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Approved: January 26, 1998
Date

MINUTES OF THE HOUSE SELECT COMMITTEE ON HIGHER EDUCATION.

The meeting was called to order by Chairperson David Adkins at 9:00 a.m. on January 20, 1998 in Room 423-S of the Capitol.

All members were present except Representative Howell who was on excused absence.

Committee staff present: Julian Efird, Legislative Research Department
Carolyn Ramey, Legislative Research Department
Leah Robinson, Legislative Research Department
Jim Wilson, Revisor of Statutes
Avis Swartzman, Revisor of Statutes
Leona Fultz, Committee Secretary

Conferees appearing before the committee: Representative Empson
Representative Reinhardt

Others attending: See attached list

Representative Adkins introduced Julian Efird. He presented the committee with handouts entitled Higher Education Committee at a Glance, Kansas Postsecondary Education Profile, Comparative Analysis of Postsecondary Studies, Comparison of Postsecondary Education in Kansas, Kansas Legislative Council, and State Education Governance Structures. (Attachments 1, 2, 3, 4, 5, 6, .). Mr. Efird then introduced Carolyn Ramey who presented the committee with a handout entitled Postsecondary Educational Governance Structures. (Attachment 7). Representative Adkins then introduced Representative Cindy Empson who gave a presentation on 1997 Special Committee on Community College Governance. (Attachment 8) Representative Richard Reinhardt also gave comments to the committee.

The committee meeting adjourned and the next meeting was scheduled for Wednesday, January 21, 1998 at 9:00 a.m.

Higher Education Committee at a Glance

Committee members:

David Adkins, R-Leawood, Chairman
Joe Kejr, R-Brookville, Vice Chair
Mike Farmer, R-Wichita
Andrew Howell, R-Fort Scott
Shari Weber, R-Herington
Ed McKechnie, D-Pittsburg, Ranking Minority
Jim Garner, D-Coffeyville
Henry Helgerson, D-Wichita
Jan Pauls, D-Hutchinson

Committee Goals:

- (1). a review of the several studies of post secondary education funding, coordination and governance over the years, in particular the report of the Joint Committee from the 1997 interim session
- (2). determine the most effective and cost-efficient method of governance or coordination for public post secondary institutions within Kansas
- (3). examine the goals and missions of Kansas post secondary institutions to determine if Kansas' institutions have world class attributes and if targeted excellence funds would help institutions meet those goals
- (4). review the current use of technology and examine the potential for greater use of technology in preparing Kansas students for the next century
- (5). review the equity of faculty salaries in Kansas to determine if Kansas is competitive in attracting and retaining world class faculty
- (6). review the current funding mechanism of Kansas higher education institutions to determine the potential for a more economic use of Kansas' resources in serving the needs of Kansas' students, business, industry, and our population
- (7). determine if property taxes currently used to fund some functions can be replaced by other revenue sources

Time line:

- initial report by 30th day of the session
- issue final report prior to sine die

1997 SPECIAL COMMITTEE ON COMMUNITY COLLEGE GOVERNANCE

Proposed Coordination Changes

In regard to community colleges:

- Authorizes elector petitions for consideration by local boards of mergers of community colleges with community colleges and/or area vocational technical schools.
- Enhances noninstitutional mergers.
- Institutes a 5-year planning cycle and annual reports on progress.
- Requires state to compile and monitor performance indicators.
- Provides state review of institutional missions and instructional programs
- Changes the credit hour definition.
- Coordinates distance learning.
- Increases LEPC authority.

Proposed Community College State Aid Plan

- Repeals out-district tuition.
- Increases out-district state aid from \$24 to \$36 per credit hour.
- Increases credit hour state aid from \$30.50 to \$38 per credit hour.
- Increases general state aid from \$2,642,771 to \$10,642,845.
- Increases the vocational education multiplier from 1.5 to 2.0 for the 14 community colleges that do not have area vocational school designation.
- Repeals the academic out-district credit hour state aid limitation for

students with over 64/72 credit hours.

- Provides an operating grant to community colleges when state aid increases do not reduce mill levies to 20 or less (shown in calculations in the table on the next page).
- Provides an exemption from the current tax lid and places a 20-mill limitation on the general, vocational, and employee benefit funds.

Proposed Washburn University Funding Plan

- Repeals out-district tuition and increases the state operating grant to offset any lost revenue.
- Establishes an equity grant and funds one-fifth in the first year of the calculated cost difference between community colleges and Washburn.

Estimated Cost of Proposed State Funding Plans

In Millions *

<u>State Support</u>	<u>FY 1999</u>	<u>FY 1998</u>	<u>Difference</u>
<u>Comnty Colleges</u>			
Credit Hour Aid	\$ 54.7	\$ 41.5	\$ 13.3
Out-District Aid	19.9	12.2	7.7
General State Aid	10.6	2.6	8.0
Operating Grant	<u>2.7</u>	<u>0</u>	<u>2.7</u>
Subtotals	\$ 88.1	\$ 56.3	\$ 31.7
<u>Washburn Uni.</u>			
Operating Grant	8.0	\$ 7.5	\$ 0.5
Equity Grant	<u>0.9</u>	<u>0.0</u>	<u>0.9</u>
Subtotals	\$ 8.8	\$ 7.5	\$ 1.4
Grand Total	<u>\$ 96.9</u>	<u>\$ 63.8</u>	<u>\$ 33.1</u>

*Note: May not add due to rounding.

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Education Governance*

SUMMARY: The Committee recommends an amendment to the *Kansas Constitution* for the purpose of equalizing the powers of the State Board of Education with those of the State Board of Regents by removing the self-executing powers of the State Board of Education. The Committee also recommends legislation to change from partisan to nonpartisan the election of State Board of Education members. In connection with its consideration of this bill, the Legislature should evaluate the merits of conducting State Board of Education and local board of education elections at the same time.

BACKGROUND

The study topic, requested by the Chairperson of the Senate Committee on Education, was directed toward the issue of education governance in Kansas generally but also included specific reference to five measures impacting education governance that were introduced in the 1997 Session.

Following is a brief summary of the legislative proposals (S.C.R. 1607 and S.B. 359 are companion measures).

S.C.R. 1607. S.C.R. 1607 proposes to amend the Education Article (Article 6) of the *Kansas Constitution* to provide the following:

- The Legislature is delegated responsibility for establishing a system of public education that is organized and changed as provided by law. (Similar to current provision.)
- The Legislature is directed to make suitable provision for governance of the system of public education and schools and institutions that are a part of the system. This includes the authority to create and prescribe the powers and duties of any "instrumentalities of governance," as may be

deemed necessary.

