

MINUTES OF THE SENATE COMMITTEE ON EDUCATION

The meeting was called to order by SENATOR JOSEPH C. HARDER at  
Chairperson

1:30 ~~xxx~~ p.m. on Monday, March 23, 1987 in room 254-E of the Capitol.

All members were present except:

Committee staff present:

Mr. Ben Barrett, Legislative Research Department  
Ms. Carolyn Rampey, Legislative Research Department  
Ms. Avis Swartzman, Legislative Revisor's Office  
Mrs. Millie Randell, Secretary

Conferees appearing before the committee:

Sub. HB 2102 - Higher education, powers and duties of state board of regents, creation of state committees on community colleges and on state educational institutions and municipal universities. (Committee on Legislative Commission on Kansas Economic Development)

Proponents:

Speaker of the House James Braden  
Mr. Norman Jeter, member, State Board of Regents  
Mr. Richard Reinhardt, member, State Board of Regents  
Mr. David Monical, Vice President in Charge of Planning, Washburn University  
Mr. Mark Tallman, Legislative Director, Associated Students of Kansas

Opponents:

Dr. James P. Ihrig, President, Cloud County Community College; speaking on behalf of the Kansas Association of Community Colleges  
Mr. Bryce Roderick, Trustee, Garden City Community College  
Mr. Jerry Gee, President-elect of the Faculty Delegation of the Kansas Association of Community Colleges; member of the Board of Directors, Kansas Association of Community Colleges; faculty member, Dodge City Community College  
Ms. KyAnne Blackwell, student, Labette Community College; President, Kansas Association of Community Colleges Student Section  
Mr. Robert W. Stinson, Olathe; President, Kansas Vocational Association  
Mr. W. W. Musick, Minneapolis; Chairman, State Board of Education  
Mr. Craig Grant, Director of Political Action, Kansas-National Education Association

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Mr. Dick Rogenmoser, Chairman, Kansas Council on Vocational Education  
Dr. Bill Berry, Director, Manhattan Area Vocational School; President, Kansas Association of Area Vocational-Technical Schools  
Mr. Frank J. Becker, Chairman, Board of Regents (Written testimony only)

After calling the meeting to order, the Chairman stated that out of deference to the people who had traveled a great distance to testify at today's meeting, he would give preference to those conferees from out-of-town. The Chairman then recognized the Speaker of the House James Braden.

Speaker Braden, a proponent, explained that the concept for HB 2102 had been recommended by the Legislative Committee on Economic Development. He said, however, that Sub. for HB 2102 represents a House compromise of the original bill and explained two major changes in Sub. for HB 2102. Speaker Braden related that the two additional boards included in the original bill would have created additional expense as well as a bureaucracy. He said that this provision had been deleted in the substitute bill. He also explained that under the substitute version of the bill the vocational education and area vocational schools would remain under the supervision of the State Board of Education. Speaker Braden further stated that although the bill is designed to help coordinate the program to bring Washburn University into the state system, the bill does not make Washburn a state school. In response to questions, Speaker Braden said he felt the substitute bill was

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room 254-E, Statehouse, at 1:30 ~~xxx~~ p.m. on Monday, March 23, 1987

better than the original HB 2102, because it doesn't contain the additional two layers of bureaucracy. He also responded that there was no fiscal note attached to the bill and that the State Board would still be responsible for the vocational technical programs.

Mr. Norman Jeter, Hays, a member of the State Board of Regents, stated that although the Board of Regents continues to support the underlying concept of improved coordination of higher education embodied in HB 2102, he did share two concerns with the Committee: Dividing the Board of Regents into two committees and establishment of the position of Commissioner of Higher Education, whose duties are essentially similar to those of the present Executive Director of the Board. (Attachment 1)

Mr. Richard Reinhardt, Erie, also a member of the State Board of Regents, supported the concept contained in HB 2102 regarding the Board's additional responsibility with regard to community colleges and Washburn University. He expressed concern, however, regarding dual responsibilities for vocational education between the State Board of Education and the Kansas Board of Regents. (Attachment 2)

Mr. James P. Ihrig, Concordia, President of Cloud County Community College, suggested that action on HB 2102 be deferred and recommended that an interim committee study the issues raised by this piece of legislation along with other issues that are related to the governance of higher education in Kansas. (Attachment 3)

Mr. Bryce Roderick, Trustee, Garden City Community College, stated that the majority of trustees he represents cannot support Sub. HB 2102 and cited two concerns of the trustees: Postsecondary vocational education and the overall funding of community colleges. (Attachment 4)

President-elect of the Faculty Delegation of the Kansas Association of Community Colleges, Mr. Jerry Gee, Dodge City, stated three reasons why his faculty delegation had voted in opposition to Sub. HB 2102, and these relate to: Provisions of financing the community college system in Kansas, split of governance, and the feeling of uncertainty that this legislation is a quick fix measure for a more complicated problem. Mr. Gee related that the community college faculty recommends further study by an interim committee before submitting comprehensive, viable legislation next year. (Attachment 5)

Labette Community College student and President of the Kansas Association of Community Colleges Student Section, Ms. KyAnne Blackwell, described how community colleges are meeting the needs of a unique group of Kansans in her testimony found in Attachment 6.

