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0403 Colorado Commission on Achievement in Education



Colorado
Commission
For
Achievement
in Education

Report to the
COLORADO
GENERAL ASSEMBLY

Colorado Legislative Council
Research Publication No. 403
April 1996

**REPORT OF THE
COLORADO COMMISSION FOR
ACHIEVEMENT IN EDUCATION**

**Research Publication No. 403
April 1996**

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April 1, 1996

To Members of the Sixtieth Colorado General Assembly and Governor Roy Romer:

Submitted herewith is the report of the Colorado Commission for Achievement in Education required by Section 22-53-304, C.R.S. The commission was created pursuant to Section 22-53-301, C.R.S., to recommend goals, objectives, and standards for the Colorado program for achievement in education and for Colorado's education and training system to be met by the year 2000.

Respectfully submitted,

/s/ Senator Al Meiklejohn, Chair
Colorado Commission for Achievement
in Education

AM/eg

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COLORADO COMMISSION FOR ACHIEVEMENT IN EDUCATION

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EXECUTIVE SUMMARY

Although the Colorado Commission for Achievement in Education (CCAIE) did not present any bills to the Legislative Council for introduction in the 1996 legislative session, it approved 3 bills that relate to its charge. These bills are being sponsored in the 1996 legislative session by various CCAIE members.

Commission Charges

The general charge to the commission is to recommend goals, objectives, and standards for the Colorado program for achievement in education and for a state education and training system to be met by the year 2000. In addition to its statutory duties, in June 1995, the Executive Committee of the Legislative Council directed the commission to develop a comprehensive statewide enrollment plan for state-supported institutions of postsecondary education.

Commission Activities

The commission held monthly public meetings and had discussions which drew upon expert testimony, comments from representatives of higher education, school districts and the general public, and staff research to address higher education, early childhood education, educator licensure, and a seamless system of education from kindergarten through college.

Commission Recommendations

The commission recommends three bills for consideration by the 1996 General Assembly. **Senate Bill 96-9** allows the Colorado Commission on Higher Education to design alternative criteria to the traditional admission standards for first-time freshmen entering institutions of higher education. **Senate Bill 96-125** makes a technical correction to Senate Bill 95-211, which established a phase-in process for the statewide assessment program within standards-based education. **House Bill 96-1219** creates the Higher Education Quality Assurance Act.

Senate Bill 96-9 changes the statutory directive for admission standards to the Colorado Commission on Higher Education. Instead of requiring institutions of higher education to base admission decisions solely on standardized test scores, high school grade-point average and high school class rank, new eligibility criteria will include a combination of high school academic performance indicators and national assessment test scores.

Senate Bill 96-125 phases in the statewide assessment program outlined within standards-based education (Section 22-53-409, C.R.S.) over a three-year time period. Under the bill, fourth-grade students will be tested randomly in the program's first year; fourth- and eighth-grade students will be tested in the second year; and fourth-, eighth-, and eleventh-grade students will be tested in the program's third year. This phase-in was inadvertently omitted from Senate Bill 95-211, which provided for the phase-in of district assessment programs.

House Bill 96-1219 establishes the Higher Education Quality Assurance Act to resolve enrollment growth issues by increasing efficiency, cost-effectiveness, and quality while maintaining the unique role and mission of each public institution of higher education. The bill: (1) establishes statutory expectations and goals for the system, (2) creates a means of measuring institutional achievement of those goals, (3) requires those results be published in a consumer guide so students and their families can make informed decisions, and (4) offers funding incentives to reward outstanding achievement of the statewide goals. The bill also repeals the current Higher Education Accountability Program (Section 23-13-101, C.R.S.) and requires the commission to conduct a study of graduate education.

