



# REACHING HIGHER

## STRATEGIC DIRECTIONS FOR INDIANA

June 8, 2007

### **Indiana Commission for Higher Education**

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INDIANA COMMISSION  
*for*  
HIGHER EDUCATION

As approved by the Indiana Commission for Higher Education on June 8, 2007  
Technical corrections made on June 11, 2007

## About the Indiana Commission for Higher Education

*The Indiana Commission for Higher Education is the state’s coordinating agency for higher education. Its statutory purposes (IC 20-12-0.5-3) are to plan and to coordinate Indiana’s state-supported system of postsecondary education, taking into account the plans and interests of independent colleges and universities; to define the educational missions of public colleges and universities; to review both operating budget and capital budget appropriation requests from public institutions; to approve or disapprove for public institutions the establishment of any new branches, campuses, extension centers, colleges or schools; to approve or disapprove for public institutions the offering of any additional associate, baccalaureate or graduate degree or certificate program of two semesters or more in duration; to review all programs of public institutions and make recommendations to the governing board of the institution, the Governor, and the General Assembly concerning the funding and the disposition of these programs; and, to review the budget requests of the State Student Assistance Commission.*

*For additional information, go to [www.che.in.gov](http://www.che.in.gov).*

## STATEMENT OF VISION

Indiana's system of postsecondary education\* will aspire to be the global standard of quality, value, relevance and accessibility by:

- Providing every qualified Hoosier high school graduate with access to and the maximum potential for success through a high-quality postsecondary education regardless of financial need;
- Providing a broad range of educational alternatives in convenient settings, without unnecessary duplication, that responds to the state's needs for an educated workforce and other human capital; and
- Providing flexibility for Indiana's colleges and universities to identify, define and realize their distinct missions and strengths within a defined and interdependent state system that will advance Indiana as one of the most attractive places to live, learn and work.

## IMPERATIVES FOR CHANGE

For at least two decades, Indiana has faced a set of fundamental challenges. Though the state has experienced progress in addressing some of these challenges, all must be met if the state is to prosper and the full value of our vision as a state with excellent long-term prospects is to be captured.

- Coupled with Indiana continuing to have an economy highly dependent on manufacturing and consistently being one of the nation's highest in terms of job losses, personal bankruptcies and home foreclosures, Indiana currently **ranks 35th nationally in the personal income** of its residents.<sup>1</sup> Now more than ever, the future of Indiana depends on improving the education and skills of its populace. In fact, results from a recent statewide survey revealed that almost every Indiana respondent (98 percent) perceived a college education to be important, particularly for increasing opportunities for a high-paying job.<sup>2</sup> If Indiana is to be competitive nationally and internationally, its entire populace will need to achieve a depth and breadth of education never seen in the state's history. Most concerning is the consistent gap between the college participation and degree-earning rates of minority students and low-income students when compared to their peers. Indiana's failure to address such achievement gaps will constrain future growth and opportunity.
- Indiana has experienced unprecedented enrollment increases at its colleges and universities, primarily due to dramatic improvement in its college-going rate of recent high school graduates to rank 10th nationally at 62 percent, up from 34th in 1992.<sup>3</sup> Additionally, Indiana's new community college has met the goal of adding 30,000 new students into the system.<sup>4</sup> Yet Indiana **continues to lag the nation in the percentage of its adult population aged 25 and older participating in higher education<sup>5</sup> as well as attaining a degree beyond high school.**<sup>6</sup> Furthermore, the state continues to lose annually approximately 20,000 students who drop out of high school — a group that is disproportionately represented by low-income students.<sup>7</sup> These students with extraordinary educational deficits, as

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\* System of postsecondary education is used here to refer to the full range of program opportunities including technical certification, associate, baccalaureate, and graduate programs and both two-year and four-year public colleges and universities and recognizes the role played by the independent colleges and universities in the state as a parallel system.

measured by emerging global standards, are more likely than students who have succeeded to stay in Indiana and in the future are more likely to make up a larger percentage of the total Indiana population.

- Indiana performs well in the number of bachelor's degrees awarded per 100 high school graduates, ranking 15th at 58.1 percent compared to 51.8 percent nationally.<sup>8</sup> However, postsecondary education trend data for industrialized countries suggest that the United States is losing its competitive position and Indiana will have to **increase the number of its citizens who have baccalaureate degrees by 10,000 per year if Indiana is to compete internationally.**<sup>9</sup> Indiana will simply have to do better on a number of fronts, including increasing the baccalaureate completion rate at all universities, especially those with very low four- and six-year completion rates, and increasing the number of community college students who transfer and complete a baccalaureate degree.
- Students and their families increasingly have been bearing more of the costs of higher education. This shift from the state to family share has resulted in Hoosier families, like all families nationwide, experiencing on average a doubling of tuition and fees over the past 10 years. Though family income and state financial aid both have grown, neither has been able to keep pace with college costs, which have increased at nearly four times the rate of inflation. **In addition to working more, students are increasing their reliance on loans and credit cards to finance their education.** Nearly two-thirds of students attending four-year public colleges financed a part of their education through loans in 2004 — compared to less than one-half of students in 1993.<sup>10</sup> **Coupled with low college graduation rates, many students may leave college with educational debt, but without the educational credentials that will lead to a better job and higher wages.** Such students are 10 times as likely to default on their loans and twice as likely to be unemployed compared to student borrowers who complete their degrees.<sup>11</sup>
- Currently 68 percent of Indiana high school students graduate with Core 40 (Indiana's college preparation curriculum).<sup>12</sup> Beginning with the class of 2011, Core 40 will be the high school curriculum for all students as well as the minimum course requirement for Indiana's public universities. But even Core 40 will not guarantee college placement and success if there is not adequate performance. Presently, **Core 40 end-of-course exams indicate low proficiency and uneven quality statewide,**<sup>13</sup> **and 25 percent of all students and 75 percent of community college students need remediation when they enter college,**<sup>14</sup> which are unacceptable figures.
- Indiana continues to experience **unmet skill shortages** in particular areas such as nursing; teachers in special education, math and science; and machine and tool operators.
- In 2003, Indiana implemented an incentive to encourage and assist its major research universities in attracting competitive science and engineering research dollars coming into the state. **Though Indiana's total research and development expenditures per capita have improved to be competitive with neighboring states, at \$135.10, they still lag the national average of \$146.20.**<sup>15</sup>

These challenges for postsecondary education in Indiana must be analyzed in relationship to discussions that are underway across the nation. Alarms have been sounded about a variety of problems in American higher education. It may be falling behind other developed countries in producing educational attainment. Poor preparation for college has created new debilitating pressures. Populations that historically have not participated in (or have been unable to access) postsecondary education are growing while populations that have been very good at accessing and participating in postsecondary education are shrinking as a percentage of the total population. Costs have accelerated to a point where there is fear that each new cohort of students will have less in the way of educational opportunities. And the major concern is how all this relates to American competitiveness in a more complex and demanding global economy.

