

THE MINUTES OF THE SELECT COMMITTEE ON HIGHER EDUCATION.

The meeting was called to order by Chairperson Cindy Empson at 1:30 on January 19, 1995 in Room 522-S of the Capitol.

All members were present except:

Committee staff present: Caroline Rampey, Legislative Research Department
Julian Efird, Legislative Research Department
Laura Howard, Legislative Research Department
Helen Abramson, Committee Secretary

Conferees appearing before the committee:

Others attending: See attached list

The chairman informed the Committee members the only direction she has been given as to the Committee's mission is that studies were made in the past concerning the structure of postsecondary education in Kansas, and the Speaker of the House would like this Committee to act instead of study. No real guidance was given as to how the Committee was to act other than the Speaker feels more coordination is needed, possibly, one governing structure, as opposed to the State Board of Education and the Board of Regents. The Committee will be reviewing today all the studies and recommendations compiled by the Legislative staff. Legislative Educational Planning Committee (LEPC) has looked extensively at this issue. This past summer, meetings were held with coalitions, and cooperative agreements, that are going on in Kansas, which the Committee will be reviewing. This Committee will be looking at the potential ramifications of a bill passed last legislative session concerning area vocational technical schools becoming technical colleges. There is a bill in the Senate Education Committee that pertains to two different types of cooperative agreements; such as between Wichita State University and Cowley and Butler County Community Colleges; and Fort Hays and Barton County Community College; which will have some bearing on this Committee's action. The Speaker of the House stated he feels that Washburn should be part of the Regents' system.

Staff gave an overview to the Committee on past studies (since 1920) and recommendations to reorganize postsecondary education in Kansas (Attachment I).

To Representative Tanner's question, did staff take into consideration any models or plans that might be operable from other states, staff stated this was not considered, as the charge from the Chairman was to look at past studies in Kansas, rather than modeling from other states, however, a packet of materials could be put together of other states' studies.

To Representative Pugh's question if the funding and origination of various junior colleges are uniform or are there many different versions, staff stated that one of our staff members has put together a summary that lays out fairly explicitly for the community colleges and for the area schools information that would answer your question, and this summary will be sent to all Committee members.

Chairperson Empson stated the topic of funding will be covered in a later meeting.

The meeting adjourned.

The next meeting is scheduled for January 26, 1995.

Prepared by Helen Abramson

SELECT COMMITTEE ON HIGHER EDUCATION
COMMITTEE GUEST LIST

DATE: January 19, 1995 _____

NAME	REPRESENTING
ERIC Sexton	WSU
<i>Marlin Row</i>	KU
TED AYRES	REGENTS OFFICE
Jim Yonally	J.C. Comm. Coll.
Ed Wallerstein	Washburn U
John Josseland	KU
<i>Ann Howell</i>	K18B
Wm. Jennings Bryan Hearler	Here, KS- KANU-FM
William Reiss	KICA
Jerman Mares	STBD Ed
Bob Kelly	KICA
Vic Braden	KACC
Aaron Otto	Rep Ballard
Susan Chasik	KNEA
DAN HERMES	BUDGET
David G. Monical	Washburn
Sue Peterson	KANSAS State

MEMORANDUM

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January 19, 1995

To: House Select Committee on Higher Education

From: Julian Efird, Principal Analyst

Re: Past Studies and Recommendations to Reorganize Postsecondary Education in Kansas

Aims C. McGuinness, Jr., (1994) told the Legislative Educational Planning Committee (LEPC) during the 1994 interim that, in his opinion as a consultant for the National Center for Higher Education Management Systems:

"How to shape the structures and policies for a constructive relationship between the state and higher education will be one of the most important challenges of the next decade. It is time for states to step back and examine the relevance for the next century of structures formed for an earlier time."

Since 1986, there have been a number of reviews focusing on the numerous studies and recommendations about reorganizing postsecondary education in Kansas. Flentje (1986) prepared a report on the governance of postsecondary education for the 1986 Task Force on Higher Education (a work group of the Legislative Commission on Economic Development). He cites a November 1962 publication, *Kansas Plans for the Next Generation*, published by the Kansas Board of Regents, which states:

"For forty years, therefore, the Board and other agencies concerned with higher education in Kansas have been 'studying' the problems of the State's universities and colleges. No fewer than nine major statewide reports have been prepared since 1922 Literally hundreds of recommendations have been made on how to improve higher education in Kansas or at least how to coordinate it better. But a reading of Kansas educational history leads to the conclusion that nothing much has happened as a result of these reports. The studies were made, the reports were accepted, the material was read, then it was filed. Higher education in Kansas continued to march on much as before."