COMMISSION REPORT

Background

The Colorado Commission for Achievement in Education (CCAIE) is comprised of 11 voting members, plus the Executive Director of the Colorado Commission on Higher Education (CCHIE) and the Commissioner of Education serving as ex officio nonvoting members. The appointing authorities of the 11 voting members are:

Senate President	Senate Minority Leader	House Speaker	House Minority Leader	Governor
2	1	2	1	5

The commission membership must have representation from the African-American and Hispanic communities. As of March 1996, there are no Hispanics serving on the commission. Appointments by House and Senate leadership must be members of the House or Senate, respectively. The governor's appointments must include one teacher and one school administrator. The governor must also give consideration to school district directors, representatives of the business community, and public school parents when making other appointments. In lieu of one of the governor's appointments, the governor may be a member of the commission.

Commission Charges

Throughout the year, the commission followed its general charge to review the implementation of standards-based education. Specifically, this required the commission to review drafts of state model content standards and make recommendations regarding the implementation of the statewide assessment program. (A full history of the commission's charge is contained in Appendix A.)

During the 1995 interim, the Executive Committee of the Legislative Council also charged the commission with studying a variety of education issues. Primarily, the commission was to help devise a comprehensive statewide enrollment plan for state-supported institutions of postsecondary education which was to include:

- A plan to accommodate but not restrict enrollment demand;
- Incentives for change in the system to meet increased enrollment demands within projected revenues;
- Collaboration with elementary and secondary public education, work force training and direction of students toward enrollment in low-cost institutions.

The charge directed the commission to submit any legislation to the Legislative Council by October 15, 1995. The commission, however, failed to meet the deadlines and the bills were not submitted to the Legislative Council.

Charges in Other Legislation. During the 1993 and 1994 legislative sessions, three bills were enacted prescribing additional responsibilities for the commission: House Bill 93-1320, House Bill 94-1044 and House Bill 94-1356.

House Bill 93-1320. The commission is required, in consultation with the Financial Policies and Procedures Advisory Committee, to advise the State Board of Education in the development of the format for school district budget reports.

House Bill 94-1044. The Magnet School Planning Board was established to examine the feasibility of a magnet school for mathematics, science, and technology. The planning board was statutorily required to submit a feasibility plan to the commission by March 1, 1995. The commission was required to review the plan and develop proposed legislation that it deemed appropriate.

House Bill 94-1356, Footnote 27A. The Colorado Commission on Higher Education (CCHE) was directed to report to the Colorado Commission for Achievement in Education and the Joint Budget Committee on the use of fees for academic support; the use of fees to supplant lost tuition revenue; justification for fees; purposes of fees; and a breakdown of fees by type and category over the last five years.

COMMISSION ACTIVITIES AND RECOMMENDATIONS

The commission undertook two primary activities during 1995. Throughout the 1995 legislative session and into the summer, the commission continued to oversee the implementation of standards-based education. During the 1995 interim, the commission focused on a charge from the Executive Committee of the Legislative Council that it develop a statewide enrollment plan for higher education. The commission also continued to follow the work of its various task forces.

Standards-Based Education System

As the commission held discussions with the Standards and Assessment Development and Implementation (SADI) Council on the development of the state model content standards at the end of 1994 and into the 1995 legislative session, three issues arose that required legislation. SADI suggested that the statewide assessment program be phased in so that the fourth grade would be tested first, then fourth and eighth grades in the second year, then fourth, eighth, and tenth grades in the third year. The staggered schedule would allow teachers to better prepare students for the exams. The commission also heard testimony suggesting that the examinations under the assessment program be switched from the tenth to the eleventh grades. The primary concern was that students who pass the tests in the tenth grade might feel they do not need to attend high school anymore. Last, the State Board of Education requested three additional months to adopt the state model content standards in the first priority subject areas. These suggestions led to Senate Bills 95-210, 211 and 213. All three were enacted and signed by the governor. Although Senate Bill 95-211 was enacted, a technical correction was needed, which resulted in **Senate Bill 96-125**.

In April, a joint meeting of the State Board of Education and the commission was held to discuss the adoption of the state model content standards. Commissioners offered advice, direction, and encouragement to the state board as it began the task of refining the final draft of the model content standards. Those standards were adopted in September.