## ACHIEVING GREATER SYSTEMIC EFFICIENCY

Indiana has a variety of public and independent colleges and universities, each of which serves a critical mission for the state and is an important part of its regional economy. For each of the public institutions, the legislature has provided an independent board of trustees with responsibility for its mission and fiscal soundness. The challenge faced by the state is ensuring that these institutions form an integrated system of postsecondary education that delivers the exceptional instruction, research and service necessary to meet the needs of the state and all its residents in the 21st century. Furthermore, Indiana's system of postsecondary education includes the independent colleges and universities that are an important part of the fabric of education in the state. The independent institutions play an important role in educating Indiana students; are an integral part of the economic, social and cultural lives of their communities; and draw direct state financial aid assistance for low-income Hoosier students.

Through recent discussions and reviews on ways to address the challenges facing Indiana, there has been increasing focus on deficiencies in Indiana's postsecondary education structure. Though Indiana's institutions are widely recognized as performing at high levels, many believe that the institutional-centered focus has inhibited an examination of how well the institutions coordinate their activities in the interests of the students in the state, and how such coordination can be maximized to its fullest potential and ensure that Indiana has an integrated system of higher education.

In this context, one specific issue of efficiency has been noted: Indiana enrolls a much lower percentage of students at two-year campuses and, owing to the historic absence of widely available community college resources, some have argued that too many students are enrolled at four-year university campuses. This has created what has been described as an "inverted pyramid" of costs, suggesting that Indiana is not using its overall resources as efficiently as other states. More important, Indiana is not giving as much opportunity as it should for access and affordability at a local level to a broader audience of the state's high school graduates. Other examples of system imperfection include: (1) having the remediation function spread out among all Indiana public colleges and universities, creating an inefficient and ineffective use of state resources; (2) having the associate degree mission spread out among all Indiana public colleges and universities; (3) lack of sharply defined missions of the regional campuses that are coordinated and differentiated in an organized manner; and (4) lack of a system approach toward meeting the needs of adult learners.

In accord with a national movement to advance community colleges as low-cost alternatives to broaden the audience for higher education, there has been an increasing awareness of the need for Indiana to supplement the existing institutions with a full range of community college opportunities, giving access to a much larger population of students. This is especially important for Indiana's adult student populations, which are less well served and have achieved at significantly lower levels than in other states. Since 1999, Indiana has made significant progress in establishing a new Community College of Indiana but is just beginning to benefit from a more systematic approach to developing educational alternatives.

## ROLE OF THE COMMISSION

The Indiana Commission for Higher Education (ICHE) has focused on many of these challenges and addressed them in various ways. One such effort is ICHE's *Framework for Policy and Planning Development in Higher Education*, created during 2003 in partnership with Indiana's public colleges and universities. The *Framework* was to be a frame of reference or a window of ideas through which ICHE could make funding recommendations, approve new degree programs and limited student housing for selected campuses, and review existing offerings such as widely distributed associate degree programs embedded in multiple institutions. The *Framework* represented a preliminary effort to look at the educational services provided to Indiana residents and the outcomes produced by all institutions, as well as to rationalize and harmonize areas of overlapping activity.

## FROM FRAMEWORK TO STRATEGIC DIRECTIONS

In 2006, because of renewed questions of efficiency and effectiveness, the notion of Indiana's inverted pyramid, the intensifying national discussions on higher education, and a growing public desire for institutional accountability, ICHE decided to renew the *Framework* document to provide direction on how ICHE and the institutions can collaborate to pursue important, broadly supported, strategic directions for Indiana higher education. These strategic directions are intended to advance a common vision for postsecondary education in Indiana. They contain insights and conclusions on which all should be able to agree for how the system should evolve and how the institutions can interrelate for the benefit of the state. At the same time, while being clear and concrete, these strategic directions aspire to avoid prescriptive and restraining detail. The purpose of these directions is to call forth the creativity of the institutions in implementing a common vision in distinctive yet supportive ways, recognizing that the independence of the institutions has fostered greatness in many areas and that excessive regulatory activity or planning could impair some of those highest institutional achievements.

The overarching goal of these strategic directions is to help Indiana optimize and more fully integrate its **system** of postsecondary education. This means striving to achieve a system of coordinated parts that operates at the highest levels of quality and is more accountable for overall results, more responsive to state needs, more cost effective and more affordable for Indiana residents.

## ASPIRATIONS FOR INDIANA'S POSTSECONDARY EDUCATION

This strategic document focuses on five primary areas spanning Indiana's system of postsecondary education and is reflective of the aspirations required to have a vibrant, entrepreneurial economy and a creative, informed citizenry, necessary for the state to prosper in an increasingly competitive world. They are intended as touchstones to guide practical policy and create a sense of teamwork between and among the postsecondary institutions and ICHE to improve the way all of us serve the citizens of Indiana.

Above all else, a high level of quality and accountability must permeate and transcend all areas. Indiana's postsecondary education system must achieve an international reputation for quality in instruction, research and community engagement by holding itself accountable for results and being transparent about reporting performance-related data. The system must be designed to effectively and efficiently maximize opportunities for students and consist of components whose missions complement one another and work in concert to fulfill the vision, goals and strategic directions. This will necessitate a strong commitment to making substantial progress in addressing and reducing the access and success gaps of low-income and minority students throughout the system.