- Public elementary and secondary schools are required to be maintained, operated, and managed by locally elected boards. (Similar to current provision.)
- Public institutions of postsecondary education and other public education institutions provided by law are to be operated and managed under state supervision as provided by law.
- The Legislature is directed to make suitable provision for financing of the system of public education. In this respect, the Legislature is authorized to levy a permanent tax for the system of public education and to provide for the apportionment of the proceeds thereof.
- The charging of tuition for attendance at any public school or other public education institution to persons who are required by law to attend the school or institution is prohibited. Fees (other than tuition) could be charged when authorized by law. The Legislature could authorize or require the charging of tuition or other fees for attendance at any public school or other public education institution to persons not required by law to attend. (Similar to current provision.)
- No religious sect or sects may control any part of the public education funds. (This provision currently is in the *Constitution*.)

S.B. 359. In the place of the current State Board of Regents and State Department of Education, the bill establishes the Kansas Department of Education (KDOE), the head of which is the Secretary of Education. The Secretary is appointed by the Governor and confirmed by the Senate. The Secretary serves at the Governor's pleasure and has administrative responsibility for KDOE.

Within KDOE, there is established the divisions of: Higher Education, Community Colleges and Vocational and Technical Education, and Elementary and Secondary Education.

* S.B. 406 and S.C.R. 1615 accompany this report.

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Report to the Legislative Educational Planning Committee

March 7, 1997

Governor Graves, Representative Empson and Members of the Legislative Educational Planning Committee:

As co-chairs of the Kansas Council on the Future of Postsecondary Education, we are pleased to provide to you the final report of the Council. This report is a follow-up to the one provided to the Committee in August of 1996. The report provides some background information on the Council, a discussion of the activities of the Council, and a summary of the Council's conclusions and recommendations.

Background

The Kansas Council on the Future of Postsecondary Education was established through House Bill 2553 of the 1995 Kansas Legislature. The Council was assigned responsibility for the development, implementation, and monitoring of a comprehensive plan for Kansas postsecondary education. The principal goal of the Council was to enhance the overall quality, responsiveness, and accountability of the postsecondary education system in Kansas.

The Council was comprised of sixteen members, including four members of the State Board of Education, four members of the State Board of Regents, one member of the Washburn Board of Regents, one representative of the independent colleges and universities, two representatives of the public appointed by the Governor, and four members of the Kansas Legislature. The Council was asked to present its report and recommendations to the Legislative Educational Planning Committee on or before August 1, 1996, and submit copies of the report to the Governor and other authorities represented on the Council.

Council Organization and Activities

The Council organized its work by establishing an Executive Committee and four Committees, each of which was assigned specific topics found in the statute: (1) Financing Postsecondary Education; (2) The Governance and Coordination of Postsecondary Education; (3) Postsecondary Academic Programming; and (4) Access, Transfer and Articulation in Postsecondary Education. The four Committees each identified the major issues that needed to be addressed and prepared an initial report to the Executive Committee. The Executive Committee reviewed the array of issues and assigned to each committee the responsibility for developing recommendations for addressing those issues.

The Council also contracted with the National Center for Higher Education Management Systems (NCHEMS) for an environmental scan of the Kansas educational environment. The scan was intended to provide a comprehensive description of the occupational, demographic, educational, and fiscal realities facing the State. NCHEMS also provided a list of strategic directions that guided the work of



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ATTACHMENT 1

KANSAS COUNCIL ON THE FUTURE OF POSTSECONDARY EDUCATION November 26, 1996

Vision Statement:

To meet the challenges of living and working in a democratic, postindustrial society, Kansas will provide a system of postsecondary institutions that prepare students to take responsibility for lifelong learning and to achieve personal, social, and work-related goals.

Policy Priorities:

1. Kansans expect the public system of postsecondary education to be affordable and geographically accessible.
2. Kansans expect the public system of postsecondary education to be seamless and capable of sustaining lifelong learning.
3. Kansans expect high performance from both students and postsecondary institutions.
4. Kansans expect the system of postsecondary institutions to be responsive to the educational needs of a variety of constituents.
5. Kansans expect the system of postsecondary education to be respected and trusted.

Rationale:

Lifelong learning is the heart of the postsecondary education system. Lifelong learning requires that institutions prepare students with multidimensional skills, knowledge, and attitudes relevant to living and working in a democratic, postindustrial society. The demand for lifelong learning created in part by economic restructuring, changing demographics, rapidly developing technology, and continuous change in work content requires that postsecondary institutions transform themselves into a seamless system that provides access to high quality educational services for learners as they need them, when they need them, and wherever they need them. Funding formulas for postsecondary institutions should provide intended and productive incentives for this transformation.

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Coordination of Postsecondary Education Will Occur through a Joint Committee of Both State Boards

Dimensions	Functions and Responsibilities	Structural Change and Fit with Vision
1. Relationship of the Committee to Existing Boards and Institutions.	<ul style="list-style-type: none"> * The Committee will provide a forum for discussion of postsecondary issues which are forwarded by the State Board of Education, the Board of Regents, and/or the regional consortia. 	<ul style="list-style-type: none"> * Retain voluntary membership and strongly encourage participation in consortia of postsecondary education. * No existing boards will be dissolved. * Membership of the Committee will consist of representatives from Board of Education, Board of Regents, the State Legislature, and members appointed by the Governor.
2. Relationship of the Committee to Institutional CEOs and Campus personnel.	<ul style="list-style-type: none"> * Same as current responsibility. 	<ul style="list-style-type: none"> * Regional consortia will be used to discuss, refine, and address the concerns of the Committee and act as a link in the statewide mission of providing a seamless education system.
3. Relationship of the Committee to the Executive and Legislative Branches of State Government.	<ul style="list-style-type: none"> * In cooperation with the Executive and Legislative branches, the Committee will develop a vision and strategic plan containing recommendations for coordinating postsecondary education in Kansas. 	<ul style="list-style-type: none"> * Development of a strategic plan and policy recommendations will build a closer working relationship between postsecondary education institutions, the Governor, and the State Legislature.
4. Responsibilities for Academic Programming and Planning	<ul style="list-style-type: none"> * The Committee will be responsible for making recommendations of policy and programming priorities for academic extension/distance learning for postsecondary education and for coordinating the review and approval of service areas. * The Committee will make recommendations for (1) a format for common and specific performance indicators for all postsecondary education institutions and (2) a standard data base for information about all postsecondary education institutions. * The Committee will explore and make recommendations on issues regarding articulation, transfer, and access to postsecondary education in the State. 	<ul style="list-style-type: none"> * The Committee will make recommendations to ensure a seamless system of postsecondary education and eliminate unnecessary duplication. * The Committee will make recommendations to ensure that Kansans will have access to a full range of affordable academic and technical programs. * Data collection and planning capabilities of the Board of Regents and State Board of Education will need to be expanded to fulfill accountability expectations in vision statement relating to student information system and follow-up on student success.

