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Legislative Research Department

December 10, 1975

LEGISLATIVE EDUCATIONAL PLANNING COMMITTEE
(1202 Commission)

November 25, 1975

Members Present

Senator Joseph Harder, Chairman
Representative Jim Maag, Vice-Chairman
Senator Ross Doyen
Senator Jan Meyers
Representative John Bower
Representative John Carlin
Representative Ruth Luzzati

Staff Present

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

Conferees

Bob Anderson, Member of the Board, Fund for the Improve-
ment of Postsecondary Education
Donald Shaner, Donald Shaner and Associates, Inc., Management
Consultants
Dr. Doris A. Geitgey, Dean of the School of Nursing, The
University of Kansas Medical Center

Fund for the Improvement of Post-
secondary Education

Bob Anderson addressed the Committee concerning a project of HEW whereby funds are appropriated for innovative programs in education. Mr. Anderson is a member of the board that decides who gets the money. Grants are for innovative programs only and between 60 and 80 are awarded each year.

Last year, Bethany College, Ottawa University, Sterling College, and Kansas State University received funds. Mr. Anderson said big schools generally are not very innovative, possibly because small schools have to be innovative in order to attract students.

Mr. Anderson told the Committee changes in education probably will not be made by academicians because they are sometimes unable to be flexible. The legislature is in a position to make changes, he said.

Mr. Anderson discussed a number of issues he believes important in postsecondary education. One is the amount of industrial training taking place. Another is the failure of institutions to inform students about important aspects of the courses they offer such as failure rates and job markets for graduates.

Another area of concern is tenured professors and the need for some of them to retread and move out of areas where fewer professors are needed. Mr. Anderson said the skill a good professor possesses is teaching ability, a skill which can be applied in any subject area.

Mr. Anderson told the Committee that, in its consideration of matters relating to postsecondary education, it should consider the student and take a more active role in bringing about new methods of teaching and learning. He pointed out that, although almost all education policy is made at the state level, much of it is never looked at by an education committee of the legislature. He said the 1202 Commission should keep itself informed on issues and policy in education in order to be most effective.

State Student Loan Program

The staff informed the Committee that, over the years, Kansas has deposited a small amount of money (\$155,000) with United Student Aid Funds, a private nonprofit agency established in 1960 to guarantee student loans made by Commercial lenders. The guarantee fund was made up of deposits made by states, colleges and universities or private corporations. Gradually, more and more lenders switched to federally insured loans and it has not been necessary for the State to deposit additional money since the funds from repaid loans are more than adequate to insure the small number of new loans made.

The staff also told the Committee that Congressional hearings on amendments to the Higher Education Act are continuing and that, in the Senate, the Guaranteed Student Loan Program is the subject of hearings by the Permanent Subcommittee on investigations which is looking at abuses in the program and HEW's apparent failure to correct irregularities.

In the House, Title IV of the Act, which includes all of the student financial aid programs, has been introduced as a separate bill and is before the House Postsecondary Education Subcommittee. Separate measures pending before the House would eliminate the federal insured student loan program entirely and would prohibit proprietary schools from acting as lenders under federal programs.

Congress is not expected to take final action for at least several months.

In Committee discussion concerning student loans, the question was raised as to whether the need for a state loan program has been demonstrated. Marion McDonald, Financial Aids Officer at Washburn, said the only evidence is the decline in Federally insured commercial loans made to students.

In order to better evaluate the need for a student loan program, the Committee asked the staff to contact schools and ask them to determine the number of students who are approved by their school for loans but who subsequently fail to enroll. Their failure to enroll could be due to their having been unable to get the loan.

The Committee also asked the staff to gather material on ways of funding a student loan program other than issuing revenue bonds. Some Committee members are reluctant to propose issuing the bonds and suggested other ways of creating the loan fund such as investing state idle funds.

Upon a motion by Representative Carlin (seconded by Representative Bower), the Committee moved that the subcommittee on Student Loans remain active to consider other alternatives for funding and the actual need for a student loan program. The subcommittee will make a report to the full Committee in January.

Because the subcommittee will be considering additional information, the Committee decided not to take final action on the draft of a bill that would establish a state student loan program, but instead to await the recommendations of the subcommittee.

Consultants in Higher Education

Donald Shaner appeared before the Committee to advise them of the services performed by his consulting firm. He said he has done studies of more than 50 colleges and universities in Ohio, Oregon, and Virginia. His company reviews the management of each institution and addresses problems in all areas other than teaching, such as financial management, data processing, space utilization, and personnel.

He showed the Committee copies of studies he made in Virginia.

In response to questions, he told the Committee he endorses efforts to implement NCHEMS products. He said in most states there is an existing data base from which he works and

that he checks to see if the data are accurate. Generally, a staff of between three and five people go into a state and conduct the study. He told the Committee the Virginia study took one year and cost \$235,000.

Cooperation Between Board of Regents
and Board of Education

The Committee reviewed a draft resolution recognizing and encouraging cooperative efforts between the Board of Regents and the Board of Education in working out matters of mutual concern. The Committee decided to transmit the resolution by letter to the two boards.

Nursing Education

Dr. Doris A. Geitgey, Dean of the School of Nursing, the University of Kansas Medical Center, submitted a proposal to the Committee describing a study for determining the needs for nursing services in Kansas and what kinds of nursing education programs could best meet those needs. Dr. Geitgey's study would utilize health planning regions and would involve an advisory council made up of persons representing health care interests across the state.

The study would be done in four phases:

Phase 1

- a. Identification and verification of existing data.
- b. Determination of additional data needed.
- c. Formalization of methods for the continuous collection and storage of data so that they would be reliable and usable for this and other studies.

Phase 2

- a. Generation of new data not now available.
- b. Correlation of the types of nursing personnel and their education with the needs of health institutions.

Phase 3

Correlation of the needs for the different types and categories of nursing personnel within the state with the number and types of nursing education programs.

Phase 4

Finalization of the report and presentation to the Legislative Educational Planning Committee (1202 Commission).

Upon a motion by Representative Bower (seconded by Senator Meyers), the Committee moved to endorse the study proposed by Dr. Geitgey. Following the adoption of the motion, Senator Harder appointed a subcommittee composed of Senator Doyen, Representative Carlin, Representative Maag, and himself to work with Dr. Drury concerning arrangements to staff and fund the study.

Kansas Technical Institute (KTI)

The Committee reviewed the draft of a bill that would transfer the governance of KTI from the State Board of Education to the State Board of Regents. Upon a motion by Representative Bower (seconded by Representative Maag), the Committee voted to prefile the bill for introduction during the 1976 Session.

Other Matters

Dr. Drury asked the Committee for approval to make changes in the format of the facilities study being prepared by the Research Department. The Committee told Dr. Drury to make whatever changes he thought necessary to make the study more usable.

Dr. Drury also said he needed direction concerning the federal appropriation to the 1202 Commission. He explained that at the time he applied for the federal funds in behalf of the Commission, he advised HEW that the money would be spent on the facilities study. Now it is apparent that the facilities study will be completed before the federal funds are available, which means that it would be better to pay for the study from other funds and earmark the federal money for some other Commission activity.

Upon a motion by Senator Doyen (seconded by Representative Bower), the Committee moved to authorize Dr. Drury to make whatever adjustments he believes necessary in the Commission's application to HEW for funds.

Committee Report

The Committee reviewed the Committee Report and instructed the staff to make changes reflecting Committee action that had taken place that day. The Report will be considered final if Committee members approve a final version that has been mailed to them.

The meeting adjourned. There are no more meetings scheduled this interim.