**Indiana’s system of postsecondary education will promote:**

<p><b>ACCESS</b></p>	<p><b>Offer quality education to Hoosiers — in a variety of desired formats, locations and times.</b></p>	<p>Indiana must aspire to lead the nation (Top 5) in the college-going rate of its recent high school graduates and make substantial progress (Top 10) in the number of adult, minority and low-income students successfully pursuing a postsecondary education by 2012. (ICHE, Indiana’s colleges and universities, Indiana’s Education Roundtable, Indiana Department of Education, Indiana’s high schools)</p>
<p><b>AFFORDABILITY</b></p>	<p><b>Ensure that all academically qualified Indiana residents are able to study at the postsecondary level irrespective of their financial circumstances.</b></p>	<p>Indiana must aspire to increase its commitment to need-based financial aid and be a national leader in having a coordinated, transparent and easy-to-access financial aid process for all students by 2009. (ICHE, State Student Assistance Commission of Indiana, Indiana’s colleges and universities)</p>
<p><b>STUDENT SUCCESS</b></p>	<p><b>Prepare all students with the knowledge, skills and credentials necessary to succeed in the workplace, in the community, in further education, in living enriched lives and in being globally competent citizens.</b></p>	<p>Indiana must aspire to dramatically improve the number and timeliness of college graduates and become a national leader (Top 10) in retention at each grade level, on-time graduation rates, and reportable three-year (associate degree-level) and six-year (baccalaureate degree-level) graduation rates, and particularly in graduating at-risk and underrepresented students in higher education (achieve Top 10 status) by 2012. (ICHE, Indiana’s colleges and universities)</p>
<p><b>COLLEGE PREPARATION</b></p>	<p><b>Contribute to ensuring that all recent high school graduates are prepared to immediately start, and succeed in, college-level courses.</b></p>	<p>Indiana must aspire to dramatically decrease the need for remedial education offerings for recent high school graduates at the college level by 2012 and increase the number of college-ready graduating high school seniors to reflect at least 80 percent of the graduating class by 2012. (Indiana’s Education Roundtable, Indiana Department of Education, Indiana’s high schools, Indiana’s colleges and universities, ICHE)</p>
<p><b>CONTRIBUTIONS TO INDIANA’S ECONOMY</b></p>	<p><b>Contribute to a dynamic, cutting-edge economy by collaborating with government and business to create a well-prepared, world-class workforce; to advance human knowledge; to enrich the culture and to improve the quality of life of Indiana and its residents through high-quality research and creative activity, which, where appropriate, will be supported by an increasing level of external funding.</b></p>	<p>Indiana must aspire to rapidly implement or expand programs that respond to critical state and regional workforce needs and be among the top Midwestern states in both total and federal research and development expenditures per capita by 2012. (Indiana’s colleges and universities, ICHE, Indiana Department of Workforce Development)</p>



## STRATEGIC DIRECTIONS TO ACHIEVE THE ASPIRATIONS

The strategic directions outlined do not cover every conceivable higher education issue in Indiana, nor do they imply a “one-size-fits-all” approach. They do focus on those important challenge areas that have been identified by ICHE through discussions with Indiana’s higher education, business, and community and legislative leaders. These are the challenge areas that require the most immediate attention to successfully advance the vision and the goals. Finally, these strategic directions build on Indiana’s foundational policies and initiatives that have been reaffirmed as part of this process and are included in Appendix A.

These strategic directions bring forward **challenging and bold ideas**, some of which will **require thorough review and study**, particularly those ideas that **may have substantial fiscal implications**. ICHE will take such matters into account as it embarks on these strategic directions and fulfills its role in making budgetary recommendations to the Governor and the General Assembly.

### Access

Indiana has improved substantially the college-going rate of recent high school graduates to 10th in the nation (62 percent) up from 34th.<sup>16</sup> This has been the result of focused institutional as well as state efforts. Access has been further expanded by the development of Core 40 (currently representing 68 percent of high school graduates),<sup>17</sup> the new community college (annually enrolling 30,000 additional students after its first six years, representing a 70 percent increase),<sup>18</sup> and expanded transfer opportunities (12 associate degrees and 70 courses across all public colleges). However, Indiana does not have a coherent approach to passport-type programs and still lags the nation in the number of adults participating in higher education. Indiana’s postsecondary education system must increase access by providing more seamless transfer of courses and degrees across local campuses and more opportunities for adults.

- To provide students with an additional opportunity to be admitted to their first choice for college, all public four-year campuses should have formal **Passport Programs** that provide a student denied admission with the opportunity to complete prescribed courses satisfactorily at another institution and be guaranteed readmission — if they have demonstrated the requisite capacity and capability, space permitting. Progress will be reviewed in 2007 followed by achieving the objective in 2009.
- In all institutions, but particularly in the Community College of Indiana, increase program offerings in **creative, flexible and compressed formats, delivery modes, sites and schedules** suitable, attractive and necessary for working adults. Identification and review will take place in 2007 followed by any necessary changes in 2009.
- Indiana expects **enrollment growth** to substantially occur at the **community colleges and regional campuses**, which are less expensive to the students and the state. ICHE will monitor on an annual basis and will adjust based on progress during the 2009-2011 budget recommendation.
- To increase success of the growing number of transfer students, any student who successfully completes general education core courses at one public campus should be able to transfer the **general**

**education core** courses to any other public campus in the state. ICHE will undertake a study and make recommendations in 2008 with “preliminary programs” in place for the 2009-2010 academic year.

- To increase access to degree programs, the institutions should maximize the courses that will apply to **transfer students’ degree objectives** and ensure that transfer opportunities are transparent and widely available through the TransferIN system. ICHE, working with Indiana’s colleges and universities, will establish new goals by 2008.
- Indiana’s colleges and universities should continue to **provide data and report** better information about **participation, retention and graduation** of all students with specific attention to minority and financially at-risk students.
- Indiana should be the first in the nation to complete a statewide **e-Transcript** project, which saves time and money for students, schools and colleges in the college application process as well as provides important data for analysis. ICHE will complete this project by 2008.
- Indiana should successfully complete the digital data-bridge project **linking data from K-12, postsecondary education and workforce development** to allow for analysis of the school-to-workforce pipeline. ICHE will work with the Department of Workforce Development and the Department of Education to complete this project by 2009.
- The community college should work with local high schools and adult education providers to provide **strong, effective remediation** to graduating high school students and returning adult students. Progress will be reviewed in 2008.