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Option A. Continuation of Voluntary Joint Advisory Committee on Governance

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The Coordination of the Community Colleges and Technical Colleges/Schools is Shifted to the Kansas Board of Regents

Dimensions	Functions and Responsibilities	Structural Changes and Fit with Vision
<p>1. Relationship of Kansas Board of Regents to Existing Boards and Institutions.</p>	<ul style="list-style-type: none"> * Board of Regents will retain governing authority for Regents universities and coordinating authority for Washburn. It will assume coordinating authority for the community colleges and the technical colleges/schools. * Local boards will have an advisory role to Board of Regents. * The community colleges, technical colleges/schools and Washburn will continue to be governed locally. Local boards will retain all authority not specifically addressed otherwise. * As part of planning responsibilities, the Board of Regents will explore opportunities for institutional affiliations, mergers, and/or consolidations and submit these recommendations to the Governor and Legislature. Changes in institutional governance may impact local boards. 	<ul style="list-style-type: none"> * No new boards will be created; no existing boards will be dissolved. The specific functions of local boards may be modified as affiliations, mergers and/or consolidations are explored. * The Board of Regents system of advisory councils will need to be expanded to incorporate trustees of local boards into policy process.
<p>2. Relationship of Kansas Board of Regents to Institutional CEOs and Campus Personnel.</p>	<ul style="list-style-type: none"> * Board of Regents will employ, evaluate and compensate CEOs of Regents universities; Board of Regents is official employer of faculty and staff at Regents universities. * Local Boards will employ, evaluate and compensate CEOs, unless the local boards' are affected by affiliations, mergers, and/or consolidations; local boards are official employer of faculty and staff at the community colleges. * Institutional CEOs, faculty and students will have an advisory role to Board of Regents. 	<ul style="list-style-type: none"> * The Board of Regents system of advisory councils will need to be expanded to incorporate councils for CEOs, faculty and students into the policy process. * Board of Regents will have important role to ensure that a process for evaluation and development of instruction will be implemented at each institution. * Multiple types of faculty appointments may require separate policies, procedures and expectations for employment, tenure, and promotion.
<p>3. Relationship of Kansas Board of Regents to Executive and Legislative Branches of State Government.</p>	<ul style="list-style-type: none"> * In cooperation with the Governor and Legislature, the Board of Regents will develop a plan and policy agenda for postsecondary education, after appropriate consultation with the institutions and local governing boards. * Board of Regents will develop and submit a consolidated annual budget request for state general funds for all of public higher education. Board of Regents will review requests for state funds from all public postsecondary institutions. * Board of Regents will advocate for all public higher education to the Executive and Legislature. 	<ul style="list-style-type: none"> * Responsibility for planning and implementation of a policy agenda may ensure a closer working relationship between higher education as a whole and the Governor and Legislature. * Presentation of a consolidated budget request to the Governor and Legislature may impact legislative appropriation processes.

1-12

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A New Coordinating Board of Postsecondary Education is Created

Dimensions	Functions and Responsibilities	Structural Changes and Fit with Vision
<p>1. Relationship of Coordinating Board to Existing Boards and Institutions.</p>	<ul style="list-style-type: none"> * Coordinating Board will assume coordinating authority for Washburn, the community colleges, the technical colleges/schools, and the Regents universities. * Board of Regents will retain governing authority for Regents universities. Coordination for Washburn University will be moved to the new coordinating board. * Local boards will retain all authority not specifically addressed otherwise. * Board of Regents and local boards will have advisory role to Coordinating Board. * As part of master planning responsibilities, the Coordinating Board will explore opportunities for institutional affiliations, mergers, and consolidations and submit these recommendations to the Governor and Legislature. Changes in institutional governance may impact local boards. 	<ul style="list-style-type: none"> * No existing boards will be dissolved. * A Coordinating Board system of advisory councils will need to be created and to incorporate representatives of the Board of Regents and local boards into the policy process.
<p>2. Relationship of Coordinating Board to Institutional CEOs and Campus Personnel.</p>	<ul style="list-style-type: none"> * Board of Regents will employ, evaluate and compensate CEOs of Regents universities; Board of Regents is official employer of faculty and staff at Regents universities. * Local Boards will employ, evaluate and compensate CEOs, unless the local boards' are affected by affiliations, mergers, and/or consolidations; local boards are official employer of faculty and staff at Washburn, community colleges and other institutions. * Institutional CEOs, faculty and students will have an advisory role to Coordinating Board. 	<ul style="list-style-type: none"> * Coordinating Board system of advisory councils will need to incorporate councils for CEOs, faculty and students into the policy process. * Coordinating Board will have important role to ensure that a process for evaluation and development of instruction will be implemented at each institution.
<p>3. Relationship of Coordinating Board to Executive and Legislative Branches of State Government.</p>	<ul style="list-style-type: none"> * In cooperation with the Governor and Legislature, the Coordinating Board will develop a plan and policy agenda for postsecondary education, after appropriate consultation with the institutions and their respective governing boards. * The Coordinating Board will develop and submit a consolidated annual budget request for state general funds for all of public higher education. The Coordinating Board will review requests for state funds from all public postsecondary institutions. * Coordinating Board will advocate for all public higher education to the Executive and Legislature. * Administration of state financial aid programs, conferring degree granting authority and liaison with federal government will be transferred to the new coordination board. 	<ul style="list-style-type: none"> * Responsibility for planning and implementation of a policy agenda may ensure a closer working relationship between higher education as a whole and the Governor and Legislature. * Presentation of a consolidated budget request to the Governor and Legislature may impact legislative appropriation processes.