The commission also encouraged higher education to better prepare future teachers to teach in a system of standards-based education. The Task Force on Linkages and Networking Colleges and Schools (LINCS), reconvened by the commission in 1994, suggested stronger ties between the Colorado Department of Education and the Colorado Commission on Higher Education, and greater linkage between K-12 and higher education personnel. Along with receiving reports from the LINCS task force, the commission held discussions with various interested persons and schools of education to assess how higher education is simultaneously adjusting to the new system of licensure and standards-based education.

Changing Higher Education Admission Standards

Senate Bill 96-9 was recommended to the commission by the LINCS task force and the Colorado Commission on Higher Education. In its discussions, the task force identified the necessity for a statutory change to permit the higher education system to consider entrance criteria that are more compatible with standards-based education as well as the traditional indicators of academic performance.

One particular area of concern for the CCHE was institutional use of the 20 percent admission window for incoming freshmen with nontraditional academic performance indicators. CCHE explained to the commission that admission policies should emphasize academic standards and minimize the number of exceptions and exemptions to those standards. This bill allows nontraditional academic measures to be considered as eligibility criteria for admissions, with the 20 percent window being used to provide access to Colorado's diverse student populations.

An Enrollment Plan for Higher Education

The development of the Higher Education Quality Assurance Act spans two years. In January 1994, the commission was alerted to a possible 20 percent increase in student enrollment in Colorado's public higher education system by 2002. The CCAE endorsed House Bill 94-1355, which established the Higher Education Planning Committee. During the 1994 interim, that committee discussed enrollment, revenue and quality concerns with the higher education community and with members from each of the governing boards of higher education. Those discussions revealed numerous inefficiencies, including the revelation that courses required for graduation are scheduled at the same time, which leaves many undergraduate students no choice but to delay their graduations. A detailed approach to alleviate an enrollment bottleneck was proposed. That approach, House Bill 95-1191, was postponed indefinitely.

In June 1995, the Executive Committee of the Legislative Council asked the commission to reexamine the issue. Following months of testimony, the commission called on the National Center for Higher Education Management Systems (NCHEMS) to assist the commission in developing statewide goals. The NCHEMS-recommended goals serve as the backbone for the commission's recommendation, House Bill 96-1219.

House Bill 96-1219 establishes the Higher Education Quality Assurance Act to resolve enrollment growth issues by increasing efficiency, cost-effectiveness, and quality while maintaining the unique role and mission of each public institution of higher education. The bill: (1) establishes statutory expectations and goals for the system, (2) creates a means of measuring institutional achievement of those goals, (3) requires those results be published in a consumer guide so students and their families can make informed decisions, and (4) offers funding incentives to reward outstanding achievement of the statewide goals. The bill also repeals the current Higher Education Accountability Program (Section 23-13-101, C.R.S.) and requires the commission to

conduct a study of graduate education. The following pages provide a more detailed explanation of the bill.

Section 1: The Higher Education Quality Assurance Act

The Higher Education Quality Assurance Act establishes a systematic procedure for collecting and compiling uniform data about the performance of the state's higher education institutions and for disseminating that information to the members of the General Assembly, the higher education community and the public. The Act achieves this by establishing statutory expectations and goals for the public system of higher education *and* requiring that institutional achievement of such goals be measured. Those results, obtained through a quality indicator system, will be published in a consumer guide. Last, institutions that achieve outstanding results will be financially rewarded. The Quality Assurance Act will replace the current Higher Education Accountability Program (Section 23-13-101, C.R.S.).

Expectations and Goals. To help ensure efficiency, effectiveness, and quality, the bill establishes a number of expectations and goals for the public system of higher education. These goals, which are defined through numerous subgoals, include:

- Providing students with a high quality, efficient and expeditious undergraduate education;
- Assisting systemic reform in elementary and secondary education and forming appropriate linkages between elementary, secondary, and higher education;
- Workforce preparation and training;
- Use of technology to lower costs and improve the quality and delivery of education; and
- Operational productivity and effectiveness.

Each state-supported institution of higher education must make significant progress toward achieving these goals by fall semester 1999, and must continue to operate under those goals after that date. In addition, to ensure the effective implementation of the quality assurance system, CCHE is required to: adopt policies to ensure achievement of the statewide goals, review the statewide expectations and goals annually, and recommend to the General Assembly any changes in those expectations and goals. When considering how each goal will affect the role of each institution, CCHE must reach a balance between instruction, research, and community service that is appropriate for the faculty members of each institution. (A detailed list of the statewide goals and expectations is provided as Appendix B.)