## *Affordability*

Indiana has one of the largest need-based programs nationally (supporting students in both the public and independent sectors). Additionally, Indiana’s Twenty-first Century Scholars program is a national model for serving low-income students. However, lower-middle-class families often make too much money to qualify for financial aid, and adult part-time students generally are not eligible for state or federal financial aid. Moreover, there is a lack of clarity in the financial aid process and a lack of coordination between state and institutional financial aid. Indiana’s postsecondary education system must provide a clear, coordinated financial aid program that serves the needs of low-income and low-middle-income families. Likewise, the system must provide affordable alternatives, and the community colleges and regional campuses can do just that at the associate and baccalaureate levels. Being local, these campuses can allow students to access higher education from their current residences and, as such, must remain focused on providing quality undergraduate teaching.

- The workforce is increasingly demanding that employees have at least two years of postsecondary education. Indiana should strive to make at least two years of postsecondary education available at a

**nominal cost to all qualified and financially at-risk recent high school graduates** in the most cost-efficient and effective way, particularly at the community colleges and regional campuses.

- Indiana should develop a financial aid program for **middle-class students** (family income of \$60,000 or less) who have successfully completed Core 40. ICHE will make recommendations in this regard by 2009.
- Indiana's colleges and universities should provide need-based aid that supplements or **wraps around federal and state aid** to support the full cost of attendance including room, board and books for Indiana's Pell Grant recipients and Twenty-first Century Scholars.
- Indiana should develop a more comprehensive financial aid plan for **adult students** through the Part-Time Grant Program and the State Financial Aid Program.
- Indiana's colleges and universities continually should seek **institutional efficiencies** that contribute to holding down the costs of postsecondary education.

The strategic directions concerning affordability reflect ICHE's belief that bold initiatives are necessary to increase the success of Indiana's potential student populations by eliminating or vastly diminishing the issue of cost for those who have prepared themselves for college. If pursued, these strategic directions on affordability will have resource implications, which are not easily projected at this point. Further study including enrollment projections and the funding sources available will be necessary. The study would include an assessment of existing gaps in financial aid and a determination of whether resources can be reallocated at the state level or within institutions. Additionally, there should be a discussion with representatives of state government in respect to priorities for the next session of the General Assembly. ICHE and Indiana's colleges and universities should ensure that Indiana is charting the best path to reducing cost as a barrier to success in higher education in Indiana. These studies will begin in 2007 in preparation for the 2009-2011 biennial budget recommendations.

## *Student Success*

Only 34 percent of full-time baccalaureate students graduate from college in four years — 55 percent in six years.<sup>19</sup> Less than a third of community college students complete a degree.<sup>20</sup> This is inefficient for both the students and the state. Part-time, minority and low-income student graduation rates are even lower. Historically, postsecondary state appropriations have been based on enrollment, but recent attention has been given to outcomes-based incentives. In addition to collaborating with Indiana's K-12 sector to better align high school and college expectations, Indiana's postsecondary education system must clearly define state and institution performance objectives for student success.

- Indiana will develop and implement a comprehensive plan for improving **minority and at-risk student** success at its colleges and universities. Generally, these students are underrepresented in four-year colleges, especially residential universities. The plan must include the development of a larger

pool of college-ready students graduating from high school. Additionally, four-year colleges and universities need to more actively recruit these students and provide “bridge” programs to the campus. This should be a collaborative effort among Indiana’s colleges and universities and ICHE with a plan developed by June 2009.

- Indiana will improve **college-performance outcomes** (Top 10 nationally) for the number of degrees awarded, first-to-second-year retention rates, degrees granted on time, Twenty-first Century Scholar and Pell graduates, course completions (in lieu of enrollment), and increased transfer rates from associate to baccalaureate programs by 2012. **Performance-incentive funding** began in 2007 and will be recommended in 2009 (see metrics under Critical Cross-Cutting Values).
- Indiana’s colleges and universities should continue to develop and improve student-learning experiences that lead to good citizenship and creative and innovative thinking and should publicly report annually measures of **student learning**. Some options may include the National Survey of Student Engagement, national major field tests or participation in national literacy assessments. Indiana’s colleges and universities, working with ICHE, will develop a **plan and provide reportable measures** by June 2009.

## College Preparation

Research indicates that the best predictor of success in college is the preparation received in high school. Indiana’s colleges and universities should expect that Indiana high schools will properly prepare their students for college. Approximately 68 percent of Indiana high school graduates earn a Core 40 degree or higher.<sup>21</sup> Core 40 will be the high school curriculum (with an opt-out provision) for the class of 2011 and the minimum course requirement for admission to Indiana’s public baccalaureate universities in 2011. Core 40 end-of-course exam scores in 2006 indicate low proficiency and uneven course consistency and quality statewide;<sup>22</sup> 25 percent of all students and 70 percent of community college students need remediation,<sup>23</sup> and more than 20 percent of students starting in a regular college math course get a D, F or Withdraw.<sup>24</sup> Indiana pays the test fees for math and science Advanced Placement (AP) exams and PSAT and provides funding for dual credit. However, Indiana still ranks 37th nationally in the number of students scoring a 3 or higher on AP exams.<sup>25</sup> SAT scores above 1200 and ACT scores above 26 also indicate that Indiana lags the nation.<sup>26</sup> Indiana’s higher education system must work with the K-12 sector to provide students with more challenging courses and provide a bridge to college with dual credit and AP.

- Indiana’s colleges and universities should continue to work with high schools to align the quality and consistency of **Core 40** statewide with the first year of college to ensure that high school students understand higher education expectations and are prepared to succeed.
- Indiana’s colleges and universities should encourage more students to pursue **Core 40 with Academic Honors or Technical Honors curricula** so that by 2011, at least 50 percent of Indiana’s high school students are enrolled in one of these curricula.

- Indiana's colleges and universities should work with Indiana's high schools to expand **dual-credit** and **AP** opportunities to every high school by 2010 as a bridge between high school and college.
- To a large extent, the preparation of high school graduates entering the higher education pipeline will be a reflection of the instruction received in K-12 education. Since Indiana's postsecondary education system produces the majority of Indiana's K-12 teachers, Indiana's colleges and universities should work to attract the **best and brightest** students into the **teaching profession** and **provide support and professional development** to those teachers who are currently in the classroom and need additional training. It is especially important that Indiana's teachers be equipped in methodologies that are relevant, rigorous and connected to engaging today's students, recognizing that historically prevalent traditional models may no longer be applicable or productive.

