

M I N U T E S

LEGISLATIVE EDUCATIONAL  
PLANNING COMMITTEE (1202 COMMISSION)

July 15 and 16, 1975

Room 510 - State House

Members Present

Senator Joseph C. Harder, Chairman  
Representative Jim Maag, Vice-Chairman  
Senator Ross Doyen (July 15)  
Senator Billy McCray  
Senator Jan Meyers  
Senator Jack Steineger  
Representative John Bower  
Representative John Carlin  
Representative Don Crumbaker  
Representative Richard C. "Pete" Loux  
Representative Roger Robertson

Staff Present

Dr. J. W. Drury, Legislative Research Department  
Carolyn Rampey, Legislative Research Department  
Marlin Rein, Legislative Research Department  
Ben Barrett, Legislative Research Department  
Avis Badke, Revisor of Statutes Office

Conferees

Charles Barnes, Chairman, Board of Directors, Kansas  
Association of Community Colleges  
Harlan L. Heglar, Kansas Association of Community Colleges  
Stanley L. Lind, Kansas Association of Community Colleges  
Edwin J. Walbourn, Kansas Association of Community Colleges  
Tom Rawson, Kansas Board of Regents

July 15

The meeting was called to order by Senator Harder, Chair-  
man.

Proposal by the Kansas  
Association of Community Junior Colleges

Kansas Association of  
Community Colleges  
Report

Representatives of the Kansas Association of Community Colleges addressed the Committee and presented a proposal entitled "The Kansas Regional Education Act." Dr. Barnes prefaced the presentation by discussing the concept of the community college. He said no other segment of postsecondary education is as responsive to community needs as the community college and attributed this to the college's community base and community board of control.

The Association's proposal, which endorses the principles embodied in the State Board of Education Report except for governance and the number of regions, contains the following major recommendations:

1. A third board, the Board of Control for Community Colleges and Postsecondary Occupational Education, should be created and given jurisdiction over all postsecondary education (academic, adult, and occupational education for persons beyond compulsory school attendance age but not including those responsibilities delegated to the Board of Regents).

2. The state should be divided into 20 to 22 regions with supervision of all postsecondary education vested in a 7-member regional board of trustees which would have the authority to contract with private institutions, USD's, and the Board of Regents for the use of facilities for regional educational programs.

3. The regions should be financed in the manner proposed by the Task Force of the State Board of Education: The three main sources of funds, state, local, and student tuition, should be at the 50%, 35%, and 15% levels, respectively. The state money should be distributed by a state equalization formula using adjusted assessed valuation and taxable income as the basis for local regional wealth.

Dr. Heglar said, under the proposed plan, state aid to postsecondary regions would amount to \$25 million.

The Committee expressed interest in the Association's proposal and expects to devote more time to it at future meetings.

Revenue Information

In the Committee notebooks are copies of material presented by Dr. Drury relating to sources of revenue and millage rates

for community colleges and AVT schools. Included in the material which was presented to the Committee is an estimate of the tax levy in each educational region that would be necessary to raise the amount of revenue presently raised by property tax levies for each community junior college. Dr. Drury's presentation was intended to show a possible effect of dividing the state into regional taxing units based on the 20 regions proposed by the Fleener Task Force.

At the request of the Committee, the staff is working with the Department of Education to get additional information relating to payments for out-district tuition in order to compare what a county presently pays with what would be its situation under a regional plan.

### Regionalization in Nebraska

In order to apprise the Committee of experiences in other states with regionalization, Mr. Rein described recent events concerning the postsecondary education system in Nebraska. He explained that over the last several years the Nebraska legislature has attempted to bring about regionalization and consolidation. Effective in 1973, the state was divided into eight technical community college areas and the operation of state vocational technical colleges, area vocational technical schools, and junior colleges located within each region was assumed by the technical community college area.

Also established was a State Board of Technical Community Colleges responsible for budget review and formulation of guidelines for programs and disbursement of funds.