Mr. Robert W. Stinson, President, Kansas Vocational Association, stated that his organization is in opposition to HB 2102 and recommended that further study of the Education Article of the Constitution be undertaken before changes in vocational education of community college governance in the State of Kansas should occur. (Attachment 7)

The Chairman of the Kansas Council on Vocational Education, Mr. Dick Rogenmoser, stated that his constituent group recommends that no action be taken on the bill until after a study can be made of the possible effects on the state economy. However, Mr. Rogenmoser said that if the Committee should decide to pass the bill, he recommends amending HB 2102 to include all funded vocational-technical education as part of governance under the Board of Regents. (Attachment 8)

The Chairman of the State Board of Education, Mr. W.W. Musick, Minneapolis, stated that the State Board of Education believes that transferring the general control and supervision of Kansas community colleges to the State Board of Regents would not serve a useful purpose. (Attachment 9)

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MINUTES OF THE SENATE COMMITTEE ON EDUCATION,

room 254-E Statehouse, at 1:30 ~~xxx~~ p.m. on Monday, March 23, 1987

Dr. Bill Berry, Director of the Manhattan Area Vocational School and President of the Kansas Association of Area Vocational-Technical Schools, stated that his vocational-technical school association does not have a position, because the Sub. for HB 2102 does not contain any reference to vocational-technical schools. Dr. Berry added, however, that the area vocational schools and area vocational-technical schools prefer to remain under the supervision of the State Board of Education.

Mr. Craig Grant, Kansas-National Education Association, stated that a number of community college faculty are members of his organization, and he asked the Committee to delay passage of the bill until after an interim committee should have studied the economic aspect of the education picture.

The Vice-President in Charge of Planning at Washburn University, Mr. David Monical, said that his institution views HB 2102 as at least a formal mechanism for Washburn and the state Regents to begin planning for the future in his testimony found in Attachment 10.

The Legislative Director of Associated Students of Kansas, Mr. Mark Tallman, said that his organization supports passage of Sub. HB 2102 and listed the several provisions of the bill which it strongly supports. (Attachment 11)

Following testimony by Mr. Tallman, the Chair announced that due to lack of time, the hearing on Sub. HB 2102 would be continued at a later date.

When the Chair asked for Committee approval of the minutes, Senator Arasmith moved that the minutes of the meeting of March 19 be approved. The motion was seconded by Senator Salisbury, and the motion carried.

The Chairman adjourned the meeting.

Note: Written testimony only, Attachment 12, was submitted by Mr. Frank J. Becker, Chairman, Kansas Board of Regents

SENATE EDUCATION COMMITTEE

TIME: 1:30 p.m. PLACE: 254-E DATE: Monday, March 23, 1987

GUEST LIST

NAME	ADDRESS	ORGANIZATION
M. Hawu	Topeka	Cap-Jun
Kelen Stephen	Topeka	KCK #500
Kathryn Dysart	Wichita	USD 259
John Ellis	Topeka	K-NEA
Craig Drant	Topeka	H-NEA
Leslie Leitch	Wichita	Girl Scouts
Wendy Wiens	Newton	Girl Scouts
Rose Stanley	Pittsburg	Girl Scouts
John Myers	Topeka	Ks. Assn. of Private Career <sup>Schools</sup>
Dick Kozemoser	Topeka	1st Council on Voc. Ed.
Mary Workman	Topeka	N.C.O.V.E.
Ira Gainers	Topeka	K S D E
Martie Aaron	Lawrence	ASK
Mark Tallin	Topeka	ASK
Russ Wilkin	Topeka	A A O P
Bill Musick	Managers -	Channon, 3rd Bldg Ed

SENATE EDUCATION COMMITTEE

Monday,  
March 23, 1987

TIME: 1:30 p.m.

PLACE: 254-E

DATE:

GUEST LIST

<u>NAME</u>	<u>ADDRESS</u>	<u>ORGANIZATION</u>
Lang R. Speer	2305 Buffalo Dodge City	KACC
James King	537 Beck, CONCORDIA, KS	KACC
Bryce Kdenstater	815 J.C. Garden City, Ks.	KACC
Barne Backwell	200 S. 14th Parsons, Ks.	KACC
Ben Brantam	200 S. 14th Parsons Ks	KACC
LEVIN ROBERTSON	TOPEKA	Ks Vocational Assn.
Jacque Oakes	Topeka	Ks. City Ks. Schools
Wm. G. Kopli	Topeka	Regents
TED D. AYRES	TOPEKA	Ks. Bd of Regents
BILL R. SPENCER	K. C., KS	KCKCC
Charles J. Carlson	Overland Park, Ks	Johnson County Com. <sup>cell.</sup>
Hugh W. Speer	Shawnee Mission	Trustee " " " "
Neal Mulder	Topeka	USA



# KANSAS BOARD OF REGENTS

SUITE 609 • CAPITOL TOWER • 400 SW EIGHTH • TOPEKA, KANSAS 66603-3911 • (913) 296-3421

TESTIMONY TO SENATE EDUCATION COMMITTEE  
CONCERNING HOUSE BILL 2102  
NORMAN JETER, MEMBER, KANSAS BOARD OF REGENTS  
MARCH 23, 1987

Senator Harder and Members of the Committee:

My name is Norman Jeter and presently reside in Hays, Kansas. I was appointed to the Kansas Board of Regents this past January and last week completed my third official meeting with the Board. In addition, during these past several months, I have spent numerous hours visiting our Regents campuses exchanging views with the Chancellor and Presidents, faculty and students, the Regents staff, and otherwise becoming a full-fledged partner in the higher education enterprise.

