

The Talent Pipeline Report provides an overview of trends in Colorado's current and future workforce, occupations with positive expansion outlooks, analysis of in-demand skills, and education/training strategies currently being enacted by the state and local partners. It also provides recommendations for future work to improve our state's talent development system.

## **II. BACKGROUND**

Enacted in 2014, SB 14-205 requires cross-agency workforce development strategies and collaboration and mandates an annual Talent Pipeline Report. The Colorado Workforce Development Council produces the report in partnership with Colorado's Department of Higher Education (CDHE), Department of Education (CDE), Department of Labor and Employment (CDLE), including the CDLE's Labor Standards and Statistics division, and the Office of Economic Development and International Trade (OEDIT). Support is provided by the Office of State Planning and Budgeting (OSPB), the State Demography Office at the Department of Local Affairs (DOLA), the Department of Human Services (DHS), the Department of Regulatory Agencies (DORA), the Department of Corrections (DOC), CareerWise Colorado, Skillful, and other partners.

## **III. STAFF ANALYSIS**

The 2019 Colorado Talent Pipeline Report was released in early December, offering an examination of issues related to the supply and demand of talent in Colorado and strategies for strengthening the state's talent pipeline.

The report focuses on high-demand, high-growth jobs that pay a good wage in two earnings tiers: one including jobs meeting a living wage for a family of three with one working adult; and a second, including jobs meeting a living wage for an individual. The report also explores areas of untapped talent in Colorado.

The conclusion of the report provides recommendations from the Governor's Workforce and Education Cabinet work group on how the state could continue to strengthen the talent pipeline.

**Recommendations include:**

- Enhance access to opportunities for quality, lifelong education connected to the future of work.
- Foster an economy that works for everyone.
- Focus resources on enhancing strategies that have already demonstrated results and effectiveness.

**III. STAFF RECOMMENDATIONS**

This is an information item only; no formal action is required by the Commission.

**IV. STATUTORY AUTHORITY**

24-46.3-303. Annual report - The state work force development council and the department of education shall annually review the work of the statewide coordinator in implementing the duties described in section 24-46.3-302. The state work force development council shall include a summary of the review in the Colorado talent report prepared pursuant to section 24-46.3-103(3).

**ATTACHMENT(S):**

- 2019 Talent Pipeline Report Overview
- 2019 Talent Pipeline Report



# 2019

## Talent Pipeline Report Overview

**How prepared is Colorado's talent pipeline to support an economy that works for everyone, everywhere in Colorado?**

In 2019, the Colorado economy continues to thrive in the midst of steady job growth and low unemployment. However, questions regarding the timing of the next recession and the transition of our economy to a new future of work have dominated conversations. The future of work encompasses job growth and decline, shifts in the demand for skills, technology or digitalization shifts, labor force shifts, and other implications for our state's workforce and economy.

Colorado is still experiencing a skills gap that must be closed to support future prosperity. Partners of the talent development network are focused on ensuring all Coloradans have access to career-connected education and training to prepare them for the future of work.

The 2019 Talent Pipeline Report identifies **the areas of growing demand and opportunity, key features of the current labor force, and strategies to balance the supply and demand equation for talent.** It also highlights the Top Jobs in Colorado -- jobs with high annual openings, above average growth, and a good wage. Sixty-four percent of Top Jobs require a credential beyond high school.

Our labor force, however, is not adequately prepared for these Top Jobs, with just 57 percent of Coloradans holding a credential beyond high school. Progress has been made on this issue in recent years, but more work is needed to ensure our talent pipeline is ready to support the demands of a shifting economy and future model of work.

Through diligent work within public-private partnerships, strategy and policy are positively influencing the talent pipeline in Colorado. Those strategies highlighted in the report are meeting the unique needs of Coloradans and working toward balancing talent supply and demand. As Colorado looks to the future, the programs demonstrating success need to continue to be scaled and modeled to further drive progress without duplicating efforts.