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<p>4. Responsibilities for Academic Programming and Planning.</p>	<ul style="list-style-type: none"> * Coordinating Board will develop and implement a plan and policy agenda for all public postsecondary education. The Coordinating Board will review and approve mission, role and program aspirations for all public postsecondary education. * Coordinating Board will review and approve requests for new academic programs. The Coordinating Board will have program review responsibilities for all public technical colleges/schools, community colleges, Washburn and Regents universities, including the authority to consolidate and terminate academic programs. * Coordinating Board will have responsibility to establish off-campus service areas and establish policy and programming priorities for academic extension/distance learning for all public institutions. * Coordinating Board will establish (1) standard data base for information about all public higher education institutions and (2) format for common and specific performance indicators for all public higher education institutions. 	<ul style="list-style-type: none"> * Coordinating Board will be accountable for ensuring that Kansans will have access to full range of academic programs. * Coordinating Board will be accountable for ensuring a seamless system of postsecondary education and eliminating unnecessary duplication. * Data collection and planning capabilities of the Coordinating Board office will need to fulfill accountability expectations in vision statement, particularly those relating to student information system and follow-up on student success. * Coordinating Board will be accountable for developing and implementing assessment of student learning in general education and the major. * Coordinating Board will have a pivotal role in ensuring that academic programs and transfer agreements are seamless as far as possible. * Coordinating Board will coordinate with other state agencies in workforce training and higher education-economic development activities.
<p>5. Responsibilities for Financing</p>	<ul style="list-style-type: none"> * Coordinating Board will establish tuition ranges for the institutions and develop and implement rules and regulations for residency requirements for resident/nonresident tuition. * Coordinating Board will review and approve requests for state funds and advocate for a consolidated budget request to the Governor and Legislature. 	<ul style="list-style-type: none"> * Coordinating Board will be accountable for ensuring that tuition and fees do not present barriers to postsecondary education. * In cooperation with the Governor and Legislature, the Coordinating Board will participate in the review of funding approaches and fiscal incentives.

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ATTACHMENT 3
 Comparison of State Governance/Coordination Options:
 Positive and Negative Implications

Options	Positive Implications	Negative Implications
A. Continue Voluntary Joint Advisory Committee.	<ul style="list-style-type: none"> * Maintain strengths of current system. * Allows existing boards to continue focusing on current responsibilities and priorities. * State administrative overhead is not exorbitant. * Potential to support momentum established by the two state boards before the Council on the Future was created. * Formalizes a direct relationship between the two State Boards and the regional consortia. * Potential to develop a policy agenda for higher education and resolve issues across postsecondary sectors. 	<ul style="list-style-type: none"> * May limit state's ability to fulfill the Council's vision statement. * May not enable state to optimize alignment of resources with needs. * Without authority to mandate action, coordination may be difficult to enforce; with authority, governance may be weakened. * Formalizing regional consortia may fragment state level coordination. * Lacks an independent staff which can limit effectiveness of Committee and both state boards.
B. Shift Coordination of Community Colleges and Vocational-Technical Schools to Board of Regents	<ul style="list-style-type: none"> * Unites advocacy for higher education, consolidates budget requests for higher education, consolidates accountability. * Unites regulatory authority for academic policy, planning and programming, including transfer and articulation. * Potential to assess and address state needs, establish state policy agenda for a seamless higher education system, establish state mission for community colleges, pursue merger/affiliation opportunities. 	<ul style="list-style-type: none"> * Governance authority remains split. * Local autonomy, responsiveness, and identity may be modified. * Board of Regents may have problems integrating missions and roles of different institutions, given experience in four-year sector. * Without clear statutory direction coordinating board may be tempted to cross boundary from coordination to governance.
C. Establish a Coordinating Board for Postsecondary Education over local boards and Board of Regents	<ul style="list-style-type: none"> * Unites advocacy for higher education. * Potential to assess and address state needs, develop state policy agenda, analyze policy issues independently, consolidate budget requests and promote accountability efforts. * Budget and program review and approval authority for all of postsecondary education could improve coordination, including transfer and articulation. 	<ul style="list-style-type: none"> * Adds an additional layer/costs to state bureaucracy. * Governance authority remains fragmented; increases complexity. * Without statutory authority to mandate action, coordination authority is meaningless. With statutory authority, governance may be weakened. * Without clear statutory direction coordinating board may be tempted to cross boundary from coordination to governance.

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MEMORANDUM

Kansas Legislative Research Department

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Topeka, Kansas 66612-1504
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March 31, 1994

To: House Committee on Education
From: Ad Hoc Postsecondary Education Restructuring Group
Re: Discussion Piece: A Proposal to Restructure Postsecondary Education

It is proposed that Washburn University, community colleges, and area vocational schools be given the option of coming under the supervision of the Kansas Board of Regents. That option involves certain changes in governance, funding, and powers and duties of both the Board of Regents and the institutions that come under its supervision. In addition, changes in funding are proposed for community colleges that remain under the supervision of the State Board of Education. These changes are outlined in the material that follows.

The proposal has the following major components.

Kansas Board of Regents and Existing Regents Institutions

The jurisdiction of the Board of Regents would be expanded statutorily to include any institutions (community colleges, area vocational schools, and Washburn University) that opt to come under its supervision. The Board would be responsible for ensuring that coordination and cooperation is ongoing between the Board of Regents and the State Board of Education and the private colleges and universities. No change affecting existing Regents institutions is proposed, except to the extent that they would be affected by affiliations they voluntarily enter into with other postsecondary institutions.

Washburn University

Washburn University would be given the option to become a freestanding Regents institution, upon petition of the Washburn University Board of Regents to the State Board of Regents and subject to approval by the State Board. Conditions of the University entering the state system would be patterned after 1994 S.B. 779 and include the continuation of City of Topeka mill levies for capital improvements and operating expenses. The mill levy for capital improvements would be limited to 3.0 mills and the rate for University operations would be set at 13.5 mills.

