

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANSThe meeting was called to order by Senator Paul Hess at
Chairperson2:30 a.m./p.m. on March 14, 1983, 19 in room 123-S of the Capitol.

All members were present except:

Senator Doyen

Committee staff present:

Research Department: Marlin Rein, Sherry Brown, Mary Galligan, David Monical
Revisor's Office: Norman Furse
Committee Office: Mark Skinner, Doris Fager

Conferees appearing before the committee:

Senator Gerald Karr
Mark Tallman, Associated Students of Kansas
M. D. McKenney, Associate Executive Director, United School Administrators
Senator Wint Winter, Jr.
Onan Burnette, USD 501
Bill Berry, Kansas Association of Area Vo-Tech Schools, Kansas Council
of Vocational Administrators
Edwin J. Walbourn, Executive Director, Kansas Association of Community Colleges
Dr. Carl Heinrich, President, Butler County Community College
Dr. Hugh Speer, Trustee, Johnson County Community College
Dick Klassen, Trustee, Hutchinson Community College
Lawrence Foth, Executive Director, Advisory Council for Vocational Education
(By written testimony--See Attachment H)SB 266 - Transfer of Administration of Community Colleges from State Board
of Education to State Board of Regents

Senator Karr gave some background on the provisions of SB 266. He suggested that it provides an option for consideration of reorganization of post-secondary education in Kansas, including vocational technical schools. He referred to past studies, including the master planning commission report presented in December, 1972, and explained some of the suggestions in that report. Senator Karr indicated that it is important to place post-secondary education in the context of where we are going in the 1980's for economic development in Kansas--including high technology. He added that funding for technical education is relatively low.

Senator Karr continued by stating that Kansas has an excellent group of institutions, all of which have played their own role in education. However, we are now at a point of needing more coordination and more precise financing. Senator Karr encouraged the committee to look at the problem, and at the funds available and the missions of the respective institutions to consider a possible reorganization of the administration of post-secondary education in Kansas.

Senator Harder had several questions for Senator Karr, including that of whether he was proposing removing free access to all colleges from high school graduates. Senator Karr said he feels that question needs to be considered.

Senator Hein asked why the option of abolishing the Board of Regents and placing institutions under the Board of Education was not considered. Senator Karr said he felt the Board of Education had a major challenge in Kindergarten through twelfth grade, and should focus responsibilities in that direction at this time. He added that an appointed board would be a stronger direction for post-secondary education.

SB 266 - Continued

There was discussion between Senator Hein and Senator Karr concerning the possibility of decreasing the size of the Board of Regents. Senator Karr suggested that the present Board is bi-partisan, and in that respect has some limitations. Senator Hein suggested the possibility of creating a new body responsive to the concerns of all groups within its jurisdiction. At this point, Senator Hess suggested that discussion concerning SB 266 is a beginning. He said he feels there should be separation between K to 12 and higher education. He then asked Senator Karr if he had any suggestions for the committee on how the Legislature could force the kind of discussion on the topic so that it could be studied carefully. He asked if there should be a blue ribbon committee appointed by the Governor and legislative leaders, an interim legislative committee, a plan submitted by the two Boards in question, etc. There followed a general discussion concerning these options.

Mr. McKenney appeared in opposition to SB 266. He distributed Attachments B and C. He then read from his prepared statement. There followed a discussion of the curriculum of vocational technical schools, and the governing bodies of those schools. When asked by Senator Hess if he would object to having a study undertaken in Kansas to determine who should govern K through 12 and higher education in Kansas, Mr. McKenney said he would not object to such a study.

During the ensuing discussion, Mr. McKenney said he feels that our society is unique because it provides equal access in education to all people. He admitted that some are not as well prepared as others, but they have the opportunity to try to make it. He noted that many high schools cannot provide offerings suggested recently by the State Board of Regents.

Mr. Burnett appeared in opposition to SB 266. He noted he has questions about the cost-effectiveness; the overloading of the Board of Regents with more institutions to coordinate; the varying number of post-secondary students in the vocational technical schools; and he has a fear that this is a form of creeping socialism. He concluded that he would like to see SB 266 reported adversely.

The Chairman asked Mr. Burnett if he had any objection to a study of the entire educational system. He answered that he had no objection.

Mr. Berry presented his written statement (Attachment D). Following his presentation, Senator Hess asked if he would object to a study of the matter. He said he would support it wholeheartedly.

Mr. Tallman noted that he would suggest using independent representatives if a study were made of the subject. He further suggested that if there were going to be a panel of educators there should be student representatives as well. He said his organization does not have a position on SB 266. He said, however, that one of the greatest concerns of ASK is accessibility to higher education. He said there are two aspects of accessibility--financial and proper preparation. He suggested these go hand in hand and need to be considered if a study is made.

Mr. Tallman was asked if we should have higher standards in our educational system, and he replied that he believes very strongly there should be higher standards than at the present time. He suggested that there should be an alternative system for persons who are not capable of taking difficult math, for instance. He concluded by stating he would welcome a study in the area of education.

Senator Winter appeared in support of SB 266. He noted that more important than the bill is a need for a full-scale high level commission study of the entire educational structure in the state. He suggested that high quality education to all citizens will be impossible unless we take a hard

SB 266 - Continued

look at the mission of each level of education. He suggested there might be a study done by a Commission with the direction to approve SB 266 or suggest another approach. He stressed that he feels this must include both primary and secondary education. He noted that he has parochial interests, since he is from Lawrence, but is aware that he and others with similar interests must be prepared to do what is right for all areas of education.

In response to a question from Senator Hein, Senator Winter said he would support the bill if it abolished the Board of Regents and placed higher education under the State Board of Education; and also, if a new Board were established. He said the key is providing a system that promotes learning for all people, including academics and "auto mechanics," for example.