Prepared by Carolyn Rampey

Approved by Committee on:

Date

STAFF PRESENTATION TO LEGISLATIVE
EDUCATIONAL PLANNING COMMITTEE (1202 COMMISSION)

Contents:

Outline -- Introduction to 1202 Planning

Comparison -- Special Legislative Committee and 1202 Commission

The Universe of Postsecondary Education in Kansas

To Coordinate Planning for Postsecondary Education

Charge to the Master Planning Commission

Current Problems in Postsecondary Education (MPC 1972 Report)

Letter to Senator Harder from Max Bickford concerning Board of Regents proposal to place all postsecondary collegiate programs under a single Board of Regents

Letter to Governor Robert Bennett from Frank T. Jacobs concerning reaction of the State Advisory Council for Community Colleges and the State Advisory Council for Vocational Education to Board of Regents proposal

Extract from Governor Bennett's letter dated May 1, 1975, re: Educational Planning Commission

Illustration of what could be a Tentative (Preliminary) Basis for Developing a Coordinating Plan

Discussion Piece -- 1202 Commission FY 1976

Possible Planning Activities that Might be Conducted with a Somewhat more Limited Range

Various Plans Relating to Consolidations and Mergers

Summary of Master Planning Commission Report

Summary of Task Force Report (including Minority Opinion Reports)
and State Board of Education Recommendations

Comparison of MPC Report Task Force Report and State Board
Recommendations

OUTLINE - INTRODUCTION TO 1202 PLANNING

- I. The Work of a Legislative Committee and The Work of the 1202 Commission
 - A. Transparency on Proposal No. 37
 - B. Discussion of blackboard charts
- II. Background of Postsecondary Planning in Kansas
 - A. 1968 moratorium on creating new junior colleges
 - B. Legislative Council's Education Committee Recommendations
 - Charge to the Master Planning Committee - SCR 40, 1970
 - Report to the 1972 Legislature - one of the reports to be discussed today
 - No action on the recommendations
 - C. The federal movement for 1202 Planning Commissions
 - 1. In Kansas the question was what group was going to be designated - Board of Education, Board of Regents, Educational Commission
 - 2. Question resolution with the creation of this Commission
 - a. Some felt the experience with the non-legislative MPC had been unsuccessful
 - D. The Board of Education was encouraged to appoint a task force on the organization of postsecondary
 - 1. Nineteen member task force appointed March 5, 1974
 - 2. Reported August 7, 1974
 - 3. State Board recommendations, September 20, 1974
 - E. Board of Regents November 22, 1974 Minutes
- III. The 1202 Program Last Year
 - A. July 2, 1974 letter and the September 20, 1974 report
 - 1. Continue certain important planning activities
 - 2. Work toward improvement of data - NCHEMS Seminar
 - 3. Develop channels of information
 - B. Enrollment projections
 - C. Facilities studies - Extension to AVT
 - D. Attention to vocational education

IV. What Do You Want as the Program for 1976?

- A. The planning group thought it would be helpful to summarize and to compare the three most recent reports.
 - 1. The 1972 Master Planning Commission Report
 - 2. The 1974 task force and the Board of Education response
 - 3. A Comparison Between the Two.

- B. The present situation in postsecondary education
 - 1. Current Problems MPC in 1972 - Transparency
 - 2. Summary of responses of chief administrative officers of the postsecondary institutions (Survey of responses - page 3)
 - 3. Governor Bennett's letter on studies (Transparency)

- C. The enormity of and the complexity of the problem makes it difficult to decide where to start
 - 1. The studies broadly concern:
 - Financing
 - Governance
 - Facilities
 - Programs, and
 - Consolidation and Mergers

 - 2. All five are inter-related; assumptions or decisions made in any of the five areas affect the others.

For example, if to use local tax base, doesn't this assume certain things on governance

 - 3. In the reports which follow it may seem that we are over-emphasizing merger and consolidations
 - a. Certainly merger and consolidation is important thrusts of both reports
 - b. Also early in any decisions on financing, governance, facilities and program some assumptions must be made on what number of institutions will be in the system

COMPARISON - SPECIAL LEGISLATIVE COMMITTEE AND 1202
COMMISSION

	<u>Special Legislative Committee</u>	<u>1202 Commission</u>
Source of Assignment	Legislative Coordinating Council	From Statute and Arising From Gov. Designation
Assignment	Study a reasonably discrete problem Decide whether legis. is necessary If so, draft legislation Recommend draft to legislature	Coordinate planning in the field of postsecondary education
Approach	Consider reports and information Hold hearings Make decisions Pass on to the legislature	Much as legislative committee, but additionally broader and continuing subject More follow-through Persuasion of groups leading and stimulating action
Reports and Responsible to	Legislature and legislative Coordinating Council	Broad
Time Frame	Generally one year	Continues until statute is changed
Budget	No special budget problems Regular legislative expense item	Line item appropriation to LCC for the Legislative Educational Planning Committee Plus Federal Funding \$184.220
Staff	By Legislative Research Department and Revisor's Office	Legislative Research Dept. Revisor's Office Depends on Program selected

THE UNIVERSE OF POSTSECONDARY EDUCATION IN KANSAS

- 14 AV Schools¹ With 12,306 Students²
- 19 Junior Colleges With 22,979 Students³
- 6 Board of Regents' Institutions With 64,208 Students
- 1 Municipal University With 4,948 Students
- 1 KTI With 335 Students
- 16 Independent 4-Year Schools (Degree Granting) With 9,988 Students
- 4 Independent 2-Year Schools With 1,583 Students
- 24 Proprietary (approved in State) With Estimated 2,100 Students Plus
 Private Cosmetology Schools (21 Fac.)
 Cosmetology Schools in State Institutions (2 Fac.)
 Barbering Schools (3 Fac.)

State Agencies Involved

Board of Regents
 Board of Education
 State Advisory Council for Com. Colleges
 State Advisory Council for Voc. Education
 1202 Commission

TOTAL SCHOOLS 112

TOTAL ENROLLMENT 118,447

1 Governing Body - USD Board - 9; CJC Board - 1; Mult. USD Boards - 4

2 Secondary Students - 1,523; Postsecondary Students - 4,786

3 Does not include Estimated 4,000 vocational enrollments

* Prepared from available information; some information may not be completely comparable.

TO COORDINATE PLANNING FOR POSTSECONDARY EDUCATION

- I. Many Ways of "Coordinating" but Involves:
 - A. Do Some Ourselves
 - B. Coordinate and Work With Others

- II. Consideration of all parts or segments of Postsecondary Education

- III. Need Some Basis for Coordinating
 - A. Basis May Be A "Master Plan"
 - B. Basis May Be an Interim (Tentative) (Preliminary) Plan
 - C. Basis May Be a Reasonably Specific Series of Goals and Objectives -- Such as the National Com. on the Financing of Postsecondary Education

CHARGE TO THE MASTER PLANNING COMMISSION

1. Prepare a plan of the educational goals and objectives of Kansas for the area between the elementary-secondary school system and the four-year colleges and universities.
2. Project the educational needs of Kansas students and the needs of the state and its economy in this middle educational level through the mid-1980's.
3. Determine what the optimum role, financial structure, and school organization should be for:
 - a. Community junior colleges offering one or more of the following educational programs: Two-year general, terminal, technical, occupational, and transfer type courses;
 - b. Vocational education schools offering general, occupational, vocational, and technical programs.
4. Propose the optimum organization for the coordination of all post-high school institutions which are not under the Kansas Board of Regents, and recommend methods for the coordination of post-high school institution programs with those of secondary schools and the public and private four-year colleges and universities.
5. Indicate the impact of the first phase of the master plan on the capability of independent colleges and universities continuing to provide diversity of higher educational opportunities in the state.
 - a. Define what the role of the private colleges and universities should be as a part of the total education program of the State of Kansas.
 - b. Outline changes in the organization, relationships or financing of private institutions necessary to enable them to fulfill their role in the educational program of Kansas, and to preserve their educational freedom.

CHARGE TO THE MASTER PLANNING COMMISSION (Continued)

6. Submit recommendations regarding use of existing facilities, the need for additional institutions to adequately serve the needs of students, or the advisability of discontinuing any existing program or institution.
7. Indicate methods by which vocational, occupational, and technical education may achieve public recognition of the importance of its role in the economy of the state, in providing beneficial training to the majority of students who do not graduate from four-year colleges and universities, and how it may attain its proper place in the educational program of the State of Kansas.
8. Make findings and recommendations regarding the proper role, program, location, organization, and affiliation of special technical institutes, including the Kansas Technical Institute, Salina.
9. Estimate the cost of implementing and putting into effect the proposed master plan, and recommend methods for support and financing.
10. The plan should be innovative, comprehensive, and thorough, and should not be restricted to present statutes or constitutional provisions. It should not include detailed considerations of the conditions, design, location, and use of individual buildings.