I am appearing before you today on behalf of the Kansas Board of Regents to share with you two principle concerns we have with House Bill 2102 in its present form. At the outset, however, let me first indicate that the Board of Regents continues to support the underlying concept of improved coordination of higher education embodied throughout House Bill 2102. Indeed, that position is consistent with the Board's own view stated last November that a single Board of Regents could most effectively and efficiently coordinate higher education in Kansas while maintaining governance responsibilities over the present Regents institution. House Bill 2102 carries out this theme.

But House Bill 2102 goes a step further by dividing the Board of Regents into two committees of four members each (the Chairman of the Board serves on both committees). Such a decision could seriously distort the purposes of achieving improved coordination. A nine member Board is not an unwieldy number of people for purposes of doing business. To divide the Board into two smaller groups, each with overwhelming responsibility for a major sector of Kansas higher

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Attachment 1

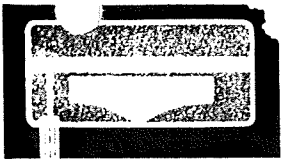
education is, in our judgment, to invite polarization and parochialism which could work against effective coordination.

During the past several months I have been a participant in Board meetings where the Board conducts its business as a Committee of the Whole, thus affording each member the opportunity to participate in all issue discussions as they work their way through the process from initial discussion to ultimate resolution. Members of the Committee, I submit to you that with a nine member board, this process works very well, principally because it gives each board member full opportunity for participation. In this regard, I would urge you to leave the Board of Regents intact and not spell out any specific rearrangements of the Board as presently contained in House Bill 2102.

The second point I want to make is in connection with the establishment of the position of Commissioner of Higher Education as presently contained in House Bill 2102. Powers and duties of the Commissioner are essentially similar to those of the present Executive Director of the Board. We question the need for a change which is merely cosmetic. The Board's position is to maintain the present relationship between the Board's Chief Executive and the Chancellor and Presidents. We do not see any real benefit from changing a title. Rather it could be accompanied by confusion as to whether there are implications this new title carries with it suggestions of "super chancellor or super president." More importantly, we fail to see the connection between improved coordination in Kansas higher education and a mere title change. The present relations between the Executive Director and campus chief executive officers are well understood and the Board has been effective in maintaining a distribution of authority between and among each of these persons. We see no real problem here which needs remedy.

I appreciate the opportunity to appear before you today and offer these views on behalf of the Kansas Board of Regents.

Thank you.



# KANSAS BOARD OF REGENTS

SUITE 609 • CAPITOL TOWER • 400 SW EIGHTH • TOPEKA, KANSAS 66603-3911 • (913) 296-3421

TESTIMONY TO SENATE EDUCATION COMMITTEE  
CONCERNING HOUSE BILL 2102  
RICHARD REINHARDT, MEMBER, KANSAS BOARD OF REGENTS  
MARCH 23, 1987

Senator Harder and Members of the Committee:

I am Richard Reinhardt a resident of Erie, Kansas and have been a Board Member for nearly three years. I am also serving at the present time as a member of the Community Colleges Advisory Committee. I wish to support the statement made to you by my colleague, Norman Jeter, and further indicate that as I have worked with the Kansas Board of Regents these past several years, I am confident in this Board's ability to extend its authority and responsibility in the area of higher education coordination. I believe the Board's governance responsibilities with the present Regents institutions have, over the past several years, been discharged with effectiveness. In particular, I would draw your attention to the recently completed mission, role and scope statements approved by the Board last December for each of the Regents institutions--a series of statements which will guide the direction of these institutions through the mid-1990s. I believe the Board can accommodate additional responsibility with regard to the community colleges and Washburn University and in this connection I am here to add further support to this particular concept which underlies House Bill 2102.

The specific concern I want to address with you today concerns vocational education program approval and funding. I would simply urge that before this bill leaves your Committee, you seek to resolve the apparent confusion regarding dual responsibilities for vocational education between the State Board of Education and the Kansas Board of Regents. In its present form, House Bill 2102 requires community colleges to have vocational education programs approved by the State Board of Education with subsequent requests for state funding to be approved through budget endorsements by the Kansas Board of Regents. There ought to be a more effective mechanism, perhaps through a

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Testimony To Senate Education Committee  
H. B. 2102 - Richard Reinhardt  
March 23, 1987

specific delegation of authority by the State Board of Education to the Kansas Board of Regents for program approval, which would eliminate the need for the community colleges to report to both Boards. If the purposes of House Bill 2102 center around improved coordination, efficiency and effectiveness in higher education, leaving the community colleges to report to both Boards for vocational education matters, seems to me, to work against the fundamental purposes we are trying to accomplish. I urge the Committee to look closely at these sections of the bill and provide a process which has a single line of authority and responsibility. For example, we already have several instances where it is difficult to determine the separate identities of area vocational schools and community colleges. We should try to avoid further division which could work against the efficiency of the higher education system.

I appreciate the opportunity to share this concern with you. I would be pleased to attempt to answer any questions which might assist the Committee in its deliberations.

Thank you.

SENATE EDUCATION COMMITTEE

MARCH 23, 1987

HB 2102

JAMES P. IHRIG

MR. CHAIRMAN, MEMBERS OF THE COMMITTEE, I THANK YOU FOR THE OPPORTUNITY TO SHARE WITH YOU SOME CONCERNS AND ISSUES RELATED TO HOUSE BILL 2102.

MY NAME IS JAMES IHRIG. I AM PRESIDENT OF CLOUD COUNTY COMMUNITY COLLEGE IN CONCORDIA. I COME TO YOU TODAY AS A MEMBER OF THE KANSAS ASSOCIATION OF COMMUNITY COLLEGES.