## *Contributions to Indiana's Economy*

Two key areas in which Indiana's postsecondary education system affects the economic vitality of the state are educating the workforce to a higher-level knowledge and skill base and discovering transferable knowledge through research. Indiana has established a Research and Technology Fund and Technology Parks, funded a Life Science Initiative, and provided incentive funds for university research. Though Indiana's total research and development expenditures per capita have improved to be competitive with neighboring states, they still lag behind the national average. Although the number of adults (ages 25-64) with a bachelor's degree or higher rose by 73,105 from 2000 to 2005, Indiana continues to rank low (44th nationally) in the number of adults with associate and bachelor's degrees.<sup>27</sup> Indiana's higher education system must work to raise the educational attainment and skills of current and future workers to be competitive in the world economy.

- Indiana should continue and, as appropriate, expand the state funding incentive for its major research universities to **increase research dollars** for science and engineering coming into the state. ICHE will develop an appropriate funding mechanism by the end of 2008.
- Where appropriate, Indiana's major research universities should increase the volume of **transfer of intellectual property** to the private sector and manage intellectual property in a way that enhances the Indiana economy whenever possible. ICHE, working with Indiana's colleges and universities, will develop a biannual report focusing on the state's success and best practices by 2009.
- Indiana's major research universities should **collaborate** whenever and wherever appropriate to **increase the competitiveness** for grant funding and to **enhance the quality** of research.
- Indiana should provide **tax credits for employers** for hiring college **interns** in areas central to Indiana's economy and providing **tuition-reimbursement programs** for their employees.
- Indiana's colleges and universities should expand efforts to provide apprenticeship, co-op, internships and other opportunities for **experiential learning** that link to potential employers and careers.

- Indiana should continue to explore the potential for funding **loan-forgiveness programs** in critical workforce shortage areas and **endowed faculty and research** initiatives in key **science, technology, engineering and math** areas.
- Indiana's colleges and universities should provide **technical assistance to business and industry**.
- Training delivered by the colleges and universities and completed **on site at a business or industry** should receive state funding through coordinated efforts with the Indiana Department of Workforce Development. ICHE, working with Indiana's colleges and universities and the Indiana Department of Workforce Development, will develop potential funding parameters in 2008 for potential recommendation in the 2009-2011 biennial budget.
- The Commission should work with the business community and the Department of Workforce Development to identify strategies to address the current high-demand and future **workforce needs** of the state.

## CRITICAL CROSS-CUTTING VALUES

Quality and accountability must be central to all of the state's aspirations and strategic directions. In striving for greater outcomes-based results, Indiana cannot sacrifice the quality of its educational product. This will require deliberate attention to developing and implementing various transparent and widely reported mechanisms and measures that not only advance the system as a whole, but also support and build on the strengths of the specific institutions. Toward that end, Indiana is developing a data-bridge system that will link data across the K-12, higher education, and business and industry sectors. E-Transcript is an electronic high school transcript system to transfer student data between Indiana's high schools and colleges and universities. Recently, Indiana has implemented performance-incentive funding to improve degree completion, on-time graduation and transfer rates. However, Indiana does not clearly and broadly report performance measures, nor does it have clearly defined measurements of quality. Indiana's postsecondary education system must measure and report on performance objectives.

Additionally, a set of key metrics or indicators of progress will be needed to guide efforts to measure the achievement of the strategic directions goals. Although additional metrics and indicators may be used to provide deeper assessment and understanding of a particular goal area or issue, these dashboard indicators will provide a "system" snapshot that can be used for continuous monitoring and appropriate improvement and can be communicated to and understood by a broad public audience. It should be noted that special emphasis will be given to reporting and monitoring these metrics for minority and low-income students wherever possible.

Furthermore, Indiana should allocate resources efficiently and effectively into and across the system. Focus should be placed on the strategic directions as related primarily to the core academic and, as appropriate, research missions of the colleges and universities and away from capital and other expenses that distract from the core mission. Specifically, ICHE must be cognizant that advancing many of these strategic directions may require a redistribution of current higher education funds or additional state funding, both of

which will need to be reviewed and considered as ICHE fulfills its role in making budgetary recommendations to the governor and the General Assembly.

- Indiana should adhere to the ICHE guideline that **debt service does not exceed 10 percent of the total higher education operating appropriation**. Additional debt service and funds necessary to operate and maintain buildings diminish dollars available for academic support and instruction.
- Indiana’s colleges and universities and ICHE will develop a set of **performance metrics** to measure performance outcomes (see Student Success) that are disaggregated by race and income as appropriate and are publicly reported annually. Institutions should set goals and compare with peer institutions. The first set of performance metrics will be developed by June 2008.
- Indiana’s colleges and universities and ICHE should identify **productivity, cost containment and efficiency metrics** and effective strategies for improvement. These items should be developed and reported by January 2009.
- Indiana’s colleges and universities should expand efforts to increase **institutional quality** and publicly report annually how they are measuring quality, including appropriate peer comparisons. Public reporting should begin by April 2009.
- Indiana’s colleges and universities and ICHE should work together to develop **workable definitions or measurements** of quality and student learning to be used in 2008. Some potential metrics may include but are not limited to:
  - Number of programs with few graduates;
  - Number and percentage of adjunct-taught classes;
  - Number and percentage of undergraduates involved in research, completing honors theses and pursuing a graduate degree following graduation;
  - Number of Fulbright Awards, Rhodes and Marshall Awards, and other prestigious undergraduate and post-baccalaureate fellowships;
  - *U.S. News and World Report* rankings;
  - GRE and GPA scores of entering graduate students;
  - Number and percentage of graduating Ph.D.s or MFAs receiving tenure-track positions;
  - Placement of graduate students at top-100 research universities and top-50 liberal arts colleges;
  - Total federal science and engineering research and development expenditures;
  - Number of fellows of the American Academy of Arts and Sciences;
  - Number of faculty who have won prestigious national fellowships and national or international distinctions;
  - National Research Council rankings;
  - Related to diversity — national rank in terms of students studying abroad; and percentage of women and minority faculty in the institution by rank and in administrative positions in relation to the percentage of faculty; and
  - Number of international fellowships for faculty.