There was an extended discussion concerning comparison of educational systems in Russia and the United States. Following this discussion, Senator Harder stressed that top quality education depends upon the individual school's priorities; and that a lot depends upon the attitude of the parents and the students.

Senator McCray expressed concern that the students and schools with money and clout are those who survive; and he stressed the need to consider accessibility of education if a study is made concerning changes in education in Kansas.

Senator Steineger suggested that the problem with community colleges is that they are more interested in maintaining their status quo than in improving the quality of education. He said it might be well to restructure the system and let community colleges be the point of entry into the larger institutions. Senator Gaines stressed that the entire educational system needs to be addressed at the same time.

Senator Winter concluded his testimony by stating that most educational institutions are "selling their souls" to numbers of bodies instead of quality of production. The problem will continue, in his opinion, as long as it is approached in that manner. He noted that, if merit pay is made a priority in public schools and community colleges, there will be quality teachers and good schools.

Marilyn Harwood, State Board of Education, said the members of that Board would be glad to have a study of the educational system in Kansas. The Master Planning Committee which is now meeting is only a beginning for study, because the Board realized there are problems in the system. She said she would like for the Legislature to be represented in the study.

Mr. Walbourn presented his written statement (See Attachments E and F). Following his testimony, Senator Hess asked if he would have any objection to the Legislature having to approve budgets of community colleges. He said he would object because of the amount of local money involved, and the lack of understanding of local needs. He said the local Boards are geared to meeting local educational needs, since not all are transfer courses. In answer to a question from Senator Steineger, Mr. Walbourn said about 60% of courses in community colleges are transfer courses.

There were questions from committee members concerning the relationship of community colleges to larger universities and the evolving need for high technology training. Mr. Walbourn suggested that, for every doctorate degree, there would need to be support people with associate of arts degrees. He said he would not object to another study being made, but would stress the need to look at the entire system if there were such a study.

SB 266 - Continued

Dr. Heinrich stated that he has no objection to SB 266; however, there is concern that community colleges which are supervised by the State Board of Education will be placed under the Board of Regents for operational control. He suggested the change needs to go deeper than that.

Dr. Heinrich continued by stating that coordination is a problem at the departmental level. He said that at Butler County Community College a simple phone call will usually solve problems of transfer for a student. He explained that there is cooperation with Wichita State, Emporia State and Kansas State, as well as the area vocational technical school.

Dr. Heinrich stressed that about 80% of students at the community college are first generation college students. He suggested that this is not competition with universities--it is complementing those universities.

Dr. Speer stated that he does not think all problems in education would be solved by shifting community colleges to the Board of Regents. He said the community college is the greatest development of the century and the best level of education. He further stated that the community college gives the state its biggest bargain in education, and guessed that universities cost three times as much per student as community colleges.

Dr. Speer suggested that two Boards or commissions may be better than one as a governing body, since the two can check each other. He added that the introduction of SB 266 is making a contribution by precipitating a lot of discussion about education in Kansas.

Mr. Klassen distributed written testimony (See Attachment G). Following his presentation, Senator Steineger asked if it would be a good idea for community colleges to be the supply source for students at universities. Mr. Klassen said he felt this was true of half of the university students at the present time. He suggested that if there were facilities, the plan would work, since it could be done on a less expensive basis than the present plan.

Mr. Klassen concluded by stating that it takes state direction to get everyone together to sit down and talk. He said he does not agree with SB 266.

The meeting was adjourned by the Chairman.

GERALD "JERRY" KARR
 SENATOR, SEVENTEENTH DISTRICT
 CHASE, LYON, MARION, MORRIS,
 OSAGE COUNTIES
 R. R. 2, BOX 101
 EMPORIA, KANSAS 66801



TOPEKA

SENATE CHAMBER

COMMITTEE ASSIGNMENTS
 MEMBER AGRICULTURE AND SMALL BUSINESS
 COMMERCIAL AND FINANCIAL INSTITUTIONS
 LABOR AND INDUSTRY

I would like to review some of the aspects of Senate Bill 266. It provides us with an option for considering the organization of post-secondary education in the State of Kansas. I would like to first point out the primary focus of the bill. It does call for (as of July 1, 1983), the transfer of the supervision and direction of the community colleges in Kansas to the Board of Regents. This would be a transfer from the State Board of Education. ^{S.B. 266} ~~It~~ also calls for a transfer of all activities including budget control and program development.

Secondly, (starting on page 17) there is further discussion of a transfer of post-secondary activities in the area of vocational education from the State Board of Education to the Board of Regents. This could include the four Type II voc-technical schools as well as the remaining Type I.

In looking at this bill, I think there are several background items that we must consider. First, we need to reflect back to the Master Planning Commission Report that was presented to the Legislature in December, 1972. This Report provided a number of recommendations including the possibility of an overall planning and supervision board for post-secondary education. The provision which was suggested in ^{the Report} ~~that particular document~~ calls for a state management agency or a higher board for post-secondary education.

HH A 2-14-83
 2:30 p.m.

According to the state constitution, we have two major controlling units in post-secondary education. The Board of Regents, which now focuses on the Regents ^{Universities} ~~Institutions~~ and the Technical Institute in Salina, ^{while} ~~and of course~~ the State Board of Education (an elected board), ~~which~~ is responsible for all other educational activities ^{including} both the K-12, as well as post-secondary. S.B. 266 would divide this emphasis between K-12 and post-secondary.

As a backdrop to the changes, I think it is important to note that the ^{Master Planning Commission Report} ~~report that~~ was developed by ^a ~~the~~ Blue Ribbon Commission projected ^{post-secondary educational adjustment through 1985,} ~~through 1985~~. Let me just touch briefly on some of the recommended changes.