A Quality Indicator System. The bill establishes a dual tier quality indicator system. To measure how well each governing board and institution is achieving the statewide expectations and goals for the entire system, CCHE and the governing boards are jointly required to develop a system-wide set of quality indicators. Concurrently, the governing boards are required to develop a system of indicators for each of their institutions. Each set of indicators must take into account the individual institution's unique role and mission. (A detailed explanation of the quality indicator system is attached as Appendix C.) The areas in which the indicator systems must measure achievement include:

- Institutional performance;
- Student satisfaction and success;
- Employer satisfaction; and
- The level of performance of the statewide system of higher education.

Creation of a Consumer Guide. Results from the quality indicator system will be published in a consumer guide to all public institutions of higher education within the state. The purpose of the guide is to provide parents and prospective students with comparable information for each institution. Second, the guide will enable the General Assembly to make informed funding decisions based on the state's expectations and goals. While the consumer guide must contain responses obtained through the quality indicator system for public institutions of higher education, any private or proprietary institutions may be included in the publication by supplying CCHE with equivalent, accurate data. CCHE is permitted to charge a fee for each consumer guide to assist in offsetting the costs incurred in producing it.

Funding Incentives and Performance Evaluation. To ensure that institutions strive to meet the statewide expectations and goals, the bill requires CCHE to report to the House and Senate Education Committees on the overall performance of the statewide system of higher education and each governing board's and institution's performance in achieving the statewide goals. CCHE may recommend to the Joint Budget Committee (JBC) that additional funding be provided as a reward to a governing board or institution that has demonstrated outstanding achievement. CCHE may also determine if a governing board or institution is not achieving one or more of the statewide expectations and goals. In this case, CCHE may recommend to the JBC that the governing board or institution set aside up to one percent of its General Fund appropriation for specific application to improving performance on the statewide expectations and goals. This set-aside would be accomplished through a footnote to the long bill.

Section 2: Incorporating Goals into Higher Education Finance

Section 2 requires governing boards to allocate General Fund appropriations to their institutions that have achieved, or are making satisfactory progress in achieving, the statewide expectations and goals. The governing boards must also set aside any amount required by the JBC for failure to make progress in meeting the statewide goals and expectations. In addition, the bill instructs governing boards that receive funds from the Senate Bill 93-136 process for one of the five policy areas to direct such monies to achieve or maintain the goals of the policy area.

Section 3: Using Indicator Data in Distribution Formula

In establishing its distribution formula, CCHE is required to consider each governing board's and institution's achievement of the statewide expectations and goals as measured from data received from the quality indicator system.

Section 4: Incorporating Data into Funding Recommendations

In this section, CCHE is required to consider in its annual system-wide funding recommendations to the General Assembly and the governor each governing board's and institution's level of achievement of the statewide expectations and goals as measured by data collected through the quality indicator system. In addition, this section adds the chairpersons of the House and Senate Education Committees to the Senate Bill 93-136 Committee and instructs CCHE to report the results of the performance evaluations to the General Assembly.

Along with identifying the five policy areas under the Senate Bill 93-136 process (Section 23-1-105 (3.5), C.R.S.), the bill states that the Senate Bill 93-136 Committee may recommend to the Joint Budget Committee that the General Assembly appropriate additional moneys to the governing boards whose state-supported institutions of higher education are achieving or making progress toward achieving the statewide expectations and goals. The Senate Bill 93-136 Committee is to base its funding recommendations on information received through the quality indicator system.

Section 5: Study of Graduate Education and Research

An additional responsibility for the Colorado Commission for Achievement in Education is included in the bill. The CCAE must review and make legislative recommendations regarding the role of graduate education and research in Colorado. The study must, at a minimum, include:

- The role of graduate research and education in statewide economic development;

- The role of graduate education at each authorized institution;
- The role of graduate students in teaching at institutions of higher education;
- Recruitment of graduate students;
- Funding of graduate education;
- State funding of graduate research; and
- The state's role in purchasing applied research.