Others have contributed reviews of past studies, and in some cases their own recommendations for postsecondary education. Pisciotte and Nichols (1990) provide a review in the chapter, "Educational Governance," published as part of *Kansas Policy Choices, 1990: Report of the Governor's Commission on a Public Agenda for Kansas*. This 1990 report recommends the convening of a limited constitutional convention to rework the education article of the *Kansas Constitution*. Since the convention would have to determine how to restructure the postsecondary education system, that study is

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Attachment I -*

not included in this report as one making major recommendations about reorganization since it addresses the process rather than the outcomes of restructuring governance. Emmons (1991) contributes "A Review of Selected Studies of Finance and Governance Issues in Kansas Community Colleges." Sicuro (1994) in "A Plan for Governance of Higher Education in Kansas" also reviews the literature on this subject as part of his work, which includes a plan with recommendations for changes in governance.

In addition to these reviews, there have been others, and this memorandum is simply an update of an earlier version which examined the "Major Recommendations of Past Studies to Reorganize Postsecondary Education," prepared for use by the 1993 Task Force on the Funding of Community Colleges and the Kansas Postsecondary Vocational and Technical Training System. Since that 1993 review, at least four other studies (with recommendations) have been produced, several of which were mentioned previously in this prologue, and which will be added to this review. *other previous studies*

The year 1972 is a convenient one for beginning a review, although the selection of that date is somewhat arbitrary. As Flentje (1986) notes, there have been many studies since 1922 when the Kansas Board of Regents was established. Flentje also begins his narrative review of nine studies with the work of the Master Planning Commission in 1972. The history of postsecondary education in Kansas that begins about 1972 is a chronicle of generally increasing student enrollments and financial requirements to maintain access at public and private not-for-profit institutions. There are episodes of enrollment declines in public and private institutions, with early reactions in the form of financial exigency plans and retrenchment, which marked the 1970s. The seemingly more extreme financial dislocations of the 1970s and the resulting reactions were not encountered in the 1980s by the public schools. Among the private institutions, however, three were forced to close in the 1980s. Some may look back from the 1990s and view the previous decade as the "golden years" of postsecondary education in Kansas. But from the perspective of the planners and critics, all was not right in the postsecondary world of the 1980s and the 1970s. The numerous studies and recommendations of the past 25 years bear witness to this discontent, and a tendency to want something "better" or at least "different" from the way governance and finance were distributed.

In general, the type of studies chosen for this review deal with restructuring, primarily considering the governance arrangements, and secondarily, considering the finance arrangements of the postsecondary education system in Kansas. In the lexicon of today, reengineering the postsecondary system has been the main focus of these studies and recommendations of the past 25 years. Most of the attention addressed the governance structures rather than finance structures. Lack of consensus on exactly what changes were needed in restructuring governance mechanisms, in the absence of an acute financial crisis, probably mitigated against most restructuring recommendations from being adopted. Other states which have reorganized governance frequently were either responding to financial crises or reacting to perceived, severe financial problems. *reengineering*

Looking back after reviewing the four most recent studies first (rather than beginning this memorandum with a review of the 1972 study and working to the present) offers a chance to reverse the chronological analysis usually followed in the other reviews. In addition, this approach offers the opportunity to observe that not all recommendations have gone unimplemented, and some of the more recent studies and recommendations had their origins in the earlier studies. As many veteran legislators have observed, sometimes it takes years to get a "good" bill passed. The same may be true of postsecondary recommendations which keep reappearing year after year in different studies. For many years the theme cited by Flentje that "nothing much has happened as a result of these reports" was the accepted conclusion, and rightfully so. In fact, one of the purposes in this exercise is to show how much effort has been expended over the years and with so few results, at least until recently. *present 1986*

Recent Developments

Among the more recent changes, most of which have been recommended in different studies, are the following developments. There have been several mergers of community colleges with area vocational schools and the development of three regional consortia by schools. Other mergers are being considered, with the most notable one involving discussions between Fort Hays State University and Barton County Community College. Legislation was passed in 1994 which would allow area vocational schools to become technical colleges. In addition, for a number of years, members of the Kansas Board of Regents and the State Board of Education have met several times annually on an informal basis to discuss issues of mutual concern, sometimes at the urging of the LPEC. That working group of the two boards decided at its meeting of September 1994 to assume more responsibility for the coordination of higher education in Kansas. The Joint Committee on Governance has formalized its procedures, adopted a charter to guide its activities, and has agreed to meet regularly.

However, the major recommendations regarding restructuring governance have not been adopted, and the finance recommendations have produced few changes in the financing of postsecondary education.

Recent Studies (1993-94)

The four studies mentioned previously were undertaken in a two-year period, 1993-94. Three of these four most recent studies focused on the Kansas Board of Regents and contained recommendations about consolidating jurisdiction under the Regents over more postsecondary institutions. The fourth study did not address governance issues, but nevertheless did recommend that the State Board of Education play a stronger leadership role in postsecondary education. Only two of the studies included specific recommendations about changes in financing. A brief description of the four studies follows.

