

Approved February 12, 1992  
Date

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 Wednesday, February 5, 1992 in room 123-S of the Capitol.

All members were present except:

Committee staff present:

Mr. Ben Barrett, Legislative Research Department  
Ms. Avis Swartzman, Revisor of Statutes  
Mr. Dale Dennis, Assistant Commissioner of Education  
Mrs. Millie Randell, Committee Secretary

Conferees appearing before the committee:

SB 145 - State educational institutions, student admission qualifications

Proponents:

Senator Frank Gaines  
Senator Richard Rock  
Representative Jo Ann Pottorff  
Mr. Rick Harman, Kansas Board of Regents  
Chancellor Gene A. Budig, University of Kansas  
Dr. Michael Tilford, Dean of the Graduate School, Wichita State University  
Mr. William O. Barnes, Plant Manager, Modine Manufacturing Company,  
Emporia  
Mr. Grant Bannister, Student Government President, Fort Hays State  
University  
Dr. John K. Burke, Superintendent, USD 338, Valley Falls  
Mr. Charles R. Warren, President, Kansas, Inc. (written testimony only)  
Ms. Susan F. McKinney, language arts teacher, Emporia High School;  
1992 Kansas Teacher of the Year finalist (written testimony only)

After Chairman Joseph C. Harder called the meeting to order he requested that the Committee hold its questions until after the completion of testimony due to the long list of conferees. Also, acknowledging that Senator Langworthy, a Committee member, is primary sponsor of SB 145, he requested that conferees precede Senator Langworthy in presenting their testimony.

The Chairman then recognized Senator Frank Gaines. Senator Gaines acknowledged that although at one time he had believed that selective admissions into a post-secondary institution was an elitist approach and, therefore, not acceptable, his experiences and acquired knowledge since that time have made him realize the importance of having a qualified admissions policy. A 19% growth factor in the Regents institutions over a five-year period and a \$300,000+ cost per dropout student, he said, emphasize the economic importance of qualified admissions.

Senator Gaines yielded to Senator Richard Rock, who was recognized by the Chair. Senator Rock said he would like to discuss an intangible item in the education process, and that is a student's desire to learn. He described past experiences which have lead him to believe that a desire to learn is as equally important as opportunity to learn and capacity to learn. The desire to learn, he said, often is affected by outside incentives; and a qualified admissions policy, he affirmed, would be such an incentive.

Representative Jo Ann Pottorff, a former school board member and past-president of the Kansas Association of School Boards, explained why she has become a proponent for qualified admissions in her testimony found in Attachment 1. Representative Pottorff pointed out that Kansas is the only state which retains an open admissions policy.

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON EDUCATION,  
room 123-S, Statehouse, at 1:30 ~~x.m.~~/p.m. on Wednesday, February 5, 19<sup>92</sup>

Mr. Rick Harman, a member of the State Board of Regents, stressed that the present system of open admissions needs to be changed, because it provides no incentive for students to become academically prepared for college. (Attachment 2)

Chancellor Gene Budig, University of Kansas, emphasized that the purpose of qualified admissions is not to exclude students from post-secondary institutions but to challenge them to be and to do their best. (Attachment 3)

The dean of the Graduate School at Wichita State University, Dr. Michael Tilford, said he believed that adoption of the qualified admissions policy will not only have a visible and positive impact on the preparation of students who plan to attend college, but it will produce a "ripple" effect on preparation by students who seek employment immediately out of high school. (Attachment 4)

Mr. William O. Barnes, plant manager of the Modine Manufacturing Company in Emporia, urged support of SB 145, because it would provide a challenge not only to our young people planning to attend college but, also, to our marginal students. He noted the tax payers' cost for remedial training of students underprepared for college work. (Attachment 5)

The Student Government president at Fort Hays State University, Mr. Grant Bannister, informed members that a resolution supporting the Regents qualified admissions proposal had been accepted by his organization and passed out of the Student Government Senate by an almost unanimous vote. (Attachment 6)

Dr. John Burke, Superintendent of Schools, USD 338, Valley Falls, stated that the majority of high school students select classes based upon how little they will have to do to pass the class and that many of the parents support the student's right to take a less than rigorous instructional program. Although the open admissions policy, he said, has great popular appeal, the qualified admissions proposal will help secondary schools to entice students to take a more rigorous program with consequential benefits to all concerned. (Attachment 7)

Following testimony by Dr. Burke, the Chair requested those conferees who were not able to be heard due to lack of time to return at a later date, and they agreed to do so.

Written testimony only was submitted on behalf of Mr. Charles Warren, president, Kansas, Inc. (Attachment 8); and Ms. Susan F. McKinney, teacher, Emporia High School, and 1992 Kansas Teacher of the Year finalist (Attachment 9)

The Chair adjourned the meeting.