The data and recommendations provided in previous Talent Pipeline Reports have led to the Colorado State Legislature passing more than 50 bills supporting talent development. The Colorado Workforce Development Council and its coalition of partners are ready to build on this by supporting the legislature in policy concepts to close the skills gap and support economic prosperity in every corner of Colorado.

POWERED BY talent FOUND



Colorado Workforce Development Council



**COLORADO**  
Department of Labor and Employment



**COLORADO**  
Department of Higher Education



**COLORADO**  
Department of Education



**COLORADO**  
Office of Economic Development & International Trade

Download the full report at [coworkforcecouncil.org](http://coworkforcecouncil.org).

## Recommendations

Based on the work that has been executed to date by the TalentFOUND network and the data presented in the report, the following actions can be taken in order to strengthen Colorado's talent pipeline and to support future economic growth.

**Priority: Enhance access to opportunities for quality, lifelong education connected to the future of work.**

**Strategy 1:** Support the front-end of Colorado's talent pipeline by expanding access to high-quality early childhood education so that all children enter kindergarten prepared to thrive.

**Strategy 2:** Support efforts to make postsecondary education and training more accessible and affordable while containing costs. Income Sharing Agreements have demonstrated some success for populations who are not able to access available and sufficient federal and state financial aid. Creating a policy framework or piloting a program could deliver new resources to individuals in need of financial support.

**Strategy 3:** Develop new mechanisms for upskilling and reskilling workers who are in occupations at high-risk for automation or market changes, and supporting populations who are over represented in these high-risk areas in coordination with the office of Just Transition as applicable. Solutions should include earn and learn models that allow individuals to obtain training without sacrificing income, or receive training for new roles prior to the loss of a current job.

**Priority: Foster an economy that works for everyone.**

**Strategy 1:** Recognize work experience and skills with academic credit to expedite credentialing and reduce costs for individuals.

**Strategy 2:** Reduce the barriers to occupational licensure that prevent skilled workers from participating in their chosen profession.

**Strategy 3:** Create options for employers to support the high-cost services that impact the availability and retention of talent in Colorado, such as housing and childcare. (See recommendations from the CWDC task force on affordable housing).

**Strategy 4:** Encourage employers and those charged with filling positions to utilize clear behavioral definitions of what "essential skills" are needed and what they mean in each position, giving job seekers a clear idea of job expectations and requirements, and the organizations and education and training providers clear training objectives.

**Priority: Focus resources on enhancing strategies that have already demonstrated results and effectiveness.**

**Strategy 1:** Renew programs that have produced positive gains for Colorado including the Innovative Industries Internship Program, the Employment First Advisory Partnership, and the WORK Act.

**Strategy 2:** Further enhance and promote opportunities for concurrent enrollment aligned to a student's program of study and the ability to earn industry-recognized credentials of value in high school.



### Demand

384,015

annual job openings  
across Colorado

64%

of Top Jobs require a  
credential beyond  
high school

2.6%

Colorado's overall  
unemployment rate  
in Oct. 2019

50

bills passed in the last  
six years since  
report inception

191,796 job seekers and 11,479 businesses were served by Colorado local workforce centers, with \$585,522,000 in wages returned to the economy



### Supply

57% of adults have a postsecondary credential

Colorado's labor force participation of those 55+ is 45.9%, which is 5.9% higher than the national average

Coloradans with a bachelor's degree or higher have the highest participation rate at 76.3%

The unemployment rate for Colorado youth who are Black or African American is 25.9%, more than double the unemployment rate for all other races in that age group