Ad Hoc Proposal. The Ad Hoc Postsecondary Education Restructuring Group (which was comprised of legislators meeting informally) proposed to the 1994 Legislature a plan to restructure postsecondary education. The proposal would have allowed Washburn University, community colleges, and area vocational schools to have the option of coming under the supervision of the Kansas Board of Regents, with changes in that Board's governance, funding, and duties also proposed. In addition, changes in funding were proposed for community colleges that remained under the supervision of the State Board of Education. No implementing legislation was introduced during the 1994 Legislature. The idea of a bifurcated community college system had its origins in the discussions of the 1993 Task Force (see below) even though that group was not directed to study structural changes in governance, but rather was directed to focus on finance issues.

Sicuro Plan. The 1994 Legislature also received a report from Dr. Natale A. Sicuro concerning "A Plan for Governance of Higher Education in Kansas." Dr. Sicuro served as the Jones Distinguished University Professor in 1993-94 at Emporia State University and undertook his study during that tenure. Dr. Sicuro offered four recommendations:

1. The State of Kansas should develop and prepare a Master Plan for Higher Education.
2. The Master Plan should be developed for higher education only.

3. Enabling legislation should be prepared and enacted to permit one or more community colleges and AVTSs the opportunity to come under the jurisdiction of the Kansas Board of Regents.
4. Alternatives for restructuring the governance of higher education should be seriously considered as part of the Master Plan development. Two alternatives of realigning governance were suggested by Dr. Sicuro:
 - a. Place Washburn University and the community colleges under the jurisdiction of the Kansas Board of Regents. This assumes redefinition and merger of certain AVTS components into the community colleges where they do not already exist and other possible arrangements as well.
 - b. Interlock the two existing boards (Kansas Board of Regents and State Board of Education), forming a joint committee which will be responsible for the governance of community colleges and area vocational technical schools which opt to join the Regents under enabling legislation. This alternative includes Washburn under the same conditions contained in Alternative A. No enabling legislation was introduced to implement these recommendations.

The LEPC considered during the 1994 interim the task of developing a Master Plan and had a consultant develop a proposal for such an undertaking. However, the LEPC did not adopt a recommendation for developing a Master Plan.

Task Force Proposal. The 1994 Legislature received a report from the 1993 Task Force on the Funding of Community Colleges and the Kansas Postsecondary Vocational and Technical Training System. Legislation (H.B. 2567) was introduced to implement the Task Force recommendations, but failed to pass the 1994 Legislature. The Task Force was comprised of legislators and private sector representatives. Its recommendations addressed specific funding changes, primarily for community colleges but also for area vocational schools. It also recommended that mergers between area vocational schools and community colleges should be encouraged and that the State Board of Education should play a stronger leadership role in the area of postsecondary education. The Task Force also recommended a moratorium on studies of community colleges and area vocational schools until its recommendations were implemented.

As mentioned previously, the Task Force also discussed (but did not recommend) a bifurcated community college system, with some institutions to be placed under the Kansas Board of Regents. The Ad Hoc proposal incorporated this concept into its recommendations.

Regents Presidential Plan. In 1993, the President of Pittsburg State University prepared a draft proposal at the request of a member of the Kansas Board of Regents. The report, titled "Kansas Public Higher Education Governance Plan," proposed creating a statewide system, by placing all elements of public higher education under the direction of the Kansas Board of Regents. The institutions included the Regents schools, Washburn University, the 19 community colleges, and the 14 area vocational schools. The plan anticipated a series of mergers, with the ultimate goal being the creation of three new Regents institutions and the augmentation of the six existing ones. The composition of the nine Regents institutions would be based on mergers of regional schools with the existing six Regents universities, and with mergers

of other regional schools with Washburn University, Johnson County Community College, and Kansas City Kansas Community College as the nucleus of the three new Regents institutions.

Summary of Studies

In reverse chronological order, the following 21 studies are those included in this review. They are categorized by three time periods which offers an organizational mechanism.

Recent Studies (1993-94)

Study 21: "A Proposal to Restructure Postsecondary Education," Ad Hoc Postsecondary Education Restructuring Group (1994)

Scope. Pubic Postsecondary Education.

State Level Governance

Washburn University, community colleges and area vocational schools would have the option of coming under the supervision of the Kansas Board of Regents, with changes in that Board's governance, funding, and duties also proposed. The optional nature of this proposal would allow institutions to remain under their present governing bodies rather than all being switched to the Regents' control.

Local Boards and Taxing Units

Local governing boards for institutions that become Regents colleges would continue. Their powers and duties are specified in the proposal, including authority to levy property taxes and to issue bonds.

