

M I N U T E S

LEGISLATIVE EDUCATIONAL PLANNING COMMITTEE
(1202 Commission)

September 23 and 24, 1975

Room 514 -- State House

Members Present

Senator Joseph Harder, Chairman
Representative Jim Maag, Vice-Chairman
Senator Ross Doyen (September 23)
Senator Billy McCray
Senator Jan Meyers (September 23)
Senator Jack Steineger
Representative John Bower
Representative John Carlin
Representative Don Crumbaker
Representative Roger Robertson

Staff Present

Dr. James Drury, Legislative Research Department
Carolyn Rampey, Legislative Research Department
Ben Barrett, Legislative Research Department
Bruce Beecher, Legislative Research Department
Avis Badke, Office of Revisor of Statutes

Conferees

Dr. Elbie L. Gann, President, Colorado Mountain College
Dr. Dean Lillie, Director, Division of Community Colleges
Ed Beech, Budget Director, California

Tuesday, September 23

Senator Doyen moved that the minutes of the July 30 and August 18 and 19 meetings be approved. The motion carried.

Alternatives for Restructuring or Revising
Postsecondary Education in Kansas

The Committee discussed a number of alternatives relating to revising postsecondary education. Among them were the following proposals:

1. A plan to give the Board of Regents authority to generally coordinate and supervise the community colleges and postsecondary programs in the AVT schools.
2. A plan to put the academic programs of the community junior colleges under a board of regents.
3. A plan to emphasize the comprehensive aspect of community colleges by enlarging the vocational and community service offerings of CJC's.
4. A plan to coordinate postsecondary education in Kansas by appointing regional committees to advise the 1202 Commission and be charged with studying and making recommendations concerning educational programs in light of regional needs.
5. A plan to fund vocational education at a higher level, leaving present governance and administrative arrangements as they are.

(The list of possible alternatives looked at during the meeting is in the Committee notebooks.)

During Committee discussion of the various alternatives, proponents of the plan to put the community junior colleges and the postsecondary AVTS programs under the Board of Regents pointed out that greater efficiency and coordination could be achieved if all public postsecondary programs were under the same governance. Moreover, the plan would elevate the status of vocational education.

Other members of the Committee observed that the workload of the Board of Regents would have to be considered and that, in all probability, the Board would not be able to devote a great deal of time to such matters as community junior college budget hearings. It was also pointed out that putting the junior colleges under the Board of Regents would simply shift the focus of competition for state dollars from the legislature to the Board of Regents.

In discussing other alternatives, several members said they did not favor separating vocational and academic offerings in junior colleges.

Several members observed that planning and coordination efforts of the Commission in areas such as duplication of programs and transferability of credits could be carried out without changing present governance.

Colorado System of Community Colleges

Dr. F. Dean Lillie, Director of Community Colleges for the State Board for Community Colleges and Occupational Education, Denver, Colorado, described the Colorado system of community colleges. (A copy of his and Dr. Elbie L. Gann's presentation is in the Committee notebooks.)

Dr. Lillie said community colleges began in Colorado in 1925, at which time they patterned themselves after institutions of higher education and depended upon district taxes and student tuition.

In 1967, a state system of community colleges was created under a state level governing board appointed by the governor. In addition, a five-person council with statutory duties to recommend, review, and advise was appointed by the governor for each community college in the state system. The five-member council has authority to hire faculty and staff for its school and also hire the president of the college, with the prior approval of the State Board.

One feature of the act is the provision that a local board may, upon an affirmative vote of the people in the district and after meeting certain other requirements, petition to dissolve the district and become a state financed school. Presently, the state system is composed of seven institutions while the local district colleges number four. The combined total of community college students accounts for 35% of all public college and university enrollments in Colorado.

Notable in the history of community colleges is their development into comprehensive institutions offering programs to meet academic, vocational, and community needs. All but one community college in Colorado has been designated an area vocational school and students enrolled in vocational-technical courses account for 54% of the community college enrollment. (In addition to vocational programs offered at community colleges, Colorado has seven area vocational schools separate from the community college system.)

The seven schools in the state community system are funded at a level determined by the Colorado legislature, generally on a full-time student basis according to the FTE cost at each institution. For districts that petition to join the state system, assets become the property of the state and liabilities remain with the district. A local mill levy continues until liabilities are paid off.

Dr. Elbie L. Gann, President, Colorado Mountain College, said the history of community colleges in Colorado had been characterized by frequent failures to vote local district colleges into existence and the reluctance of voters in some districts to continue to support local colleges knowing they will pay more taxes and receive less financial support from the state. The result has been, in several cases, the creation of state supported community colleges, and, in all but four cases, exercise of the

option for local districts to dissolve and become part of the state system.

Dr. Gann said the reason Colorado Mountain College remains local is largely due to the desire of persons in the Colorado Mountain College district to avoid domination by the eastern slope urban population. (Colorado Mountain College is located on the western slope of the Rockies, an area one-third of the area of the state and 8% of the population.)