SENATE EDUCATION COMMITTEE

TIME: 1:30 p.m. PLACE: 123-S DATE: Wednesday, February 5, 1992

GUEST LIST

<u>NAME</u>	<u>ADDRESS</u>	<u>ORGANIZATION</u>
Joel Phillippi	211 N. 15 <sup>th</sup> St.	Marysville High School Page
Jennifer Smith	(MHS) 1111 Walnut, Marysville KS	Marysville High School
Tim Carpenter	Lawrence KS.	Lawrence J-W
Matt Truell	Topeka	AP
John Marshall	Topeka	Harris News Service
Claudia Patron	Manhattan, Ks	Kansas State
Kay Coles	Topeka	KNEA
Jan Hudson	Topeka	Topeka Capital-Journal
Jo Ann Polkoff		Leg.
Shay Sophie	Emporia	ESU
Scott Bohannon	Emporia	ESU
Barbara Paschke	Topeka	Bd of Regents
Barbara Cole	Topeka	KNEA
Mare Peterson	Monument	KNEA-R
Jim McBride	Topeka	Observer
Winston Peterson	Monument	Lg. Co. Comm
Greg Farmer	Lawrence	UDK
Martine Hammond-Galudan	Topeka	Ks Bd Regents
Ladislav M. Hernanz	Topeka	Gov. Office
Armedel	"	Regents
Mark Tallman	Topeka	KASB
Katharine Wickert	Topeka	USA
Beilla Scott	Topeka	USA
Grall Ruderman	Topeka	USA
Michael Jelford	Wichita State Univ	Bd of Regents

SENATE EDUCATION COMMITTEE

TIME: 1:30 p.m. PLACE: 123-S DATE: Wednesday, February 5, 1992

GUEST LIST

NAME	ADDRESS	ORGANIZATION
GRANL BATHISTER	HAYS	FHSU SGA
Kim Vickers	Topeka	Intern (Karr)
John Josselyn	Lawrence	WU
Doug (Guiney)	Topeka	Washburn University
Nancy Kurland	Topeka	League of Women Voters
John Burke	Valley Falls	USD 338
David Dallan	Topeka	Div. of Budget
Merle Hill	"	KACC
David Blue	"	KCOVE
Bob [unclear]	Hays	FHSU
Eric Septon	Wichita	WSU
Stanley Z. Koplak	Topeka	Right
Max Burk	Lawrence	KU
TED D. AVILES	TOPEKA	BOARD OF REGENTS
Dee Colom	Maxwell	Mercury
Sherry Wright	Manhattan	Mercury

## JO ANN POTTORFF

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TOPEKA

HOUSE OF  
REPRESENTATIVES

## COMMITTEE ASSIGNMENTS

MEMBER: APPROPRIATIONS  
EDUCATION  
TAXATION  
JOINT COMMITTEE ON SPECIAL CLAIMS  
AGAINST THE STATE  
NCSL ASSEMBLY ON THE LEGISLATURE  
TASK FORCE ON EDUCATION  
CHILDREN AND YOUTH  
ADVISORY COMMITTEE  
EDUCATION CONSOLIDATION AND  
IMPROVEMENT ACT (ECIA) ADVISORY  
COMMITTEE

February 5, 1992

Mr. Chairman and Members of the Committee:

I would like to share with you my thoughts on SB145. When I first came to the Legislature, I was a proponent for open admissions. As a former member of an urban school board in the state's largest school district and past-president of the Kansas Association of School Boards, I thought each graduate from a Kansas high school should be admitted to a university.

However, after carefully analyzing the issue of open and qualified admissions, I am a supporter of SB145.

A frightening statistic is about 1/3rd of freshmen at Kansas Regents universities do not return for their sophomore year. Academic failure is a major contributor to the dropout rate. The colleges can probably identify many of the dropouts before they even arrive on campus. They are the ones with poor academic records in high school or the ones who have not taken the courses that best prepare them for college work. But because they are graduates of Kansas schools, the universities have no choice but to admit them.

Kansas is the only state to still allow any high school graduate, no matter how unprepared, to go to any state university. That open admissions policy wastes countless time and money and sets thousands of students up for failure every year.

The present system governed by the open admissions statute gives absolutely no guidance as to what constitutes adequate college preparation. As a result, Kansas lacks any mechanism which specifies how students are to make the transition from high school to college effectively.

The American College Testing Service (ACT) reports that Kansas students who have taken the Regents' recommended preparatory curriculum perform significantly better on standardized examinations than those who have not taken the preparatory curriculum. Higher ACT scores represent an effective predictor of student success.

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Qualified admissions would have the rippling effect of improving the quality of Kansas education at all levels. High school curriculum would improve, adding more college preparatory classes. In anticipation of high school, junior highs and elementary schools in turn would be spurred toward better preparation.

The experience of other states is clear and so is research on the matter. A system of reasonable standards makes for better universities and better high schools. It encourages students to work harder preparing for college and it forces high schools to be accountable for their educational product. On the bottom line, students simply do better in college, wasting less of their time and money and the universities' time and money.