TASK FORCE ACTIVITIES AND RECOMMENDATIONS

Task Force Reports

Section 22-53-303, C.R.S., allows the commission to establish task forces as it deems necessary to carry out its charges. In 1995, the commission received a final report from its Task Force on Linkages and Networking Colleges and Schools (LINCS) and created the Special Education Task Force. The Task Force on Community, Parental and Business Involvement and the Early Childhood Education Task Force will report on their activities in 1996. A summary of task force activities and recommendations follow.

Task Force on Linkages and Networking Colleges and Schools (LINCS)

Charges. The commission directed the LINCS task force to examine the impact of content standards on Colorado's public elementary and secondary schools and postsecondary colleges and universities. The task force was to identify a set of policy recommendations that may foster the implementation of content standards in Colorado as specified in House Bill 93-1313.

The LINCS task force was specifically charged to:

- Identify and recommend ways to link K-12 standards to higher education entrance requirements so that the high school educational preparation and college entrance standards and college academic expectations are consistent and there is a seamless transition from secondary to postsecondary school;
- Identify the conditions and recommend policy, information, and communication practices that will maximize desired relationships between the two sectors of the education system; and
- Identify and recommend support mechanisms for the professional development of higher education faculty regarding content standards and related pedagogy.

Recommendations. In response to its charges from the commission, the LINCS task force collected information and discussed higher education admission standards, changes occurring in teacher education programs, the new licensure mandate, and support mechanisms for the professional development of existing teachers and faculty.

At its July 1995 meeting, the commission adopted a resolution encompassing the following recommendations:

- That the General Assembly amend section 23-1-113 (1) (b), C.R.S., concerning undergraduate admission standards, by adding language referring to “one or more indicators of academic performance that indicate competence in cognitive skills,” or the functional equivalent, to allow flexibility to consider entrance criteria that are more compatible with standards-based education in addition to the traditional indicators of academic performance specified in statute.
- That the Colorado Commission on Higher Education review the academic performance indicators portion of the undergraduate admission index and consider means for recognizing alternative indicators of academic achievement.
- That the Colorado Commission on Higher Education review the undergraduate academic admission standards every three years to ensure that the standards are consistent with content standards and college entry-level competencies.
- That the Colorado Department of Education and the Colorado Commission on Higher Education each modify their respective approval processes for teacher preparation programs to include input from the other agency, especially regarding in-state and out-of-state instruction.
- That the Colorado Commission on Higher Education resume its role in the approval and monitoring of professional preparation programs in education, using the standards developed by the professional standards boards as criteria for program approval and review.
- That the Colorado Department of Education, in consultation with the schools of education, evaluate the Program for Licensing Assessments for Colorado Education (PLACE) examination in terms of its purpose, value, effectiveness, and cost to prospective teachers.
- That the Colorado Commission on Higher Education modify its existing policies pertaining to teacher education to allow a structured multidisciplinary or structured interdisciplinary degree as an acceptable degree for the preparation of teachers and that the Colorado Department of Education recognize only those multidisciplinary and interdisciplinary programs approved under Colorado Commission on Higher Education teacher education guidelines as eligible for licensure.
- That the schools of education develop an assessment plan for teacher preparation programs that measures, among other performance indicators, the professional development activities that each program

provides in its service area and the degree of participation of the higher education faculty in content standards professional development activities.

- That the schools of education develop a staff development plan for individual professors to ensure the development of model teaching and assessment practices.
- That the Colorado Commission on Achievement in Education commends the members of the LINCOS task force for their performance in addressing the issues related to the implementation of standards-based education in Colorado, and hereby dissolves the task force.

Task Force on Community, Parental and Business Involvement in Education

In early 1995, the Task Force on Community, Parental and Business Involvement in Education provided the following outline of proposed task force recommendations:¹

- *Training* — Successful partnerships need to explain how communities and parents can get involved in local schools;
- *Enterprising Schools* — Open schools to the community and use space after the school day ends, especially for education beyond 5 to 18 year olds;
- *Expanding Use of Technology* — Institutionalize management of technology at the local level. Allow school districts the flexibility to creatively build and manage their telecommunications systems;
- *Building Family Partnerships* — Each district should institutionalize the school/family partnership by creating a liaison to the community.