- ICHE and Indiana’s colleges and universities will work together to develop a set of **dashboard metrics** to assess the system and progress made in the strategic directions. This initial list should include:
  - Percentage of high school graduates going directly to college;
  - Percentage of recent high school graduates enrolled in remedial education;
  - First-to-second-year retention rates;
  - Total enrollment of resident first-time students aged 25 and older as a percentage of the resident population aged 25 and older;
  - Number of course completions;
  - Number of degrees awarded;
  - Four-year and six-year graduation rates for baccalaureate colleges and universities;
  - Two-year and three-year graduation rates for community colleges;
  - Number of students who transfer credit from a community college to a baccalaureate campus;
  - Graduation rates of Twenty-first Century Scholars and Pell Grant recipients (two-year graduation rates for community colleges and four-year graduation rates for baccalaureate colleges and universities);
  - Percentage of family income necessary to attend respective colleges and universities;
  - Number and percentage of graduates employed in their field of study in Indiana one year and five years after graduation;
  - Attainment of a bachelor’s degree or higher by the population aged 25 and over;
  - Total federal science and engineering research and development expenditures (for Indiana University (IU) Bloomington, Indiana University-Purdue University Indianapolis (IUPUI) and Purdue University (PU) West Lafayette);
  - Percentage of institutional budget directed toward academic and direct instruction;
  - Number of international students; and
  - Number of Indiana students who are engaged in study abroad.

## ADDRESSING SYSTEMIC STRUCTURAL ISSUES

Indiana educates significantly more students at research universities and significantly fewer at the two-year colleges than most other states. Although Indiana’s new community college has already added 30,000 students to the system in the past six years, it is still in the early stages of its development. Though colleges and universities are pursuing their individual missions, the postsecondary system as a whole is rarely assessed for how well it serves the needs of the state. Indiana’s colleges and universities must work together with ICHE to ensure that the Indiana system of postsecondary education effectively and efficiently meets the changing needs of the state and its residents to fulfill the vision, aspirations and these strategic directions.



## *Community Colleges/Junior College*

- Because the current community college system is fairly new and evidence suggests a disconnect between its recently expanded mission and how it is perceived by many Hoosiers, the Community College of Indiana should take the opportunity to define, brand and publicize what a comprehensive community college can be for the state of Indiana. This should include creating a new identity consistent with its mission, possibly adopting a new name, and engaging in a comprehensive marketing and publicity program to clarify its expanded role to Indiana citizens by the end of 2007.
- Remediation (including such programs as Fast Track) should be substantially provided at the Community College of Indiana along with Vincennes University (VU) and not at any of the public four-year campuses as a means to reduce costs to students and the state and to promote mission focus.
- The Community College of Indiana should determine and articulate — by June 2008 — what functions are best standardized statewide for quality, consistency and efficiency and what functions should be granted to regional advisory boards and chancellors to ensure community focus and innovation in education for occupations that are central to Indiana’s economy and important to the local community.
- Indiana should ensure that as the primary access institution, the Community College of Indiana tuition and fees are as affordable as possible. At a minimum, the percentage of average family income needed to pay for tuition and fees at the Community College of Indiana should be below the national average.
- The Community College of Indiana, along with VU, should sharpen its dual responsibility of providing workforce training and preparing students for degrees and transfer opportunities to address the relative shortage of adult student workforce-related learning activities.
- VU is Indiana’s junior college and should continue to provide high-quality, residential-based learning opportunities for students pursuing a technical certificate, associate degree, transfer options and a select number of baccalaureate completion programs that should not be expanded.

## *Regional Campuses*

- The Commission should work with IU and PU (and the Community College of Indiana as appropriate) to identify ways to increase the **effectiveness and efficiency of the regional campuses** around the state in their primary purpose of serving the needs of their regions. For example, the Columbus and Richmond areas would be better served by each having a joint campus administration (rather than a separate Ivy Tech and IU administration) to deliver more efficient and integrated services. Some regional campuses may need to expand baccalaureate offerings under an IUPU model (e.g., PU engineering programs at IU regional campuses), and some regions may have a greater need for a larger, low-cost, two-year community college alternative. Additionally, Indiana’s northwestern region may be better served with IU Northwest and PU Calumet having a joint administration and retaining two

campuses to deliver more efficient and integrated higher education services. In these reviews, the role of the community colleges should be examined as well.

- IU and PU together should determine which offerings and functions at the **regional campuses** should be more fully **coordinated** to ensure quality, availability, consistency and efficiency (a core set of IU and PU bachelor's and master's programs offered at all campuses, a common general education core, common course-numbering system and syllabi for lower-division courses within the respective IU and PU systems, a more comprehensive relationship regarding remedial education and transfer and articulation with the community college campuses, etc.).
- **Regional campuses** should increase their enrollment and programs central to their communities and regions they serve with a special emphasis on four-year completion rates for "traditional-aged" students and on **working adults** and baccalaureate degree production and limited master's degree production in occupations that are central to Indiana's economy and important to the local community. This also includes more variability in program-offering formats, delivery modes and schedules.

## *Universities*

- **PU West Lafayette and IU Bloomington**, encouraged by the Commission, should develop strategies to be among the **top public research universities in the country** for institutions with similar missions by reviewing peer comparisons, especially members of the Association of American Universities.
- **IUPUI** should be developed as a **major urban university**, developing programs and services with the city and economic development partners that enhance the economic development of the greater Indianapolis region and strengthen the professional programs and research capability.
- **Ball State University** should continue its evolution as a unique institution with a reputation for **innovation in teaching and learning**, high admission standards, strong undergraduate programs and selected graduate programs with applied research in areas of unique expertise and specialty.
- **Indiana State University (ISU)** should continue as a unique institution recognized for excellence in **experiential learning and engagement**; having a strong reputation of supporting transfer articulations from two-year colleges, particularly in technology program articulations; having extensive undergraduate offerings and selected master's and doctoral programs primarily in professional areas; and being a **leader in forming collaborations** across public, business and education sectors. ISU continues to play a critical role in successfully serving first-generation students.
- **University of Southern Indiana (USI)** should continue to expand its statewide educational and regional-service mission by providing extensive baccalaureate offerings and selected graduate programs that meet regional needs and offer **flexibility** and acceptance of change, **affordable** cost structures, emphasis on access over selectivity, and **responsiveness** to regional need.