IT HAS BEEN SUGGESTED THAT ACTION ON HOUSE BILL 2102 BE DEFERRED AND THAT AN INTERIM STUDY BE RECOMMENDED THAT WOULD CONSIDER THE ISSUES RAISED BY THIS PIECE OF LEGISLATION ALONG WITH OTHER ISSUES THAT ARE RELATED TO THE GOVERNANCE OF HIGHER EDUCATION IN KANSAS. WE WOULD CONCUR WITH THIS SUGGESTION.

THIS PIECE OF LEGISLATION AS CURRENTLY WRITTEN DOES RAISE SOME SIGNIFICANT ISSUES. AMONG MY COLLEAGUES THERE IS NO ONE ISSUE THAT STANDS OUT AS THE SINGLE SIGNIFICANT ISSUE. WHILE THERE IS NO UNANIMITY ABOUT A SINGLE ISSUE; INDEED SEVERAL CONCERNS HAVE BEEN EXPRESSED. AMONG THOSE ISSUES ARE QUESTIONS RELATED TO THE DISPOSITION OF VOCATIONAL EDUCATION. INCLUDED IN THIS TOPIC ARE CONCERNS RELATED TO THE ROLE OF THE STATE BOARD OF EDUCATION IN THE APPROVING OF VOCATIONAL PROGRAMS AND COURSES WHILE HAVING THE BOARD OF REGENTS CARRYING RESPONSIBILITIES FOR OVERALL SUPERVISION OF THE COMMUNITY COLLEGES. ALSO RELATED TO THE VOCATIONAL EDUCATION ISSUE IS THE ROLE OF THE AREA VOCATIONAL TECHNICAL SCHOOLS IN THE STATE'S SYSTEM OF POST-SECONDARY EDUCATION.

ANOTHER ISSUE THAT HAS BEEN RAISED IS THE QUESTION OF FINANCING THE COMMUNITY COLLEGES. IT IS MY OPINION THAT HOUSE BILL 2102 MAKES SIGNIFICANT PROGRESS IN RECOGNIZING THE ROLE OF THE COMMUNITY COLLEGES AS A VITAL SEGMENT OF KANSAS HIGHER EDUCATION. AT THE SAME TIME THE LEGISLATION DOES NOT ADDRESS THE QUESTION OF FUNDING THE COMMUNITY COLLEGES IN A MANNER THAT IS CONSISTANT WITH THIS EMERGING ROLE OF THESE COLLEGES. AS THE COMMUNITY COLLEGES HAVE BECOME IDENTIFIED AS ONE OF THE MEANS FOR PROVIDING SERVICES TO AN INCREASING NUMBER OF THE STATE'S CITIZENS, THE FUNDING REMAINS BASED ON A SINGLE COUNTY TAX BASE.

AS INDICATED ABOVE, SIGNIFICANT PROGRESS HAS BEEN MADE. THIS LEGISLATION HAS RAISED SOME ISSUES THAT ARE VITAL AS THE ISSUE OF GOVERNANCE OF HIGHER EDUCATION IN KANSAS IS

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CONSIDERED. THIS BILL REFLECTS THE CONSIDERABLE INTEREST IN THIS TOPIC THAT HAS BEEN SHOWN BY THE GOVERNOR, THE LEGISLATURE, BY THE ECONOMIC DEVELOPMENT COMMISSION AND ITS TASK FORCES, AND BY MANY GROUPS THROUGHOUT OUR STATE. THE ISSUES AND CONCERNS THAT WERE THE GENESIS FOR THIS LEGISLATION WILL NOT GO AWAY. MY COLLEAGUES, THE PRESIDENTS OF THE COMMUNITY COLLEGES, AND THE OTHER MEMBERS OF THE COMMUNITY COLLEGE FAMILY, ARE VERY AWARE OF THIS AND HAVE A VITAL AND LONGSTANDING INTEREST IN THE TOPIC OF GOVERNANCE OF KANSAS HIGHER EDUCATION. IT IS NOT, I ASSURE YOU, THE INTENT OF THE COMMUNITY COLLEGES TO BURY OUR HEADS IN THE SAND NOR TO BURY THIS BILL IN YET ANOTHER STUDY. THE ISSUES RAISED ARE REAL, ARE HERE, AND THE COMMUNITY COLLEGES ARE ANXIOUS TO CONTINUE TO PARTICIPATE IN THE DISCUSSIONS; TO WORK TOWARD THE DAY WHEN THE COMMUNITY COLLEGES WILL BECOME A FULL PARTNER IN THE KANSAS SYSTEM OF HIGHER EDUCATION THAT SERVES THE CITIZENS OF OUR STATE WITH QUALITY AND EFFICIENCY. ANY ASSISTANCE THAT WE CAN PROVIDE TO THIS END WILL BE GLADLY GIVEN.

AS ALLUDED TO ABOVE, THIS LEGISLATION HAS ELEVATED THE QUESTION OF GOVERNANCE AND COORDINATION OF HIGHER EDUCATION. I WOULD BE REMISS IF I DID NOT EXPRESS OUR APPRECIATION TO THOSE WHO HAVE WORKED DILIGENTLY FOR THIS RESULT. SPEAKER OF THE HOUSE OF REPRESENTATIVES, JIM BRADEN, REPRESENTATIVE DENISE APT AND REPRESENTATIVE DON CRUMBAKER ARE THREE AMONG MANY WHO HAVE HAD, TO MY KNOWLEDGE, SIGNIFICANT IMPACT AND ARE DESERVING OF COMMENDATION FOR THEIR WORK. THERE ARE UNDOUBTEDLY MANY OTHERS WHOM I SHOULD NAME HERE TODAY. TO THEM ALSO GO OUR EXPRESSIONS OF GRATITUDE.