Finance

For institutions coming under the Board of Regents, state and county out-district tuition would be eliminated for Regents colleges (community colleges which come under the Regents). Each county would be required to impose a uniform property tax levy of 1.5 mills. In those counties in which there is a community college, Regents college, or Washburn University, the proceeds from the levy would be credited to the college district. Remaining proceeds from the level would be credited to a state fund to be used to support community colleges and Regents colleges. Mill levies in support of Regents colleges would be capped at 25 mills. Student tuition for community colleges and Regents colleges would be set by the college's board of trustees. State credit hour aid would be \$50 for academic hours offered by a Regents college and \$40 for those offered by a community college. Reimbursement for vocational hours would be 1.5 times greater for everyone. State aid programs for community colleges would be administered by the State Board of Education and for Regents colleges by the Kansas Board of Regents.

Mergers and Consolidations

Those institutions which become Regents colleges would be required to affiliate with a Regents institution and would be subject to the control and supervision of the Kansas Board of Regents. State affiliation would be triggered by action of local governing boards.

Other

Any area vocational school that wants to offer a degree must become a technical college and must affiliate with an existing Regents institution or Regents college. Area vocational schools remaining under the State Board of Education could not grant degrees. No postsecondary area vocational school state aid would be provided to technical colleges. State funding would be on a credit hour basis and would be the same rate as vocational hours offered by Regents colleges (\$75).

**Study 20: "A Plan for Governance of Higher Education in Kansas,"
Natale A. Sicuro, Jones Distinguished University Professor,
Emporia State University (1994)**

Scope. Public Postsecondary Education.

State Level Governance

Two recommendations concerned governance:

1. Enabling legislation should be prepared and enacted to permit one or more community colleges and AVTSs the opportunity to come under the jurisdiction of the Kansas Board of Regents.
2. Alternatives for restructuring the governance of higher education should be seriously considered. Two alternatives of realigning governance were suggested:
 - a. Place Washburn University and the community colleges under the jurisdiction of the Kansas Board of Regents. This assumes redefinition and merger of certain AVTS components into the community colleges where they do not already exist and other possible arrangements as well.
 - b. Interlock the two existing boards (Kansas Board of Regents and State Board of Education), forming a joint committee which will be responsible for the governance of community colleges and AVTSs which opt to join the Regents under enabling legislation. Include Washburn under the same conditions contained in Alternative A.

1-6

Local Boards and Taxing Units

Local boards and taxing units are not specifically addressed, except that the proposal notes that "The existing community colleges boards should remain intact, with clarified roles of the Regents established *vis-a-vis* the local boards This same principal applies to the AVTSs."

Finance

Funding is not specifically addressed, although the proposal notes that "A funding plan across the board should be formulated, in any event, as a major component of the Master Plan."

Mergers and Consolidations

The study commends the use of the term "merger" as opposed to "takeover" since it will be less threatening and implies that each party will benefit from the "marriage."

Other

The author recommends that the State of Kansas should develop and prepare a Master Plan for Higher Education and that the Master Plan should be developed for higher education only.

Study 19: "Task Force Report on Funding of Community Colleges and the Kansas Postsecondary Vocational and Technical Training System," Kansas Legislature (1993)

Scope. Public Community Colleges and Area Vocational Schools.

State Level Governance

Governance is not addressed by this report, other than to recommend that the State Board of Education should play a more active leadership role in postsecondary education.

Local Boards and Taxing Units

This report did not address any changes in current boards or taxing units.

Finance

The Task Force recommended that county out-district tuition should be eliminated and that each county should be required to levy a 1.5 mill property tax with the proceeds used to fund community colleges. In addition, credit hour state aid should be increased from \$28 to \$30 for academic hours, from

\$42 and \$56 to \$60 for vocational hours, and from \$24 to \$50 for out-district state aid. Finally, the Task Force recommended that community college tuition should be increased to generally 20 percent of operating budgets. The Task Force also made several recommendations for area vocational schools, including an appropriation of \$2.49 million for capital outlay aid and the suggestion that the state should fully fund its share of the area vocational school postsecondary state aid program.

Mergers and Consolidations

The Task Force urged that mergers of area vocational schools and community colleges should be considered.

Other

The report suggested a moratorium on studies of community colleges and area vocational schools until the Task Force recommendations were addressed and implemented.

Study 18: "Kansas Public Higher Education Governance Plan," President Don Wilson, Pittsburg State University (1993)

Scope. Public Postsecondary Education.

State Level Governance

The plan proposed creating a statewide system, by placing all elements of public higher education under the direction of the Kansas Board of Regents. The institutions included the six Regents universities, Washburn University, 19 community colleges, and 14 area vocational schools. Ultimately, nine new public institutions would be constituted through mergers of existing postsecondary institutions.

Local Boards and Taxing Units

The proposed nine newly constituted Regents institutions would be under one governing body, the Kansas Board of Regents. No specific mention is made of the disposition of existing governing bodies or of taxing units. However, local advisory boards for the community colleges and advisory councils for programs directly related to business and industry are contemplated.

Finance

The plan indicates that it reduces property taxes and eliminates out-district tuition payments; requires additional State General Fund support for Washburn University, the community colleges and area vocational technical schools; and requires an increased tuition rate at community colleges and area vocational technical schools. The specific details of the proposed financing are not enumerated in the plan.