The proposed qualified admission standards are reasonable. Students would be allowed three avenues into Kansas educational institutions. Students would qualify if they came out of high school with a 2.0 or higher grade, which is average. They would qualify with an ACT score of 23 or higher, which is also average; or they could qualify by being simply in the top one-third of their high school graduating class.

Failure of these three avenues of education would not deny students of their opportunity for higher education. Failing to comply with any of these qualifications, the student could enter instead any one of Kansas's nineteen community colleges.

The standards being proposed would provide students a better opportunity for success. The current system sets too many up for failure.

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## Qualified Admissions

Senate Bill 145  
Statement by Rick Harman  
Kansas Board of Regents  
February 5, 1992

Chairman Harder and Members of the Committee:

I appear before you today with enthusiastic support for Senate Bill 145 which would alter the State's seventy year old policy of open admissions and implement Qualified Admissions standards at the Regents universities. The single most important reason for the Board of Regents' support of Qualified Admissions is that students and the State will be better served through an admissions process which specifies and enforces entry-level preparation and abilities. This belief guided the Board of Regents in December 1987, when the Board unanimously endorsed Qualified Admissions for the first time, and it guides the Regents today in their continued and unanimous support for Qualified Admissions.

The present system of open admissions is in dire need of change because it provides absolutely no incentive for students to become academically prepared for college. Further, it gives no guidance as to what constitutes adequate college preparation. Open Admissions does not tell students, parents, or counselors which courses and which competencies students need to succeed at a Kansas Regents university. As a result, Kansas lacks any mechanism for assisting students in the transition from high school to college.

Senate Bill 145 provides for a change in KSA 72-116, the open admissions statute, requiring that, effective with the 1995 - 1996 academic year, each Kansas resident who is seeking admission to a state educational institution shall be admitted if the applicant for admission has achieved at least one of the following:

- (a) the applicant has completed the precollege curriculum prescribed by the Board of Regents with a minimum grade point average of 2.0 on a 4.0 scale; or
- (b) the applicant has a composite American College Testing program (ACT) score of not less than 23 points; or
- (c) the applicant ranks in the top 1/3 of the applicant's high school class upon completion of seven or eight semesters.

The bill also contains provisions for the admission of students over the age of 21. Among these other provisions the most significant stipulates that students who have earned twenty-

four hours of transferable coursework from an accredited Kansas community college will be admitted to any of the Regents universities.

Qualified admissions will benefit students in at least three ways. First, by knowing the expectations and possessing the minimal competencies to meet them, students, parents and advisors will be better able to evaluate preparation for college level study. Qualified Admissions will help to guard against students being shocked or victimized by gaps they discover between their preparation and the expectations universities have for them.

Second, a consistent relationship is present between student preparation and academic success. Students who are better prepared tend to have lower attrition rates and higher graduation rates.

Third, by making admissions standards required, rather than recommended, the Regents and the State will demonstrate to students the seriousness of college preparation. The best way to insure that students have the minimal level of preparation necessary for success in college is to require them to be prepared prior to admission. Establishing the standards as requirements will motivate students to enroll in courses which will benefit them in college. The essence of our proposal is to help students stay in college, rather than to keep them out.

Here are a few illustrations which help support this argument and to respond to questions from members of this Committee and others in the Kansas Legislature.

1. The American College Testing Service (ACT) reports that Kansas students who have taken the Regents recommended preparatory curriculum perform significantly better on standardized examinations than those who have not. For example, students who have taken the college preparatory curriculum including foreign language scored on average 22.7 as measured against the statewide average composite score of 19.1 in 1989.
2. Higher ACT scores represent an effective predictor of student success in college. Data on freshman attrition (Fall 1989 to Fall 1990) provided by the Regents universities demonstrate consistently that students with higher ACT scores are more likely to return for the sophomore year of study. The systemwide average freshman attrition rate is 24.4%. For those students who score a 23 or better on the ACT, the systemwide average is 16.1%.
3. Implementing admission standards produces higher rates of student success. The University of Kansas implemented standards for nonresidents in the Fall semester of 1987. The data reveal that the attrition for nonresidents dropped 2.4% for the 1988 - 1989 academic year. Furthermore, attrition for nonresident freshman was 17.5% compared to 21.2% for residents. For the 1989 - 1990 academic year, attrition for nonresident freshman was 18% compared to 22% for residents.



4. Open admissions has a definite fiscal impact upon the Regents universities. Although the Board does not believe that remediation can be entirely eliminated, increasing the overall level of student preparation is likely to reduce the need for remediation. In FY 1991, the Regents system spent over \$800,000 on remedial education. Obviously, this money could be spent on other programmatic needs.