Mr. Rein said the final budget for each area was set by the legislature which then appropriated funds in the amount of 75% of each area's budget. The remaining 25% was raised by a local tax levy, not to exceed one mill.

In the 1973 Session, the legislature reduced the number of regions from eight to seven and required the area boards to levy one mill in support of the institutions. The state appropriated the remaining money necessary to fund the budgets.

In 1975, the legislature reduced the number of regions to six, abolished the State Board of Technical Community Colleges, and created the Nebraska Coordinating Commission for Technical Community Colleges to have general advisory supervision over the technical community colleges.

Each local board was authorized to levy up to two mills for operational budgets and up to one mill for capital improvement, a bond sinking fund, or the retirement of general obligation bonds. The combined levy could not exceed two and one-half mills without prior voter approval.

State funds were appropriated on the basis of FTE enrollment, each technical community college receiving an amount in the proportion that its enrollment bore to the total enrollment.

However, Nebraska has a constitutional provision prohibiting the state from levying a statewide property tax, and in 1974, a suit was filed challenging the constitutionality of the regional tax levy on the grounds that, although it was a regional levy, it was in support of a statewide system of institutions. The Nebraska Supreme Court agreed that the levy was unconstitutional and so ruled.

### Regionalization in Kansas

The staff summarized the report of the Ozarks Regional Commission, a report completed in the fall of 1973 that dealt with postsecondary education in Southeast Kansas. The Commission's major recommendations are these:

1. The legislature should designate the 14-county area in Southeast Kansas to be one region for postsecondary education and merge the six community colleges and one AVT school in the region into one multicampus institution.

2. The region would be under the governance of the State Board of Education and under the jurisdiction of a regional Board of Trustees which would be authorized to contract with Pittsburg Kansas State College for the use of facilities there.

3. The region would charge a low student tuition, and the remaining amount of revenue needed to operate the region not supplied by out district tuition or federal funds would be from state general fund appropriations. The legislature would provide that voters in the district could vote upon a millage which would be used to help support community college programs beyond that possible at the level of the state appropriation.

The staff also reviewed an outline of issues and questions relating to regionalization.

There followed a general discussion of regionalization in which Committee members raised a number of issues and concerns. It was observed that the issue of regionalization was related to the basic questions of the role of the various segments of postsecondary education, particularly the community colleges. One alternative suggested was to make the community colleges the point of entry into the higher education system and put them under the Board of Regents.

Another alternative suggested was making a state system of community colleges funded primarily from student tuition and state funds.

The Committee discussion concluded with the question being raised as to the advantages of regionalization if the regions are not taxing units and the point being made that representatives of the AVT schools should be invited to appear before the Committee to present their position on regionalization.

July 16

The minutes of the June 23 meeting were approved.

The Kansas Statewide Faculty  
Workload Study

Dr. Rawson presented to the Committee a summary of findings of the faculty workload study completed by the State Board of Regents in the spring of 1975. The study is the result of questionnaires distributed to all unclassified employees at the six regent's institutions who drew a paycheck from the state in September, 1974.

Major points that Dr. Rawson highlighted for the Committee are the following:

1. For the institutions combined, a total of 65.5% of the time of all unclassified employees was spent instructional activities (formal classroom teaching and classroom related activities such as advising and course development).

The remaining 34.5% of the time of unclassified employees at the combined institutions was spent in non-instructional activities (sponsored research, service such as extension activities, and management tasks).

2. Senior faculty members accounted for more time at higher levels of instruction than did junior faculty members, who accounted for more of the time spent in instruction at lower levels. In some cases, a significant part of instruction at the lower division undergraduate level was by graduate assistants.

3. During the fall semester, the average member of the teaching faculty for all institutions combined taught 97 students in 3.5 class sections, resulting in 237 hours of credit.

NCHEMS and Related Matters

Dr. Drury explained to the Committee that there were a great many NCHEMS products available for use at the institutional, intrainstitutional, state, and national levels. In order to select the right NCHEMS products, the Commission must define goals, identify priorities, and be aware of existing data (which in some cases, may

already be based on NCHEMS terminology) in order to get the information needed and avoid costly and time consuming mistakes.