## COLORADO COMMISSION ON HIGHER EDUCATION

- Chair Tom McGimpsey (*R-2<sup>nd</sup> Congressional District*) 1<sup>st</sup> term ends June 2021
- Vice Chair Vanecia Kerr (*D- 6<sup>th</sup> Congressional District*) 1<sup>st</sup> term ends June 2018
- Commissioner Paul Berrick Abramson (*U-7<sup>th</sup> Congressional District*) 1<sup>st</sup> term ends July 2023
- Commissioner Mary Beth Buescher (*D-3<sup>rd</sup> Congressional District*) 1<sup>st</sup> term ends June 2020
- Commissioner Luis Colón (*R-4<sup>th</sup> Congressional District*) 2nd term ends June 2021
- Commissioner Cassie Gannett (*U-5<sup>th</sup> Congressional District*) 1<sup>st</sup> term ends June 2020
- Commissioner Sarah Hughes (*D-3<sup>rd</sup> Congressional District*) 1<sup>st</sup> term ends July 2023
- Commissioner Charlotte Olena (*D-1<sup>st</sup> Congressional District*) 1<sup>st</sup> term ends July 2023
- Commissioner Brittany Stich (*D-1<sup>st</sup> Congressional District*) 1<sup>st</sup> term ends July 2022
- Commissioner Steven Trujillo (*D-3<sup>rd</sup> Congressional District*) 1<sup>st</sup> term ends July 2023
- Commissioner Eric Tucker (*U-5<sup>th</sup> Congressional District*) 1<sup>st</sup> term ends July 2023

## ADVISORY COMMITTEE

### Legislative Advisors

- Representative Julie McCluskie, *House Majority Appointment*
- Representative Cathy Kipp, *House Majority Appointment*
- Representative Kevin Van Winkle, *House Minority Appointment*
- Senator Nancy Todd, *Senate Majority Appointment*
- Senator Tammy Story, *Senate Majority Appointment*
- Senator Paul Lundeen, *Senate Minority Appointment*

### Subject Matter Advisors

- Mr. Wayne Artis, *Faculty Representative*
- Mark Cavanaugh, *IHEC Representative*
- Mr. Brad Baca, *Institutional Finance Representative*
- Dr. Rick Miranda, *Academic Council Representative*
- Ms. Misti Ruthven, *K-12 Representative*
- Ms. Christina Powell, *Parent Representative*
- Mr. David Olguin, *Student Representative*





## INSTITUTION AND SYSTEM LEADERS

<u><b>INSTITUTION</b></u>	<u><b>CEO</b></u>	<u><b>LOCATION</b></u>
<b>Adams State University</b>	Dr. Cheryl Lovell, President	Alamosa
<b>Aims Community College</b>	Dr. Leah Bornstein, President	Greeley
<b>Community College System</b>	Joe Garcia, Chancellor	Denver
Arapahoe CC	Dr. Diana Doyle, President	Littleton
Colorado Northwestern CC	Ron Granger, President	Rangely
CC of Aurora	Dr. Betsy Oudenhoven, President	Aurora
CC of Denver	Dr. Everette Freeman, President	Denver
Front Range CC	Andy Dorsey, President	Westminster
Lamar CC	Dr. Linda Lujan, President	Lamar
Morgan CC	Dr. Curt Freed, President	Ft. Morgan
Northeastern JC	Jay Lee, President	Sterling
Otero JC	Dr. Timothy Alvarez, President	La Junta
Pikes Peak CC	Dr. Lance Bolton, President	Colorado Springs
Pueblo CC	Dr. Patty Erjavec, President	Pueblo
Red Rocks CC	Dr. Michele Haney, President	Lakewood
Trinidad State JC	Dr. Rhonda Epper, President	Trinidad
<b>Colorado Mesa University</b>	Tim Foster, President	Grand Junction
<b>Colorado Mountain College</b>	Dr. Carrie Besnette Hauser, President	Glenwood Springs
<b>Colorado School of Mines</b>	Paul Johnson, President	Golden
<b>Colorado State System</b>	Dr. Tony Frank, Chancellor	Denver
CSU-Ft Collins	Dr. Joyce McConnell, President	Fort Collins
CSU-Pueblo	Dr. Timothy Mottet, President	Pueblo
CSU-Global Campus	Dr. Becky Takeda-Tinker, President	Greenwood Village
<b>CU System</b>	Mark Kennedy, President	Denver
CU – Boulder	Dr. Philip DiStefano, Chancellor	Boulder
UCCS	Dr. Venkat Reddy, Chancellor	Colorado Springs
UCD	Dr. Dorothy Horrell, Chancellor	Denver
UC-Anschutz	Don Elliman, Chancellor	Aurora, Denver
<b>Emily Griffith Technical College</b>	Stephanie Donner, Executive Director	Denver
<b>Ft. Lewis College</b>	Dr. Tom Stritikus, President	Durango
<b>Metropolitan State University of Denver</b>	Janine Davidson, President	Denver