One of the changes coming out of 1972 Report was a need to consolidate, where possible, some of the functions of the voc-tech schools and community colleges. The suggestion to stream-line a network of comprehensive two-year institutions that would have a mix of career oriented and academic curricula. This mix was to be determined by local needs. The Report called for some adjustments which were difficult because of a need of combining functions of separate institutions.

One of the more complex discussions is related to the seven institutions in southeast Kansas. This included the six community colleges as well as the voc-technical institute.

Also, discussion was presented in regard to the need of combining or at least enhancing the work of the Salina area voc-tech school and the Kansas Technical Institute. Both institutions are serving technical needs of the State of Kansas, but are maintained as separate institutions. An additional recommendation did come about and this

was the establishment of a permanent independent planning agency. This was the 1202 Commission. This Commission has worked diligently over the past decade at resolving problems such as the transfer of credit between institutions. But there may be need now for a broader and a more sweeping review of direction of post-secondary education in Kansas.

Likewise, it was recommended that a state management agency charged with the management of the state interest in post-secondary education be established.

Senate Bill 266 basically moves in this direction using the Board of Regents as the vehicle for such a management agency and does this by transferring responsibilities that have been spread between two different boards.

In addition to the background of the special report which I recommend to all committee members for their review, I think we have now an additional issue which is evolving around the direction for economic development in the State of Kansas. One option which certainly must be considered is the role of high technology and future industrial probes by the private sector. To support such a move there is need for a strong and a very positive post-secondary educational framework. This institutional framework must not only provide the skilled manpower needed in new areas, but must also provide supplemental research and background work necessary for tomorrow's high tech. In this context, there has to be the proper blend of not only university education, but also critical technical education.

At this point in time, we have a wide array of institutions addressing in a various manner these kinds of needs for the future.

In some cases, we do have serious duplication, especially in relation to the resources we have available for post-secondary education. The result is, for example, the funds available for technical-vocational education is relatively low in relation to other states. We may tend to minimize the importance of our state commitment in this direction. The minimization of our state commitment possibly is reflected by the limited state monies that we have put into voc-tech programs, especially in the area of capital outlay. Basically, we have a good institutional framework, which needs further coordination as well as more precise financing for future high-tech development.

Even more pertinent as we look at the context of our current fiscal problems, is the problems that we face in studying the ^{FY 1984} ~~Governor's~~ Budget. We are basically freezing all new state money going into post-secondary education. This does not allow for internal adjustments which we need to make to prepare us for high tech. In fact, the Budget has a tendency to carry all our respective institutions to a lower level of quality rather than improving the quality and focusing individual institutions on their primary mission.

Therefore, I would encourage this committee to seriously consider the possibility of reordering the organization and administration of post-secondary education in the State of Kansas and certainly would welcome questions and debate in this area.



UNITED SCHOOL ADMINISTRATORS OF KANSAS

1906 EAST 29TH

TOPEKA, KANSAS 66605

913-267-1471

JERRY O. SCHREINER
EXECUTIVE DIRECTOR

M.D. "MAC" MCKENNEY
ASSOCIATE EXECUTIVE DIRECTOR

To: Senate Ways and Means Committee
From: M. D. McKenney, Associate Executive Director,
United School Administrators of Kansas
Subject: Position on SB 266
Date: March 14, 1983

Thank you, Mr. Chairman and members of the committee for permitting me to appear before you with testimony regarding this bill. I am M. D. McKenney, Associate Executive Director of the United School Administrators of Kansas and I speak in opposition to SB 266.

The purposes for which vocational-technical schools were established and we are working toward are more closely related to the public schools and the State Department of Education than to higher education and the State Board of Regents.

The manner in which Kansas' Area Vocational Technical Schools fit into community educational plans varies, however I would like to point out one very important way in which vocational education is being made available to Kansas students. In many communities the courses these schools provide are a very important part of the senior high school program, and in some cases junior high school. As a result, the unique ingredient for quality education in that district is the opportunity for students to have a saleable skill when they graduate from high school.

Because the so-called academic program is integrated with the vocational-technical program there needs to be a great deal of coordination and communication to insure efficient and effective operation. That coordination is assured by a local board of education and its responsible for the implementation of both programs.

Many of our schools utilize community advisory councils to work with the board of education and administrators of these schools to assure quality in their offerings and participate in the assessment of their needs.

Many of our area schools provide classes for senior high students of neighboring districts. It is often possible to find students from 2 or more different high schools as well as post high school students, some whom might be enrolled in a community college, all in the same classroom. This very efficient delivery system for education should not be tampered with by a change proposed in this bill.

AHB 3-14-83
2:30

Until recently I was a high school principal working in a district that had the kind of program and arrangement I have just described. At least 50% of the high school students (grades 10-12) were enrolled in courses offered in the nearby vocational-technical school. Because many persons enrolled in v-otec programs are former high school drop-outs their needs are more related to secondary education than higher education and the Board of Regents does not have the conception of their needs as does the local board and the State Department of Education. I firmly believe that the quality of education in that district did, and still does, depend upon that relationship and coordination which can best be assured by a local board of education working with the State Department of Education.

In summary, I would say that because of the nature of the vocational-technical programs and their present effective use, they are more closely akin to secondary education than to higher education and should remain under the supervision of the local school districts and the State Board of Education.