Dr. Drury reported that, based on discussion between the staff and representatives of various segments of postsecondary education, there are varying degrees of interest and development in the use of NCHEMS.

Most developed are the Regent's institutions for which the Board of Regents recently approved a three-year plan designed to expand the use of NCHEMS products.

Representatives of community colleges expressed considerable interest in NCHEMS, as did representatives of the 19 private colleges and universities. The point was made however, that, in most cases, state assistance would be necessary in order to implement NCHEMS.

There is a willingness on the part of representatives of the AVT schools to adopt NCHEMS products. There is, however, some question as to whether NCHEMS has developed systems applicable to vocational education programs.

Dr. Drury observed that, given the extent of development of some institutions, notably the Regent's Institutions, it might not be appropriate for the 1202 Commission to think in terms of pilot projects for each type of institution. Instead, it might be better for the Committee to consider promoting NCHEMS at all institutions and developing staff resources at the state level to assist the schools. He noted that the Department of Education has offered to assist in the application of NCHEMS products to the community colleges and AVT schools and is willing to devote staff time and financial support to the project. He also told the Committee that the 1202 Commission could call upon staff of other agencies, employ consultants, or hire additional Research Department personnel. Dr. Drury said he thought it reasonable to expect an institution to pay the salary of its personnel involved in NCHEMS data gathering and reporting. He suggested the state might pay for such things as computer costs and NCHEMS training sessions for employees at the institutional level.

Dr. Rawson said NCHEMS began in 1968 as a response to the lack of a common set of definitions for use in federal reporting. At the onset, NCHEMS concentrated on institutional management systems but now is emphasizing products for use in state planning. It is his opinion that enrollment data and expenditure data would be most useful to the 1202 Commission.

Dr. Drury advised the Committee that there are several other issues related to NCHEMS. One is the question of a collection point in the state for the HEGIS data (Higher Education General Information Survey) that is annually reported to the federal government.

Because institutions presently report directly to Washington, much of the information is inaccessible at the state

level. Dr. Drury suggested that the 1202 Commission might want to consider serving as the collection point for the HEGIS data, thus insuring that copies of all information sent to Washington would be available to the Commission.

Dr. Drury also said that, if the 1202 Commission decided to develop an NCHEMS staff in the Research Department, it might want that staff to assume the responsibility for another NCHEMS related activity, the facilities study.

Finally, he told the Committee the person responsible for gathering the enrollment data upon which the institutions base their budget requests and which is used as a basis for enrollment projections is retiring in a year and that the Commission may need to decide who will be responsible for the data collection in the future.

In the general discussion that followed, Senator Steineger observed that the question of data gathering would be resolved if the responsibility were placed with the governing board of each institutional segment. He moved that the community junior colleges be put under the State Board of Regents. The motion died for want of a second.

Representative Bower moved that the Legislative Research Department be authorized to employ two people to work in the area of NCHEMS, including the facilities study and the collection of the HEGIS data. The motion carried.

Senator Meyers moved that a subcommittee of the 1202 Commission be formed to deal with matters relating to NCHEMS and that an advisory committee made up of institutional representatives be formed to work with the subcommittee and the staff. The motion carried. Senator Harder said he, Representative Maag, and Representative Loux would appoint the subcommittee.

#### Next Meeting

Because of the workload of the Committee, it was agreed to hold a meeting July 30 in Room 510 of the State House. The meeting will begin at 9:00 a.m. At that time, representatives of AVT schools and proprietary schools will address the Committee. In addition, the Committee will review a tentative proposal developed by the 1202 planning subcommittee (Chairman Harder, Vice-Chairman Maag, and Representative Loux) calling for a postsecondary region in Southeast Kansas.

The meeting was adjourned.

Prepared by Carolyn Rampey

Approved by Committee on:

July 30, 1975  
(Date)