Mergers and Consolidations

The plan anticipates merging area vocational technical schools with local or regional institutions in Phase I. Other mergers are planned for Phase II in which Washburn University and the community colleges/area vocational technical schools would be brought into the Regents system; most community colleges/area schools would be merged with the existing six Regents universities according to details in the plan; and other community colleges/area schools would be merged with Washburn University, Johnson County Community College, and Kansas City Kansas Community College as the nucleus of the three new Regents institutions.

Other

The Board of Regents would be expanded from its current nine members to 13 members and three additional full-time staff would be added in the central Board office.

Post-1985 Studies (1986-92)

There were seven studies in this period of 1986-92. One focused on community colleges; two considered community colleges and area vocational schools; and the other four addressed all of public postsecondary education. The focus shifted from studying a single institution, a region, or a group of similar institutions as in the 1972-85 period to all of postsecondary education. Those reports are included in a Memorandum of June 16, 1993.

Study 17: "Community College Funding Task Force," Report to the State Board of Education and the LEPC (1992)

Scope. Community colleges and area vocational schools.

State Level Governance

No change.

Local Boards and Taxing Units

Creation of regional nine-member governing boards, with regional levies of the same amount in each county of a region for operating budget funding, of up to 1.0 mill for capital outlay and up to 0.5 mill for a Local Initiative Fund (for Adult Basic Education, adult supplemental education, noncredit short term training and retraining, and community education grants).

Finance

State funding would amount to 40 percent of community college operating budgets; the state aid for academic credit hours would be \$28 and the rate for vocational hours would be \$56; out-district state aid and county out-district tuition would be eliminated; the difference between credit hour state aid and the amount needed to reach 40 percent of operating budgets would be distributed through the General State Aid Program; student tuition would comprise 20 percent of operating budgets; local taxes would finance 40 percent of operating budgets and the levy would be the same for each county in a region.

Mergers and Consolidations

None recommended, although regions including more than one institution would have a single regional governing board and all property and facilities of existing institutions would become the property of the new regional board.

Other

Area vocational schools could participate in the regional delivery systems upon the initiative of the area school's governing board.

Study 16: "Constructing Partnerships in Kansas Higher Education: A Proposal for the Restructured Governance of Kansas Higher Education," Kansas Board of Regents (1991)

Scope. Public higher education.

State Level Governance

The Board of Regents would maintain its present responsibilities, acquire governance authority for the Kansas public community colleges, and assume responsibility for coordination and master planning for public higher education in Kansas.

Local Boards and Taxing Units

Local community college boards would be maintained and the spheres of authority of the Regents and the local boards would be demarcated to clarify the governance responsibilities and relationships.

Finance

No changes are recommended immediately, but the report discusses an approach to reorganizing the financing of Kansas higher education and the need to have a central authority review and recommend institutional budgets.

Mergers and Consolidations

No changes are recommended.

Other

Under this proposal the Regents would not acquire governing responsibility for Washburn University nor would there be a change in Washburn's funding. Coordination of higher education would be achieved primarily through the development of a master plan. The Regents would assume coordinating authority for the entirety of Kansas public postsecondary education.

Study 15: "Governor's Commission on Reform of Educational Governance," Final Report (1990)

Scope. All postsecondary education.

State Level Governance

The Commission recommended that the *Kansas Constitution* be amended to permit the Legislature to create additional governing boards. The Commission envisioned that the change would give the Legislature the flexibility to create new governing boards for community colleges and area vocational schools. The Board of Regents and Board of Education should continue.

Local Boards and Taxing Units

The Commission recommended that the supervision of Washburn University be shifted from the State Board of Education to the State Board of Regents, with the goal of the full integration of Washburn into the Regents system.

Finance

No changes recommended.

Mergers and Consolidations

No changes recommended.

Other

The Commission recommended that a cabinet-level Secretary of Education be created to exercise a coordinating function between the State Board of Education, the State Board of Regents, and other state agencies involved with education.

Study 14: "Vocational-Technical Education and Kansas Economic Development: A Research Report Prepared for the Kansas Council on Vocational Education," (1987)

Scope. Area vocational schools and community colleges.

State Level Governance

No specific changes are recommended in the current structure, but the report recommends that there be increased statewide coordination of vocational-technical education institutions, which would result in a movement away from the many autonomous local units.

Local Boards and Taxing Units

No specific recommendations made about local boards, but the creation of new technical colleges would require new local boards be established. Taxing units would be expanded to include all counties within an institution's regional service area.

Finance

Develop state and local funding formulas in the Kansas Vocational-Technical Education System that appropriately match institutional mission, goals, and geographic outreach. Assign a larger role for state financial sponsorship of the system to be consistent with its statewide mission, structure, and governance. Enlarge the local funding base to include each county assigned to an institution's service area. Abolish out-district tuition.