CURRENT PROBLEMS IN POST SECONDARY EDUCATION
(MPC 1972 REPORT)

LACK OF STATEWIDE PLANNING

PROLIFERATION OF INSTITUTIONS

LACK OF EDUCATIONAL OPPORTUNITIES FOR ALL KANSANS

OVEREMPHASIS ON BACCALAUREATE AND GRADUATE STUDIES

DUAL SYSTEM OF ACADEMIC AND OCCUPATIONAL EDUCATION

DECLINING ENROLLMENTS IN THE PRIVATE SECTOR

UNSATISFACTORY FINANCING

INADEQUATE MEASURES OF PERFORMANCE

Board of Regents - State of Kansas



Suite 1416 Merchants National Bank Tower
Topeka, Kansas 66612 (913) 296-3421

November 27, 1974

The Honorable Joseph C. Harder, Chairman
Legislative Educational Planning Committee
551-N, Statehouse
Topeka, Kansas 66612

Dear Senator Harder:

The following is a resolution passed by the Board of Regents on November 22, 1974:

"It was moved by Mr. Stewart and seconded by Mr. Jackson that the Board of Regents communicate to the Legislative Educational Planning Commission its concern for the development of effective coordination of postsecondary education in Kansas. This concern is primarily focused on the postsecondary programs of a collegiate type.

"It is the position of the Board of Regents that total coordination is highly desirable and urgently needed and this articulation and coordination of programs would be best achieved under a single Board of Regents."

The Board, in taking this action, felt that if we are to coordinate postsecondary education of the collegiate type, it would be necessary that some state-wide authority be granted in the area of program, both on campus and off campus, and in the area of data gathering and the development of information systems.

I hope this position statement on the part of the Board of Regents is of some assistance to you and your committee.

Sincerely yours,


Max Bickford
Executive Officer

MB:ga

cc: Mr. Carl L. Courter, Chairman



Kansas State Department of Education

Kansas State Education Building

120 East 10th Street Topeka, Kansas 66612

State Advisory Council for Vocational Education

February 7, 1975

Honorable Robert F. Bennett
Governor of Kansas
State Capitol
Topeka, Kansas 66612

Dear Governor Bennett:

On February 4th, the State Advisory Council for Community Colleges and the State Advisory Council for Vocational Education met in joint session to discuss the recent resolution of the Board of Regents regarding coordination of post-secondary education. Both Councils felt that this resolution is too vague and general at this time to provide a basis for definitive action.

However, the two Councils are concerned about the implications of this resolution. I was directed to write to you and to Senator Harder and respectfully request that these Councils be allowed to express their concerns to you and to the 1202 Commission prior to any decision to change the governance of the area vocational-technical schools and/or the community colleges.

As you know, both of these Councils were established by law to provide citizen in-put to vocational and post-secondary education. The improvement of post-secondary education in Kansas has always been a priority objective in their deliberations. They will be pleased if you can use their talent and experience.

Yours sincerely,

Frank T. Jacobs
Executive Director

FTJ:blm

EXTRACT FROM GOVERNOR'S LETTER DATED MAY 1, 1975
RE EDUCATIONAL PLANNING COMMISSION

"I would assume that you intend to continue your educational planning commission and, assuming that the membership continues to be representative of the various groups required by federal law, it would be my intention to continue to designate the commission as the 1202 planning commission for this state. I would urge you to ascertain, in advance, whether or not under federal law you can change the structure of this commission, if in fact that is your intention. In any event it would be my hope that the planning commission would continue to study and be prepared to make recommendations for the reorganization of post secondary education at the next legislative session."

PRESENTED AS AN ILLUSTRATION OF WHAT COULD BE A
TENTATIVE (PRELIMINARY) BASIS FOR DEVELOPING A COORDINATING PLAN

Recommendations

1. The Commission recommends the adoption of the following eight objectives:
 - a. Each individual should be able to enroll in some form of postsecondary education appropriate to that person's needs, capability, and motivation.
 - b. Each individual should have a reasonable choice among those institutions of postsecondary education that have accepted him or her.
 - c. Postsecondary education should make available academic assistance and counseling that will enable each individual, according to his or her needs, capability, and motivation, to achieve his or her educational objectives.
 - d. Postsecondary education should offer programs of formal instruction and other learning opportunities and engage in research and public service of sufficient diversity to be responsive to the changing needs of individuals and society.
 - e. Postsecondary education should strive for excellence in all instruction, research, public service, and other learning opportunities.
 - f. Institutions of postsecondary education should have sufficient freedom and flexibility to maintain institutional and professional integrity and to meet, creatively and responsibly, their educational goals.
 - g. Institutions of postsecondary education should use financial and other resources both efficiently and effectively and employ procedures sufficient to enable those who provide the resources to determine whether those resources are achieving desired outcomes.
 - h. Adequate financial resources should be made available to permit the accomplishment of the forgoing objectives. This is a responsibility that should be shared by a combination of public and private sources, including federal, state, and local government, and by students, parents, and other concerned individuals and organizations.
2. The criteria used by the Commission in measuring the achievement of these objectives have been helpful in the analysis of alternative financing plans, but additional effort should be directed toward improving these criteria.

DISCUSSION PIECE - 1202 COMMISSION FY 1976

General Assumptions

1. Continue encouragement of facilities study and enrollment projections under any of the plans, but at what level of support?
2. Continue some degree of support for and encouragement of NCHEMS.

Alternative Programs

1. Recommendations re K.T.I.
2. What part, if any, of reorganization of the public sector of postsecondary education.
 - a. Might be parts based on geography
 - b. Might be on subject matter such as vocational education
3. Policy on 64-hour rule.
4. Course transferability - course numbering system
5. Redefinition of role of Pittsburg State
6. Develop own master plan
7. Any others --
 - a. Possibilities on accompanying list

POSSIBLE PLANNING ACTIVITIES THAT MIGHT BE CONDUCTED
WITHIN A SOMEWHAT MORE LIMITED RANGE

1. Develop a suitable labor market needs analysis and maintain it on a continuing basis.
2. Develop and maintain relevant demographic information.
3. Develop and maintain a suitable student assessment program (probably high school seniors). The primary purpose of this activity would be to help identify educational needs and determine tentative plans for postsecondary educational experiences.
4. Study continuing education and extension activities with the possible goal of more centralized coordination and/or control.
5. Study student financial assistance with the goal of developing coherent state policy objectives in this area.
6. Work toward development of a uniform data base in postsecondary education. Consideration should be given to institutional and state level needs, as well as federal reporting requirements.
7. Examine institutional enrollment policies with objective of developing an updated state policy.
8. Develop a policy statement with regard to student tuition - resident and nonresident.
9. Consider the matter of community junior college out-district tuition.
10. Analyze the research activities being conducted in higher education.
11. Study vocational education - in terms of administration, finance, program development, and program distribution.
12. Review mechanisms for budget control in postsecondary education.
13. Study areas of duplication and overlap in postsecondary education with the objective of minimizing these.
14. Monitor reciprocal agreements and consortium activities and determine how these relate to educational objectives.

15. Study the feasibility of establishing satellite graduate centers at various locations throughout the state.
16. Explore the potential advantages and disadvantages of contractual arrangements between public institutions and independent and/or proprietary institutions.
17. Study the matter of equal opportunity in postsecondary education as it relates to sex, race, etc.
18. Consider the availability of postsecondary student counseling services and the relevance thereof.
19. Prepare an inventory of student major programs in postsecondary institutions.
20. Work on establishing a mechanism for program evaluation and screening of new programs before they are incorporated in the curriculum.