Our institutional assessment studies reveal that every Regents university is overwhelmed by poorly prepared students, particularly in mathematics. For example, during the period 1985 - 1990, 23,000 students enrolled at the University of Kansas in Math 002 (a noncredit course) and Math 101 (the entry level course or College Algebra). Of these students, 54% dropped and 46% completed the courses. Only 37% of the students completed the courses with passing grades. Clearly, these figures are alarming! KU has taken steps to improve student performance but it is unfortunate that we do not ask more from students in terms of their high school preparation.

5. More significantly, if we can reduce the rate of student attrition through increased student preparation, we can reduce the questionable investment the state and its citizens make on students who drop out. We estimate that each one percent systemwide reduction in student attrition would result in savings of approximately \$340,000.
6. The State Board of Education reports to us that the fifteen units of the college preparatory curriculum, including foreign language, is available to students in each school district in the state. Therefore, access to the Regents system will remain open to all students who achieve the minimal levels of academic preparation.

It is also interesting to note that recently adopted reforms by the NCAA for determining eligibility for student-athletes are more rigorous than our present open admissions policy.

7. Past opponents of Qualified Admissions have referenced a 1956 study by George Baxter Smith which concluded that if admission standards had been applied at the University of Kansas in the mid-1950s many talented individuals would have been denied access to access to higher education. Smith goes on to point out that many of these individuals managed to graduate from KU and become successful in a variety of occupations.

While it is an interesting from an historical perspective, the Smith study bears little relevance to the Board's proposal for Qualified Admissions. Certainly, the meaning of a high school diploma has changed since 1956, but, more importantly, Smith used only one criterion, a score of 50% or better on a standardized examination, as a cut-off for those who would be admitted. Qualified Admissions proposes the use of

three criteria with additional consideration given to transfer students, international students and students over the age of 21. Thus, Smith's study grossly exaggerates the number of persons who would be denied admission under the proposal in Senate Bill 145.

8. The implementation of Qualified Admissions at the Regents universities will have a significant economic impact for Kansas citizens. Data from the Census Bureau reflect a strong relationship between educational attainment and income. In 1987, the average monthly income of individuals with a bachelor's degree was \$2,109. This is 86% higher than the average monthly income for high school graduates of \$1,135. Since it will help ensure that students graduate from college at higher rates, Qualified Admissions will increase the life earnings of Kansans and potentially increase tax revenues available to the State.
9. One of the myths about Qualified Admissions is that it will inhibit the access of rural Kansans to the Regents universities. Data from the University of Kansas and Kansas State University demonstrate that this fear is groundless. Recent reports of ACT scores from KU and KSU reveal that students from high schools of fewer than 100 students score higher on the ACT than students from larger high schools. The Regents preparatory curriculum is now available to all rural and urban students.
10. Opponents of Qualified Admissions express concern that minorities will be denied access to the Regents universities with the implementation of admission standards. The Board of Regents believes that minority access and success will be enhanced with admission standards. Graduation data from the University of Kansas reveals that black students have higher rates of attrition and lower graduation rates than white students. Black students who entered KU in the Fall of 1988 had an attrition rate of 26% compared to 20% for white students. More dramatically, the graduation rate for black students who entered KU in 1983 was 27% after six years, compared to 53% for white students. Improved preparation of students will produce higher rates of minority student success.

The Kansas Board of Regents strongly encourages you to endorse Senate Bill 145. Senate Bill 145 will not prevent any minimally prepared student from entering a Regents university. The bill maintains the historical accessibility of Kansas universities to our citizens while achieving several educational and economic targets.

Thank you for your consideration.

Gene A. Budig  
RATIONALE FOR QUALIFIED ADMISSIONS

1. Qualified admissions frequently is perceived as a policy that would reduce enrollment, limit opportunity for students, or lower our costs for "remedial" education.
2. In fact, the real objectives of the qualified admissions proposal advanced by the Board of Regents are quite different from these perceptions.
3. We believe that the objectives are:
  - a. To encourage students to pursue seriously their high school preparation for further study;
  - b. To encourage school districts to provide high-quality, forward-looking academic programs for their elementary and secondary students; and
  - c. To prepare students for successful, positive experiences in post-secondary education.
4. Each of these objectives is a worthwhile goal for Kansans concerned about higher education to pursue.
5. Working toward achieving all three goals should result in improved education for all Kansans, and this is the fundamental reason why we support the Regents' proposal.
6. We recognize that there will always be "late bloomers" as

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well as students from disadvantaged situations, students with unique talents and older returning students who may not meet any of the criteria for admission specified under the Regents' guidelines.

7. Such students are accommodated, however, by the flexibility built into the proposal, which allows each institution to admit a percentage of students who do not meet the new specifications.
8. The aim is not to exclude students, but to challenge them to be and do their best.