## *Independent Institutions*

Serving approximately 80,000 students annually, Indiana's 31 independent, nonprofit, regionally accredited colleges and universities are an integral part of the state's postsecondary education system. These institutions' wide geographic distribution around the state and their locations in both urban areas and small towns make them key points of access to higher education for many Hoosiers. These institutions enroll approximately 23 percent of all students attending higher education in Indiana and produce 32 percent of all bachelor's degrees awarded in the state. Additionally, Indiana leads the nation in supporting the financial needs of low-income students choosing to pursue a postsecondary education at its independent colleges. Though the majority of these institutions were founded as liberal arts and science colleges, many have expanded their curricula to encompass a number of professional and graduate-level programs. Moreover, these campuses have proven to be vital economic engines for their host communities.

- Indiana should continue to support its distinct and nationally recognized program of providing **state financial aid** to qualified Hoosier students with financial need attending an Indiana **independent institution**.
- As the independent institutions receive a substantial amount of state taxpayer funds through the **State Student Assistance Commission of Indiana (SSACI)** (\$70 million in the 2005-2006 academic year), the state should expect some measure of **accountability for those funds**, including the number of SSACI-supported students graduating and the number of SSACI-supported graduating students remaining and employed in Indiana.

## **NEXT STEPS FOR THE COMMISSION TO ADVANCE THE STRATEGIC DIRECTIONS**

With the adoption of this document, ICHE immediately will pursue the outlined strategic directions in accordance with the timeframe outlined for each specific objective. Though this document charts the course for Indiana's system of postsecondary education, there is still much work to be done before conclusions can be drawn in certain areas. For these areas, a more detailed analysis and action plan will follow to move the ideas and concepts forward.

## **CONCLUSION**

To the global standard set forth in the vision statement, Indiana must be known as a state that rigorously pursues better access and success for students and has made sustained progress in improving the percentage of Indiana's population that holds high-quality associate or baccalaureate degrees. Indiana must be known as a state that uses its resources efficiently and effectively to meet the educational needs of Indiana's communities and employers (both today's and tomorrow's), has increased its sponsored research to rank significantly higher among the states, and has increased the translation of university research to the

advantage of the state's economy and quality of life. At the same time, Indiana must be known for increasing the diversity of enrollments and graduating classes reflective of Indiana's demographic profile. Indiana must provide a system of postsecondary education through separate and distinct colleges and universities, each with their own unique mission. This system must produce the highest-quality postsecondary education available based on intellectual capacity, capability and commitment. The system, in its structure, should ensure affordability of higher education and access through the system. It also should place resources where they can most efficiently and effectively be used to achieve these ends. Affordable education needs to be provided on a local level, at a minimum, in Indiana's cities giving access to a wide body of students who may want only an associate degree or certificate program. Remediation is to occur in this setting so transition programs can be effectively designed and delivered to retain students and ensure their successful education. This ensures access into the system where the student can then progress based on personal capacity, capability, and personal persistence and commitment. Similarly, a four-year college experience needs to be available to all students on a regional basis with quality education and some residential opportunity.

Indiana needs to develop its system of higher education with distinctively focused four-year colleges and universities, which serves Hoosiers and attracts talented students from outside the state (while not displacing qualified resident students), giving both a strong educational alternative. And last, Indiana needs to concentrate research support resources at a limited number of campuses to build world-class research centers in the sciences and engineering to attract and serve the best research talent in the state and compete globally.

At no other time has the economic well-being of Indiana's populace and the quality of their lives been so directly tied to the levels of education and skill attainment of its general population. Due to the complexity of the economy and social and environmental challenges, a high level of creative knowledge and thinking, educated risk-taking, and entrepreneurial spirit have become critical. The state must accept the fact that no single sector of public investment is more important for shaping Indiana's future than its system of postsecondary education. The five areas of aspirations, associated goals and strategic directions outlined above constitute the Commission's plan to address the state's most critical higher education needs through a coordinated and interdependent system of postsecondary education. The plan aims to ensure that the state's investment in postsecondary education is maximized to its fullest potential.

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## APPENDIX: SUMMARY OF INDIANA HIGHER EDUCATION POLICIES

ICHE reaffirms the following standing policies related to Indiana higher education as summarized below. For complete details, see source documents.

### **Admission Selectivity (Undergraduate) for Recent Indiana High School Graduates**

Ivy Tech Community College of Indiana and VU are open admission campuses. The IU and PU regional campuses, IUPUI, and USI will require Core 40 completion as a minimum admission requirement with strong encouragement of Academic Honors. Ball State University, ISU, IU Bloomington and PU West Lafayette will have highly selective admission policies with Core 40 completion as a minimum admission requirement while strongly encouraging and giving preference to Academic Honors. *(Policy stated in May 2001, reaffirmed in November 2003)*

### **Associate Degree Programs**

The policy states that the primary purpose of the Associate of Arts and Associate of Science designations is to indicate programs designed for transfer purposes and the primary purpose of the Associate of Applied Science designation is to indicate programs designed for entry into the workforce. *(Policy stated in June 1996)*

### **Capital Projects**

Commission recommends that capital projects only be approved to the extent debt service has been appropriated by the General Assembly. *(Policy stated in December 2006)*

### **Debt Service**

Commission recommends that fee replacement (debt service) appropriations should not exceed 10 percent of the total of operating plus fee replacement appropriations. *(Policy stated in August 1992, reaffirmed in December 2006)*

### **Distance Education**

All Indiana's campuses can use distance education technology to deliver courses and programs with rapid review and approval by the Commission if the degree is presently offered on campus and has stable enrollment; the proposed degree relies on distance delivery for most or all of its courses and the curriculum is the same as that offered on campus; and implementation will not require significant new state funds. Program duplication is not a factor for approving programs for distance delivery. *(Policy stated in March 1998, reaffirmed in November 2003)*

### **Degree Completion**

Commission recommends financial incentives for all Indiana's colleges and universities to graduate more students and graduate them in a timely fashion and for Ivy Tech Community College of Indiana and VU to transfer more students to four-year institutions. *(Policy stated in December 2006)*

### **Degree Programs**

Associate Degree Programs — Predominantly offered by Ivy Tech Community College of Indiana and VU.