THANK YOUR VERY MUCH FOR YOUR HEARING US TODAY. WE ARE READY TO ASSIST YOU IN ANY WAY WE CAN AS YOU GO ABOUT THE LARGE BUT HIGHLY IMPORTANT TASKS THAT LIE BEFORE YOU. IF YOU HAVE ANY QUESTIONS I WOULD BE HAPPY TO RESPOND. THANK YOU FOR YOUR ATTENTION.

To: Senate Committee on Education  
From: Bryce Roderick, Trustee  
Garden City Community College  
Date: March 23, 1987  
Subj: Substitute for House Bill 2102

Chairman Harder, Senators. I am Bryce Roderick, trustee from Garden City Community College. I appreciate the opportunity to speak to the Committee. I have come on behalf of the vast majority of community college trustees of Kansas.

We know that Speaker Braden, Representative Crumbaker who carried Subsitute H.B. 2102 and those Representatives that voted for it do not wish ill for community colleges, but the majority of trustees cannot support Substitute H.B. 2102. In fact, on February 11 in Wichita, the trustees voted to oppose having the community colleges placed under the Board of Regents. The vote was 16 community colleges to 2 community colleges with one community college taking a middle ground. This past Thursday, March 19, at a special called meeting of the KACC Delegate Assembly, the trustee delegates representing thirteen community colleges voted 11 to 2 to oppose Substitute H.B. 2102. They also voted 13 to 0 to support an interim study of the entire Education Article of the Kansas Constitution.

I have been elected four times to serve as a trustee and have most recently served by appointment by the State Board of Education on the Task Force for Community College Funding. With this experience, as with most trustees, we see some basic flaws and have concerns with placing community colleges under the Board of Regents.

One concern is postsecondary vocational education. We believe that governance should also include Kansas vocational technical schools. Also, the funding for vocational courses would still be centered in the State Board of Education, thus requiring

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Attachment 4

answering to two boards.

Another concern has to do with overall funding of community colleges. While we believe that community colleges serve a state function in helping to educate the citizens of the state of Kansas, community colleges are funded 57% from ad-valorem sources and about 25% state funds, as compared to Area Vocational Schools, 85% state funds, and Regents Institutions 75% state funds. It seems reasonable to us that governance should follow funding. As was the proposal of the Task Force on Community College Funding, with 51% state funding then governance would come from a separate state board. It seems unreasonable to us that the state would ask for a change in governance structure but not be willing to increase its share of funding.

It has been our experience as trustees that as we meet with trustees from around the country, those who come from states which had their community colleges placed under Board of Regents have strongly advocated to stay away from this situation because of the gradual erosion of local control. Colorado and Arkansas are a couple of states that serve as examples.

Trustees from around the state are willing and even ask for the opportunity to help in a study that is of utmost importance to all of us.

Thank you for hearing me out. I ask for your careful consideration of this matter.

BR:m

To: Senate Committee on Education

From: Jerry Gee  
President Elect of the Faculty Delegation of KACC  
Member of KACC Board of Directors  
Faculty Member of Dodge City Community College

Date: March 23, 1987

Subj: Substitute for House Bill 2102

The faculty delegation of the Kansas Association of Community Colleges voted in opposition to Substitute House Bill No. 2102, last Thursday, in Topeka. The reasons for opposition were:

1. The Bill does not address any provisions for financing the community college system in the state of Kansas.
2. The split of governance, with general education being supervised by the Board of Regents, and approval of vocational education remaining under the State Board of Education.
3. The feeling of uncertainty that this legislation is a quick fix measure, for a more complicated problem.

I will address these in the order in which I have listed them.

It was the faculty's concern where over 55% of the funding comes from local sources and less than 25% of the funding comes from the State, for community colleges, the legislative body should be passing legislation which would bring these percentages into a more equitable balance. This bill simply changes governance and does not address the funding needs of the state's community colleges. The Bill has no mechanism for methods of securing state funds and the allocation of these funds.

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**Secondly,** the Bill, as written, separates programs and courses by General (Academic) and Vocational (Non-Academic). The faculty justifiably felt that this separation of approval procedures draws a distinct line between educational programs, faculty and students. Another concern is the logistic concerning course approval. On many of the college campuses courses play a dual role as vocational as well as transfer (academic). At Dodge City Community College we offer in our Ag programs courses like Principles of Animal Science, Principles of Feeding and Agricultural Economics. These courses are part of the curriculum for our Ag-transfer students as well as our Production Ag Vocational Students. These courses are completely transferable to our Regents' Universities that offer Agricultural Degree Programs. If this bill is enacted and new courses are developed, must they be approved by both governing bodies? If so, what happens if one body approves the course and the other body doesn't?

**Third,** the final concern expressed by the faculty was the uncertainty of this proposed change of governance. The faculty is aware that change needs to, and must be made. Does this legislation meet the needs of our state community colleges?

The faculty are aware that our community colleges are in need of help. We question whether this Bill provides that help or whether it is a "Band-Aid" type treatment for a far more serious problem. Therefore, the community college faculty recommend that you study this problem in an interim committee and submit comprehensive, viable legislation next year.