Southwest Kansas Area VOCATIONAL TECHNICAL SCHOOL

SECONDARY VOCATIONAL COURSE OFFERINGS

COURSE NO.	WHEN OFFERED	COURSE NAME	YEAR	UNITS
800	S1, S2	Health Careers I	11-12	1/2
801	F	Health Careers II	12	2
802	S1, S2	Nursing Assistant	11-12	1/2
805	F	Food Service	11-12	2
803	F	On-the-Job Training	11-12	1
804	S1, S2	Fast Foods	10-11-12	1/2
807	S2	Gourmet Foods	11-12	1/2
808	S2	Clothing III	10-11-12	1/2
809	S1	Interior Design I	10-11-12	1/2
859	S1, S2	Amateur Foods	10-11-12	1/2
860	S1, S2	Advanced Foods	10-11-12	1/2
861	S1, S2	Clothing I	10-11-12	1/2
862	S1	Clothing II	10-11-12	1/2
865	S1, S2	Creative Stitchery	11-12	1/2
866	S2	Interior Design II	11-12	1/2
868	S2	Child Development	11-12	1/2
869	S1	Creative Foods	10-11-12	1/2
890	S1	Lifestyle for the	11-12	1/2
892	F	Independent Living Plus	10-11-12	1
891	S1, S2	Careers in Business	10	1/2
810	F	Marketing & Distributive Ed I	11-12	1
811	F	Marketing & Distributive Ed II	12	2
814	F	On-the-Job Training	12	1
813	S2	Cosmetology	12	1-1/2
815	Q2,Q3,Q4	Vocational Communications	10-11-12	1/4
820	F	Junior Office Education	11	1
821	F	Senior Office Education	12	2
822	F	On-the-Job Office Training	12	1
830	F	Vocational Agriculture 9	9-10-11-12	1
831	F	Vocational Agriculture 10	10-11-12	1
832	F	Vocational Agriculture 11	11-12	1
833	F	Vocational Agriculture 12	12	2
834	F	Horticulture I	10-11-12	1
835	F	Horticulture II	11-12	1
836	F	Ag Related Occupation	12	2
854	F	On-the-Job Training	12	1
837	F	Landscape Design	10-11-12	1
838	F	Floral Design	12	2
842	F	Radio-TV Repair	12	3
850	F	Power Mechanics	10	2
851	F	Motorcycle Repair	10-11	2
852	F	Vocational Auto Mechanics I	12	3
853	F	Vocational Machine Shop	11-12	3
855	F	Vocational Electricity & Electronics	11-12	3
856	F	Vocational Welding	11-12	3
857	F	Building Trades I	11-12	3
858	F	Building Trades II	12	3
899	S1, S2	Vo Tech Office Aide	10-11-12	1/2-1

ALL SOUTHWEST KANSAS AREA VO TECH SCHOOL (AVTS) FEES WILL BE COLLECTED DURING THE MONTH OF JULY. NOTICE WILL BE SENT TO ALL DODGE CITY SENIOR HIGH SCHOOL STUDENTS ENROLLED IN VO TECH CLASSES.

VOCATIONAL COMMUNICATIONS - Q2, 3, 4

A nine week individualized course in reading, writing, speaking, and listening skills for any student who is enrolled in a vocational education course, and reading below grade level. Emphasis will be placed on materials, skills and vocabulary relevant to vocational-technical students. Reading skills needed on the job (following directions, scanning to find specific information, reading flow charts, etc.) will be emphasized. Good techniques for studying and test taking will also be stressed. Students will be expected to help plan their activities to reach the goals they have set. They may choose the materials they wish to use for practice and instruction from the following: reading shadowscope, magazines, workbooks, paperbacks, skillpacks, tapes, filmstrips, and specialized learning machines. Classes will meet in the VEB Learning Skills Center. Credit is applicable to English credit. Students wishing to take the course must have a referral form signed by their former vocational teacher or English teacher.

VO TECH OFFICE AIDE

Selection of student to participate is based upon prior grades, attendance, personal qualifications and minimal clerical skills. Any person selected will work out of the Vo Tech office and may have the following duties -- answering phones, typing, running office machines, and other general office duties. Those persons desiring this type of experience must have a pleasing personality and friendly attitude. No person will be selected for this type study who is an aide in another area during that year.

AGRICULTURE EDUCATION

Vocational Agriculture 9

Introduction to Agriculture. The purpose of this course is to teach students interested in agriculture a general knowledge of agricultural problems in livestock and crop areas, introduction to farm accounts, develop basic skills in farm mechanics and agriculture careers. The variety of experiences include survey of the business of agriculture, heredity of livestock and crops, breeds and livestock selection, farm accounts, tool use, care and selection, carpentry, and welding. This is an elective course, meets one period daily for two semesters and gives one unit of credit. A three ring notebook is required. There is a laboratory fee. No prerequisites.

Vocational Agriculture 10

Animal Sciences: The purpose of this course is to teach students interested in livestock production. The areas covered are animal nutrition, rations, feed ingredients, livestock diseases, systems of production in the various classes of livestock, markets and marketing of livestock, farm accounting, and a continuation of farm mechanic skills with emphasis in surveying and electricity. This is an elective course, meets one period daily for two semesters and gives one unit of credit. A three ring notebook is required. There is a laboratory fee. Prerequisite: Vocational Agriculture 9.

Vocational Agriculture 11

Crop and soil sciences. The purpose of this course is to teach students interested in crops and soils. The areas covered are: soil formations,

2-30
3-14-83
AHC

The Kansas Association of Area Vocational-Technical Schools opposes SB 266 based on the inadequate way in which it approaches area vo-tech schools and vocational education in Kansas.

In opposition to SB 266, we would ask the following questions:

- 1) What is the intent of the bill? Is it to place all post-secondary education under the Kansas Board of Regents?
- 2) Is a "joint board on vocational education," made up of the state board of regents and the state board of education, a logical approach to supervision of administration of local vocational education programs? The KAAV-TS does not believe that this is sound.
- 3) What is the role of the local board of education or board of control as SB 266 is written?
- 4) Most area vocational-technical schools have classes with both secondary and post-secondary students enrolled. What provisions are made in SB 266 for these situations?
- 5) How is vocational education, area vocational-technical schools in particular, to be funded as a result of SB 266?
- 6) Who or what agency will be responsible for approving new vocational education program applications which identify both secondary and post-secondary enrollment?
- 7) In certain areas of vocational education, a college degree is not necessary for vocational teacher certification. How would this be dealt with, as a result of SB 266?