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Major provisions of S.B. 779 include the following:

1. Upon the effective date of the transfer, all rights and liabilities of Washburn University would be transferred to the Board of Regents, with the exception of endowment property, outstanding general obligation bonds, and other contractual obligations of the University.
2. Washburn employees would transfer into either the classified or unclassified components of the Kansas civil service system. Classified employees would be eligible as provided by statute for membership or participation in the Kansas Public Employees Retirement System and unclassified employees would be eligible for participation in the Regents retirement annuity plan under K.S.A 74-4925.
3. A Regents Graduate Center would be located on the campus of Washburn University on the effective date of the transfer, to be administered by the State Board of Regents. All graduate courses and programs made available in Shawnee County by existing Regents institutions and by Washburn University, except for courses and programs offered through the Washburn University School of Law, would be offered through the Regents Graduate Center at Washburn University.
4. One year preceding the effective date of the transfer, the State Board of Regents shall implement a review process to determine the graduate courses and programs to be offered through the Regents Graduate Center at Washburn. Each graduate program at Washburn that is not approved to be offered through the Regents Graduate Center or through the Washburn University School of Law will be phased out of operation.
5. On the effective date of the transfer, Washburn University will transfer to the state balances of its funds in an amount to be determined by the Washburn University Board of Regents and the State Board of Regents, of which one-fourth of the amount transferred will be spent on University operations in each of the four succeeding fiscal years.
6. For the academic year following the effective date of the transfer and for each academic year thereafter, until such time as the State Board of Regents determines that the rates of Kansas resident undergraduate tuition for other Regents institutions are comparable to the rate of the tuition at Washburn, the State Board shall submit budget requests for Washburn which presume that the percentage of any tuition increase for Washburn shall not exceed the percentage increase in the CPI-U.

Community Colleges

Implementation of this proposal would bifurcate state supervision of community colleges. Those institutions that do not choose to affiliate with the Board of Regents would be unaffected with regard to governance or supervision by the State Board of Education. (Unaffiliated community colleges, however, would be affected by funding and other changes, which are described elsewhere in this memorandum.) Those community colleges that wish to affiliate with a Regents institution would become Regents colleges and would come under the supervision of the Board of Regents.

Governance, Supervision, and Local Boards. For those community colleges that remain under the supervision of the State Board of Education, no change would be made in their relationship with the State Board or with their boards of trustees. Those institutions that become Regents colleges would be required to affiliate with a Regents institution and would be subject to the control and supervision of the Board of Regents. The head of the Regents institution with which the college affiliates would have authority to review and approve or disapprove courses and programs offered by the affiliating institution, including off-campus offerings, subject to final approval by the Board.

Local governing boards for institutions that become Regents colleges would continue. Among their powers and duties would be the following:

1. Authority to levy property taxes and to issue bonds.
2. Authority to conduct a search and to recommend to the head of the affiliating Regents institution the name of a person and that person's salary to be considered for the position of chief administrative officer of the college. The authority to hire and fire the chief administrative officer would reside with the head of the Regents institution, subject to the approval of the Board of Regents. The chief administrative officer of the Regents college would report both to the board of trustees and to the head of the affiliating Regents institution.
3. Upon the recommendation of the chief administrative officer of the college, authority to appoint and to fix the salaries of school employees, including the head of any affiliating technical college.
4. Authority to determine the educational program of the college, including the development of institutional mission statements and approval of programs and courses to be offered, subject to the approval of the head of the affiliating Regents institution and final approval of the Board of Regents.
5. Authority to set student tuition for the college and any affiliating technical college, subject to applicable statutory ranges.
6. Authority to enter into contracts.
7. Authority to purchase, receive, dispose of, and to enter into lease agreements involving property owned or controlled by the college or affiliating technical college.
8. Authority to serve in an advisory capacity to the head of the affiliating Regents institution in matters affecting the college.

Funding. The major components of community college and Regents college funding are listed below:

1. State and county out-district tuition would be eliminated. 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. (In the case of Washburn University, proceeds from the levy on City of Topeka property would be credited to the University.) Remaining proceeds from the levy would be

credited to a state fund to be used to support community colleges and Regents colleges.

2. Mill levies in support of Regents colleges would be capped at 25 mills, except that those institutions that presently are levying more than 25 mills would be prevented from increasing their levies over the current rates. (Community colleges that remain under the supervision of the State Board of Education would be unaffected by this provision.)
3. Student tuition for community colleges and Regents colleges would be set by the college's board of trustees, subject to a statutory range of \$28 to \$40 per hour for Kansas residents.
4. State credit hour aid would be \$50 for academic hours offered by a Regents college and \$40 for academic hours offered by a community college. Reimbursement for vocational hours would be 1.5 times the applicable rate for academic hours, or \$75 per hour for Regents colleges and \$60 per hour for community colleges.
5. General state aid to community colleges and Regents colleges would be increased. (The recommendation is that the general state aid program be increased from \$2.6 million to \$15.0 million.)
6. State aid programs for community colleges would be administered by the State Board of Education and state aid programs for Regents colleges would be administered by the Board of Regents. However, there would be no change in the distribution of certain federal funds currently allocated by the State Board of Education that are required to be administered by a single board.

Area Vocational Schools and Technical Colleges

There would be no change in area vocational schools that remain under the State Board of Education. Any area vocational school that wants to offer a degree must become a technical college and must affiliate with an existing Regents institution or a Regents college. Area vocational schools under the State Board of Education could not grant degrees. Technical colleges would have the authority to contract with school districts to offer programs to secondary students.

Technical colleges that affiliate with a Regents college would be under the control of the college board of trustees and would become a unit of the Regents college. The head of the technical college would be appointed by the board of trustees upon the recommendation of the chief administrative officer of the college and would report to the chief administrative officer. Technical colleges that affiliate with an existing Regents institution would become a unit of the Regents institution. The head of the technical college would be appointed by and report to the head of the Regents institution. Associate degrees, as approved by the Board of Regents, would be conferred by the technical college.

No postsecondary area vocational school state aid would be provided for technical colleges. State funding would be on a credit hour basis and would be the same rate per hour as vocational hours offered by Regents colleges (\$75).

State Affiliation

State affiliation would be triggered by action of the local governing board. Notification would be made to the Board of Regents of intent to apply. The Board would be responsible for providing technical assistance to the affected institutions during the time an application for affiliation is being prepared.

By rule and regulation, the Board would establish the affiliation process and identify conditions of application that must be met. It is assumed that affiliating institutions would enter into a negotiating process and would develop an affiliation agreement. Any item considered relevant to the affiliation could be addressed in the agreement, but by statute the Board would be required to ensure that the following issues have been considered:

1. Uniform curriculum and articulation guidelines that ensure transferability of courses, including the conversion of clock hours to credit hours for technical colleges.
2. Evidence of a plan to share programs and resources, such as student services, remedial courses, facilities, telecommunications systems, and personnel.
3. Evidence of a plan to provide programs and services to the service areas of the affiliated institutions, including a description of the service area of the affiliated institutions and evidence that the provision of programs and courses by institutions under the State Board of Education and private colleges and universities have been taken into account.

