

**State of Indiana
Commission for Higher Education**

Minutes of Meeting

Thursday, May 14, 2015

I. CALL TO ORDER

The Commission for Higher Education met in regular session starting at 1:00 p.m. at Vincennes University – Jasper, Center for Technology, Innovation & Manufacturing, Room 226/227, 961 College Avenue, Jasper, IN 47546 with Chairman Dennis Bland presiding.

ROLL CALL OF MEMBERS AND DETERMINATION OF A QUORUM

Members Present: Gerald Bepko, Dennis Bland, John Conant, Sarah Correll, Susana Duarte De Suarez, Lisa Hershman, Chris LaMothe, Chris Murphy, Dan Peterson, John Popp, and Caren Whitehouse.

Members Absent: Jon Costas, Allan Hubbard, Jud Fisher

CHAIR'S REPORT

Mr. Bland began his remarks by stating that, on behalf of the Commission, he would like to thank President Dick Helton for his hospitality at yesterday's events and for hosting our meeting today. He took a moment to express his condolences in memory of Hannah Wilson, a student from Indiana University, and encouraged the Commission to always be conscious of our responsibility for our students.

Mr. Bland reminded the Commission that its annual H. Kent Weldon Conference for Higher Education was held on Tuesday, April 14th in Indianapolis, focusing on *Connecting College and Careers*. The event was attended by over 240 higher education partners including faculty, students, university representatives, policymakers and employers. The conference focused on the integration of career experience into postsecondary degree programs, serving as a networking opportunity between educators and employers with partners in their region and economic sector. The Lieutenant Governor Sue Ellspermann provided welcoming remarks that articulated the importance of career experiences and internships before and during higher education experiences. The keynote by Carol D'Amico with USA Funds demonstrated how career experience in college enhances direction and purpose after graduation. Attendees participated in one of two parallel sessions following the keynote to hear firsthand from college presidents and employers who have successfully implemented these partnerships. After these sessions, attendees participated in a networking lunch and an interactive reflection during which they were matched with others from their sector and region. I had the pleasure of providing closing remarks for this event. I would like to thank our speakers, our event organizers and those who attended for making the event a success and challenging us to think differently about the connections between college and careers.

As my final comment, I want to appreciate how, even after several years, there always seems to be mindfulness about the reason and motivation behind that conference and the namesake behind the event. Once again it was a great reminder about Kent Weldon and his influence on higher education in the State of Indiana. Mr. Bland said that he is grateful that there is an opportunity to perpetuate his legacy at that conference.

COMMISSIONER'S REPORT

Commissioner Lubbers began her report stating that last Saturday, Chairman Dennis Bland, was the commencement speaker for Marian University. As usual, his thoughtful perspective inspired those in the audience, several of whom mentioned it to me over the weekend. I received a copy of his speech, and want to share one paragraph with you as we begin today's meeting.

Ms. Lubbers quoted Mr. Bland's speech, "Morality speaks of people having a fundamental awareness of conscience, making certain distinctions around this awareness, and then utilizing sound behavioral choices around those distinctions. Those who value morality assess situations, employ a standard to make discriminating distinctions in those situations, then make decisions which conform conduct to what they deem is sound and beneficial. Some examples of these distinctions are: good/bad; right/wrong; helpful/hurtful; and love/hate. Morals are a compass of conscience, a homing device of the head and heart which leads us away from harmful conduct and toward health and winsome choices. With this compass, we not only see and appreciate distinctions around diametrically opposed positions, but are inspired to actually do what is right and good."

His words speak eloquently of the challenge all of us – not just college graduates – face in living a life of higher purpose. In this season of commencement addresses, I thought it was fitting to share some of Dennis' words with his colleagues on the Commission and those in the audience.

I hope you've noticed in the weekly news clips distribution the attention that has been given to our Career Ready Campaign. This has provided an opportunity for us to work with all our partners – K-12, colleges and universities, Department of Workforce Development, employers and policymakers – to promote the value of work based learning. Our Kick-off on April 20th with Lt. Governor ElSpermann focused on the alignment between education and employment. This campaign runs through the end of July but marks the beginning of our efforts as we also highlight career preparation in our updated strategic plan.