Early Childhood Education Task Force

The Task Force on Early Childhood Education asked CCAE to sponsor legislation during the 1995 legislative session that would allow school districts to include three-year-olds in their preschool programs under the Colorado school finance act. This bill, Senate Bill 95-201, was postponed indefinitely in the House Education Committee.

1. Final recommendations from this task force will be submitted in 1996.

Special Education Task Force

Task Force Charge. The commission appointed a Special Education Task Force in July 1995. The Colorado Department of Education and the Colorado Commission on Higher Education are charged with working cooperatively with the Special Education Task Force to undertake a study of issues surrounding the qualifications of special education providers, recruitment and retention issues, and shortages of special education providers. The task force is specifically directed to:

I. Qualifications of Special Education Providers

- Address whether national or state licensure, registration or certification are sufficient for related services personnel (school nurses, occupational therapists, and physical therapists) rather than requiring people in these professions to obtain state educator licensure as well;
- Examine regulations, policies and procedures that affect the licensure of professionals who receive academic preparation in other states and those who are temporarily licensed for other reasons;
- Examine the appropriate educational qualifications of special education teachers; i.e., the advantages and disadvantages of allowing special education providers to teach after receiving a baccalaureate degree; and review each endorsement under special education for the appropriateness of degree level;
- Examine integrating the special education core into the regular education licensure standards;
- Examine the requirement for an academic major at the baccalaureate level for special educators;
- Examine the appropriateness of allowing initial special education licensure at the baccalaureate level; and
- Examine certificate and licensure standards for special education teachers.

II. Recruitment and Retention of Special Education Providers

- Conduct a review of the job requirements of special education providers;
- Examine possible incentives to attract and recruit teachers into the special education field, including application of distance learning technology;

- Examine methods to aid in the retention of special education teachers;
- Provide flexibility for special education teachers to work in the regular classroom for a period of time before returning to the special education classroom (including examining the need for special education teachers to go through student teaching before returning to the regular classroom); and
- Provide incentives to special education teachers (monetary and non-monetary).

III. Shortages of Special Education Providers

- Study methods to align standards, licensure, and quality assurance for the way special education teachers are trained;
- Study partnerships and collaborative projects that exist between higher education and K-12, and among higher education institutions, standardizing special education requirements among all Colorado higher education institutions;
- Propose strategies to continuously assess personnel shortages in Colorado both in terms of quantities and levels and areas of preparation; and
- Examine methods to increase the capacity of institutions of higher education to prepare special education personnel.

Membership on the Special Education Task Force includes representatives from the following: the General Assembly, Deans of Education from the three higher education institutions that train special education providers, Colorado Education Association, Colorado Association of School Executives, Colorado Association of School Boards, Colorado Association of School Personnel Administrators, Colorado BOCES Association, Directors of Special Education, Association of Directors of Bilingual Education (ADOBE), Colorado Commission on Higher Education, Colorado Department of Education, and the Governor's Office.

The Special Education Task Force must present a final report with recommendations to CCAE no later than July 1, 1996.

APPENDIX A

Commission Charges

The general charge to the commission, as set forth in the enabling legislation, states the following:

The commission shall recommend goals, objectives, and standards for the Colorado program for achievement in education and for a state education and training system to be met by the year 2000 (Section 22-53-302, C.R.S.).

The enabling legislation enumerates several other charges to the commission which are assigned primary or secondary consideration. In addition, the commission has been charged with duties through legislation passed during the 1993 and 1994 legislative sessions. Following is a comprehensive list of charges to the commission.