The Kansas Association of Area Vocational-Technical Schools opposes SB 266 and does not feel that its passage would be in the best interest of vocational education in Kansas.

Thank you for your consideration of the expressed concerns.

AH D 3-14-87
2:20



KANSAS ASSOCIATION OF COMMUNITY COLLEGES

Columbian Title Bldg., 820 Quincy • Topeka 66612 • Phone 913-357-5156

Edwin J. Walbourn
Executive Director

Statement by Edwin J. Walbourn, Executive Director,
Kansas Association of Community Colleges, to the
Senate Ways & Means Committee, concerning S.B. 266
Monday, March 14, 1983

Mr. Chairman, Members of the Committee:

The KACC welcomes this opportunity today for a review of the status of the community colleges of Kansas presented by S.B. 266. As the fastest growing segment of higher education, not only in Kansas but also in the nation, we feel that such a review is justified and welcome.

Before addressing the particulars of S.B. 266, I would like to make an overview of community colleges in Kansas. Briefly, junior colleges, as they were then known, started in Illinois roughly 82 years ago. The first one was established because of a felt need to provide the first two years of a college education close to home, at a lower cost, to serve the students who could not attend college otherwise. The movement spread, and the first junior colleges (4) in Kansas were established in 1919. Two of those are still in existence, Garden City and Fort Scott. Economic conditions, the difficulty of travel and the desire on the part of school districts to provide more education for the citizens were the motivating factor. By the time of the community junior college act of 1965 in Kansas, there were 14 operating institutions. All these had been established prior to World War II, with Pratt being the last in 1938. Colby, Cloud, Barton, Seward and Johnson were established between 1964 and 1968, all in areas which were underserved or non-served.

During this period of time, being locally controlled, the colleges were more responsive to the needs and the desires of the local area. Soon, occupational courses were asked for and received, more counseling was required and short courses and seminars for the non-traditional student were offered in response to demand. The junior college grew out of its original transfer only program and into a truly community college serving the needs of all of the community, or as much as it could do well. We can cite you example after example of students who would not have had an opportunity to attend college had it not been for the nearby community college with its low tuition and its ability for students to work and attend.

AHE
3-14-83 2:30P.m

By the Act of 1965, community colleges were established on a larger tax base as independent units. Provisions were made so that local taxes operated the colleges, with some stated credit hour aid and out-district tuition based upon the operating budget of the college so that other counties shared in the cost of educating their own students. Later the state, to relieve the out-district counties, elected to pay half of the out-district tuition for them, the present out-district state aid. It meant no additional funds to the community colleges, only that the state paid half for the out-district counties. The local district still paid all of the building costs, the capital costs, supplemental education costs and the employees benefit costs. The only funds into which credit hour state aid and out-district tuition and state aid may go are into the general fund and the vocational fund. This bill also provided for a community college advisory committee appointed by the Governor and for a state plan to be adopted. If I may, I would like to list the scope and role of the community college as outlined in this state plan. I have included a copy of these statements from the state plan in my written testimony and therefore I will just summarize them here. They are:

1. College transfer and general education.
2. Occupational, vocational and technical education.
3. Adult and continuing educational programs.
4. Community services which will support community development and self-improvement.
5. Student personnel services.
6. Developmental educational programs for those who lack an adequate background.
7. Student development activities.

These are, we feel, the heart and soul of a community college, in Kansas and in the nation.

Community colleges remain today basically locally financed institutions. If only general and vocational funds are considered, all state aid, including credit hour and out-district aid accounts for 31 percent of the expenditures in those funds. If you consider the employees benefit fund as an operating expense, which it is, the percentage shrinks to 27 percent. There are only three states in the nation where the level of state support is lower than Kansas for its community colleges. Yet in spite of, or perhaps not, enrollment in community colleges has risen from 9,400 in 1965 to over 39,000 this year.

We said that we welcomed this review. In the past years many studies have been conducted in regard to community colleges. As early as 1969 and 1970, the State Board of Education drafted and recommended a regional education act which combined

community colleges and area vocational schools and area vocational technical schools in one streamlined area, with one local board in each region responsible for all of the post-secondary education outside of the regents institutions and the private institutions. In 1972 the Master Planning commission made a study and several recommendations. Again they recommended a regionalization and combining of vocational schools and community colleges with local boards, and further that the state universities each be given a local board of trustees to manage the institutions with one State Management Board to coordinate all post-secondary education regarding state participation. That report stated that institutions could not be managed from a state level board. The Ozark Regional Study in 1973 recommended one region of 15 counties in Southeast Kansas with one board and multi-campus operation. Finally, the State Board of Education appointed a comprehensive committee regarding post-secondary education and those recommendations closely followed the other recommendations. All recommended either a third board for post-secondary education other than the Regents, or for post-secondary with strong local boards to remain under the State Board of Education. The Regional Education Act which was introduced into the legislature followed these recommendations, but because of the constitutional amendment required opted to the present State Board of Education rather than the third board. Presently there is another combined committee of vocational and community college advisory board persons meeting to develop a master plan for post-secondary education.

The Legislative Post Audit Department has done three studies of community colleges. One found out that no profits were being made on state aid or vocational aid. A study on transferability showed that there was virtually no problem on transfer to regents institutions. A study on off campus courses showed that the quality and costs were comparable to the regents institutions. We will discuss the Regional Education concept a little later.

As to S.B. 266, KACC cannot support this bill for a variety of reasons. We agree that while it renews the question of governance and presents this opportunity for review of post-secondary education in Kansas, we feel that it is too simplistic an answer to many difficult questions.