<b>Pickens Technical College</b>	Teina McConnell, Executive Director	Aurora
<b>Technical College of the Rockies</b>	Michael Klouser, Director	Delta
<b>University of Northern Colorado</b>	Dr. Andy Feinstein, President	Greeley
<b>Western State Colorado University</b>	Dr. Gregory Salsbury, President	Gunnison

## COLORADO COMMISSION ON HIGHER EDUCATION - BYLAWS

### **Section 1. Organization and Meetings**

- 1.1 **Organization:** Pursuant to C.R.S. §23-1-102, the Commission shall consist of eleven members appointed by the Governor with the consent of the Senate. The members of the Commission are selected on the basis of their knowledge of and interest in higher education and shall serve for four-year terms. No member of the Commission may serve more than two consecutive full four-year terms.
- 1.2 **Officers:** Pursuant to C.R.S. §23-1-110, the officers of the Commission shall be the Chair and Vice Chair. The Secretary shall be the Executive Director of the Commission and the Department and is a non-voting member of the Commission. The Governor appoints, with the consent of the Senate, the Executive Director to serve as the executive officer of the Commission and the Department.
- 1.3 All officers shall be elected at the May meeting of the Commission to serve a term of one year, except the Secretary whose term shall be coterminous with his or her term as Executive Director. Any member may nominate themselves or another member to be chair or vice-chair. Members will vote on each position; if there is more than one nomination the vote will be conducted by private ballot to be counted by the Secretary. Officers shall be limited to two consecutive terms, unless an exception is approved by a vote of more than 60 percent of the Commission. When possible, a Commissioner is encouraged to serve as vice-chair prior to becoming chair.
- 1.4 **Regular Meetings of the Commission:** The Commission shall adopt at the October Commission meeting a schedule of regular meetings of the Commission for the following calendar year.
- 1.3 **Notice of Meetings:** Any meetings at which the adoption of any proposed policy, position, resolution, rule, regulation, or formal action occurs or at which a majority or quorum of the body is in attendance, or is expected to be in attendance, shall be held only after full and timely notice to the public. In addition to any other means selected by the Commission for giving notice to the public, the Commission shall post notice of its meetings at the office of the Colorado Department of Higher Education located at 1560 Broadway, Suite 1600, Denver, Colorado 80202 and on the Colorado Department of Higher Education website. Notices shall be posted no less than two days prior to the holding of the meeting. The posting shall include specific agenda information where possible.
- 1.4 **Special Meetings:** Special meetings of the Commission may be held at the call of the Chair on two days' notice, or at the request of five members of the Commission who may petition the Chair to call such a meeting. Notice of special meetings shall be made electronically or by telephone and posted at the office and on the website of the Colorado

Department of Higher Education no less than two days prior to the meeting date.

- 1.5 **Conduct of Meetings:** The Chair shall preside at all meetings at which he or she is present. In the Chair's absence, the Vice Chair shall preside, and in the event both are absent, those present shall elect a presiding officer. All meetings shall be conducted in accordance with all State laws and regulations. The parliamentary rules contained in Robert's Rules of Order, latest revision, shall govern in all cases to which they are applicable, except as modified herein.
- 1.6 **Attendance at Meetings:** The term of any member of the Commission who misses more than two consecutive regular Commission meetings without good cause, as determined by the Chair, shall be terminated and his successor appointed in the manner provided for appointments under C.R.S. §23-1-102.
- 1.7 **Preparation of Agenda:** Meeting agendas shall be prepared by the Executive Director of the Department. A monthly agenda call will be scheduled with the Chair, Vice Chair, and Executive Director, or his or her designee, to discuss and approve the proposed agenda. At a regular or special meeting, an item of business may be considered for addition to the agenda by a majority vote of the Commissioners present.
- 1.8 **Minutes of the Commission:** The Secretary shall maintain an accurate set of minutes of Commission meetings, which shall include a complete record of all actions taken by the Commission. Such minutes shall constitute a permanent record. After the minutes of each meeting are completed they shall be reviewed by the Commission and, after approval, posted on the CCHE website and made available to the public for inspection upon written request.
- 1.9 **Standing Committees:** The Commission may create standing or ad hoc committees comprised of Commissioners to research and make recommendations on specific issues for the full Commission to consider and act on.