Charges to the Commission (22-53-302, C.R.S.). The commission must give primary consideration to recommending goals, objectives, and standards for the following:

- the Colorado program for achievement in public schools relating to the assessment of student achievement in public schools;
- a graduated system of educational achievement standards reflecting basic, superior, and worldwide expectations;
- a system of rewards; imposed policies, procedures, and processes for improvement; and sanctions related to student achievement outcomes;
- early childhood education; and
- K-12 education, including goals, objectives, and standards addressing the dropout rate and the involvement of parents and businesses in educating and training students.

The commission must give secondary consideration to recommending goals, objectives, and standards for the following:

- education at state-supported postsecondary institutions;
- adult literacy and basic skills education;
- continuing education and work force training for adults; and

- vocational education and training for secondary school students and adults.

In addition, the commission must develop recommendations regarding the following study areas:

- basic reforms in the state's educational system necessary to achieve the goals, objectives, and standards of the Colorado program for achievement in education;
- changes in the organization of education and training providers that are necessary to meet stated goals, objectives, and standards and to achieve a unified state education and training system;
- amendments to the Public School Finance Act of 1994;
- reorganization of school districts, including changes to the School District Organization Act of 1992 and any other barriers, statutory or otherwise, to the reorganization of school districts;
- changes in teacher preparation course requirements and practices pertaining to teacher employment, including an examination of the challenge of teaching to meet student needs in a changing society;
- utilization of and possible modifications to any existing system for educational accountability or educational achievement in order to achieve the goals and objectives of the Colorado program for achievement in education; and
- effects of education-related social and environmental conditions on educational achievement.

APPENDIX B

Higher Education Quality Assurance Act

Statewide Goals and Expectations

House Bill 96-1219 directs CCHE to ensure that each institution of higher education works toward achieving the five statewide goals. Each of the five goals has a number of subgoals. These five goals and the corresponding subgoals are as follows:

Goal: Provide a high quality, efficient and expeditious undergraduate education consistent with each institution's statutory role and mission. In achieving this goal, each institution must:

- I. Deliver a degree in the number of credit hours specified in the course catalogue, including:
 - A. Providing frequent and convenient scheduling of required and core courses;
 - B. Ensuring that classes are scheduled to enable each student to take the class or classes that the student needs, when the student needs them to be able to graduate in four years for a Baccalaureate degree or two years for an Associate's degree;
 - C. Scheduling courses to accommodate the schedules of working students, which may include offering courses in the evening and on weekends; and
 - D. Ensuring that when a student changes his or her degree program credit hours gained toward graduation may be lost only in the rarest circumstances.
- II. Demonstrate emphasis on delivery of services and support to freshmen and sophomore students.
- III. Continually enhance and improve student learning outcomes through curriculum review, development of new programs, solicitation and consideration of employer and student input and faculty evaluations, and increased availability of small classes and clinical learning experiences.
- IV. Implement an advising system that is responsive to the needs of students, including, at a minimum, assignment of each student to a faculty or staff member from whom that student can seek advice concerning both course study and scheduling of courses.

- V. Recognize and reward improved faculty instruction and student learning by, at a minimum:
 - A. Ensuring that faculty members in each department or college spend, in the aggregate, a specified, appropriate percentage of time teaching students;
 - B. Basing a high proportion of each faculty member's rating and evaluation on the amount of time the faculty member spends teaching and the quality of the instruction provided; and
 - C. Developing a system of instructional supervision and evaluation to ensure quality of instruction.
- VI. Implement local or on-campus programs for faculty and staff development, including but not limited to training in advising and counseling skills and teaching skills and methods.

Goal: Provide assistance to elementary and secondary education in achieving systemic reform and creation of appropriate linkages between elementary and secondary education and higher education. In achieving this goal, each institution must demonstrate, but is not limited to, the following:

- I. Implementation of efforts to align higher education admission requirements with the achievement levels adopted for students in elementary and secondary education, including, at a minimum, precise articulation and effective communication of the skills and abilities that a freshman student must have to be successful at the institution;
- II. Enhancement and improvement of or demonstration of success in the enrollment, retention, and graduation of economically disadvantaged students and students from traditionally underrepresented groups by, at a minimum, implementing precollegiate experiences and programs cooperatively designed by elementary and secondary and higher education institutions to increase the number of such students who are qualified to enter postsecondary education;
- III. Combination of efforts with secondary schools to enable students to complete programs of postsecondary education quickly and efficiently and to encourage and allow twelfth grade students to take postsecondary courses;
- IV. Implementation of standards based on the standards developed in elementary and secondary education as they relate to the requirements for admission to institutions;