I would also like to highlight a milestone that was recognized in our working session: all of our public college and university campuses have signed on to participate in the voluntary agreement that makes it easier for students to take online courses with the assurance that they meet standards of quality. Likewise, the agreement, known as the State Authorization Reciprocity Agreement (SARA) creates a more efficient and effective process for schools and states and ensures greater consumer protection. Indiana was the first state to join SARA and with a total of 45 public, private and for-profit colleges participating in the agreement is leading the nation in this regard, also.

CONSIDERATION OF THE MINUTES OF THE MARCH, 2015 COMMISSION MEETING

R-15-03.1 RESOLVED: That the Commission for Higher Education hereby approves the Minutes of the March, 2015 regular meeting (Motion – Murphy, second – Whitehouse, unanimously approved)

II. PUBLIC SQUARE

A. Competency Based Education: *What it is and what it is not*

Mr. Bland began the Public Square stating that as the Commission engages in discussions related to competency that will guide the development of the 2015 Strategic Plan, it will have the opportunity to hear from our partners from Public Agenda as a three-part series.

The first of these sessions is with Alison Kadlec, Ph.D., Senior Vice President & Director of Higher Education & Workforce Programs. Alison leads the design and implementation of Public Agenda's higher education and workforce development research and stakeholder engagement work. She and her team have worked with dozens of colleges and universities across the country to support the capacity of institutional leaders and faculty at every level to effectively engage members of their communities as constructive partners in the hard work of change on behalf of student success.

Mr. Bland also mentioned that last year the Commission passed a resolution in support of competency in higher education. These discussions will help provide a path for the specific steps necessary to further the work called for in that resolution.

Ms. Alison Kadlec began her presentation by stating that Public Agenda does not advocate for Competency-Based Education (CBE) and that the mission-driven organization is to improve the quality and accelerate the pace of problem solving around complex and divisive issues. Because there is no shortage of complex and divisive issues in higher education and workforce, we have a large body of work in that. In that role, work around CBE happens at multiple levels. They are the project management and infrastructure for the CBE Network, in which Purdue University is the first Indiana member. It is a network of field-leading institutions that are building and launching high quality, full degree sequences that are competency-based. The network is funded by Lumina Foundation and is designed for the institutions leading the edge of CBE to collaborate on common challenges of building high quality programs and to accelerate projects through collaboration across institutional boundaries. She said that there is an explosion of interest around CBE in the country, with only 20 institutions in 2012 and a year later over 250 institutions that say they are working seriously in CBE. It's extremely important to find out what it is these institutions are doing because there are a host of dangers around anything that may seem like a sort of fad. There is an accompanying twelve month project funded by the Melinda Gates Foundation to research and understand what is happening in that broader landscape including what are the patterns and practices and the emerging standards of practice and quality. Partners in that work

include the Association of American Colleges and Universities, The American Council on Education, EDUCAUSE among others. In addition, Public Agenda is also working with the United States Department of Education on experimental sites for CBE which are experiments to allow CBE to distribute Title IV Financial Aid to students in programs that are not necessarily course-based, credit-based programs but are untethered from the credit hour. There are policy and regulatory issues around CBE and practice issues around the design of quality programs, and then there is the broader field that we're trying to understand so these are the levels at which we're working.

Ms. Kadlec said there are many unknowns despite the explosion of interest in CBE and despite the fact that there are a number of institutions that have been working for decades on related models. Modern, CBE is a very new enterprise and it is not yet known whether or not the conditions under which these models are sustainable, scalable and can be truly high quality for learners from all backgrounds.

Ms. Kadlec discussed what the problems CBE is trying to solve. She said that the credit hour was invented to solve an administrative issue and was never intended to serve as a proxy for student learning. This is the fundamental background piece of information that is important context for the emergence of competency-based (CB) models. She said that students are graduating with degrees having taken 60 to 120 credit hours but what that actually means in terms of student learning is unknown.