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SENATE EDUCATION COMMITTEE

State of Kansas

Testimony in support of Senate Bill No. 145

Michael Tilford

Dean of the Graduate School

Wichita State University

February 5, 1992

Senator Harder, Senator Frahm, members of the Committee. Thank you for this opportunity to comment on the initiative in Senate Bill No. 145 to amend KSA 72-116 and 76-717, thereby creating additional criteria for the admission of students to state educational institutions under control of the state board of regents. As you know, this is the qualified admissions proposal.

I do not know if I have a great deal to say to you on this topic that has not been said before. With my remarks I bring a background of having been a junior high school and high school science, chemistry, and mathematics teacher. As a graduate dean I bring the traditional and abiding interest that graduate deans have in the quality of educational offerings. This interest is consistent with the issue of qualified admissions because qualified admissions is related to the regents institutions

charge to provide high quality education.

The concept of quality can be elusive and defies a precise definition. However, there is general acceptance of a number of "indicators of quality" in education and one of the important indicators is the preparation that students bring to the educational process, at any level. When that preparation is deficient, resources of the institution in general and personal efforts of individual faculty must be expended in an attempt to overcome the attributes that are lacking. If this expenditure of money and effort resulted in a high percentage of underprepared students graduating these resources would be well spent. Instead, far too many fail and drop out, or they are dismissed. A recent study at Wichita State shows that only 21.5% of the freshmen who entered Fall, 1984, had graduated at the end of five years, compared to the national average for four year public institutions of 36.8%.

The cornerstone of the qualified admissions proposal addresses the prior preparation of students by specifying the type of curriculum which must be taken in high school. The level of achievement required in this curriculum, i.e. a "C" average, is more than reasonable. This means of course, that, presently, students can be admitted with a "D" average and the curriculum may be far less rigorous than identified in the senate bill. In the WSU study mentioned above 48% of the freshmen who entered

Fall, 1984, are considered to be dropouts and the group identified as being at highest risk are those students who enter with a high school GPA less than 2.00. It is my belief that the adoption of qualified admissions will have a visible and positive impact on the preparation of students who plan to attend college. If the standards are known, our young people will meet them. Further, I believe there will be a "ripple" effect on the preparation of those students who seek employment immediately out of high school.

The two other components of the qualified admissions proposal are an ACT score of 23 or above and graduation in the top one-third of a student's high school class. EITHER of these will qualify a student for admission to the regents institutions if the requirements of the curriculum are not met. The fact that these criteria, i.e. the curriculum taken in high school, ACT score requirement, and rank in the graduating class, are separate items has not been adequately stressed. Many people view these as criteria which must be met in total by each student.

My institution, Wichita State, is an urban institution with a higher proportion of older students and ethnic minorities than the other regents schools. Qualified admissions will allow for the admission of those students 21 years and older who have completed the GED at the 50 point level or who have graduated from an accredited Kansas high school. These factors, plus the

provision for allowing up to 15% of new admissions as exceptions to the minimal standards will give the local community appropriate access to the University. As for minority students, there is reason to believe that they will meet the identified standards as expected for other students.

I have not brought with me the numbers which show the costs of our present system of admissions nor the costs of remedial education which are consequential of that system. I also cannot challenge the anecdotal evidence, of instances, now and in the past, in which graduates of the regents institutions have attained high achievement but who may not have been admissible if qualified admissions were in place at the time of their admission. It is questionable, however, whether the State can afford to continue to expend scarce resources on hundreds of students who come into the regents system unprepared for the rigors of the quality higher education delivered by these institutions.

In closing I urge your support of Senate bill no. 145. Thank you for your consideration.



Testimony for Senate Education Committee

SB 145

February 5, 1992

From: William O. Barnes  
Plant Manager  
Modine Manufacturing Company  
Emporia, KS 66801

I appreciate the opportunity to testify before this committee on what is a very important subject for the future of Kansas. You might wonder why a businessman would take the time to testify on an education bill. It is really quite simple--in today's global environment our ability to compete in the future is based on the quality of our workforce. It is imperative that our future employees have the skills necessary to make a contribution. I am fortunate to work for an independent, international company that is a leader in the heat transfer field. My company recognizes that we will not retain this leadership position unless we continuously strive to improve our products and operations.

I approach my testimony from the realism of the current world situation as well as from a personal viewpoint. One of the strengths of Kansas industry for years has been the work ethic of its employees. Today work ethic is only part of the equation as we ask our employees to become involved--help with quality, help solve problems, and offer suggestions for process

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improvements. These employees need skills that a strong educational setting provides. The worker of today and tomorrow must have the ability to think analytically.

I strongly support this effort to provide a challenge to our young people to meet a minimum standard to attend our state universities. It is important we establish a standard because they will be facing ever increasing standards in the workplace. We are doing our children, especially the marginal students, a disservice by not exposing them to today's realities.