Affiliated institutions would be permitted to renegotiate an agreement by notifying the Board of Regents and submitting a proposed revised agreement to the Board for its approval. In the case of the termination of an affiliation, the Board of Regents would initiate a process whereby the affected institutions would develop a termination agreement that addresses issues such as how shared or joint programs, services, equipment, and facilities would continue to be provided or divided. Any proposal to terminate an affiliation would be approved by the Board of Regents when the Board is satisfied that the institutions have met conditions established by the Board to ensure the orderly termination of an agreement. In the case of a Regents institution, the notification to terminate would be made by the head of the institution. In the case of an affiliating institution, the notification would be made by the governing board. In the case of Washburn University, it would not be possible for the institution to remove itself from the Board's supervision except by act of the Legislature.

Powers and Duties of the Board of Regents

Powers and duties of the Board of Regents would include the following:

1. Authority to approve degrees offered for all institutions under its supervision.
2. Authority to approve or disapprove off-campus programs for all institutions under its supervision.

3. Authority to review and to make budget recommendations to the Legislature for all institutions under its supervision.
4. Authority to review and approve applications for affiliation with a Regents institution, to approve altered applications, and to approve applications for termination of affiliation.

**A Plan for Governance of Higher Education
In Kansas 1994**

Prepared

by

**Natale A. Sicuro Ph.D.
Jones Distinguished University Professor 1993-94
Jones Institute for Educational Excellence
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January 1994

A Plan for Governance of Higher Education in Kansas 1994

I. Executive Summary

The governance of higher education in Kansas has been the subject of much discussion and study for many years. Many proposals have been advanced for restructuring. None has succeeded.

This plan was launched as a policy analysis consistent with the mission of the Jones Institute for Educational Excellence, The Teachers College, Emporia State University, Emporia, Kansas. It is the work of a sole, independent researcher and is not to be construed as an official position of Emporia State University, or the Kansas Board of Regents.

After an extensive review of the literature, both in Kansas and nationally, individual interviews with over twenty-five key decision makers in Kansas, and consultation with national experts, it was concluded that there is indeed a need for restructuring higher education governance.

In this analysis four recommendations are advanced:

1. The State of Kansas should immediately begin developing and preparing a Master Plan for higher education.
2. The Master Plan should be for higher education only with careful and precise definition of what constitutes "higher education." All segments of education should be included in the process. Subsequent launching of a Master Plan solely for elementary and secondary education should take place some time after this plan is completed.
3. Enabling legislation should be enacted to permit one or more community colleges and Area Vocational Technical Schools (AVTSs) the opportunity to come under the jurisdiction of the 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 are proposed:

Governance Alternative 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.

Governance Alternative B: Interlock the two existing governing boards with new members, forming a joint committee with the new members and chairs of the two boards. This committee would be responsible for overseeing the community colleges and would appoint an executive director for community colleges.

Recommendations for establishing the organizational structure to carry out the development of the Master Plan are also proposed. An action agenda with a specific timetable is recommended to continue the momentum of this Plan:

<u>1994</u>	
January	Announcement of Plan at Regents and legislative meetings.
February	Enabling legislation introduced (sponsor to be selected). Agreement reached on proceeding with Master Plan (both boards).
March	Master Plan structure completed; enabling legislation adopted.
April	Launching of Master Plan and governance plan development.
<u>1995</u>	
May	Approval of Master Plan Years 1995-1999 by Regents, K&SBE; legislation on governance restructuring adopted.
July	Begin to implement Master Plan Years 1995-1999 under new governance structure.
<u>1998</u>	
July	Begin evaluation of 1995-1999 plan; develop process for 1999- 2003.
<u>1999</u>	
May	Approval of Master Plan Years 1999-2003 (both boards).
July	Begin implementation of Master Plan Years 1999-2003.

New and different recommendations made in this analysis and plan include the following:

1. enabling legislation rather than a constitutional amendment,
2. developing a Master Plan solely for higher education,
3. specifying an organizational structure to carry out such a plan,
4. separating vocational from technical education,
5. interlocking the two state boards.

It is with optimism that these new and different approaches are presented to the decision makers of Kansas; with the hope that the recommendations will be pursued; and that desired change sought for many years will be realized.

SELECTED JOINT COMMITTEES

Report of the
Task Force on the Funding of
Community Colleges and the
Kansas Postsecondary Vocational
and Technical Training System
to the
1994 Kansas Legislature

Co-Chairpersons
Senator William Brady
Dr. Eddie D. Estes

Vice Chairperson
Representative Carol Sader

OTHER LEGISLATIVE MEMBERS

Representative Richard Reinhardt
Representative Cindy Empson
Representative Joann Freeborn

Senator Sheila Frahm
Senator Audrey Langworthy
Senator Janis Lee

NONLEGISLATIVE MEMBERS

Mr. Mike Goheen
Mr. Fred Logan, Jr.
Mr. Billy McCray

December, 1993

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TASK FORCE ON THE FUNDING OF COMMUNITY COLLEGES AND THE KANSAS POSTSECONDARY VOCATIONAL AND TECHNICAL TRAINING SYSTEM

BACKGROUND

The Task Force on Funding Community Colleges and the Kansas Postsecondary Vocational and Technical Training System was created by 1993 H.B. 2011. The legislation charged the Task Force with "making a comprehensive study and component analysis of the funding of community colleges and the vocational and technical training system." The Task Force's findings and recommendations were to be reported to the Legislative Educational Planning Committee in November, 1993, and the final report was to be submitted to the 1994 Legislature by January 10, 1994. The Task Force was to expire on January 15, 1994.

The 12-member body was comprised of eight legislators and four public members appointed by the legislative leadership. The law specified that the public members were to be persons who had been users of community college, vocational, or technical programs; who had employed graduates of those programs; and who were representatives of business and industry.

The Task Force was not the first group to study community college and technical training program funding. In the last 20 years, at least 17 committees, commissions, or task forces have made findings or recommendations dealing with some aspect of the funding, governance, or coordination of postsecondary education. Almost without exception, none of these recommendations has been implemented. (There have been several mergers of schools and other developments over the years that were addressed or recommended in one study or another. However, these actions appear not to have been a direct consequence of any particular study.)