If to Consider Consolidations and Mergers, Could Use:

PLAN A

The Committee could consider its charge to recommend the best structure for governing and financing postsecondary education in Kansas. The Committee could arrange for special advisory groups with specific charges and reporting dates on appropriately designated governance-related problems. In the charge reference could be made to recommendations of the MPC and/or the 1974 State Board task force but the local group would be asked to try to develop a consensus on the best practical solution to the governance-related problem assigned to them. This plan calls for the involvement of a number of people including additional legislators but hopes for action by trying to get involvement before the plan hits the legislature officially.

Appropriate subtopics would include:

1. What to do in specific geographic areas relating to consolidation and change of scope of CJC's and AVT'S
2. Role definition of CJC's
3. Report on present financing of postsecondary education
4. How may planning within postsecondary education best be coordinated?
5. How the recommended structure can best be implemented.

PLAN B

The Committee could consider the same charge as in Plan A but would divide itself in subcommittees on appropriate specific charges. (The topics above could be used, or others, such as subcommittee on goals and needs, one on vocational education, and one on governance.) Consultants and others might be appointed to prepare and present various points of view.

PLAN C

Decide what recommendations it wants to make, have legislation drafted, and hold hearings.

PLAN D

Other

December, 1972

MASTER PLANNING COMMISSION REPORT
(Excerpted Material)

GOALS OF EDUCATION IN KANSAS

Among the goals are: to provide for an educated citizenry, to provide a source of trained manpower, to serve as a catalyst in shaping progress, to provide broader educational opportunities to meet the diverse needs of all Kansans, to foster excellence in teaching and research, to encourage and facilitate life-long learning, and to optimize the use of educational resources.

EDUCATIONAL NEEDS REMAIN UNMET

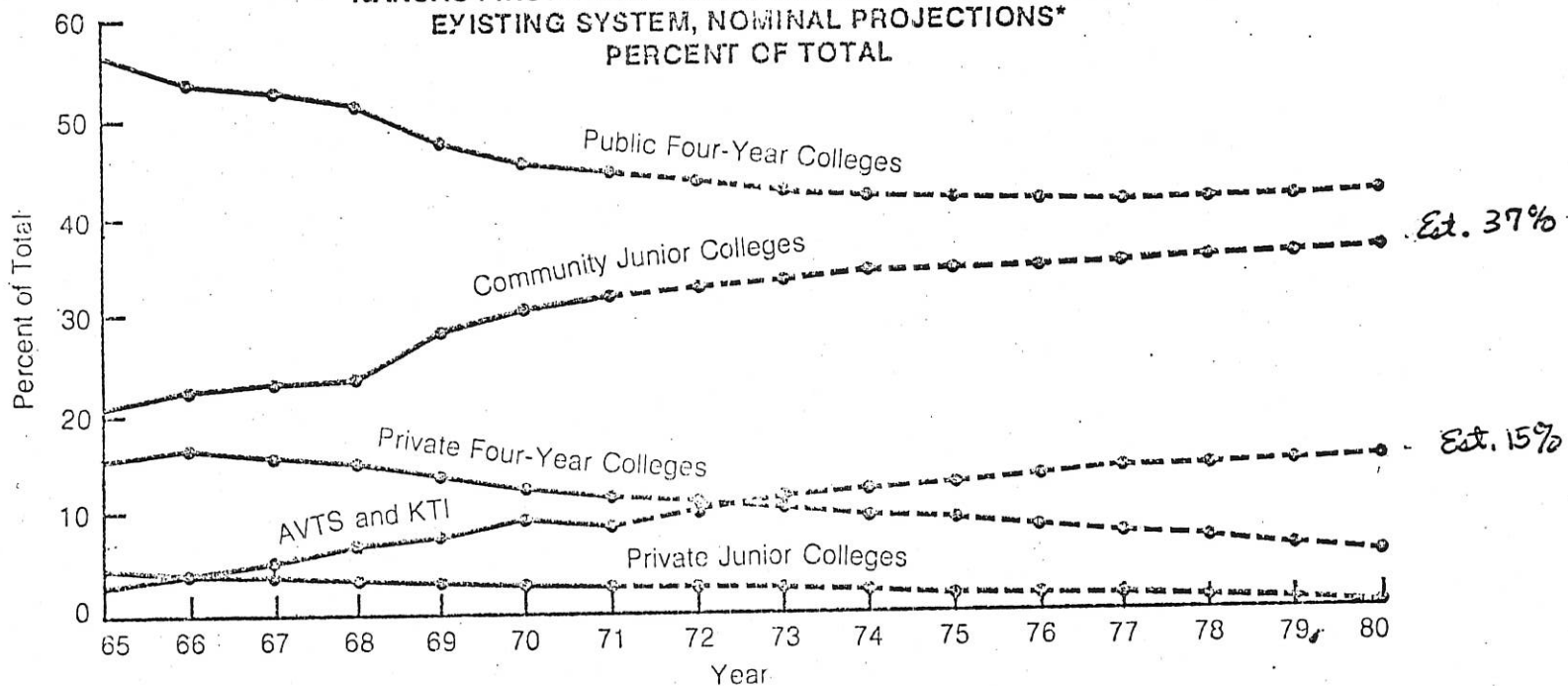
Despite the abundance of colleges and vocational schools, the postsecondary needs of many Kansans are not being met. Broad educational opportunities are severely limited in urban areas, particularly for members of minority segments of the population. Others whose postsecondary needs are not being adequately provided for include veterans, adults, handicapped, disadvantaged and other persons with obsolete or otherwise nonsaleable skills.

ROLE OF PUBLIC TWO YEAR INSTITUTIONS

The public two-year institutions should concentrate on: preparation of students for transfer to four-year institutions, preparation of persons for entry into occupational positions, provision of services to meet the non-educational needs of the community served (e.g., recreational, cultural, planning and other community services.)

These opportunities should be directed to all members of society including the handicapped, the disadvantaged, the person with nonsaleable skills, the minority, the adult, as well as those normally classified as "college material".

FIGURE 3
 KANSAS FIRST-YEAR POSTSECONDARY ENROLLMENTS:
 EXISTING SYSTEM, NOMINAL PROJECTIONS*
 PERCENT OF TOTAL



* Projections based on existing system of institutions and current legislative, social, economic, educational and cost escalation trends.

FUNDING OF POSTSECONDARY EDUCATION

Tuition to be paid by students attending public institutions should equal 25 percent of the institutional operating cost per student.

State and federal appropriations should cover the remaining 75 percent. Institutional funds obtained from endowments and other non-public sources should be excluded from the computation of state and federal appropriations.

(A substantial student aid program also was recommended.)

A statewide fund would be established to cover future outlays at public institutions for capital expenditures for buildings and equipment.

RATIONALE FOR COMBINING AVS'S AND CJC'S

There should no longer be any controversy as to whether these two kinds of curricula should exist in one kind of institution or in separate, different kinds of institutions. Life has become more complex and rapid technological change has caused drastic reductions in opportunities for unskilled workers accompanied by comparable increases in the need for professional, technical, and skilled personnel. It is evident that Kansas cannot afford to treat academic and occupational education as distinct and separate entities.

The arguments for discontinuance of the dual system are concerned with: (1) excessive costs for unnecessary duplication of services, staffing, equipment and facilities, (2) low institutional enrollments, (3) reduction of articulation and planning among the elements of postsecondary education, (4) limited selection of occupational programs precluding the offering of programs which require substantial cognitive training (e.g., registered nursing and engineering technology), (5) segregation of students on an educational basis, and (6) the use of dissimilar record systems (e.g., clock hours vs. credit hours). The most serious concern is that the divided system has lowered both the status and the effectiveness of occupational education in Kansas.