JG:m

To: Senate Committee on Education

From: KyAnne Blackwell  
Student, Labette Community College  
President, KACC Student Section

Date: March 23, 1987

Subj: Substitute for House Bill 2102

I am here today representing the Community College Student. That student does not always fall into what you know as the typical college student, such as myself. In fact, for the most part community college students are not typical. At Labette Community College 75% of the students take evening and off-campus courses which means only 24% are typical traditional students. Community college students today include the traditional transfer, women returning to college, professionals taking continuing education, business and industrial employees upgrading their skills, people retraining for new job skills because of job loss, and senior citizens seeking degrees or community interest classes.

Yes, community colleges represent the broadest cross section of learners and the community college fulfills the diverse needs of the greatest majority of Kansans. The Kansas community college is the institution that exemplifies the concept of **lifelong learning**.

At Labette 81% of the students are enrolled in academic courses while 19% are enrolled in vocational courses. The average age of our students is 26; evening is 43 and outreach is 42. Sixty percent are female, approximately 52% of the students are married and 30% commute.

As you can see the community colleges are meeting the needs of a unique group of Kansans.

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As I said, I am here representing all of the community college students, the decisions that you make will not affect me today but will have a long lasting effect on future generations of Kansans not only traditional but non-traditional students, business and industry.

The information I've given you is a brief description of those people your decision will affect. I strongly urge you to become as informed as possible about the mission of community colleges, its role in Kansas education and its students. We the community college students deserve your strongest consideration.

KB:m

M E M O R A N D U M

DATE: March 23, 1987

TO: Senator Harder,  
Senator Salisbury, Senator Allen, Senator Anderson,  
Senator Arasmith, Senator Karr, Senator F. Kerr,  
Senator Langworthy, Senator Montgomery,  
Senator Parrish and Senator Warren

FROM: Robert W. Stinson, President, Kansas Vocational Association

RE: Substitute House Bill 2102

The Kansas Vocational Association is in opposition to House Bill 2102 and recommends the further study of the Education Article of the Constiution be undertaken before changes in Vocational Education or Community College governance in the State of Kansas.

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Attachment 7

DR. DAVID L. DePUE • Executive Director • 913-296-2451

Executive Committee

Chairperson

Mr. Dick Rogenmoser  
Topeka

Vice-Chairperson

Dr. Patricia Stephens  
Wellington

Member

Dr. Jerrilee Mosier  
El Dorado

Members

Dr. Woody Ahn  
Pratt

Mr. Buddy Baker  
Iola

Ms. Frances Graham  
Olathe

Mrs. Janis Lee  
Kensington

Mr. D. Joe Mildrexler  
Colby

Mr. Robert Moody  
Manhattan

Mr. Larry Oakley  
Wichita

Mrs. Linda Reinhardt  
Erie

Ms. Andrea Wellborn  
Lawrence

Mr. Gary Withrow  
Hutchinson

M E M O R A N D U M

DATE: March 23, 1987

TO: Senator Harder, Senator Salisbury, Senator Allen,  
Senator Anderson, Senator Arasmith, Senator Karr,  
Senator F. Kerr, Senator Langworthy, Senator Montgomery,  
Senator Parrish, and Senator Warren

FROM: Kansas Council on Vocational Education

RE: Substitute House Bill 2102

*Dick Rogenmoser  
Chairman*

The Kansas Council on Vocational Education was established by the Perkins Vocational Education Act to "assist the State to expand, improve, modernize and develop quality vocational education programs in order to meet the needs of the nation's existing and future work force for marketable skills and to improve productivity and promote economic growth."

The remaining eight purposes can be summed up as evaluative functions. The Council is federally funded and is composed of 13 members (appointed by the State Board of Education, in Kansas). Each member represents a constituent group of people served by vocational-technical education (i.e., disadvantaged, handicapped, minorities, sex equity, adults in need of training and retraining, etc.) The majority of Council membership must be from the private sector (business, industry, and labor) and the elected chair must be a private sector member. This year's chairperson is Dick Rogenmoser, senior vice president with Martin Tractor Company in their Topeka office.

The purpose of this letter is to raise issue with the proposed legislation before us. You are all most certainly aware that economic development is the most pressing concern in Kansas today. The fierce competition between states and nations greatly narrows the viable opportunities for our state. Redwood and Krider note that of one of Kansas' few comparative advantages is the quality of the work force. Relative to other states, our work force is well educated, has a good work ethic, and is highly productive.

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Our only factor of influence on this state asset is vocational education. The primary sites in the Kansas network of vocational education and technical training are the 16 area vocational-technical schools (AVTS) and the 19 community colleges. Governance of this resource is critical.

The purpose of the Kansas Council on Vocational Education is summed up as policy making and evaluative. Our board must monitor each element of the state system. Splitting the governance of this most valuable state resource at a critical period such as this may prove to be unwise. We could find no study which recommends such a split in the governance of our vocational education and job training network. In fact, this split could block efforts to follow recommendations in the 1972 Master Plan and the 1986 Task Force on Business Training.

The best way to give appropriate emphasis to programs and to enhance economic development is to create a separate board, appointed by the Governor, which governs vocational education and community colleges. However, if the legislature decides to pass the bill before us, the Council makes this plea: amend HB 2102 to include all funded vocational-technical education as part of governance under the Board of Regents.