The scope of the Task Force's study was limited to the funding of community colleges and vocational and technical programs. While the Task Force received information about technical programs offered by the Regents institutions and Washburn University, its consideration of vocational and technical program funding was primarily confined to the postsecondary education component of the state's area vocational schools.

Postsecondary state aid for area vocational school operations is distributed on the basis of a local cost per hour to educate students at each school. For postsecondary students, Kansas resident student tuition is set at 15 percent of this per hour cost and the remaining 85 percent is reimbursed to the school in the form of postsecondary state aid. The FY 1994 appropriation for the program is \$21.4 million, of which part is from the State General Fund (SGF) and the remainder is from the Economic Development Initiatives Fund (EDIF). A second program provides state aid for building construction and repairs and the acquisition of furniture and equipment for area vocational schools and community colleges that are designated area vocational schools. The appropriation is from the EDIF and the approved amount for FY 1994 is \$990,000.

State aid to community colleges is distributed through two programs that are based on a statutory rate per credit hour (the credit hour state aid program and the out-district state aid program) and the general state aid program that takes into account each school's full-time enrollment and district wealth, based on assessed valuation. Funding for these programs is from the SGF. The FY 1994 appropriation for credit hour aid is \$36.2 million; for out-district state aid, \$11.3 million; and for general state aid, \$2.6 million.

TASK FORCE ACTIVITY

The Task Force held five meetings in Topeka, including a meeting that involved input from persons who were at interactive video sites in Sublette, Oberlin, Manhattan, Wichita, and Girard. The Task Force also

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participated in the annual meeting of the Kansas Association of Commerce and Industry in Topeka and held part of a meeting in Overland Park.

Proposals and Ideas Before the Task Force

Early in its deliberations, John Myers, a consultant with Augenblick, Van de Water, and Myers (AVM), met with the Task Force and presented information about community college funding and job training in other states. References made by Mr. Myers to the Colorado system of community colleges that consists of two sets of community colleges -- some that are part of a state system and receive most of their funding from the state and some that are locally controlled, receive a lesser amount of funding from the state, and receive support from a property tax -- generated interest in a "tiered" system of community colleges that served as the basis for a number of options considered by the Task Force during its study.

Dr. Charles Warren, President of Kansas Inc., suggested a state system of 15 combined "colleges of technology" comprised of mergers and alliances among Regents universities, Washburn University, community colleges, and area vocational schools. According to him, combining adjacent postsecondary institutions that offer vocational and technical training under a single administrative structure for each service area would make services more accessible; reduce administrative and overhead costs; allow more resources to be dedicated to instruction; and provide focal points for the delivery of other job training services, such as adult basic education, literacy training, and state and federal job training programs.

Regional services areas were a prominent feature of a plan developed in 1992 by a study group appointed by the Commissioner of Education. The group's recommendations, which were reviewed by the Task Force, included the following:

1. the state would be divided into regions that would serve as the service areas of the community college(s) in each region, as well as the local community college tax base;
2. state funding for community colleges would amount to 40 percent of operating budgets and student tuition would amount to 20 percent;
3. county out-district tuition and out-district state aid would be abolished;
4. a regional levy of up to 1.0 mill would be authorized for capital outlay and a regional levy of up to 0.5 mill would be authorized for adult basic education, adult supplemental education, noncredit short-term training and retraining, and community education grants; and
5. area vocational schools could participate in the regional delivery system upon the initiative of the area school's governing board.

A new proposal presented to the Task Force was developed by community college business officers. The proposal was unanimously endorsed by the Presidents Council and the Trustees Section of the Kansas Association of Community Colleges in October, 1993. The proposal had three main components. First, county out-district tuition would be abolished and out-district state aid would be increased to \$55 per hour for all out-district hours. To fund the increase in state aid, a uniform property tax levy would be imposed by each county, except that, in those counties in which there was a community college, the proceeds from the levy would be credited to the community college district. The amount of the levy suggested by the business officers was 1.0 mill. However, their representative later told the Task Force that it would take 1.5 mills to fund this component of their proposal.

In addition, the proposal called for an increase in credit hour state aid and in general state aid. Credit hour state aid for academic hours would increase to \$36 and vocational and remedial hours would be reimbursed at two times the academic rate. No limit would be set on the number of remedial hours that would be eligible for reimbursement. General state aid would be increased to \$5.0 million. To fund these increases, the business officers proposed a 0.1 percent increase in the state sales tax.

Finally, the business officers proposed that student tuition be increased over a three-year period to a minimum of \$25 and a maximum of \$30 per credit hour.

The Kansas Association of Area Vocational-Technical Schools presented a strategic plan for vocational and technical education that had been developed in conjunction with the State Department of Education. The plan, intended to prepare area vocational schools to meet the job training needs of the future, identified four goals:

1. to develop and implement workplace skills which integrate academic and vocational-technical curriculum;
2. to design and initiate staff development programs;
3. to develop and implement a plan for consolidation of resources, cooperative agreements, creation of technical colleges or other structures to ensure greater efficiency, quality, accountability, and effective use of resources; and
4. to extend the impact of area vocational-technical schools in the delivery of workplace skills to youth, adults, business organizations, and to assist in the development of learning communities.

As stated in the plan, the existing governance structure of area vocational schools provides stability, but it also inhibits the development of changes that have to occur if the schools are to meet industry needs and student demands. Desirable changes identified in the plan included developing agreements with community colleges and universities, converting area vocational schools into degree-granting technical colleges that offer both academic and technical programs, and converting from a clock hour to a credit hour basis in order to permit the easy transition from one level of education to another.

It was the Task Force's understanding that general agreement in support of the plan had been reached among area vocational school directors and that they had deliberately omitted from the plan areas in which consensus could not be reached, such as changes in area vocational school funding mechanisms. In addition, the Commissioner of Education informed the Task Force that the plan was compatible with the State Board of Education's job training and retraining goals, including the transformation of area vocational schools into technical colleges.

The Development of Themes

Most of the Task Force's attention was directed to the funding of community colleges. The Task Force developed a number of options which the staff converted into simulations to show how the options would have affected community college funding had they been in effect in prior fiscal years. The simulations had several assumptions in common: (1) county out-district tuition would be eliminated and out-district state aid would be increased; (2) a uniform multiple for vocational courses would be established; and (3) the prohibition on the payment of out-district state aid for academic courses above 64 hours would be removed. In addition, in a number of the simulations, student tuition would have been increased. Several simulations were based on current law and showed what the effect would have been of distributing an increased level of state aid through existing state aid

formulas. Other simulations showed the effect of shifting increases in state aid from one funding mechanism to another, such as from credit hour aid to the general state aid formula.