The MPC strongly believes that academic and occupational education should be integrated to the fullest extent possible. That is, unification should be exercised through governance, organization, staffing and curriculum as well as philosophically. Only through such a total commitment will it be possible to:

- Provide conditions conducive to up-grading occupational education to a first class status.
- Provide a mix of courses to meet the training requirements of the many semi-professional, technical and mid-management programs that are netither exclusively academic or totally skill-related.
- Provide an integrated training atmosphere that is consistent with the world of work and other aspects of society.
- Provide expanded exploratory opportunities for the undecided and facilitate program changes to accommodate changes in career objectives.
- Provide a basis for statewide planning.
- Provide efficiencies by achieving economies of scale.
- Provide a better match between the economic needs of the state and the skills of persons preparing for job entry.

PROPOSED SYSTEM OF INSTITUTIONS

Recommendation

It is recommended that the existing dual system of area vocational-technical schools and community junior colleges be combined into a streamlined and integrated network of comprehensive two-year colleges. Concurrent with this recommendation is the requirement that enforceable guidelines and assurances be instituted to help insure that occupational and academic programs become complementary components of postsecondary education and that they attain positions of quality and stature so as to best meet the postsecondary needs of all Kansans. The relative extent of occupational and academic offerings of each institution should be determined by the local governing board and should be continually evaluated so as to be most responsive to the otherwise unfulfilled educational and training needs of the total population being served.

Under the recommended plan of unification, the number of public two-year institutions would be reduced from 33 to 20; however, in effecting this consolidation the number of comprehensive institutions would be significantly increased.

Recommendation

It is recommended that seven two-year colleges be formed by merging existing pairs of area vocational-technical schools and community junior colleges:

- Northwest Kansas AVTS, Colby CJC
- Liberal AVTS, Seward County CJC
- Southwest Kansas AVTS, Dodge City CJC
- North Central Kansas AVTS, Cloud County CJC
- Central Kansas AVTS, Hutchinson CJC
- Northeast Kansas AVTS, Highland CJC
- Kansas City AVTS, Kansas City, Kansas CJC

Each of the resultant colleges would be served by a central administration and a common board. Determination of the best method of utilizing existing facilities would be the responsibility of the respective administrative staffs and governing boards.

Recommendation

It is recommended that two multicampus colleges be formed by merging the six community junior colleges serving southeast Kansas and the area vocational-technical school located at Coffeyville:

- Southeast Kansas AVTS, Coffeyville CJC, Independence CJC, Labette County CJC
- Allen County CJC, Ft. Scott CJC, Neosho County CJC

Each of the unified colleges would be centrally administered and have a common board. A full offering of academic programs would be available to students at each campus. Vocational programs would be expanded; however, unnecessary duplication among district campuses would be avoided.

Recommendation

It is recommended that the offerings at the six community junior colleges and the four area vocational-technical schools listed be appropriately expanded to enable each to provide both academic and occupational-oriented training opportunities consistent with local needs:

- | | |
|----------------------|--------------------|
| - Barton County CJC | - Pratt CJC |
| - Butler County CJC | - Kaw AVTS |
| - Cowley County CJC | - Flint Hills AVTS |
| - Garden City CJC | - Manhattan AVTS |
| - Johnson County CJC | - Wichita AVTS |

Each institution would be governed by a postsecondary board elected from the geographic area served.

Recommendation

It is recommended that technical training such as that offered in Salina by the Kansas Technical Institute would be incorporated into the expanded curricula of those comprehensive colleges which serve areas of relatively high labor market demand for technicians.

The facility which currently houses the Kansas Technical Institute would be operated as one of two campuses (the other being the existing Salina AVTS) of the proposed "Salina Community College" at the discretion of the college's governing board.

Recommendation

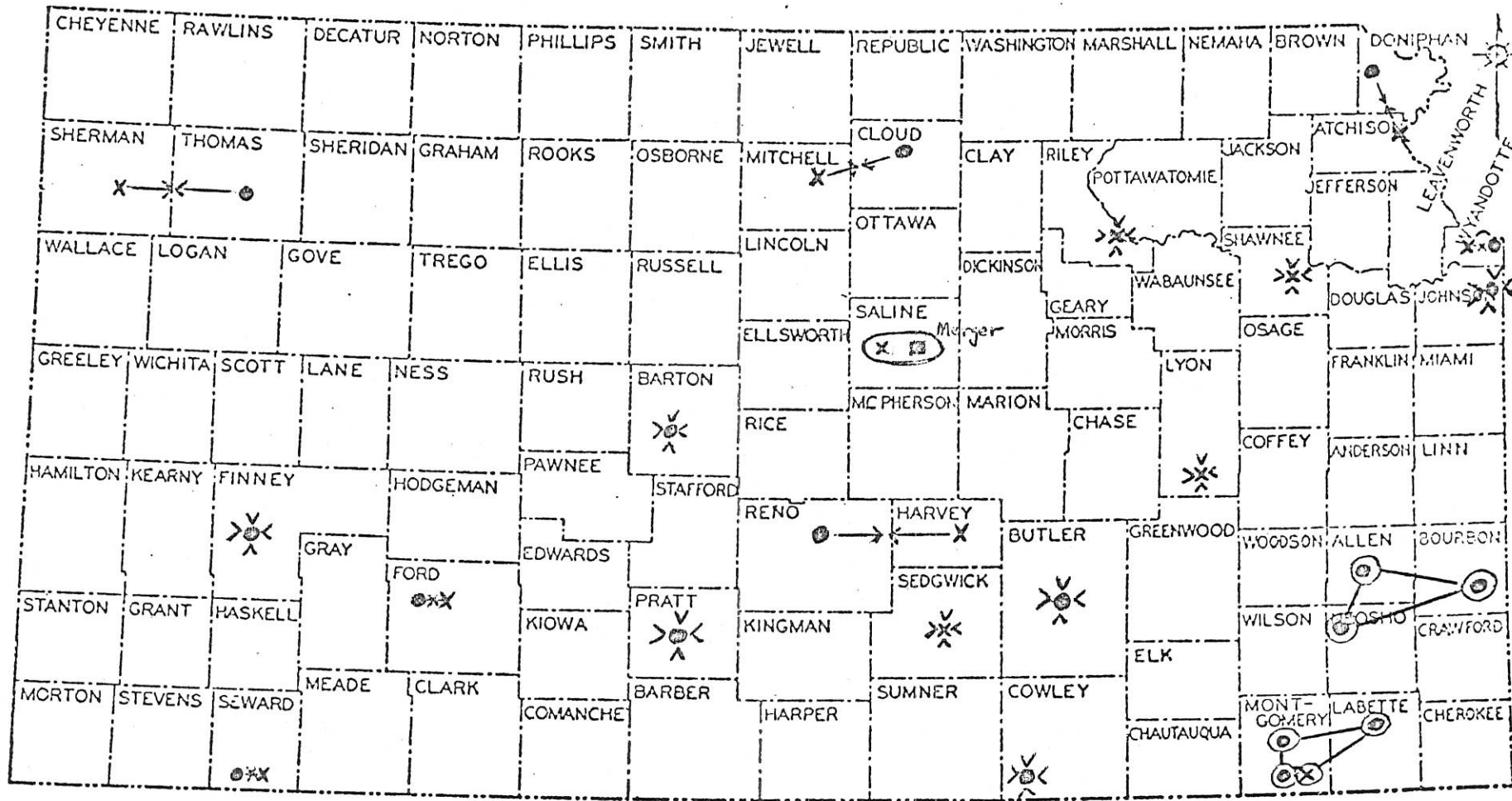
It is recommended that no new institutions be established during the 1970's except those resulting from mergers as previously defined.

Recommendation

Institutional boards should contract with elementary and secondary boards to enable occupational facilities and staff to be utilized by elementary and secondary students who could benefit from such training and who otherwise would not have such training facilities available to them.

RECOMMENDATIONS OF THE Master Planning Commission

12/72



- X - Area Vocational School
- - Community Junior College
- - Kansas Technical Institute

- ← Merger - AVS and CJC (7)
- X Expansion of curriculum (10)
- O-O-O Merger - more than two institutions (7)

Note: Cowley county AV program not separately identified

INSTITUTIONAL AUTONOMY

The MPC holds further that while the state has a clear and definite responsibility for overall coordination and management, the state control should not extend into the individual institutions. Rather, each institution should be independent while operating within the dimensions of overall state plans, coordination and fiscal management.