1. It does not take into consideration the fact that when operational and capital improvements are considered by far the largest portion of the total costs are still borne by the local districts.
2. It does not answer the bothersome question of out-district tuition or the placing, or need for placing, the entire state in community college districts. Out-district tuition remains the same as well as the state's participation.

3. It does not do anything further than is being done about the acknowledged need for lifelong learning and the role of post secondary institutions.
4. It does not provide a means by which the private sector schools may be utilized in post secondary instruction.
5. It would place an intolerable burden on the present regency system. A governing board now must supervise 19 additional institutions with local funds and local boards comingling local and state funds.
6. Related to the above, it does not acknowledge the fact that the present supervisory relationship of the State Board of Education is geared, as through local unified districts to the local board-state supervisory concept.
7. It creates a new monster, a joint board for vocational education and splits secondary-post-secondary vocational education at a time when more needs to be done to coordinate and complement the system.
8. If there is an emphasis on the need for more controls, this does nothing more than is being done. We might point out that no courses or programs for which state aid is paid may be offered without the approval of the State Department of Education. That includes basically all credit courses. No vocational differential may be paid unless the course or program is certified as a vocational program by the state. No out district courses may be offered unless the location and course is approved by the State Department. The state department audits all billings and verifies all monies spent by the state and the out-district tuition payments. Our budget forms and our budget system is determined by the State under the Division of Accounts and Reports. We are required to have annual outside independent audits each year. A fixed amount of our revenue comes from state aid and out-district state aid and tuition. All the rest must come from student tuition and local taxes. Certainly, a public board elected by the local voters is not going to run up huge expenditures when the bulk of them, on an average of over 50 percent comes from the local levy.
9. We feel that it is a slap at the ability of local boards to control fiscal matters.

The situation the community colleges find themselves in is not due to lack of control, but to success and a small tax base and the disparity of tax base among the local units. Local assessed valuation to operate a college ranges from \$29,000,000 to over \$950,000,000. Yet the amount of aid is a fixed amount upon credit hour enrollment, thus making the local taxpayer among the districts by disparate amounts to support equal programs. All of the capital costs and all building costs are borne solely by local taxpayers.

The colleges have long recognized these problems. Several independent studies, some commissioned by the legislature have recognized the problems and offered solutions.

These are some of the reasons why the KACC opposes the present bill. However, to meet some of the concerns which both the Legislature and the community colleges feel, I am going to ask Dr. Carl Heinrich to discuss with you one possible alternative to S.B. 266 which we feel does address those concerns.

Mission Statement

The mission of the Kansas community college system shall be to provide equal access to quality, low cost, comprehensive postsecondary educational opportunities for citizens of the state who may benefit from the programs and services of the several institutions. The specific educational functions of the system shall include the following:

1. College transfer and general education programs which encompass those courses usually offered during the first two years of a four-year degree program in the professions or liberal arts.
2. Occupational, vocational, and technical education programs which are designed to equip the individual with a marketable skill in two years or less.
3. Adult and continuing education programs which recognize the need for lifelong learning and which offer educational opportunities for economic improvement, cultural development, and enrichment of personal and family living.
4. Community services which will support community development and self-improvement as well as provide leadership for cultural, intellectual, and social activities.
5. Student personnel services which include guidance, counseling, financial aid, placement, and other supportive services to assist the individual in the achievement of personal goals.
6. Developmental education programs which recognize the state's commitment to its citizens who desire a college education or specific career skills, but who lack adequate educational background.
7. Student development activities which are designed to assist in the attainment of physical, social, cultural, and leadership skills.

From:

*KSDE State Plan for Fiscal Years 1983 & 1984
Approved by State Board of Education 9-14-82*

*AAE 3-14-83
2:30 P.M.*

Testimony before the
Ways and Means Committee
Kansas Senate

In RE: S. B. 266

Presented by

Dick N. Klassen
Trustee, Hutchinson Community College
Hutchinson, Kansas

March 14, 1983

ATB 3-14-83
2:30 p.m.

Mr. Chairman and Members of the Committee:

It is my great pleasure to present to this distinguished committee my views and opinions with regard to Senate Bill number 266 concerning the transfer of the supervision of community colleges within the State of Kansas from the State Board of Education to the State Board of Regents.

To qualify for this distinction, I have been a Trustee at Hutchinson Community College in Hutchinson, Kansas, since 1968 and have served three terms as board chairman. I have been chairman of the Kansas Association of Community College (KACC) Trustee Section in the past and was on the board of the Association of Community College Trustees (ACCT) which is the national organization for community college trustees. I also served on the Executive Committee of that Association for four years and served as it's President in 1978 and 1979. Currently, I am a member of the Board of Directors of the American Association of Community and Junior Colleges (AACJC) which is an institutional organization of community colleges and represents the community colleges of the nation along with ACCT on a national basis. During this 15 year involvement with the comprehensive community colleges, local, state and national, I have come to love, admire and be extremely proud of the accomplishments made and the philosophy for which they stand. One thing I think interesting to point out about community colleges is that they, like the institution of jazz, are uniquely American. To my knowledge these are the only two truly American institutions. And we must further remember, I think, that while universities and colleges have

centuries-old roots, back to Cambridge and Oxford, the first community college was formed in 1901 in Joliet, Illinois. And it was really not until the late 1950's that the philosophy of community colleges as post-secondary educational institutions became comprehensive in nature. Therefore, we see that we are talking about an educational philosophy that is only a generation old. So although there may be imperfections therein, I think we would all agree that great strides have been made in this facet of post-secondary education.

As with most segments of our society, federal and state governments in a variety of ways impose their will on the educational system. These elected bodies decide whether community colleges will be free to operate with adequate funds and to some extent whether they will be permitted the autonomy which will allow them to remain responsive to the needs of the local community or whether they will in effect be simply components of a state system. That brings us to a scene that is familiar to us all - declining enrollments, fiscal restraints, education's lowering priority, plus the public's demand for less duplication for educational services have all combined to pressure federal and state legislatures to create greater control over local institutions and boards of trustees. Why? What can be done to reverse the trend? It's simply emphasis on the disturbing fact that when the economy has slowed down, education seems traditionally to be the first sector to be sacrificed. But as trustee's of community colleges, we are charged with the responsibility to create a climate in which education will be facilitated.