Mergers and Consolidations

In geographic locations where community college and AVTS campuses are located either in the same community or in adjacent counties, merge current AVTS postsecondary programs into existing community colleges. In Wichita, Salina, Emporia, Manhattan, and Topeka, convert AVTS postsecondary programs into technical colleges.

Other

Separate the delivery of vocational-technical education between secondary and postsecondary students. Restructure the state's current schools to reflect the separation of the secondary and postsecondary delivery components.

Study 13: "Report of the Legislative Commission on Kansas Economic Development -- Higher Education Task Force," (1987)

Scope. Area vocational schools, community colleges, Washburn University, and Regents' institutions.

State Level Governance

Creation of two new statewide boards; continuation of the State Board of Regents with new authority.

The Commission recommended that postsecondary education be consolidated under the jurisdiction of the State Board of Regents and that the statutory mission of the Regents be defined as coordination of postsecondary education. No constitutional change was proposed.

In addition, the Commission proposed that a State Board of Community Colleges and Vocational Education be created within the coordinating jurisdiction of the Regents and that the new board have jurisdiction over its segment of postsecondary education.

The Commission also proposed that an institutional governing board be provided for the Regents' institutions and function much like the other proposed new board within the coordinating jurisdiction of the Regents. Washburn University also would be brought under this proposed new governing board.

The Commission further proposed that statutory authority for community colleges, postsecondary vocational schools, and Washburn University be shifted from the State Board of Education to the Board of Regents.

Local Boards and Taxing Units

The authority of local governing boards, including Washburn, would remain intact until the mix of state financing increased.

Finance

No immediate changes in financing higher education were recommended. When state financing of community colleges reached 50 percent, the Commission recommended that steps should be taken to bring governance under greater state control. The Commission also recommended that, if a major

shift in state financing of Washburn occurred, then further steps to bring Washburn under state control could be considered.

Mergers and Consolidations

None specifically recommended.

Other

The Commission recommended that statutory mission of the Kansas Board of Regents be redefined to include coordination of postsecondary education in addition to its constitutional powers and duties. The State Board of Education would retain authority over elementary and secondary education.

Study 12: "Kansas Policy Choices: Report of the Special Commission on a Public Agenda for Kansas -- Educational Governance and Finance" (1986)

Scope. Area vocational schools, community colleges, Washburn University, and Regents' institutions.

State Level Governance

In addition to creation of two new state boards, the Commission assumed continuing roles for the State Board of Education and State Board of Regents. (How those roles might be altered is not specifically defined. It appears that this plan would have required a constitutional amendment and numerous statutory changes.)

For postsecondary institutions (community colleges, vocational schools, and technical institutes), the Commission recommended creation of a State Board of Postsecondary Education to coordinate curriculum, degrees, and programs and to oversee state funding.

For higher education, the Commission recommended creation of a Higher Education Coordinating Board to plan, collect information, provide analysis, and review programs. The Coordinating Board also would review budget proposals, coordinate relationships with private institutions, and conduct similar activities for the postsecondary sector. The first assignment would be to develop a master plan for higher education, including the future of Washburn University.

Local Boards and Taxing Units

No changes recommended.

Finance

For community colleges and postsecondary vocational education, two alternatives to the present methods were proposed: (1) continue local property taxes but shift additional financial responsibility to the state level; and (2) authorize local revenue options to the property tax.

For higher education, the Commission recommended allowing the Board of Regents to increase tuition up to one-third of the cost of education.

Mergers and Consolidations

None specifically proposed.

Other

Planning and coordinating are stressed in the report. The Commission called for a comprehensive plan to allow for clarification of the roles of vocational schools, community colleges, state universities, Washburn University, and private colleges and universities.

Study 11: "Community College Funding Task Force," Report to the State Board of Education (1986)

Scope. Community colleges.

State Level Governance

A separate and independent board of control for community colleges, appointed by the Governor, would be established. (This would require a constitutional amendment.)

Local Boards and Taxing Units

Local community college boards of trustees would be retained and there would be no change in current powers.

Finance

Student tuition would equal 15 percent, local levies would equal 25 percent, and the remaining 60 percent would be from state sources. The 15-25-60 percent mix would be phased in over a five-year period. A local board could enrich its programs by increasing student tuition or local taxes beyond the prescribed level or by using "external" (primarily federal) funding.

Mergers and Consolidations

Not addressed.

Earlier Studies (1972-85)

There were ten studies in this period of 1972-85. Four addressed Washburn University; two focused on community colleges and area vocational schools; one dealt with area vocational schools, community colleges, and technical institutes at two Regents institutions; two addressed the Southeast Kansas region; and the first one in 1972 considered all of public postsecondary education. Those reports are included in a Memorandum of June 16, 1993.

Study 10: "Washburn University," Legislative Educational Planning Committee (1985)

Scope. Washburn University.