Dr. Gann believes rising costs will force property tax and student tuition to rise beyond what the residents of the district will bear and will ultimately force the school into the state system. (Presently, Colorado Mountain College receives 33% of its general fund operating budget from the state and federal governments, 39% from property taxes, and 28% from tuition and fees.) In the meantime, the local board is able to allocate its own resources, hire its own president and faculty, set its own tuition and admission standards, and define its own educational goals and priorities.

Dr. Gann told the Committee he accepts the idea of becoming a part of the state system if two conditions are met:

First, he believes a local board with real authority over programs, staffing, resources, and priorities should be maintained.

Secondly, competition among state agencies must be eliminated so that there is one state board for community colleges.

Following their presentations, Dr. Lillie and Dr. Gann answered questions. They said several community colleges that joined the state system would have closed had they remained local.

Dr. Lillie said he believes putting secondary and post-secondary education under separate boards presents an immediate opportunity for conflict. Dr. Lillie also said he likes the ideas proposed by the Kansas Association of Community Colleges and does not think community colleges in Kansas should go under the Board of Regents.

Wednesday, September 24

Uniform Regional Levies for Community
Colleges

Senator McCray discussed material he had requested relating to financing community colleges. (A copy of the material is in the Committee notebooks.)

He told the Committee he believes it may still be feasible to consider spreading the mill levies for community colleges over the entire state. Based on 1974 assessed valuation, it would take a statewide levy of 2.3 mills to raise the amount of money levied by the community colleges in 1974-75. (The amount levied in 1974-75, including bonds and interest, was \$16.7 million.) To raise the amount levied in 1974-75, excluding bonds and interest, would require a statewide levy of 1.8 mills. (The amount levied in 1974-75, excluding bonds and interest, was \$12.9 million.)

The material prepared for Senator McCray also shows what the uniform levies (2.3 mills and 1.8 mills) would have produced in each of the twenty educational regions identified by the Board of Education Task Force.

Enrollment Data

Although official enrollment figures for fall semester, 1975, are not available, tentative figures were obtained to give Committee members an idea of current trends.

Information obtained shows that all Regents institutions except for Pittsburg increased their FTE enrollment over fall semester, 1974. (Pittsburg reports an FTE of 4,649 this year compared to an FTE of 4,651 last year.) Overall, the Regents institutions show an increase in FTE enrollment of 2,417. (Total FTE enrollment for fall, 1975, is estimated at 62,275 compared to an FTE enrollment of 59,858 last fall.)

Washburn reports an increase of 351 this fall: Estimated FTE enrollment is 4,072 compared to 3,721 for fall, 1974.

All the community colleges report an increase in headcount enrollment over last fall (a total of 26,766 compared to 22,740). All but two community colleges report an increase in FTE enrollment (a total of 17,814 for fall, 1975, compared to 15,822 in fall, 1974).

Fourteen of the twenty private two- and four-year colleges and universities estimate an increased headcount enrollment. The total estimated headcount enrollment for fall, 1975, is 12,641 compared to 11,980 for fall, 1974. (This is the first time since 1968 that the headcount enrollment for private colleges and universities has risen.)

Kansas Technical Institute estimates an increase in headcount of 46 (from 304 last fall to 350 this fall), and an increase in FTE enrollment of 67 (from 234 to 301).

Because all figures for fall, 1975, are tentative, a complete report on enrollments can not be made to the Committee until the official figures are available.

Data Collection Activities

Dr. Drury introduced Bruce Beecher, a new member of the Legislative Research Department, who will coordinate and conduct the data collection activities undertaken by the Committee.

Dr. Drury reported that one aspect of the Committee's activity, the facilities study, is progressing on schedule and that the transition has been made from having the work done under contract to Kansas University to having it done by the Research Department. Presently, all postsecondary institutions have or are in the process of updating their facilities inventory and returning the data to Mr. Beecher.

Dr. Drury also discussed the possibility of the 1202 Commission becoming involved in gathering enrollment data.

For a number of years, George B. Smith at Kansas University has obtained enrollment information from the Regents institutions as well as from the community colleges, the independent colleges and universities, and the Kansas Technical Institute. The report Dr. Smith makes each October is considered "official" and is used as the basis for the Regents institutions' budgets as well as the basis for the enrollment projections prepared by Dr. Kenneth Anderson and contracted for by the 1202 Commission.

Despite the acceptance of the Smith data, neither the Regents institutions nor Dr. Smith are authorized to collect the information, and for years have depended upon the voluntary cooperation of all segments of postsecondary education.

Because Dr. Smith is retiring next year, the question has arisen as to who will continue to compile the data. As of now, there appears to be no one who is willing to undertake the project on a personal basis as did Dr. Smith, nor is there any indication that the Board of Regents believes it has the responsibility to maintain the data.

Another problem is that there is some question as to the comparability of the enrollment data, both in regard to comparability among postsecondary institutions as well as comparability with HEGIS data. There is some feeling that the enrollment report is in need of a general overhaul in order to make it more valid and useful.

Dr. Drury told the Committee that, since it has authorized certain data collection activities, it is appropriate for the Committee to consider its role in continuing the Smith enrollment study as an appropriate and integral part of the development of a uniform data base.