With regard to the bill before us today, S. B. 266, my understanding that the intent is not to make the State Board of Regents a board of control but rather to have them replace the State Board of Education as a coordinating board. There is definitely a distinction between a coordinating function and a control function. I am of the opinion one of the greatest concerns of the community colleges is that once the coordinating function might be established, can the control function be far behind. The interrelationship of local state governments and various governing boards can sometimes boggle the minds of the most astute scholars. As the worst example of all statutes, New York State's is most outstanding. Here, similar to other governmental agencies, no one knows who are the governing boards or who indeed are the governed. Of course, it would require funding for the control function to be assumed. There is the old saying, where public money goes, public strings and red tape go with it, and I am sure that battle between ownership and management of our colleges will rage for some time. It is quite understandable in this particular period of our economy that the state would not want to assume expanded funding for a control function by the Board of Regents. But, the concern of the assumption of control at a later date is a real concern to community colleges.

Now with regard to the bill before us, since you are simply replacing one coordinating board with another coordinating board, the question would be what purpose such change would serve. It would not change the method of support, since you

would still have a local tax. You would still have rich districts and poor districts and different assessed valuations that generate different amounts of money. The problems of out-district tuition would not be addressed. In other words, to simply replace one state coordinating agency with another agency will not alleviate any of the problems now facing community colleges nor enhance post-secondary education for the citizens of Kansas.

It is conceivable that it might even make the problems worse since the community college system under the Board of Regents would obviously be low on the "totem pole" of priorities. In another sense, community colleges over which the Regent's are exercising coordination or control would definitely not have the same priorities as those institutions the Regent's were more directly controlling. The Regent institutions and the community colleges have two different missions. The Regent's would always have to determine that one was less important than the other which would tend to make the community college and Regent institutions compete rather than cooperate and work together. Under the current situation, the State Board of Education is not otherwise involved on the post-secondary level, and therefore, this possible competition does not currently exist.

Another question of concern is whether the Board of Regents has any expertise in the area of community colleges. Do they have experience with vocational-technical programs like the Board of Education does? The transfer function is only a part of the community college mission and may be a decreasing

part in the future. Peter Drucker, the most widely read and quoted management thinker in the world, said in 1981 that, "Demand for education is actually going up, not down. What is going down, and fairly fast, is demand for traditional education in traditional schools." And this has always been the community college's forte; to have flexibility to be "non-traditional", so to speak. Why shift, then, from a Board with experience in vocational-technical education to a Board that is only recently moving into two-year associate degree programs, and only then because four-year colleges are looking for enrollment.

The claim has been made that under the Board of Regents it would somewhat facilitate transfer between community colleges and Regent schools. It is my opinion that this would not happen and I have yet to see proof that it would. In fact, I have direct evidence, particularly in the State of Kentucky, that where the community colleges of that state are part of a state system under the Kentucky Board of Regents the community colleges have more trouble transferring to the University of Kentucky than probably any other school.

Another area of concern with the current bill is that of conflict of interest. The Regents would be overseeing the Regent institutions as well as the community colleges. Would they be unbiased in areas of potential conflicts of interest? If we want some other state coordinating board other than the State Board of Education, why not create a separate State Board for Community Colleges as some other states have done. It has been my experience as I have traveled and become acquainted with

other systems across the United States that there are no two systems completely alike. But those states that have been unable to fulfill the mission of the comprehensive community college, in my opinion, such as the aforementioned Kentucky and New York systems as well as those of Alabama, Rhode Island and Connecticut, are those that come within the purview of a super board of all post-secondary education. Those state systems such as Minnesota, Wisconsin, Massachusetts and Alaska wherein a separate State Board oversees community college education have been much more successful in carrying out their mission. It makes much more sense to have one state coordinating board for all of community college education and post-secondary vocational education than to have part of our mission under the Regents and part of our mission under some other control.

As stated before, one of the strong points of community colleges is the flexibility to adapt to local needs. Only the person wearing the shoe can tell whether or not it pinches, and in anything so people-oriented as education, the needs and wishes of the local community are of paramount importance. It is my fear that a state bureaucracy would not be that sensitive to local needs. The comprehensive community college philosophy is already established in the administrative procedures of the State Department of Education; one has to be concerned with the knowledge needed to provide for local transfer, vocational-technical concerns, and community service needs. And it is the experience of community colleges across this country that community service needs are becoming more and more important in the mission of the comprehensive community college. Therefore, although the Board of Regents would not exercise direct control over community

colleges, by setting policies and procedures and establishing criteria for program and course approval, they would have a great deal of indirect control over our operations. Thus, you would have an agency whose primary concern was state-wide dictating local actions.

The thrust of the community colleges across this state and this country is a nationwide effort to help put America back to work. This can only be done on a local basis with national and state or regional coordination. Some of the projects that are coming down through ACCT and AACJC are a Kellogg leadership initiative being conducted by Nolan Ellison, a former KU graduate who is president of Cuyahoga Community College in Cleveland and being funded by the Kellogg Foundation; the job training partnership program being conducted and monitored cooperatively through the U.S. Department of Labor by Lawrence Lauth; the Business Industry Community College Coalition (BICCC) to make community college staff and trustees more pro-active in working with employers to train a skilled work force and being headed by W. L. McMahon of Corning Glass Works; and a national small business training network under the direction of Carol Eliason whose purpose is to reduce the failure rate of small businesses through a network of community, technical and junior colleges providing high-quality, low-cost, small business management training. Again, these nationwide efforts can only be successfully implemented on a local basis by flexible and responsive boards of trustees of our community colleges because the community colleges of this state and nation have the greatest

delivery system for this type of education and it is already in place; the wheel does not have to be reinvented.