## **Section 2. Duties and Responsibilities of Officers**

- 2.1 **Chair of the Commission:** The Chair of the Commission shall preside at meetings of the Commission at which he or she is in attendance.
- 2.2 **Vice Chair of the Commission:** The Vice Chair shall perform all duties of the Chair in the Chair's absence.
- 2.3 **The Secretary/Executive Director of the Commission:** In addition to performing those duties established by law, the Executive Director of the Commission and Department shall: (a) serve as the Secretary of the Commission, (b) meet with the officers and staff of institutions of higher learning as the needs dictate for a mutual discussion of the matters affecting the responsibilities of the Commission, (c) meet with appropriate state and federal groups and/or officials on matters pertaining to the Commission, (d) meet with appropriate committees of the General Assembly on matters pertaining to the

Commission's responsibilities, (e) appoint such professional staff as in his or her judgment are required and are within the budget approved by the Commission and for which funds are available, (f) prepare an annual operating budget and work program for approval by the Commission, (g) implement the policies of the Commission and communicate those policies to interested parties as appropriate.

### **Section 3. The Advisory Committee**

3.1 There is hereby established an advisory committee pursuant to C.R.S. §23-1- 103).

Advisory Committee Members: The advisory committee shall consist of not less than thirteen members, to be designated as follows:

(a) Six members shall be appointed from the General Assembly, including three senators, two of whom shall be from the majority party, appointed by the President of the Senate and one of who shall be from the minority party appointed by the Minority Leader of the Senate, and three representatives, two of whom shall be from the majority party, appointed by the Speaker of the House of Representatives and one of who shall be from the minority party appointed by the Minority Leader of the House of Representatives. Said six members shall be appointed for terms of two years or for the same terms to which they were elected to the general assembly, whichever is the lesser. Successors shall be appointed in the same manner as the original members;

(b) One member shall be selected and designated by the Commission, as recommended by the Colorado Faculty Advisory Council, to represent the faculty in the state;

(c) One member shall be selected and designated by the Commission, as recommended by the Student Affairs Council, to represent the students in the state for a term of one year, commencing on July 1 of the year appointed;

(d) One member shall be selected and designated by the Commission who is a parent of a student enrolled in a state supported institution of higher education in Colorado to represent the parents of students for a term of two years, commencing on July 1 of the year appointed.

(e) Not more than four additional members representing educational or other groups may be selected and designated by the Commission to serve on the advisory committee.

The Commission has designated the four additional advisory committee members to represent:

- Chief Academic Officers of Colorado's state supported institutions of higher education, as recommended by the Colorado Academic Council;
- Chief Financial Officers of Colorado's state supported institutions of higher education, as recommended by the, as recommended by the Chief Financial Officers group;

- Independent Higher Education Institutions in Colorado (Colorado College, Regis, and Denver University), as recommended by the Independent Higher Education Council; and,
- The K-12 system, as recommended by the Colorado Department of Education.

All such appointments shall be for a term of two years, commencing on July 1 of the year appointed.

- 3.2 Notice and Agendas: All members of the advisory committee shall receive agendas and background material and be notified of all public meetings of the Commission and shall be invited to attend for the purpose of suggesting solutions for the problems and needs of higher education and maintaining liaison with the general assembly.
- 3.3 Recommendations of the Advisory Committee: The members of the advisory committee shall have full opportunity to present their views on any matter before the Commission.