The MPC does not believe that state management should concern itself with matters which are related to the management of individual institutions. For example, each institution must have the freedom to select its own faculty and to determine the qualifications necessary for that faculty to most advantageously carry out the programs of the institution.

State management rightly must be concerned with the ultimate success and evaluation of the product of individual institutions, but the state role does not extend to matters of how each institution is to accomplish its objectives.

(Each institution would have its own governing board which is representative of the area it serves. These boards would be elective.)

STATEWIDE PLANNING AGENCY

Recommendation

It is recommended that a permanent and independent state planning agency be created, appointed by the legislature, charged with the continuing responsibility of research and planning for a comprehensive system of postsecondary education. This agency to be known as the "State Planning Commission for Postsecondary Education", or "State Commission", also shall be designated under Section 1202 of the federal Education Amendments of 1972, as the postsecondary education commission.

The most important assignment of the State Commission would be the annual development of a comprehensive plan to serve the many and diverse needs for postsecondary education. The plan would include the identification of needs, statement of goals and objectives, a broad ordering of priorities, an overall estimate of costs and strategies for allocating resources.

The State Commission should transmit its recommended plan to the Legislature for consideration and action. At the same time, the recommended plan should be provided to the Governor, the State Management Agency, the State Board of Education and to the general public. Following the process of Legislative hearing and of consideration by the Legislature and Governor, the recommended plan, with any changes would become the adopted plan for funding and operation.

STATE MANAGEMENT AGENCY

Recommendation

It is recommended that a State Management Agency be created, appointed by the Governor with the advice and consent of the Senate, charged with the management of the state interest in a comprehensive system of post-secondary education. This agency also shall be designated under Part B, Section 1055 of the federal Education Amendments of 1972, as the state agency responsible for administration of Occupational Educational Programs.

In implementing the state plan and in providing overall budget estimates the State Management Agency would proceed on the basis of formulating guidelines for achieving objectives of the state plan in the following areas: academic, vocational and technical, professional and graduate, medical and health care, and others as might from time to time be required. The guidelines would provide direction for the individual institutions in developing programs tailored to the individual goals and objectives of each institution and to the needs of those it serves. The merits of these programs measured by guideline statements of needs and objectives, promising innovation, and cost effectiveness, would provide the basis for program approval at the various institutions.

The process of program approval, however, should be separated from the process of institutional budget approval. The approval of a program by the State Management Agency would not automatically mean it would be subsequently funded.

The Management Agency would have sole responsibility for fiscal management, including all federal funds for postsecondary education. The budget for all of postsecondary education should be a combined budget for all institutions and not by individual institution.

The State Management Agency would maintain direct channels of communication and management control with each individual institution. No body or organization should intervene between the State Management Agency and the governing board of any institution. Also, the State Management Agency should provide for an appeal and hearing for any institution with respect to guidelines, policies, procedures, programs, budgets and resource allocation.

REPORT TO THE KANSAS LEGISLATIVE PLANNING COMMITTEE
FROM THE STATE BOARD OF EDUCATION

CONCERNING

RECOMMENDATIONS FOR THE ORGANIZATION OF
POSTSECONDARY EDUCATION IN KANSAS

Charge to Action Task Force
Committee - March 5, 1974

The Action Task Force for Organization of Postsecondary Education under the general supervision of the State Board of Education is charged with the responsibility of making specific recommendations to the State Board of Education concerning closing, merging, consolidation or expansion of community junior colleges, area vocational-technical schools, and Kansas Technical Institute, where it is practical and feasible to do so.

Included in Study

1. Area Vocational-Technical Schools (including the Technical Institute at Pittsburg)
2. Community Junior Colleges
3. Kansas Technical Institute
4. Proprietary Schools

Excluded

1. Unified School Districts
2. Private Four-Year Institutions
3. Private Two-Year Colleges
4. Public Four-Year Institutions
5. School Organized as an Integral Component of an Industry

Roles of Various Institutions

Community Colleges. Generally, the role of a community college is perceived as providing comprehensive, multi-program postsecondary education at low cost to students and to citizens who want, need, or can profit from such an education. They are community oriented rather than statewide, and locally rather than state controlled; they offer diverse and multi-course programming in an atmosphere that emphasizes teaching rather than research and advanced study.

Community colleges are recognized as having important connections both with the secondary schools and with four-year colleges and universities.

Area Vocational-Technical Schools. Area vocational-technical schools were established by the legislature, "to provide a means whereby the State of Kansas in cooperation with local communities can provide facilities for training and preparation of students for productive employment as technicians and skilled workers, and to more nearly equalize educational opportunity." (K.S.A. 72-4420)

The basic concept followed in the design and organization of area vocational-technical schools was to pool resources of an area in such a manner as to increase the training opportunities for the citizens of that area and, subsequently, the citizens of the state.

Kansas Technical Institute. Kansas Technical Institute, created by the Legislature in 1965, is a highly specialized two-year postsecondary institution. It offers two-year technology programs plus limited non-technical programs.

Vocational-Technical Institute at Kansas State College of Pittsburg. The Technical Institute is the oldest of vocational-technical schools in Kansas. Kansas State College of Pittsburg was originally established as a Manual Training Institution in 1903. The Technical Institute was established as a separate department in 1955.

The Technical Institute is a part of Kansas State College of Pittsburg, and its governing board is thus the Board of Regents. All of its ten programs are at a post high school level.

Proposal to Integrate Activities and
Meet the Diverse Needs of the State

Community colleges, the area vocational schools, KTI, and the Technical Institute at Pittsburg serve a vast array of students who benefit the state as a whole because of their increased education and salable skills. The citizens of Kansas and the legislature intended in the enabling legislation for AVTS in 1964, CJC in 1965, and KTI in 1965 to create a comprehensive, statewide system of postsecondary offerings in general, vocational-occupational, technical, and adult and continuing education for the citizens of Kansas.

Much of the area of the state has a low density of population. This factor alone creates considerable problems in curriculum because there are not enough students to justify the establishment of certain programs so they are easily accessible to all students. The problems are compounded when some programs are specified as appropriate for only one type of institution and then further classified as secondary and postsecondary.

Merging of institutions with similar purposes -- that of providing programs to all students who need and can profit from such education -- into one comprehensive postsecondary institution seems inescapable. It implements the notion of the pooling of resources which is basic to the concept of area school operation. The concept of merging also increases educational options for students.

The Task Force recommends that a state system of comprehensive postsecondary education regions be established to include all of the counties of the state in some region. Each region should be responsible for administration of all public two-year postsecondary institutions and their programs within the region according to guidelines adopted by the State Board of Education and within a framework established by the 1202 Commission or its successor.

SPECIFIC RECOMMENDATIONS

Regionalization

It is recommended that the 19 community junior colleges, 14 area vocational-technical schools, and Kansas Technical Institute be merged or expanded as recommended by the Master Planning Commission.

It is recommended that the state be divided into 20 postsecondary regions.

It is recommended that a procedure be established to allow any county to transfer from one region to a contiguous region.

It is recommended that a procedure be established by which a total region may combine with a contiguous region or a region may disorganize, provided that all counties are attached to some contiguous region.

The State Board of Education adopted a Regionalization Plan with no more than ten (10) regions divided along the lines of the KDED regions and/or KDED planning sub-regions with each region to encompass at least one campus of an Area Vocational-Technical School and/or Community Junior College. The recommendation of the Action Task Force of a twenty (20) region plan would be an alternative.

The reasoning behind this position is due in part to the possibility of utilizing the data-collecting sources already available through KDED.

Planning and Governance

It is recommended that postsecondary planning by the Legislative Educational Planning Committee be developed to allow, within practical limits, maximum regional determination of priorities for postsecondary educational programs.

It is recommended that the State Board of Education have legal governance powers for postsecondary education in the areas of program approval, general supervision, and statewide planning within the planning framework established by the Legislative Educational Planning Committee. Statewide planning by the State Board includes the authority to implement statewide plans and to make decisions in accordance with state and regional need studies as to what programs are offered and which regions may offer them.