Another realism of today is the monies available to support higher education. We, as taxpayers, expect and demand that our tax dollars are well spent. I do not consider the use of university resources for remedial training as a good use of tax dollars. Our universities must expect their students to arrive with certain basic skills. The role of our universities must be to provide training according to their established missions. The state of Kansas has provided a viable alternative to students who fall below the standards listed in SB145 and that is the community colleges. The use of community colleges to provide additional training for those individuals who want a college education seems an extremely cost effective use of our tax dollars. All Kansas students are still provided an equal opportunity to receive a higher education.

In preparing this testimony, I talked with three of my minority employees--two are active in Emporia's Hispanic community and one is a black with a

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college degree. All three individuals did not see the establishing of standards as a negative for minorities. In fact, they felt those minorities who wanted to pursue a college education would be willing to see these standards instituted. Their major concern was proper counseling for minority students to define expectations and sources of financial aid. They feel this counseling is even more critical for minority students because they may not have the knowledge in their home environment.

My last comments are personal. As I mentioned to this committee last year, my daughter was a Kansas Regents Honors Scholar and graduated in the top one per cent of all Kansas high school students in 1990. One criterion she used in selecting a college was to attend one with highly selective admissions requirements. She wanted her record to compete against the records of other top students for admission. There were no regents universities that met this criterion, and she is attending college out of state. I do not believe my daughter is unique. Our top students are willing to compete and be challenged. There have been numerous articles written in the past five years on why our best students are leaving the state. I believe this bill is a good first step to help address this problem.

In summary, do not short change our children. Provide them an incentive to perform to their abilities while in high school. Provide the citizens of Kansas a good return on their tax dollars. Pass SB145 and help Kansas meet the challenge of both today and tomorrow.

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## SENATE EDUCATION COMMITTEE

### HEARINGS ON QUALIFIED ADMISSIONS:

#### TESTIMONY BY GRANT BANNISTER

#### FHSU STUDENT GOVERNMENT PRESIDENT

I am very happy and thankful to have this opportunity to express the views and perspectives of a student on the topic of qualified admissions. Before I do so though it is necessary for me to clarify that I am not merely sharing my own personal opinions, but also the sentiments of many of the students I represent. To reassure you of this I will provide this example. On November 7, 1991 The Fort Hays State University Student Government Association voted on Resolution 91/G/107. This resolution adamantly endorsed the Regents qualified admissions proposal. After considerable discussion (not only at this session, but through out the fall and through the passing of a committee) the senate passed the bill with a 29 - 1 vote. With this understood I would now like to elaborate on the qualified admissions issue.

The content of my testimony will be centered on 1) why students need qualified admissions, 2), why students want qualified admissions, 3) why Kansas should adapt; and 4) responses to a few specific con arguments.

Graduates of Kansas High Schools that are college-bound deserve to be in a position that provides the highest probability for scholastic success. Qualified Admissions is will provide for this. This is not only true

# Student Government



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in theory, but has been demonstrated consistently with various studies. The message being sent to students of secondary education is one of distortion. These students believe that by meeting low High School graduation requirements that they are prepared for college. Unfortunately this is generally not true for several reasons. One, the current requirements do not provide a sufficient level of familiarity in the core "academia". Second, and even more importantly the current environment does not develop necessary character elements such as motivation, attitude, emotional maturity, and perseverance all which lead to confidence. Students need greater exposure and the opportunity to experience these elements before they arrive at college. Students and their family's should not spend six thousand dollars (one years tuition) in order to realize this.

It has often been said that the best perspective is retrospective. It is interesting in knowing that when students respond to the qualified admissions that repeatedly the biggest supporters of this proposal are students that had dropped out and returned later on. As one such non-traditional student stated "I simply lacked the preparation for college the first time I attended. In examining myself now I believe this policy would have prevented a year of frugality.

The current system expects ridiculous results. The general student body is being asked to scholastically succeed with minimal preparation. Would a band player be as likely to succeed

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if they were just acquainted with music. Would a basketball coach recruit and expect success from a player who lacked reasonable familiarity with the game? Of course not, but that the type of expectation being put on students.

Now that I've mentioned athletics that leads to another point. Athletes in Kansas are subjected to Qualified Admissions by means of the NCAA. That at least discredits one con argument that the admissions window would simply be a means of admitting athletes. Furthermore athletic requirements are being raised even higher with the recently passed NCAA legislation. This does create a rather perplexing message in Kansas.

It is a tragedy enough that students are under-prepared and thus hurt themselves. The detriment does not stop with the individual though as negative externalities are passed on to others. This includes a slowing of the class pace. It should also be realized that there is limited class space and many students are denied access to necessary classes. By mid-semester these overloaded classes have shrunk significantly due to students dropping out because of a lack of skills a high school core curriculum provides. Unfortunately many of the students that could not initially get into these classes have to wait and take them in another semester. Ultimately this lengthens their collegiate tenure also. A lack of curriculum accessibility at the high school level used to be an argument against qualified admissions. A lack of curriculum assessability at the college level is now an argument in favor. This lack of curriculum

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accessibility contributes to the students fifth and six years in their collegiate careers.