The first choice of this representative constituent group is no action today. The Kansas Council on Vocational Education sincerely recommends that THE VOTE ON THIS PROPOSED LEGISLATION BE DELAYED UNTIL A STUDY OF THE POSSIBLE EFFECTS ON THE STATE ECONOMY IS MADE.

DLD:m

# *Kansas State Board of Education*

*Kansas State Education Building*

120 East 10th Street Topeka, Kansas 66612-1103

Mildred McMillon  
District 1

Connie Hubbell  
District 4

Bill Musick  
District 6

Evelyn Whitcomb  
District 8

Kathleen White  
District 2

Sheila Frahm  
District 5

Richard M. Robl  
District 7

Robert J. Clemons  
District 9

Paul D. Adams  
District 3

March 23, 1987

Marion (Mick) Stevens  
District 10

TO: Senate Education Committee  
FROM: State Board of Education  
SUBJECT: 1987 Substitute for House Bill 2102

My name is Bill Musick, Chairman of the State Board of Education from Minneapolis. I appreciate the opportunity to appear before this Committee on behalf of the State Board.

The State Board of Education believes that transferring the general control and supervision of Kansas community colleges to the State Board of Regents would not serve a useful purpose.

The community college system is a primary vehicle for stimulating and maintaining the economy. Recent studies indicate that the community colleges do respond to the needs of business and industry. The strategic location of community colleges allows accessibility and flexibility in meeting some economic needs.

Under the direction of the State Board of Education, the community college system has expanded its mission. Initially the community colleges were intended to provide transfer programs to higher education institutions. The redesigned, expanded mission includes providing programs of varied lengths to meet the needs of business and industry as well as opportunities for Kansas citizens to improve necessary skills for employment.

It is our opinion that through an elected State Board of Education these goals can be accomplished and see no reason why the community colleges transferring to the State Board of Regents would improve the efficiency and program offerings of those institutions.

Attached is a position statement on community college governance as approved by the State Board of Education.

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# KANSAS STATE BOARD OF EDUCATION

## Position Statement on Community College Governance

### ***Commitment***

The State Board of Education is committed to continued quality and leadership of the Kansas community college system. The Kansas community college system's programs and individual institutions have received national recognition for educational services and activities. The State Board of Education is equally aware of the costs associated with providing and acquiring a community college education. Affordable quality community college education is located within commuting distance of 90 percent of the state's population.

### ***Indicators of Leadership***

The State Board of Education is proud of the leadership it has provided Kansas community colleges. The State Board of Education offers evidence of its accomplishments as follows:

- provided educational opportunities for 207,921 students over the past five years
- provided training for 425 businesses with over 20,000 employees last year
- developed criteria for course and program approval, ensuring quality instruction while reducing course and program duplication
- established policies that encourage maximum utilization of local resources through cooperative agreements and partnerships among community colleges, area vocational-technical schools, Regents' institutions, and businesses and industry
- established standards that provided for the transfer of approximately 97 percent of all credit hours to fulfill degree requirements at Regents' universities

### ***Economic Development***

The State Board of Education acknowledges that economic development is important to the life and survival of Kansas. The community college system is a primary vehicle for stimulating and maintaining the economy. Recent studies indicate that the community colleges do respond to the needs of business and industry. The strategic location of community colleges allows accessibility and flexibility in meeting some economic needs.

Under the direction of the State Board of Education, the community college system has expanded its mission. Initially the community colleges were intended to provide transfer programs to higher education institutions. The redesigned, expanded mission includes providing programs of varied lengths to meet the needs of business and industry as well as opportunities for Kansas citizens to improve necessary skills for employment.

### ***Governance***

The State Board of Education:

- questions whether a change in governance will, in itself, further the cause of community college education in Kansas
- believes that the governance of community colleges should remain with the State Board of Education as assigned in K.S.A. 71-801
- supports local autonomy of community college boards of trustees because of their participation in meaningful decision-making at the local level that creates effective responses to local economic and postsecondary needs

February 20, 1987



# WASHBURN UNIVERSITY OF TOPEKA

Vice President for Planning and Governmental Relations  
Topeka, Kansas 66621  
Phone 913-295-6712

TO: SENATE EDUCATION COMMITTEE  
FROM: David G. Monical  
SUBJECT: SUBSTITUTE H.B. 2102  
DATE: March 23, 1987

MISTER CHAIRMAN AND MEMBERS OF THE COMMITTEE:

It is a pleasure to appear before you regarding Substitute H.B. 2102. As we testified before the House Committee, we feel the bill is a far-reaching attempt to address the problems of governance and coordination of Kansas' higher education.

Although we support the concepts embodied in H.B. 2102, we continue to believe that the only long-range approach to full coordination of higher education in Kansas is for Washburn to become a full member of the Regents' system. We have previously had legislation introduced to that effect, and we continue to support that view. However, recognizing that full state affiliation is the University's ultimate goal, we can still support the proposals of H.B. 2102 as an improvement to the current, fragmented, governance structure.

The final report of the Task Force on Higher Education noted that there is fragmentation in the governance of Washburn University, namely five state instrumentalities and nine legislative committees. The consultant's report to the Commission states that the Legislature essentially has become the University's governing body. State statutes presently regulate the maximum tax levy to operate Washburn, limit the establishment of schools within the University, limit the expansion of graduate programs, and even limit the locales in which courses may be offered. Further, statutes prescribe the rate of state aid and stipulate the categories of student enrollment for which support is available. In spite of these statutes and restrictions, state support of Washburn amounts to only 21 percent of our general fund budget. Washburn students contribute 38 percent of our support through tuition payments, compared to a 25 percent contribution by students in Regents' institutions. Local taxes provide approximately 25 percent of our operational support.