It is recommended that State Board approval of programs within a region be accomplished through approval of a plan for postsecondary education prepared by the regional board.

Administration

It is recommended that the state level administrative structure be so organized that all rules, regulations, and guidelines for postsecondary education come through a single, readily identifiable office.

It is recommended that data gathering for purposes of statewide planning be coordinated between the Legislative Educational Planning Committee and the State Board to avoid duplication.

It is recommended that all public postsecondary institutions within a region be under one administrative officer responsible to the regional board.

Facilities

It is recommended that all postsecondary facilities now in existence -- community junior colleges, area vocational-technical schools, and Kansas Technical Institute -- be transferred to appropriate postsecondary regional boards, leaving the responsibility for outstanding bonded indebtedness with the taxing unit that incurred it.

It is recommended that a lease arrangement be effected for facilities at Kansas State College of Pittsburg now being utilized by the Technical Institute which is located there.

Finance

It is recommended that financing for public postsecondary education come primarily from state general fund appropriations with amounts being determined and distributed on an equalization finance formula, computation of local wealth being based on adjusted assessed valuation and taxable income.

It is recommended that student tuition provide approximately 15% of public postsecondary operating costs based on a statewide average and that student tuition should be the same in all regions and all credit programs.

It is recommended that state general fund appropriations provide approximately 50% of public postsecondary operating costs based on the state total for operations expenses in all regions.

It is recommended that a state postsecondary building fund be created to provide capital outlay expenditures among the postsecondary regions.

Minority Opinion Reports

Three members of the Action Task Force submitted minority opinion reports. Brief summaries of their reports follow:

Paul E. Fleener. Mr. Fleener proposed that the state be divided into seven postsecondary regions and that all postsecondary education in the state -- public, private, and proprietary -- be under one board. That board, composed of 17 members appointed by the governor, would serve as the fiscal agent for state and federal postsecondary funds and would conduct research, initiate and implement planning, and develop broad policy guidelines.

Mr. Fleener further proposed that the State Board of Education be responsible only for elementary and secondary education and that financing of postsecondary education come primarily from state general fund appropriations.

Charles L. Stuart. Mr. Stuart proposed that the number of regions in the state be fewer than that proposed by the Task Force and that consideration be given to making the State Board of Education responsible for only elementary and secondary education and creating a State Board of Postsecondary Education to be responsible for all postsecondary education.

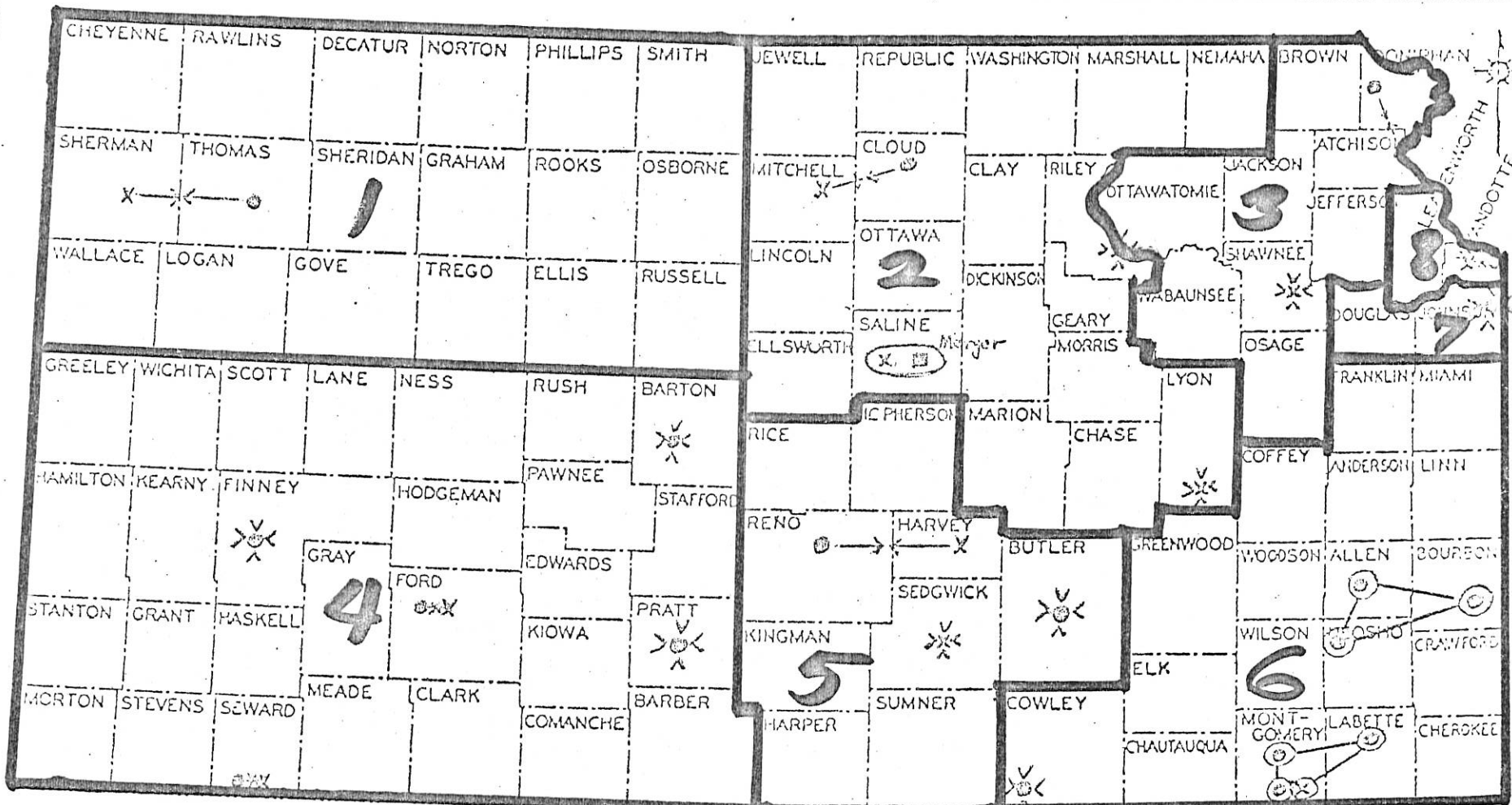
Mr. Stuart said that contractual arrangements between institutions under the two boards should be encouraged in order to further educational opportunities for all students.

Jack A. McGothlin. Mr. Gothlin's most serious objection to the Task Force was the use of taxable income as a factor in determining regional wealth for the purpose of arriving at a tax rate to finance postsecondary education.

Example of State Board of Education Regions Based on Kansas Department of Economic Development Planning Sub-Regions

RECOMMENDATIONS OF THE MASTER PLANNING COMMISSION

12/72



- X - Area Vocational School
- - Community Junior College
- - Kansas Technical Institute