She said that two thirds of provosts and chief academic officers say that grade inflation is a serious problem. The majority of employers are complaining about the quality of graduates being produced. 70% of college graduates are unable to perform basic tasks such as accurately comparing the content of two opposing editorials. Colleges and universities supplement the credit hour with grades as a way to connect time and learning but it's not working. For many institutions that are seeking to experiment with CBE, they are viewing the growing movement to restructure academic delivery in a way that allows students to make progress based on what they learn and are able to do rather than the amount of time spent sitting in a classroom as a potential corrective to many of the problems that traditional higher education is facing.

She discussed the potential benefits of CBE. One benefit is improved educational quality because the focus is on demonstrations of student learning and mastery. Another benefit is accelerated completion for some, but it is not known the extent to which CB models produce acceleration for students. Because CBE allows for the recognition of pre-existing knowledge and skills and would theoretically allow students to move at a faster pace. There is the potential for cost savings if we improve educational quality and create pathways for students to move at their own pace. Two thirds of students take courses at multiple institutions and two thirds are taught by non-tenure track faculty. This is where CBE and the issue of transferability of credits dovetail into a constellation of a shared set of challenges.

She said that currently there is no single model that has proven superior. There are models that are evolving on the fly as they try to navigate the current policy

environment. If they do not work it should not be because of special business interests or a host of barriers to effective, collaborative problem solving.

She described what CBE is not and said she would then describe what CBE is. It is not window dressing and putting new words on old ways of doing things. It is not narrow job training; cheaper and faster; testing to a degree; a harbinger of quality erosion; only online; only for adults or a passing fad. CBE is not the same as Prior Learning Assessment (PLA). PLA is a tool to help award credit for knowledge gained prior to entering a program and can be built into a CBE program. CBE is a pedagogical and curricular approach to academic design and delivery.

She discussed what CBE is. It is about a fundamental shift in teaching and learning that measures individual learning rather than seat time. It is a pedagogical and curricular approach that makes learning and its validation transparent to students, institutions and employers. It is one choice for learners that are not well served by traditional models. It is not designed to replace traditional models of higher education but is designed as a choice for learners. It is a potential driver of quality improvement in traditional higher education.

Terms that get tossed around a great deal are competency, proficiency and mastery. Competencies are created to define sets of knowledge, skills, concepts and mindsets that learners need to know and be able to do. Learners must demonstrate their proficiency in a competency, multiple demonstrations of proficiency and integration of learning lead to mastery. Students' progress is based on their ability to demonstrate mastery of a comprehensive set of skills, knowledge, behaviors and mindsets at multiple times in multiple ways.

There are universal design principles emerging for quality CBE. Teaching and learning is student centered. Curriculum is planned with competencies in mind. Competencies are explicitly designed, developed and able to be demonstrated. Assessments evaluate student demonstrations of competencies. Faculty and stakeholders are invested and engaged. Staff roles and structures are flexible.

In response to Ms. Lubbers' question asking how do you know where the student is when you begin so that you know how to design an individualized, student centered system, Ms. Kadlec said that different models do this in different ways. She highlighted a CBE program in Tennessee that uses a behavioral assessment for every student that examines their skills, capacity and knowledge and helps to assess where the gaps are. After the students have completed the eight hour behavioral assessment, they can leave with up to 15 or 20 credits. All CBE programs have to map back to the credit hour because of current federal regulation. Every program has some mechanism for determining at the outset where students are and find out where the gaps are. This is where PLA is potentially a powerful tool for CB programs.

Ms. Kadlec discussed high quality assessment with CBE programs. She stated that high quality assessment is valid and transparent. It must assess the competencies and level of mastery they are designed to address. They are transparent not just to those who designed them, but to students. High quality assessments provide

ongoing, real-time feedback to students. It allows for multiple demonstrations of proficiency. It is an authentic assessment that reflects the application of skills, knowledge and mindsets in real life settings. The extent to which an assessment is able to measure proficiency and application in real life settings makes assessments much more rich, reliable and valid. Ms. Kadlec said that these are the areas that could have the greatest impact on traditional higher education.