To this point I have not even mentioned the economic impact of such a policy, (I was confident my fellow speakers would cover this.) It might not be an incredible amount of money freed up by being able to down size remedial courses, but it would be significant. I have heard this is an invalid expectation because some students excel in a particular subject and are poor in another area, therefore remedial classes would still be needed. It is also probable that in examining this student, that they partook in the recommended number of hours in their knowledgeable subject and took significantly less hours in their remedial area. Qualified Admissions would provide solvency for this particular problem.

Directing our attention back to the fee cost ratio we realize the state pays approximately 70% of the fee/cost ratio. I would not say that this money was a complete waste as the student has received some education from this experience. However, this is an incredibly wasteful and inefficient practice. In nearing my conclusion I would like to discuss accessibility. If this is the real concern we would realize that fiscal barriers are a far greater threat to a student receiving an education than the discussed admissions policy. Some say that qualified admissions decreases access to admissions, I contend that not having it decreases access to success.

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John K. Burke, Ph.D.  
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### Qualified Admissions

I come to you today as an educator, a parent, and a taxpayer. On the surface this may appear to be a higher education issue. In reality it is an issue that affects all of education and the broader economic future of Kansas. My focus today will be to portray what Open Admissions at the Regent's institutions means to the secondary schools in Kansas, the college students of Kansas, the parents of children of Kansas, and the taxpayers of Kansas. I hope that this description will be helpful.

Currently students in the high schools of Kansas enroll for their courses much the same way that you might go through a salad bar at a restaurant. They select a little of this and a little of that. The majority of the students select classes based upon how little they will have to do to pass the class. Students choose the path of least resistance. School is a social function to them and academically rigorous courses tend to get in the way of being with their friends.

The top 10 to 15% of each class of high school students enrolls in a rigorous course of study. Many of these students will not attend Regent's institutions, but will attend institutions in other states. Our top student on the ACT last year had a composite score of 33. He is attending Grinnell College in Iowa.

Our high school guidance counselors indicate to the students which courses will be necessary for graduation. The graduation requirements are usually less than the core of courses that are included in the qualified admissions proposal. The students then select electives that satisfy their need to not work very hard. They know that as long as they graduate they can go to any Regent's institution. Why should they take a path of greater resistance?

What should occur is that the high school counselor should review the student's permanent record. The results of aptitude, achievement, and intelligence tests, previous course work, and student interests should be considered by the counselor as he/she puts together a proposed plan for the student. The required courses should be indicated and an array of electives that support the material in the

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permanent record should be offered to the student. Such a system should work.

One aspect of student program selection that gets in the way of such a plan is the interest of parents. You would think that most parents would support the student receiving the best education possible. The reality is that many of our parents support the students right to take a less than rigorous instructional program. The parents know that the student only needs to have a diploma to gain admission to a Regent's institution.

Shouldn't the counselor stand up to the parents?  
Shouldn't the high school principal stand up to the parents?  
Shouldn't the superintendent stand up to the parents?  
Shouldn't the board of education stand up to the parents?  
Why should they? The student can take the less rigorous program and still go to a Regent's institution.

This issue has great popular appeal. Everyone who graduates from a Kansas high school should be guaranteed admission to a Regent's institution. The taxpayers are the ones who provide the funding for these schools. Their children should be guaranteed the right to go to one of these schools. It shouldn't matter that the courses that the children took in school were not meant to prepare them of higher education. The Regent's institutions should hire instructors to teach remedial courses to the students who are not well prepared.

These remedial courses take revenue away from the compensation that could be received by our best and our brightest college teachers. These teachers should not be blamed for looking outside of Kansas for employment at other institutions that pay better. If money continues to be spent on remedial programs for students who come to the Regent's institutions ill-prepared, than the quality of the faculty that stays will not be the best and the brightest. Should I send my children to a university with an inferior faculty? The quality of the teachers is the most important factor in the quality of the education delivered to the students.

Some would argue that the university should remove the remedial programs and let those students who were not well prepared flunk out of school. Wouldn't it be much easier to require the students to take more rigorous courses? One could argue that exposure to a more rigorous program in high school would help the students score better on their ACT.

A high school diploma is as much a qualification to be admitted to a Regent's institution as a driver's license qualifies one to drive on the Nascar circuit. After all, it's all just driving. Preparation, training and practice

will enhance the chances of success. There is no substitute for them.

Some would argue that the proposed qualified admissions standards would punish students who do not know that they might want to go to a Regent's institution. These "late bloomers" would fit very nicely into the window of admissions for those who do not qualify for any of the criteria. They could also transfer from a community college of other institution of high learning.

I have heard that the window of admissions would be filled with only athletes. If this is a concern, the Regent's or the university presidents can develop policies that would prevent this from occurring. The university presidents have recently demonstrated their beliefs about the importance of athletes and academics to the NCAA.