- V. Improvement of or demonstration of successful existing elementary and secondary educator preparation and professional development through in-service and preservice programs, including but not limited to programs for preparation of and professional development for principals; and
- VI. Implementation of faculty-to-faculty exchanges and conferences, involving secondary and postsecondary faculty members, to assist in articulating and communicating student requirements and in nurturing cooperation between the elementary and secondary and higher education systems.

Goal: Provide for work force preparation and training. In achieving this goal, each institution must, at least:

- I. Provide or assist students in obtaining information concerning potential employment opportunities for each major and degree prior to the time that students are required to declare a major;
- II. Prepare graduates who possess the basic abilities and skills necessary in a variety of careers;
- III. Integrate real world experiences into the educational process and facilitate school-to-work opportunities;
- IV. Provide opportunities for cooperative education and internships;
- V. Cooperate with employers to assess their level of satisfaction with the preparation of graduates; and
- VI. Respond to Colorado businesses through development of work force training programs and research needed for economic development.

Goal: Use technology to lower the institution's capital and administrative costs and improve the quality and delivery of education. In achieving this goal, each institution must demonstrate, at a minimum, achievement of the following:

- I. Integration of technology into the educational process in ways that reduce the institution's cost per unit of education;
- II. Integration of technology into the educational process in ways that demonstrably improve the marketability of graduates in the workplace;
- III. Improvement in student access and continuing education through increased use of distance learning technologies; and
- IV. Improvement in learning productivity through the use of technology.

Goal: Provide services with a high level of operational productivity and effectiveness. In achieving this goal, each institution must:

- I. Establish positive trends, consistent with each institution's statutory role and mission, in student outcomes and levels of achievement, including but not limited to student retention, student transfers, graduation rates, and job placement or participation in further education by graduates;
- II. Provide instruction, student services, and administrative services using an efficient and productive delivery system; and
- III. Direct state- and tuition-funded academic research in large measure to projects that will have a direct beneficial impact on Colorado, including benefitting the state economy, civilization, K-12 education system, and the environment.

APPENDIX C

Higher Education Quality Assurance Act

The Quality Indicator System

House Bill 96-1219 directs the CCHE, on or before July 1, 1998, to establish a system-wide set of quality indicators. These indicators must be based on the statewide goals and be able to generate data to measure the performance of the statewide system of higher education. CCHE must annually reexamine the indicators and modify them as necessary. In addition, each governing board, with the approval of CCHE, is required to select sets of the indicators to be reported by each institution under the governing board's management. The governing boards must ensure that each set of indicators is unique to the institution's role and mission. Such indicators must be designed to generate the necessary data to measure each institution's achievement of the statewide expectations and goals and the five policy areas under the Senate Bill 93-136 process. CCHE may add indicators to any institution's set of quality indicators in addition to those chosen by the governing board. The General Assembly may appropriate funds to assist CCHE in developing and administering surveys or other information-gathering tools for the indicator system.

Indicators may be based on, but are not limited to, the following general guidelines:

Institutional Performance

- The efficiency and productivity of each institution, according to its unique role and mission;
- Each institution's stewardship of assets; and
- Whether the institution implements specific practices to enhance future institutional performance.

Student Satisfaction and Success

- Anticipated student outcomes;
- Whether valued experiences were provided by the institution;
- Student access to valued resources and services; and
- The affordability of the institution in terms of the cost to the students.

Employer Satisfaction

- Satisfaction with attitudes and skills of new employees;
- Employer access to and satisfaction with the provisions of continuing professional education opportunities; and
- Employer access to and satisfaction with the provision of relevant technical assistance and applied research by institutions.

Systemic Performance

- Student access to higher education;
- The overall affordability of higher education both to students and the state;
- The educational development of the citizenry of the state; and
- The institution's contributions to identified state needs and priorities.