Dr. Conant's commented that CBE appears to be the same as higher education as he has experienced it for the past 34 years, the only difference being that instead of using the term competency-based, the terms pedagogy and curriculum development were used. In response to Dr. Conant's comments that he is uncertain what CBE is adding or changing, Ms. Kadlec said that for many of these programs and the purpose of the federal experimentation with Title IV is to move away from mapping to the credit hour.

Dr. Conant stated that as a professor and faculty member, none of his students receive anything from just "seat time" and that they design curriculum and assessments in traditional higher education to do all that CBE is described to do. A student doesn't receive a grade, A, B or C, unless they have demonstrated that they have an understanding of the material.

In response to Dr. Conant's comment that they use learning objectives instead of competencies and what the difference is, Ms. Kadlec said that research shows that there is a 60% increase in grade inflation over the last 40 years. Dr. Conant said that grade inflation is a problem and that it should be dealt with but he doesn't see how the assessment, administration and incentives of CBE will have any fewer problems than the assessment, administration and incentives of a student credit hour.

Ms. Kadlec said that there is greater potential for transparency to which Dr. Conant responded that if a curriculum designer says my learning objectives aren't transparent enough, then that is something that needs work. Ms. Kadlec said that as a former faculty member, she understands what he is saying and that nobody thinks that students get credit for seat time. She continued to say that what students are actually able to know and do in the workplace today is staggeringly different from what we think students are learning and that is a problem that CBE is trying to address. Dr. Conant stated that is something over the last decade that there are additional staff dedicated to helping design curriculum, assessments and pedagogy to do all that CBE would do. Ms. Kadlec agreed that today most faculty members are comfortable with the idea of not being an isolated enterprise and that one must collaborate and draw on the knowledge of people in instructional design, technology and predictive analytics. She said that another way to look at this is that the tremendous effort that traditional academics have put in over the last ten years is creating the basis for CBE models that are trying to emerge and untether from being tied to the credit hour. She said that the work that traditional higher education has paved the way for something that might also be reflected back and add some richness to what you are already doing.

Mr. LaMothe stated that one of the things he keeps hearing out in the business world is that there is a growing number of end users of the products coming out of our higher education system that are not satisfied with the quality of the product. All of these kids are passing their courses as they go through the system and coming out with degrees, but then when they come into the workforce there seems to be a gap between what the end user is looking for and expecting from someone graduating from higher education and what reality is. In response to Mr. LaMothe's question as to whether the end user is considered under the CBE approach in the development of the competencies and assessments so that the growing gap can be bridged, Ms. Kadlec said yes, the CB programs that are the most robust have subject matter experts and have strong working relationships with employers on the design of program level outcomes that they map back into this so that everything from the curriculum to how you transcript the knowledge so there isn't that gap. She stated that it is one thing to say, my student learned this, instead of saying these are the five ways in which they demonstrated mastery of these concepts and applied them in settings like your settings.

Ms. Lubbers said that what comes to her mind is when employers started holding up a high school diploma around 20 years ago and saying this diploma doesn't mean anything to me anymore as people graduate high school and they are not coming to me prepared. That drove the whole standards and assessment movement in K-12, and some would say eventually over-testing. Higher education stands to be in the same position when people start holding up a college degree and saying, this doesn't mean anything to me. Whether or not in some places it is being done correctly, there is still this sense that the value of higher education is under question and there has to be some way for us to validate in a richer way what people know. We will never be able to completely standardize it but there needs to be a better, more comprehensive way to have some indication of what students know. Maybe there are various ways to do it but it would be short-sighted for those of us in higher education to not have this very tough discussion right now.

Ms. Kadlec responded that Ms. Lubbers raised a very important point, that standardization isn't going to happen, but the best chance we have is genuinely requiring and making transparent not just what students were exposed to and what others say they learned, but what they are actually able to do and apply that knowledge in settings.

Mr. Murphy said that a lot of businesses have been forced to do that themselves because we don't get anything from a grade. He said people come out of college without writing or basic math skills so businesses must test them. It is true that some people have tough grading or ways of determining whether someone truly understands or masters a particular discipline, but for most they are not and certainly not common across institutions. He said that he is not sure if this addresses that commonality among institutions, but if it does it is getting back to standardized testing. He said they use standardized testing in business because they can look at two people asked to do the same writing assignment and determine which of them is capable.