State Level Governance

No changes recommended.

Local Boards and Taxing Units

No changes recommended.

Finance

No recommendations made.

Mergers and Consolidations

None recommended.

Study 9: "Washburn University," Special Interim Committee on Washburn University (1985)

Scope. Washburn University.

State Level Governance

Two bills introduced without recommendation for passage. The Committee indicated that the two bills would enable the Legislature and Washburn University to continue the dialogue which began during the interim study. Both bills would have brought Washburn under the governance of the State Board of Regents, with different financing options included in each bill.

Local Boards and Taxing Units

Recommended bills would have placed Washburn under the Board of Regents, maintained a local mill levy under both bills, levied a countywide sales tax under one bill, and established a Board of Trustees to oversee the institution's endowment.

Finance

Recommended bills would have authorized local tax revenues to partially finance continued operations of Washburn after it became a Regents' institution.

Mergers and Consolidations

None recommended.

**Study 8: "Improving Programs and Developing Resources for
Kansas Area Vocational Schools and Community Colleges,"
report by the Inter-Advisory Council Planning Committee
to the State Board of Education (1983)**

Scope. Community colleges and area vocational schools.

State Level Governance

No change.

Local Boards and Taxing Units

State would be divided into postsecondary education regions. (No specific number of regions was identified in report, but eight regions were envisioned when report was being developed.) Each region would be governed by a locally elected board responsible for the community colleges in its region. Type II area vocational-technical schools (under a multiboard of control) would be under the governance of the regional board. Type I area vocational schools under the governance of a single local board would be contracted with to provide postsecondary vocational education services. All public postsecondary education, whether under the jurisdiction of the regional board or contracted (except Regents' institutions), would be

under one administrative officer responsible to the regional boards. Each regional board would have the authority to levy taxes.

Finance

A uniform tuition schedule would be adopted for community colleges and area vocational schools. State aid would increase to 40 percent of community college operating budgets. Postsecondary area vocational-technical school aid would be based on credit hours, the same as for community colleges. Out-district state aid and county out-district tuition would be eliminated. Regions would levy regionwide tax in support of postsecondary education.

Mergers and Consolidations

No specific mergers or consolidations identified, but proposal would be flexible enough to permit consolidation to take place.

Other

State Board of Education adopted parts of report, but did not approve regionalization recommendation.

Study 7: "Washburn University," Legislative Budget Committee (1981).

Scope. Washburn University.

State Level Governance

No changes recommended.

Local Boards and Taxing Units

No changes recommended.

Finance

No changes recommended.

Mergers and Consolidations

None recommended.

Other

The Committee adopted a motion to discontinue further study of the Washburn issue following the request of the University's President that the Committee delay for at least 18 months a decision as to state affiliation.

**Study 6: "Washburn University Feasibility Study,"
Legislative Educational Planning Committee (1976)**

Scope. Washburn University.

State Level Governance

No changes recommended.

Local Boards and Taxing Units

No changes recommended.

Finance

No changes recommended.

Mergers and Consolidations

None recommended.

Other

The Committee's recommendation of no changes for Washburn was based on the belief that existing state schools were adequately meeting the state's educational needs and that a priority must be placed upon curtailing the expenditure of additional state revenue for higher education.

**Study 5: "The Kansas Regional Education Act,"
Kansas Association of Community Colleges (1976)**

Scope. Community colleges, postsecondary area vocational school programs, and all adult and continuing education programs not under the jurisdiction of the Board of Regents

State Level Governance

No constitutional change proposed, but the State Board of Education would assume two separate identities, one to supervise elementary-secondary education and one to supervise community colleges and postsecondary occupational education. In its latter capacity, the State Board would be known as the "State Board of Control" and would be assisted in its duties by a 25-member State Advisory Council with its own staff which would be responsible for developing a state plan for community colleges and post-secondary occupational education.

Local Boards and Taxing Units

Basically the same as the 1974 recommendations of the State Board of Education, except that the state would be divided into between 20 and 22 postsecondary education regions for purposes of local governance and tax support.

Finance

Same as Board of Education recommendations.

Mergers and Consolidations

Same as Master Planning Commission.

Other

Local regional board would have authority to contract for educational services.

Study 4: Report to the 1976 Legislature by the Legislative Educational Planning Committee (1975)

Scope. Fourteen-county area in southeast Kansas in which are located six community colleges, one area vocational school, and Pittsburg State University.

State Level Governance

No change.

Local Boards and Taxing Units

Establish a nine-member regional board for postsecondary education with jurisdiction over the six community colleges and one area vocational school in the region. The board would have authority

to contract with Pittsburg State University for postsecondary vocational education services and to levy taxes in support of educational programs. The board would appoint a chief administrative officer for the multicampus institution who would supervise the administrative staff. Each campus would have a head administrator.

Finance

Student tuition and millage levied would be uniform for the region. Out-district tuition would be charged for students whose residence is outside the region.