We view H.B. 2102 as a positive change because it transfers existing state supervisory responsibility from the state Board of Education to the state Board of Regents. Although no other changes are made regarding governance or finance, the bill at least provides a formal mechanism for Washburn and the state Regents to begin planning for the future.

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# ASSOCIATED STUDENTS OF KANSAS

*The Student Governments of the State Universities*

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Christine A. Graves  
Executive Director

Mark E. Tallman  
Director of Legislative Affairs  
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**MEMBERS:**

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Burge Union  
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Student Government Association  
The Wichita State University  
Campus Activities Center  
Wichita, Kansas 67208  
316-689-3480

Statement on Subs. for HB 2102

TO: Senate Committee on Education  
FROM: Mark Tallman, Legislative Director  
DATE: March 23, 1987

Position

ASK supports the passage of Subs. HB 2102. In particular, we strongly support several of its provisions.

Issues

ASK does not have a position on the actual mechanics of higher education governance as expressed in Subs. HB 2102. A number of different organizational plans have been discussed by various committees and task forces over the course of the development of this bill. The general goal of each such plan has been to promote greater coordination among the different sectors and institutions, which will lead, hopefully, to greater efficiency and improved quality.

We are not prepared to comment on what kind of structure would best achieve those goals. We support the bill because it contains several provisions which we believe should be attached to a board or administrative structure that has the responsibility for looking at "the big picture"; that has primary responsibility to look out for the interests of not only institutions, but of all the students of the state.

The specific provisions we are interested in are:

1. Accessibility - The House Committee added a clause recommended by ASK that gives the Board of Regents responsibility to study the accessibility by students to postsecondary education, and initiate programs to increase access. The promotion of equal opportunity in higher education is, we believe, indispensable to a public system of colleges and universities. (By access, we do not necessarily mean "open admissions", but addressing social, physical and financial barriers to attendance.)

2. Transfer and Articulation - Students transferring from one institution to another, even within Kansas, continue to experience frustration and confusion over acceptance of courses.

(more)

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The bill directs the Board of Regents to "develop articulation procedures so that maximum freedom of transfer among and between institutions of higher education is insured." We strongly support this provision.

3. Student Input into the Governance Process - The bill does not alter the statute establishing a Student Advisory Committee to the Board of Regents. We believe such a formal channel to express student concerns should be contained in any governance plan.

Given these provisions, ASK supports Subs. HB 2102 as a positive step for Kansas higher education and the interests of students.

Thank you for your consideration.



March 20, 1987

The Honorable Joseph Harder  
Chairman, Senate Education Committee  
143-N, Statehouse  
Topeka, Kansas 66612

Dear Senator Harder:

I regret that a commitment out-of-state prevents me from appearing before your committee to testify on H. B. 2102. The Board continues to support the underlying concept of improved coordination provided in the bill and appreciates the expression of confidence directed at the Board through granting it expanded authority. There is a great deal at stake for Kansas Higher Education and particularly the Board of Regents by virtue of the changes called for in H. B. 2102. I would like to draw your attention to concerns of the Board in regard to the present bill:

1. Dividing the Board of Regents into two five-member committees will probably cause some polarization and parochialism which could work against effective coordination. For the past two years, the Board has become accustomed and has functioned effectively under the organizational model where it meets as a committee of the whole. Except for the obvious advantage of giving the community colleges a separate identity, I still believe the Board would continue to function more efficiently when all members feel a sense of participation in all issues. Establishing a separate committee for the universities where the Board already has governance responsibilities seems to be unnecessary. The Board's responsibilities do not change with respect to the current Regents institutions, therefore, we question the need for a separate committee. To divide a nine-member Board into much smaller committees, which could have a member absent occasionally, could prevent the Board from functioning efficiently.

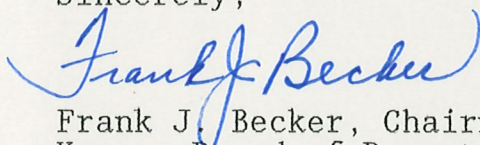
2. The Bill creates a chief executive in the name of Commissioner of Higher Education. I have heard suggestions implied that this person would be a "super chancellor," yet the powers and duties assigned to the Commissioner strongly resemble those of our current Executive Director. We prefer the present relationship between the Board's chief executive and the Chancellor and Presidents. These relationships are understood and the Board's role in maintaining authority between and among each of its chief executives has been accepted. I am also concerned that the Commissioner's position could eventually evolve into an executive branch, cabinet level position appointed by the Governor which would greatly alter higher education in Kansas.

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3. A resolution of confusion regarding community college program and funding approval for vocational education need to be addressed. One of the principal purposes of H. B. 2102 is to bring about greater efficiency in higher education. The Bill requires the community colleges to report to both the State Board of Education and Board of Regents in certain matters relating to vocational programs. In this regard, a single line of reporting is much more effective and that should be the Board of Regents.

I appreciate the opportunity to offer these comments and ask that your Committee consider the inclusion of our suggestions.

Sincerely,

A handwritten signature in blue ink that reads "Frank J. Becker". The signature is written in a cursive style with a large initial "F".

Frank J. Becker, Chairman  
Kansas Board of Regents

cc: Members, Senate Education Committee  
Board of Regents