#### **Section 4. Change in Bylaws**

- 4.1 Bylaws shall be subject to amendment at any meeting of the Commission provided any such proposed change is listed on the agenda in accordance with the procedure outlined in Section 1.5 Notice of Meetings. Bylaw changes must be approved by a majority of the Commission.

HISTORY: Adopted on September 10, 1965. Amended January 14, 1966; February 25, 1972; June 1, 1978; July 1, 1993; October 7, 2004; May 6, 2011; CCHE Agenda March 3, 2017 Item V; April 5, 2019

# Higher Education Glossary

**529 Savings Plan** - 529 plans are more than just savings accounts. These state-sponsored college savings plans were established by the federal government in Section 529 of the Internal Revenue Code to encourage families to save more for college. They offer unique state and federal tax benefits you can't get from other ways to save, making them one of the best ways to save for college.

**Accuplacer** - A suite of computer-adaptive placement tests that are used as assessment tools at institutions to evaluate the level of course work for a student. Students measured as needing additional course work will be assigned to remediation.

**Admission Standard** - includes both Freshman and Transfer standard. The freshman standard applies to all in-state and out-of-state new freshmen applicants and to transfer applicants with 12 or fewer college credit hours, except freshmen and transfer applicants who meet one of the admissions standards index exemptions. The transfer standard applies to all degree-seeking undergraduate transfer applicants with more than 12 college credit hours who do not meet one of the exemptions

**Admission Window** - Defined in Admission policy, "The maximum allowable percentage of admitted students who are not required to meet the CCHE admission standards within a specific fiscal year is referred to as the admissions window. Separate windows exist for the freshmen and transfer standards. The allowable percentage is determined by the Commission." The percentages vary by institution.

**CAP4K** - SB08-212, Preschool to Postsecondary Education Alignment Act; Colorado Achievement Plan for Kids.

**CHEA** - Council for Higher Education Accreditation. As described on their website, CHEA is "A national advocate and institutional voice for self-regulation of academic quality through accreditation, CHEA is an association of 3,000 degree-granting colleges and universities and recognizes 60 institutional and programmatic accrediting organizations."

**CIP** - Classification of Instructional Program; The purpose of which is to provide a taxonomic scheme that will support the accurate tracking, assessment, and reporting of fields of study and program completions activity. (Relevant in Role & Mission)

**CLEP** - College Level Examination Program; Earn college credit for passing a subject specific examination.

**COA** - Cost of Attendance; in the context of financial aid, it is an estimate of what it will reasonably cost the student to attend a given institution for a given period of time.

**Concurrent Enrollment** – A high school student enrolled for one or more classes at a college or university in addition to high school courses.

**Dually Enrolled** - A student enrolled at two institutions at the same time. This may affect enrollment reports when both institutions count that student as enrolled.

**EFC** - Expected Family Contribution; in the context of financial aid, it is calculated by a federally-approved formula that accounts for income, assets, number of family members attending college, and other information.

**FAFSA** - Free Application for Federal Student Aid. This is a free service provided by the Federal government under the Department of Education and students are not charged to complete/file the FAFSA.

**FAP** – Financial Aid Plan (HESP specific)

**FERPA** - Family Educational Rights and Privacy Act, view federal website. The Family Educational Rights and Privacy Act (FERPA) (20 U.S.C. § 1232g; 34 CFR Part 99) is a Federal law that protects the privacy of student education records. The law applies to all schools that receive funds under an applicable program of the U.S. Department of Education.

**FFS** – Fee-For-Service Contracts; A portion of the College Opportunity Fund program in addition to COF stipends, this contract provides funding to certain higher education institutions to supplement high cost programs and purchase additional services (such as graduate programs).

**Floor** - In reference to the admission window, the floor is the minimum requirements for admission without requiring an exception of some kind. This usually coincides with the Index score.

**FTE** - Full-time Equivalent; a way to measure a student's academic enrollment activity at an educational institution. An FTE of 1.0 means that the student is equivalent to full-time enrollment, or 30 credit hours per academic year for an undergraduate student.