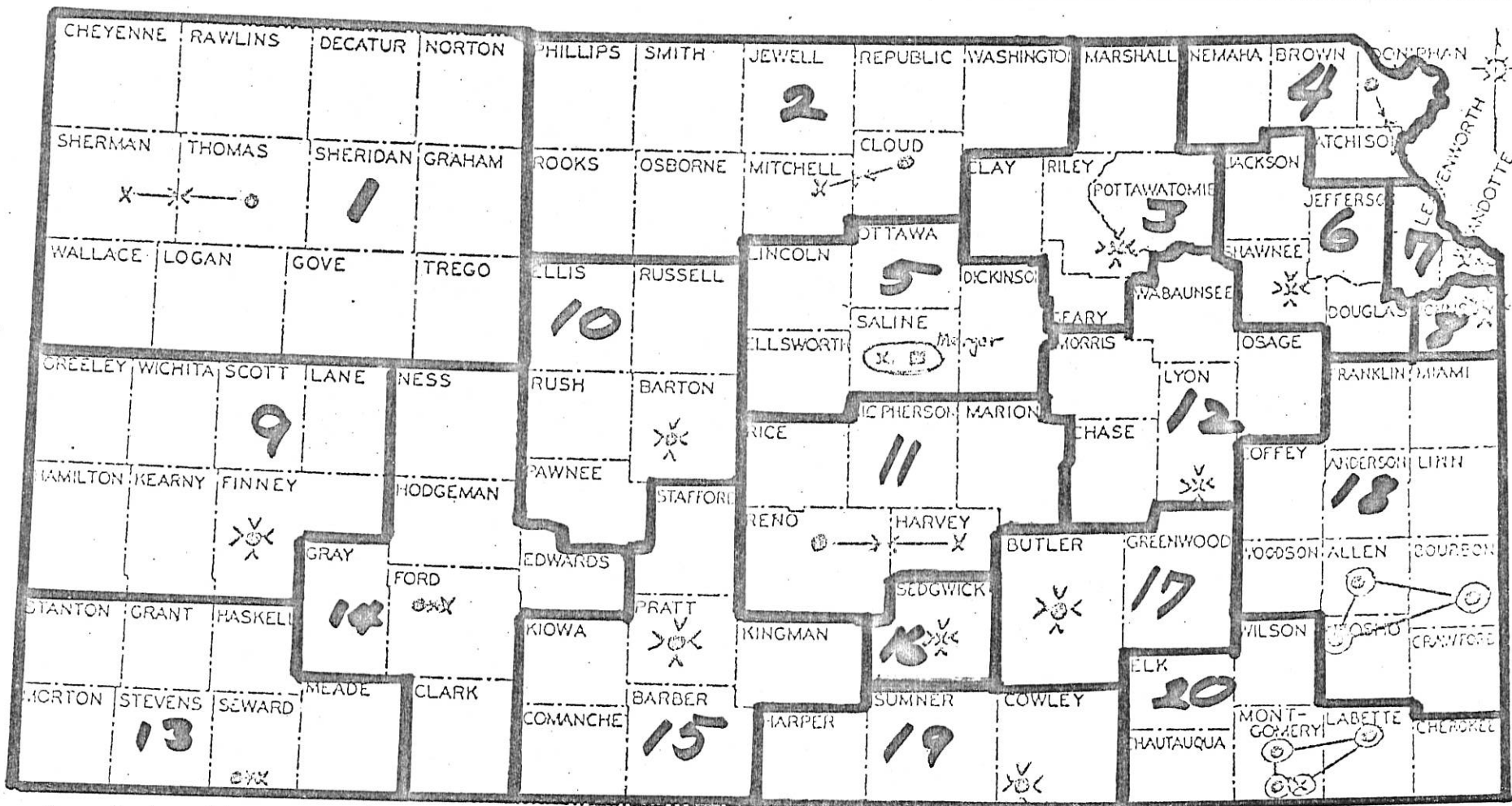
- ← - Merger - AVS and CJC (7)
- X - Expansion of curriculum (10)
- - Merger - more than two institutions (7)

Note: Cowley county AV program not separately identified

Task Force Regions

RECOMMENDATIONS OF THE MASTER PLANNING COMMISSION

12/72



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COMPARISON OF MAJOR RECOMMENDATIONS OF
THE MASTER PLANNING COMMISSION, BOARD OF EDUCATION TASK FORCE AND BOARD OF EDUCATION

	<u>Master Planning Commission</u>	<u>Task Force</u>	<u>State Board of Education</u>
Scope	Originally covered area between secondary schools and 4-year colleges and universities. Scope later broadened to include Board of Regents institutions. Not considered: Private colleges and universities	AVT'S CJC'S KTI Pittsburg Technical Inst. Proprietary Schools Not considered: Private colleges and universities, Regents Institutions	Same as Task Force
Regionalization	Not specifically discussed. Local Boards to be elected from geographic districts	A maximum of 20 (Boundaries drawn around each merger or expanded institution.)	A maximum of 10 (8 suggested). Regions based on KDED regions or KDED planning sub-regions. Each region would include at least one AVT or CJC.

Master Planning Commission

Task Force

State Board of Education

Mergers and Consoli-
dations

Recommended for Merger:

Same as MPC

Same as MPC

1. Northwest Kansas AVTS
and Colby CJC
2. Liberal AVTS and Seward
Co. CJC
3. Southwest Kansas AVTS
and Dodge City CJC
4. North Central Kansas
AVTS and Cloud Co. CJC
5. Central Kansas AVTS and
Hutchinson CJC
6. Northeast Kansas AVTS
and Highland CJC
7. Kansas City AVTS and
Kansas City, Kansas
CJC
8. Salina AVTS and KTI

Recommended for expansion:

1. Barton County CJC
2. Butler Co. CJC
3. Cowley Co. CJC
4. Garden City CJC
5. Johnson Co. CJC
6. Pratt CJC
7. Kaw AVTS
8. Flint Hills AVTS
9. Manhattan AVTS
10. Wichita AVTS

Recommended for consolidation:

1. Southeast Kansas AVTS,
Coffeyville CJC,
Independence CJC,
Labette Co. CJC
2. Allen Co. CJC,
Ft. Scott CJC,
Neosho Co. CJC

Master Planning Committee

Task Force

State Board of Education

Governance

Relative extent of occupational and academic offerings determined by geographically elected local boards.

Regional plan for postsecondary education formulated by locally elected regional boards with powers paralleling present CJC board powers.

Same as Task force, except that advisory boards would have authority only to recommend.

All local boards under the State Management Board (expanded Board of Regents) responsible for all public postsecondary institutions.

Regional advisory boards to assist boards in planning for vocational education.

State Board of Education to have program approval, general supervision, and statewide planning.

State Board to approve regional plans if the plans meet State Board guidelines.

Administration

Local administrative officer responsible to local board.

One administrative officer per region responsible to regional board.

Minor changes.

Local boards under general management of State Management Board.

Rules and regulations promulgated from State Department.

Data gathering coordinated through the Legislative Educational Planning Committee to avoid duplication.

	<u>Master Planning Committee</u>	<u>Task Force</u>	<u>State Board of Education</u>
Facilities	Creation of state postsecondary building fund.	Facilities to be transferred to regional board. Bonded indebtedness to remain where it was. Lease arrangement for vocational facilities at PTI. Creation of state postsecondary building fund.	Same as Task Force
Finance	75% state-federal funds. No out-district tuition. Student tuition 25% of institutional cost per FTE student. Establishment of student assistance program for all public and private postsecondary students in amounts up to \$1,400.	State General fund appropriation of approximately 50% of operating costs based on state total. Appropriation distributed by equalization formula with local regional wealth based on adjusted assessed valuation and taxable income. Student tuition to provide 15% of operating costs based on state average. Tuition same in all regions. (No out-district tuition.) Local and federal contribution: 35%	Same as Task Force

	<u>Master Planning Committee</u>	<u>Task Force</u>	<u>State Board of Education</u>
State Planning Agency (1202)	Recommends the creation of an independent state planning agency to do research and planning for all postsecondary education.	Recognizes the LEPC and its role to plan for all postsecondary education including the preparation of annual state plan.	Same as Task Force.
State Management Agency (1055)	Until such agency is created, general management function to be assumed by expanded Board of Regents to be responsible for all public postsecondary institutions.	No specific recommendation. Assumes State Board of Education will perform management function.	Same as Task Force.
Students/ Curriculum	<p>Role of four-year institutions primarily to do research and prepare scholars, leaders, scientists, and other professionals.</p> <p>Role of two-year institutions to prepare students for transfer to four-year institutions, meet vocational needs and serve community.</p> <p>Vocational and academic education should be integrated. Status of vocational education should be elevated.</p>	<p>Career Education Concept - lifetime of learning.</p> <p>Enter and Exit programs with minimal loss of credit.</p> <p>Continuing education concept, but no courses for credit higher than that offered in first two years at university level.</p> <p>Contracts with USD's for vocational education secondary students.</p> <p>If only AVT in region, AA to be offered through contract with 4 year institution. If only CJC, then contract for vocational education with U.S.D.</p>	Minor changes.