Ms. Duarte De Suarez stated that as an employer you go out with a certainty that hiring someone with a college degree is prepared not just to do the job you are hiring them for, but to take it further and create something new. Not only are those basic skills lacking but she's also seeing a tremendous lack of analytical skills and the ability to synthesize information. She said that is the very purpose of higher education to prepare them and give them the tools to learn on the job and move it forward.

Ms. Kadlec said that there is a danger in the language of CBE and she would get away from the use of the word competency because as a former faculty member, her job was not to make people competent. Her job was to help them become thinkers who could have greater agency in their own lives and be successful. It is about integrating and applying knowledge in novel settings.

Dr. Conant said that if we take a macro or long-term view, we are now admitting 45% of our high school graduates to college instead of 22%. He said that when he started teaching his class size was 18 and it is now 50-60 and those are some of the reasons behind the results businesses are getting. He said he doesn't have the time for his students in the way that he did when his class size was smaller.

Ms. Kadlec responded that Dr. Conant makes a critical point and said that it is another reason to take CBE seriously and ask the most important questions about CBE, which are about quality and not about speed.

III. BUSINESS ITEMS

A. Career Ready Campaign

Mr. Bearce presented this item.

Mr. Peterson commended everyone's work on this. He said it is obvious if you look at the geographic areas that are working on these issues that it is getting attention around the state. He knows from the work that he has been doing that he knows how challenging it is in rural parts of the state to have enough companies that have the wherewithal and capability to provide that opportunity and engagement with their school system and higher education partners. There is both a challenge in supply in organizations to be involved in that, and also on the demand side, many students do not know about these opportunities. That boils back to their home life and the counselors in the schools who are quite often overworked and focused on social issues and not on the career counseling piece. Indiana Youth Institute and their professional counseling meetings are another key partner to work together with in this.

Mr. Bearce responded that they hear this from both sides that educators don't know where to start in terms of contacting employers and vice versa. He said that they work through various channels to survey both of those groups to determine where the interest lies. He said the biggest challenge to date has been identifying willing employers. We know those employers are out there but not all have made the connection how this is in their best interest as much as it is the students'.

B. Non-Binding Tuition and Mandatory Fee Targets for 2015-16 and 2016-17

Mr. Popp stated that the Budget and Productivity Committee (BPC) is in agreement to keep tuition in line. The recommendation is to either keep it flat or no more than the cost of living, which is approximately 1.6% per year. He proposed amending the resolution following the example set by President Daniels at Purdue University to keep tuition flat. Mr. Popp sees potential and opportunities to try to find areas of efficiency. He recommends to amend the resolution to state that tuition should be flat or not increase more than the cost of living for the first year, but for the second year, to keep it flat and give the universities a year to look at efficiencies. It would be making a statement and Indiana could be the standard bearer in trying to stem the inflation increase.

Mr. Bland asked for any feedback or discussion.

Dr. Conant stated that his only concern is that this might unintendedly give an advantage to those institutions who have raised tuition the most and perhaps unfairly treat those who have actually done their best to hold down costs.

Mr. Murphy commented that this is an ominous sort of bill and deals with a broad set of institutions across the state and feels we need to make sure we have enough room that each institution with their governing boards make the choices that they have to make to be successful in achieving their mission giving a strong signal that we want people to be more efficient and effective to continue to try to hold down the costs of higher education. Mr. Murphy thinks that the original recommendation and motion does that and believes it is good that the Commission wants to see stronger efforts in this area and we want to continue to shine a bright light in places where there may be cost savings to achieve more efficiency and more effectiveness.

Mr. Peterson stated that there is no question that we would all love to see every institution do what Purdue University has done, not just in Indiana but across the country. That is a hope and aspiration but he believes strongly that the trustees and leadership of all of our institutions are well aware of the challenges around costs and the pressures on our State and citizens and are working hard. The level of student debt is not a hidden phenomenon and agrees with the notion to set a hard line in the sand. However, he thinks that the Commission's role and the research done by the staff to put forth a logical and more conservative recommendation using a higher level consumer price index. He thinks it is a balanced approach that sends the right tone but that also gives the institution boundaries to work within knowing they are juggling a lot of issues. It gives them some certainty over what is going to happen over the extended biennium. He is in support of the motion that came forward as it stood.