In conclusion, in my opinion, there are ways to address the real problems of community colleges in Kansas, but simply changing from a state board with experience in the field to one that is not experienced in community college operations is certainly not a very imaginative solution.

Thank you for your attention this afternoon.



Advisory Council for Vocational Education

Kansas State Education Building

120 East 10th Street Topeka, Kansas 66612

Lawrence Foth, *Executive Director*
Phone: 913/296-2451

March 14, 1983

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MEMO TO: Senator Paul Hess
Chairman, Ways & Means

FROM: Lawrence Foth

I want to express my appreciation for the opportunity to testify on behalf of the State Advisory Council for Vocational Education on S.B. 266. Floyd West, Chairman, is otherwise occupied and asked me to stand in for him this afternoon.

The Council opposes implementation of this bill for the following reasons:

1. The bill, in its present form, is administratively unworkable. At a time when coordination has become the common denominator in discussions of educational delivery systems, this proposed legislation appears to counter much of the sentiment for a more orderly approach to planning. The division of responsibility for administration of vocational/technical education is not in the best interest of articulation of the program.
2. This proposed legislation appears to essentially moot the task that has been undertaken by the State Board of Education and the advisory councils for vocational education and community colleges of designing a master plan for delivery of educational services. This effort, which has taken into account significant studies of the past, is scheduled for completion in the near future. It is imperative that affirmative action on the proposed legislation be delayed until such time as the above study is completed.

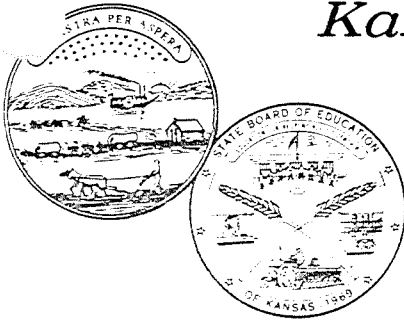
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ATTN 3-14-83
2:30

Kansas State Board of Education

Kansas State Education Building

120 East 10th Street Topeka, Kansas 66612



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March 14, 1983

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Evelyn Whitcomb
District 8

Robert J. Clemons
District 9

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District 10

TO: Senate Ways and Means Committee
FROM: State Board of Education
SUBJECT: 1983 Senate Bill 266

I appreciate the opportunity to appear before you on behalf of the State Board of Education. My name is Bob Clemons, State Board member from Independence.

Senate Bill 266 designates the State Board of Regents as the governing authority in all matters relating to the powers, duties, and functions of Kansas community colleges. This would include the approval of all courses and subjects, approval of all out-district courses, approval of all extension courses, appeals for students to attend a community college and reside in another community college district, approval of all contracts made between community colleges and public/private institutions outside the State of Kansas, determination of maximum amount of out-of-state tuition, adoption of rules and regulations concerning general supervision of community colleges, computation and distribution of community college credit hour and out-district state aid, authorization to conduct audits and investigations, staffing of the community college advisory council, and development of the community college state plan.

The proposed bill would provide that the State Board of Education and the State Board of Regents shall act as a joint board on vocational education and such joint board is designated for the sole supervision of the administration of vocational education by local education agencies. The joint board on vocational education would then prepare and administer the state plan for vocational education.

It appears from reading this bill that the area vocational schools and area vocational-technical schools as defined in Section 26(e) would remain under the jurisdiction of the State Board of Education. Currently, the State Board is required to approve all vocational education programs, compute and distribute state and federal aid, monitor all programs, develop and approve the state plan for vocational education, and approve tuition and fees of students attending the institutions under the guidelines as provided by statute.

The State Board of Education is opposed to the passage of 1983 Senate Bill 266. This opposition is not because we feel that we have found a camelot under the present system, but Senate Bill 266 does raise some concerns which we would like to share with you. The State Board of Education feels that Senate Bill 266 would do the following.

1. Could result in loss of local control for boards of education, boards of directors, and boards of trustees.
2. Increased administrative costs on approval of programs if the State Board of Education and State Board of Regents are required to approve a program in which secondary and postsecondary students are enrolled.
3. Vocational education could become a low priority in the allocation of resources.

March 14, 1983

4. Could tend to diminish the effective articulation between secondary schools under the local boards and those institutions administered by the State Board of Regents as it pertains to secondary-age pupils.
5. Requires the boards of an area vocational school/area vocational-technical school to receive approval from the State Board of Education as well as the State Board of Regents for programs which involve secondary and postsecondary students.
6. Could result in an increase in student tuition for students attending an area vocational school/area vocational-technical school or community college if the tuition computation was followed similar to that currently practiced by the Regents' institutions. This would be contrary to the original intent of the postsecondary aid law and the community college law.
7. Could result in area vocational schools/area vocational-technical schools becoming either a secondary or postsecondary institution.

The State Board of Education is now in the process of developing a master plan of educational services for vocational, vocational-technical, and community college education to include the areas of governance, finance, secondary, and postsecondary vocational education. Dr. James McCain is chairing the committee which includes representatives from the State Advisory Council for Vocational Education, the State Advisory Council for Community Colleges, and two members of the State Board of Education. The first phase of this study will be completed in June, 1983. The second phase will be completed in October, 1983. Statewide meetings will be scheduled in the near future to receive input from administrators, board members, and other interested citizens. A major focus of the study will be to help determine efficient utilization of state and local resources. When the study is completed we would like to submit it to the appropriate legislative body for review. At this time I would like to provide you with a progress report of the Inter advisory Council Planning Committee. Please remember that this is only a progress report but it will give you an idea of the work being done.