**GEARUP** - Gaining Early Awareness and Readiness for Undergraduate Programs; A Federal discretionary grant program designed to increase the number of low-income students who are prepared to enter and succeed in postsecondary education.

**Guaranteed Transfer, GT Pathways** - gtPATHWAYS applies to all Colorado public institutions of higher education, and there are more than 900 lower-division general education courses in 20 subject areas approved for guaranteed transfer. Courses are approved at least twice per academic and calendar year and apply the next semester immediately following their approval.

**HB 1023** - In most cases, refers to HB 06S-1023, which declares "It is the public policy of the state of Colorado that all persons eighteen years of age or older shall provide proof that they are lawfully present in the United States prior to receipt of certain public benefits."

**HB 1024** - In most cases, refers to HB 06-1024, which declares "On or before September 1, 2006, each governing board of a state institution of higher education shall submit to the Colorado commission on higher education and the education committees of the senate and the house of representatives, or any successor committees, a report regarding underserved students".

**HB 1057** - In most cases, refers to HB 05-1057, which declares "a college preparation program operating within the school district that the college preparation program shall provide to the Colorado commission on higher education, on or before December 31 of each school year, a report specifying each student, by unique identifying number."

**HEAR** - Higher Education Admission Requirements, 2008-2010.

**Index, Index Score** - This index score is a quantitative evaluation that is part of a larger student application evaluation. The score is generated from academic achievement (GPA or High School Rank) and college placement tests (ACT or SAT). You can calculate your index score online. Index varies by institution depending on that institutions selection criteria.

**IPEDS** - Integrated Postsecondary Education Data System; Run by NCES, this system collects statistical data and information on postsecondary institutions. The Colorado Department of Higher Education submits aggregated data on public institutions to IPEDS.

**Need** - In the context of student financial aid, Need is calculated by the difference between the COA (Cost of Attendance) and the EFC (Expected Family Contribution)

**NCATE** - National Council for Accreditation of Teacher Education; NCATE is the profession's mechanism to help establish high quality teacher preparation.

**NCLB** - No Child Left Behind; The No Child Left Behind Act of 2001 (NCLB) reauthorized the Elementary and Secondary Education Act (ESEA) -- the main federal law affecting education from kindergarten through high school.

**PSEO** - Post Secondary Enrollment Option; A program that offers concurrent enrollment in college courses while in high school.

**PWR** - Postsecondary and Workforce Readiness; Definition was created during the SB08-212 CAP4K meetings.

**QIS** - Quality Indicator System; Implemented in HB96-1219, the specific quality indicators involved in QIS are similar to those used in the variety of quality indicator systems found in other states: graduation rates, freshmen retention and persistence rates, passing scores or rates on tests and licensure examinations, undergraduate class size, faculty teaching workload rates, and institutional support/administrative expenditures.

**REP** - Regional Education Provider; Colorado Statute authorizes Adams State College, Fort Lewis College, Mesa State College and Western State College to function as regional

educational providers and “have as their primary goal the assessment of regional educational needs...”  
Regional education providers focus their attention on a certain geographical area.

**SB 3** – In most cases refers to SB10-003, the Higher Education Flexibility Bill.

**SB 212** - In most cases, refers to HB 08-212, the CAP4K legislation.

**SBE** - State Board of Education; As described on their website, "Members of the Colorado State Board of Education are charged by the Colorado Constitution with the general supervision of the public schools. They have numerous powers and duties specified in state law. Individuals are elected on a partisan basis to serve six-year terms without pay."

**SFSF** – State Fiscal Stabilization Fund; A component of the ARRA legislation and funding.

**SURDS** - Student Unit Record Data System

**WICHE** - Western Interstate Commission for Higher Education; A regional research and policy organization that assists students, policymakers, educators, and institutional, business and community leaders. WICHE states include: Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, North Dakota, Oregon, South Dakota, Utah, Washington, and Wyoming.

**WUE** - Western Undergraduate Exchange Program, managed by WICHE