Mr. Popp said that he thinks his amendment is doable. He will vote against it but it will prove that the Commission is a deliberative body and do not always agree.

R-15-03.2 RESOLVED: That the Commission for Higher Education approves the recommendation of non-binding tuition and mandatory fee increase targets for each of Indiana’s public postsecondary institutions for 2015-15 and 2016-17 consistent with this agenda item. (Motion – Murphy, second – Correll, approved by majority)

C. Capital Projects for Full Discussion

1. Purdue University West Lafayette Innovation Design Center – Student Projects Facility

Mr. Green presented this item. Mr. Hawkins gave the staff recommendation.

Mr. LaMothe requested clarification as to whether this was a new building or renovation to an existing structure and Mr. Green clarified that it will be a new building on land purchased by Purdue University for \$1.5 million in 2006.

In response to Mr. Murphy’s question asking how space is assigned when a multidisciplinary building like this is constructed, Mr. Green stated that academic units may consider space theirs but Purdue manages all space centrally. In this case, we would be assigning that space to Colleges of Engineering and Technology to co-manage for their student projects and is dedicated for student activities in Engineering and Technology.

R-15-03.3 RESOLVED: That the Commission for Higher Education approves by consent the following capital projects, in accordance with the background information provided in this agenda item:

- Purdue University West Lafayette Innovation Design Center-Student Projects Facility (Motion – Murphy, second – LaMothe, unanimously approved)

2. Purdue University West Lafayette Centennial Mall Sitescape and Utility Tunnel Repair

Mr. Green presented this item. Mr. Hawkins gave the staff recommendation.

R-15-03.4 RESOLVED: That the Commission for Higher Education approves by consent the following capital projects, in accordance with the background information provided in this agenda item:

Mr. Peterson commented that on behalf of the Budget and Productivity Committee, we reviewed and approved this project and since then I was at a meeting and nearly got run over by a delivery truck. From a safety standpoint I can vouch for it personally.

- Purdue University West Lafayette Centennial Mall Sitescape and Utility Tunnel Repair (Motion – Duarte De Suarez, second – Whitehouse, unanimously approved)

D. Academic Degree Programs for Expedited Action

1. Associate of Applied Science in Precision Agriculture Equipment Technology
2. Master of Science in Genetic Counseling to be offered by Indiana State University
3. Master of Science in Education in Educational Leadership to be offered by Indiana University South Bend
4. Bachelor of Science in Health Sciences to be offered by Indiana University South Bend
5. Bachelor of Arts in Law in Liberal Arts to be offered by Indiana University Purdue University

R-15-03.5 RESOLVED: That the Commission for Higher Education approves by consent the following academic degree programs, in accordance with the background information provided in this agenda item:

- Associate of Applied Science in Precision Agriculture Equipment Technology
 - Technical Certificate in Agriculture Equipment Service Technician
 - Technical Certificate in Precision Agriculture Specialist
 - Technical Certificate in Precision Agriculture Technician
- Master of Science in Genetic Counseling to be offered by Indiana State University
- Master of Science in Education in Educational Leadership to be offered by Indiana University South Bend
- Bachelor of Science in Health Sciences to be offered by Indiana University South Bend
- Bachelor of Arts in Law in Liberal Arts to be offered by Indiana University Purdue University (Motion – Peterson, second – Correll, unanimously approved)

IV. INFORMATION ITEMS

- A. Proposals for New Degree Programs, Schools, or Colleges Awaiting Commission Action
- B. Requests for Degree Program Related Changes on Which Staff Have Taken Routine Staff Action
- C. Capital Projects Awaiting Action
- D. Media Coverage

V. NEW BUSINESS

There was none.

VI. OLD BUSINESS

There was none.

VII. ADJOURNMENT

The meeting was adjourned at 2:57 P.M.

Dennis Bland, Chair

Susana Duarte De Suarez, Secretary