Dr. Drury informed the Committee that as data collection activities proceed, and, particularly as the Statewide Technical Advisory Committee on Data Collection becomes more active, questions will arise concerning such things as payment for travel and

expense of advisory committee members, as well as questions relating to the nature and level of support to institutions from the 1202 Commission.

Upon a motion by Representative Carlin (seconded by Representative Bower), the Committee moved to delegate decision-making authority relating to budget and other matters connected with the data collection activities to the planning subcommittee.

Nursing Education

Dr. Drury reported to the Committee that Kansas had been turned down in its application to the Western Interstate Commission for Higher Education (WICHE) to become a pilot state in a project designed to ultimately improve the distribution of nursing personnel.

However, in making the application, it had been necessary for the staff to become familiar with several projects relating to nursing education presently going on in the state which should be of interest to the Committee. Dr. Drury explained that the Committee needs to be aware of the various proposals being made in order to coordinate its own activities in nursing education. The several proposals he discussed were the following:

1. A proposal by Dorothy Woodin, Chairman, Master Planning Committee on Nursing and Nursing Education in Kansas. Mrs. Woodin appeared before the Committee last June to request funds to enable the Master Planning Committee to hire staff to evaluate nursing programs and needs in the state. At that time, a nursing subcommittee was appointed (Senator Doyen, Chairman, Senator Meyers, and Representative Robertson) to consider the proposal and any modifications.
2. A proposal by the Kansas University Medical Center that they become involved in a statewide effort to do a nursing needs study. One aspect of the study would be the type of nursing education needed to meet demands for nursing personnel.
3. A proposal by the Division of Health Planning and Health Education in the Department of Health and Environment to develop a system of generating and maintaining health care data in the state. Such a system would include information on nursing needs.

Dr. Drury explained to the Committee that coordination among these proposals is needed in order to avoid unnecessary duplication and still ensure the availability of useful data. For that reason, he said the staff had been meeting with persons

connected with the various proposals in an attempt to find common ground. It is expected that the nursing education subcommittee will want to meet to consider the various proposals before it makes a recommendation to the full Committee.

California Postsecondary Education System

Ed Beech, Budget Director for California, met with the Committee to describe the California system of postsecondary education. He explained that the postsecondary system is made up of the following major segments:

1. The University of California. The University of California is a multi-campus institution governed by a constitutionally established Board of Regents. It is required to accept the top 12.5% of the high school graduates in the state. Present FTE enrollment is 118,000. The total budget for the University is \$1 billion, of which \$600 million is state funds.
2. California State Colleges. The California State College System is made up of 19 individual campuses and has a budget of \$675 million, of which \$540 million is state funds. The system is governed by a Board of Trustees and must accept the top one-third high school graduates in the state and all graduates of a California community college. The system presently has a head-count enrollment of 322,000 and an FTE enrollment of 230,000.
3. California Community Colleges. The community college system is composed of 70 community college districts with more than 100 campuses. A total of 1.1 million students is enrolled, with an FTE enrollment of 725,000. The budget for the system is \$800 million, of which \$390 million is state money. The balance is funded from local taxes. The system's Board of Governors advises and coordinates. (Each community college district has a local governing board).
4. Elementary and Secondary Schools. There are 3 million students enrolled in California elementary and secondary schools. There are more than 7,000 individual schools in more than 1,000 districts. The total budget is \$6.8 billion, of which \$2.3 billion is state money. The balance is from local property taxes. The system is governed by a State Board of Education.

In the independent sector of postsecondary education, there are 253 independent degree granting institutions and more than 1,800 proprietary schools.

California Postsecondary Education
Commission

In 1973, California created a Postsecondary Education Commission, also designated as their 1202 Commission. The Commission is composed of representatives of the various segments of postsecondary education as well as lay members. Its charges include developing a five-year plan for postsecondary education and making recommendations to the governor and to the legislature. It is also charged with collecting data, including information relating to manpower needs.

After Mr. Beech's presentation, he responded to questions from Committee members. He said California does not have a system of vocational schools, a fact that has influenced the role of the community colleges. He said, more and more, community colleges have become terminal points in education, rather than passing-through points to four-year institutions. Transferability of credits between community colleges and four-year institutions is not a problem because efforts have been made to coordinate.

Mr. Beech told the Committee state aid is given to primary and secondary schools and to community colleges on the basis of average daily attendance. Appropriations to the state colleges and to the University of California are made directly to their respective governing boards.

When asked his opinion of putting community colleges under a Board of Regents, Mr. Beech said he did not believe a member of a higher education governing board could be sensitive or responsive to community college needs. Furthermore, he did not believe an appointed board could effectively deal with elected local boards.

Next Meeting

The Committee will meet October 13 and 14 (Monday and Tuesday) in Room 519. On the morning of the 13th, the Committee will hear from the State Board of Education, the State Board of Regents, and others concerning proposed alternatives relating to restructuring postsecondary education. Because of the presentations scheduled, the meeting will begin at 9:00 a.m. The afternoon will be devoted to hearings on KTI.

The second day (October 14) will be devoted to Committee deliberations.

The meeting adjourned.

Prepared by Carolyn Rampey

Approved by Committee on:

(Date)