Mergers and Consolidations

Multicampus system comprised of Allen County Community College, Coffeyville Community College, Fort Scott Community College, Independence Community College, Labette Community College, Neosho Community College, and Southeast Kansas Area Vocational-Technical School.

Study 3: "Recommendations for the Organization of Postsecondary Education in Kansas," State Board of Education (1974)

Scope. Area vocational schools, community colleges, Kansas Technical Institute (KTI, now Kansas State University-Salina, College of Technology), and Technical Institute at Pittsburg State University.

State Level Governance

No change.

Local Boards and Taxing Units

State would be divided into not more than ten postsecondary education regions, with each county in a region. In each region there would be a locally-elected postsecondary education board that would be responsible to the State Board of Education. Local board in each region would have powers patterned after community college boards of trustees and would have authority over area schools, community colleges, and KTI. All counties of the state would be part of a postsecondary education region for purposes of local tax support.

Finance

State funding would approximate 50 percent statewide, distributed to each region through an equalization formula based on regional wealth. Student tuition would equal 15 percent and local and federal resources would total 35 percent. There would be no out-district tuition. Each region would levy a tax equal to .1 percent of district wealth (property and income).

Mergers and Consolidations

Same as Master Planning Commission.

Other

Secondary vocational education programs would continue under contract to USDs. If there is no area school in region, community college would contract with USD for postsecondary vocational education. If no community college in region, area school would contract with a four-year institution to offer associate degree programs.

Study 2: "Community College Education in Southeastern Kansas," Prepared for the Ozarks Regional Commission (1973)

Scope. Fourteen-county area in southeast Kansas in which are located six community colleges, one area vocational school, and Pittsburg State University

State Level Governance

No change.

Local Boards and Taxing Units

The 14-county area of southeast Kansas would constitute a single community college district with a single nine-member board of trustees with authority over the six community colleges, postsecondary vocational education programs at the area vocational school, and the area vocational school programs at Pittsburg State University. The board would select a president to operate the multicampus system. The board would have the authority to impose a levy in support of the system, subject to voter approval.

Finance

Student tuition would be at a minimum level. Remaining funding would be from state (primarily) and federal sources. Subject to approval by voters in the district, the board of trustees could levy a tax to supplement or enrich programs at a higher level than permitted by the basic state appropriation.

Mergers and Consolidations

Multicampus system composed of Allen County Community College, Coffeyville Community College, Fort Scott Community College, Independence Community College, Labette Community College, Neosho Community College, Southeast Kansas Area Vocational Technical School, and Pittsburg State University (vocational and technical programs).

Other

The recommended district would serve as a pilot project to test concepts that could be applied to other parts of the state.

Study 1: "Postsecondary Educational Planning to 1985: Final Report and Recommendations," Master Planning Commission (1972)

Scope. All public postsecondary education.

State Level Governance

A constitutional amendment would be adopted to remove the provision for the State Board of Regents and to establish a State Management Board, which would have authority over all public postsecondary education. (The authority of the State Board of Education over postsecondary education would be terminated. The existing State Board of Regents would assume the role of the State Management agency on an interim basis.)

Local Boards and Taxing Units

Each Regents' university and Washburn University would be governed by a board of trustees appointed by the Governor. All other institutions (community colleges and area vocational schools) would be governed by locally elected boards. Taxing units would be eliminated because no local tax support would be utilized.

Finance

All postsecondary education students would pay tuition equal to 25 percent of the cost per student at each institution. The remaining funding (75 percent) would come from state and federal sources. Revenues from other sources, such as endowments, would be outside the 25-75 percent student-state and federal mix.

Mergers and Consolidations

The following schools would be merged to form seven two-year colleges offering a comprehensive range of occupational and academic programs:

1. Northwest Kansas AVTS (Goodland) -- Colby CC
2. Liberal AVTS -- Seward County CC (Liberal)
3. Southwest Kansas AVTS (Dodge City) -- Dodge City CC
4. North Central Kansas AVTS (Beloit) -- Cloud County CC (Concordia)
5. Central Kansas AVTS (Newton) -- Hutchinson CC

6. Northeast Kansas AVTS (Atchison) -- Highland CC
7. Kansas City AVTS -- Kansas City CC

The following schools would be merged to form two multicampus colleges:

1. Southeast Kansas AVTS (Coffeyville) -- Coffeyville CC -- Independence CC -- Labette County CC (Parsons)
2. Allen County CC (Iola) -- Fort Scott CC -- Neosho County CC (Chanute)

The following community colleges and area vocational schools would be expanded so that each would offer a comprehensive range of occupational and academic programs:

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

The Kansas Technical Institute (now the Kansas State University-Salina, College of Technology) and the Salina AVTS would be the two campuses of the "Salina Community College."

Other

A need-based student assistance program would be established and made available to all Kansans attending a public or private postsecondary institution.

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