Baccalaureate Degree Programs — Offered by Ball State University, ISU, all campuses of the IU and PU systems, and USI.

Master's Degree Programs — Extensive offerings at Ball State University, ISU, IU Bloomington and PU West Lafayette. Expanded offerings at the IU and PU regional campuses, IUPUI, and USI to support specific needs in their respective areas of the state.

Doctoral and Professional Programs — Extensive offerings at IU Bloomington, PU West Lafayette and the health components on the IUPUI campus. Focused and expanded offerings at Ball State University and ISU to support specific state needs. *(Policies stated in November 2003)*

### **Dual Credit**

Dual-credit courses (courses taken by high school students that can satisfy requirements for earning both a high school diploma and a college degree) that are taught in high schools by regular high school faculty must have the same academic prerequisites applied to students on the college campus; use equivalent syllabi, textbooks, assignments, laboratory equipment, learning outcomes and exams used on the college campus; apply toward meeting degree requirements of the college; transfer to other public Indiana colleges; and if possible prepare students to pass AP exams in the academic area. Instructor credentials for these courses must be consistent with credentials required by the on-campus faculty. (Final approval rests with the college.) Each college must set a limit for the number of dual-credit hours a student can earn (which cannot exceed 15 semester hours except under certain circumstances). *(Policy stated in November 2005)*

### **Enrollment Growth**

Commission expects enrollment growth and recommends enrollment-growth funding at the “changing” campuses of Ivy Tech Community College of Indiana, the IU and PU regional campuses, IUPUI, USI, and VU. Commission considers the “stable” campuses (serving approximately the same number of students annually) to be Ball State University, ISU, IU Bloomington and PU West Lafayette. *(Policy stated in September 1997, reaffirmed in November 2003)*

### **Industrial Apprenticeship Technology Programs**

All Ivy Tech Industrial Apprenticeship Technology programs will be built on apprenticeship programs that have been approved by the U.S. Bureau of Apprenticeship and Training, and the Commission pledges to act on all new program requests within 60 days provided that the proposed trade specialties are among the twelve identified in the Key Academic Understandings and the proposed curricula conform to the model curriculum that has been developed. *(Policy stated in August 1999)*

### **New Campuses and Off-Campus Sites**

The Commission has a policy to: (1) clarify statewide usage of terminology referring to locations at which instruction is offered (campuses, centers, instructional sites, etc.); (2) help the Commission fulfill its statutory authority “to approve or disapprove the establishment of any new branches, regional or other campuses, or extension centers...;” (3) introduce an academic dimension to considering investments in facilities at off-campus sites; (4) provide guidelines that institutions can use in planning campus and off-campus site development; and (5) achieve a balance between protecting the state’s investment in existing campus resources and encouraging off-campus activity, thereby maximizing student access to instructional opportunities through appropriate and modest competition among institutions. *(Policy stated in October 2006)*

### **Passport Programs**

All Indiana public four-year campuses will have formal referral programs with the state’s two-year campuses to support students not meeting the admission standards of the four-year campuses or needing considerable remedial education. *(Policy stated in May 2001, reaffirmed in November 2003)*

## **Primary Area for Recruiting Students**

Campuses recruiting Indiana students in a statewide capacity include Ball State University, ISU, IU Bloomington, PU West Lafayette, USI, IUPUI and VU. Though they serve Indiana in a statewide capacity, IUPUI, USI and VU also have concentrated efforts and responsibility to a specific region in the state. The IU and PU regional campuses have a primary regional area for recruiting Indiana students. Although Ivy Tech Community College of Indiana is a statewide system, its individual campuses have defined regional areas for recruiting Indiana students. *(Policy stated in February 1994, reaffirmed in November 2003)*

## **Primary Geographic Service Area**

All Indiana's public campuses have a defined primary geographic service area. *(Policy stated in February 1994, reaffirmed in November 2003)*

## **Research**

Major Research Facilities — The state's major research facilities will be located at IU Bloomington, PU West Lafayette and IUPUI's health science components.

Sponsored Research Support Adjustment — State-funding adjustment applied to IU Bloomington, PU West Lafayette, the IUPUI health science components, Ball State University and ISU to increase research dollars coming into the state. *(Note: Although Ball State University and ISU were included in the original policy, the General Assembly did not fund either campus as such in the 2005-2007 biennial budget; therefore, the Commission did not recommend research funding for either campus in its 2007-2009 biennial budget recommendation. The General Assembly did include Ball State in the research support adjustment for the 2007-2009 biennial budget.)*

Applied Research Projects and Activities — All four-year public campuses will be involved in applied research projects and activities that support local and regional economic development and address the needs of business and industry. *(Policies stated in November 2003)*

## **Remedial Education**

Remedial instruction will be offered by Ivy Tech Community College of Indiana and VU. Limited remedial education will be offered through the IU and PU regional campuses, IUPUI and USI. Remedial education will not be offered at Ball State University, ISU, IU Bloomington or PU West Lafayette. *(Policy stated in May 2001, reaffirmed in November 2003)*

## **Statewide Transfer and Articulation**

All Indiana institutions and campuses share a responsibility for enhancing statewide transfer and articulation. Once admitted to the institution and degree program, transfer students should be treated comparably to "native" students by the receiving institution. Statewide articulation agreements should be formulated as much as possible on course-to-course transfer equivalencies. To the fullest extent possible, articulation agreements should be developed for specific program majors in all liberal arts, pre-professional, professional and occupational fields, with priority given to those majors that enroll large numbers of students. *(Policy stated in May 2002)*

## **Student Housing at IU and PU Regional Campuses and IUPUI**

Commission supports student housing at the IU and PU regional campuses and IUPUI provided that the total number of on-campus beds does not exceed 10 percent of the total annual full-time equivalent population of the campus and the residences must be self-supporting, creating no contractual liability for the state of Indiana. *(Policy stated in May 2001, reaffirmed in November 2003)*