In summary, you will get what you expect. If a high school diploma is all that is required for admission, the students will accomplish that. If the qualified admissions proposal becomes the standard, the students will meet it. The qualified admissions proposal is not unreasonably difficult to achieve. The students would only have to try.

Most students can graduate from high school in Kansas without really trying. This means that they can gain admissions to a Regent's institution without really trying.

The open admissions policy has served us well. Times are different now. The world is different now. Kansas is different now. It's time that open admissions in Kansas be replaced by qualified admissions. It will only mean that students will have to try to meet a higher standard. Shouldn't the students at least have to try?

In conclusion, if the qualified admissions proposal becomes the standard, it will help the secondary schools to entice students to take a more rigorous academic program. The universities will be able to abandon most of the remedial courses in good conscience and concentrate on compensating our best and brightest college teachers well. The students will benefit from better college teachers. The taxpayers will benefit through improved universities. Kansas will benefit by being able to attract better professors and encouraging more of our best high school students to stay in state and attend a Regent's institution. In short, everyone wins.

Senate Bill 145  
"Qualified Admissions"

Senate Committee on Education  
February 5, 1992

Testimony of

Charles R. Warren, President, Kansas Inc.

I am submitting this written testimony on behalf of the Board of Directors of Kansas Inc. in support of Senate Bill 145. In January 1990, the Kansas Inc. Board of Directors adopted by formal vote the following motion: "Recommends that the Legislature implement qualified admissions to the State's higher education institutions as proposed by the Kansas Board of Regents."

Kansas Inc. believes that higher education plays a vital role in the State's economy and in the preparation of its youth for the work force. It is important that our students be prepared to undertake successfully college-level instruction. Requirements for admission including preparatory courses and clear standards of achievement in high school must be set if students are to continue at advanced levels of instruction. The reputation and quality of our universities is key to our ability as a state to compete in global markets and to be attractive to business and industry. The quality of our students is critical to the future of our work force.

This debate has been settled in favor of clear standards for admission to university enrollment in every state except Kansas.

We speak often in this state about educational excellence. It should be apparent to all that excellence cannot be attained without standards for achievement.

Qualified admissions in Kansas will motivate students to prepare themselves for college-level work. It will help our students and it will enable our universities to achieve the level of excellence that we desire for them.

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1722 Rural  
Emporia, KS 66801  
February 3, 1992

Members of the Senate Education Committee:

When I spoke to you January 21 as a member of a group of teachers, I addressed the issue of accountability, especially student accountability, an issue of personal concern for me as a classroom teacher. At that time I stated that I viewed qualified admissions to Regents schools as one way to hold students and teachers accountable. I write now to urge you to consider adopting a plan of qualified admissions to Kansas Regents schools.

As a high school teacher who works with both "advanced" and "average" students, I see increasing numbers of my students content to meet only minimum requirements. Currently, my students are enrolling in courses for next year. About 70 percent of them plan to enroll in a college or university after high school, but less than half of these students are willing to take the higher-level courses that will prepare them for such challenges. Their reasons? Those courses are not required for admission to KU, K-State, or Emporia State nor are they required for graduation from our high school. Certainly, we in the school can encourage enrollment in more difficult classes and we can make classes more demanding, but we need help from you. I believe that our state university system needs to be telling students that the minimum standard established by each district for graduation from its schools is not necessarily the minimum course work students need to have to study at a university.

The current policy of open admissions is not serving students at either the high school or university levels. The assumption of an open admissions policy is that all students receiving a high school diploma are qualified to enter a higher education program. Since public high schools must serve the wide range of students and a similar range of expectations from parents and patrons, such an assumption is not valid.

I know a qualified admissions program will not automatically eliminate students who for one reason or another need remediation. However, surely it can help reduce the numbers of students who come unprepared for true higher education and help reduce the numbers of remedial courses a university must offer to help its students. I believe that the Regents should develop and institute a multiple-strand program which will screen students with the appropriate academic background, academic capabilities, motives, and/or experiences necessary to pursue higher education.

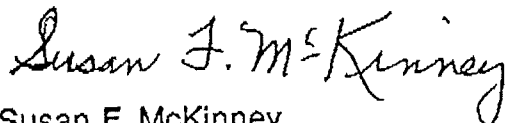
Kansas needs a university system that will be recognized and can function as a system of higher education. Schools that must take all those who knock on their doors waste both their own and their students' time, money, and resources. We waste these in course offerings that duplicate those offered in the public high schools of the state--

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courses which students should have mastered before going to university and which they would master if their future goals depended on doing so.

The students I teach today are as capable as the students in my own generation. In my 23 years of teaching I have found that students will meet whatever standards we establish in order to pursue their goals. I urge you to help establish some of those standards by adpting qualified admissions for Regents schools.

Sincerely,



Susan F. McKinney  
Language Arts Teacher  
Emporia High School

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