One policy option that received considerable attention was the creation of a tiered system of community colleges. The system would have been comprised of "state" institutions that would receive a higher level of state support in exchange for a greater level of state control and "local" institutions that would operate as community colleges do at the present time. (Specific details as to the differences between the two types of institutions were not developed, particularly with regard to the increased level of state control for the state institutions.)

The consensus seemed to be that entering the state system would be optional for each community college and that, while no existing school would be closed, institutions in the state system perhaps could be merged, become part of a multi-campus system, or become a satellite or branch campus of another institution. For purposes of the simulations, it was assumed that the community colleges most likely to opt to enter the state system would be those that had the highest operating budget property tax levies.

The Task Force also discussed other options, including proposals to use sales tax revenues to replace or enrich existing community college funding. One proposal would have used sales tax revenues to greatly enrich all state aid programs and was based on the assumptions that county out-district tuition would be replaced with state aid and the limitation on out-district state aid for academic courses over the 64-hour limit would be removed. In addition, the state would be divided into postsecondary regions, with regional governing boards that would be advisory to the State Board of Education. A division of postsecondary education would be created within the State Department of Education to strengthen the State Board's oversight and leadership role.

From its review of the simulations and general discussion of issues, including matters relating to area vocational schools, the Task Force developed a set of themes and asked for public response. The themes were not recommendations of the Task Force at that time, but were broad policy statements intended to generate discussion. In particular, input was solicited from representatives of area vocational schools, community colleges, Washburn University, county commissions, and business and industry.

The themes, and general reactions to them, are discussed in the material that follows.

- Consider eliminating out-district tuition charged to counties. Also consider imposing a property tax of 1.0 to 1.5 mills on property statewide with the amount produced in the 18 counties in which community colleges are located to be returned to (or remain with) those community college districts and the remainder to be distributed by the State Board of Education to the community colleges as some form of out-district tuition replacement revenue.

Most people who met with the Task Force, including representatives of the Douglas and Sedgwick county commissions, community college officials, and community college board members, supported the idea of eliminating county out-district tuition. As noted, the idea of eliminating out-district tuition and imposing a uniform property tax levy was a component of the proposal made by the community college business officers, which received general support among community college representatives. Representatives of the Sedgwick County Commission indicated their support for eliminating the levy for out-district tuition and told the Task Force that replacing it with a uniform tax levy that did not vary from one year to the next would be preferable to the present situation because it would have the merit of predictability.

However, support was not uniform for replacing out-district tuition with revenues from a property tax. It was pointed out that some community colleges are facing revenue shortfalls that make it unlikely that they would be able to use the proceeds from a uniform property tax levy to reduce their existing levies for operations. Therefore, as a practical effect, imposing another property tax would add an additional burden to those community college districts that already are strapped. While most people agreed that if out-district tuition were eliminated

it would have to be replaced, several suggested revenue sources other than a property tax, such as a sales tax. In addition, some community college representatives noted that the ability to bill counties for out-district tuition had provided a dependable funding source and was an important incentive for community colleges to serve students outside their districts.

- Consider a system that permits community colleges to opt for greater state oversight and control (possibly replacing existing boards of trustees with advisory boards) in exchange for a higher level of state financial support and reduced (and probably "capped") operating property tax levies.

Public response to what was referred to as a tiered system of community colleges was subdued, primarily because people said they needed more information about the proposal. Several community college representatives said the idea of being able to reduce property tax levies and receive more state aid was attractive, but they were worried about how much additional control the state might impose. Specific concerns were expressed about problems that could arise if state and local community colleges developed into divergent systems that had to be coordinated; the possibility that the mission of some or all of the community colleges could be altered; the role of local boards of trustees (or even their elimination) at those community colleges that opted into the state system; the extent to which the state might control course content and curriculum at the state schools; and the effect on faculty salary negotiations and salary and retirement benefits at state institutions.

- Consider dedicating a portion of State Gaming Revenues in order to increase state financial support for community colleges and area vocational schools.

Public response to using Gaming Fund revenues to support community colleges generally was positive, except that some concern was expressed about the reliability of that source of revenue and the fact that the funds already may be committed to other projects. However, the tie between job training programs offered by community colleges and economic development was acknowledged and community college representatives endorsed the idea of using Gaming Fund revenues to support the institutions because it would make a clear statement about the role of community colleges with regard to the state's economic development efforts. It was noted that, for some years, Gaming Fund revenues have been used to support area vocational schools as part of the appropriation for postsecondary state aid and the Vocational Education Capital Outlay Program.

- Consider amending the *Kansas Constitution* to authorize creation of a separate or third board to which oversight of community colleges and area vocational schools might be assigned. Or, in the alternative, consider directing greater fiscal resources and staffing to the State Department of Education so that the State Board can more vigorously discharge its supervisory authority over community colleges and area vocational schools.

While some community college representatives strongly supported the idea of a third board for community colleges as a means of establishing a clearer identity for the schools, most agreed that the problems associated with amending the *Constitution* made that alternative impractical. Furthermore, concern was expressed that another governing board could compound problems associated with the coordination of postsecondary education and could impair relations between community colleges and area vocational schools.

The alternative supported by community college representatives was to strengthen the State Department of Education in the area of postsecondary education by creating within the Department a Division of Postsecondary Education headed by a Commissioner of Postsecondary Education. It was noted that at the present time the State Department devotes limited staff resources to the supervision of community colleges.

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- **Consider authorizing school district boards of education separate property taxing authority to support capital outlay funding for area vocational schools.**

Although there was general agreement that funding for area vocational school capital outlay needs to be increased, almost no support was generated for authorizing a property tax levy to be imposed by school district boards of education for that purpose. Area vocational school directors doubted that boards of education would be willing to impose a tax in support of their schools. Several suggested that, if a uniform property tax levy were imposed by counties to support community colleges, a better alternative would be to use some of the proceeds from the levy to support area vocational schools.

- **Consider increasing the statutory student tuition ranges or rates as one means of enhancing community college and area vocational school funding.**

Community college representatives indicated their general support for increasing student tuition, pointing out that, if support from other sources of revenue is increased, student tuition also should increase. (The community college business officers' proposal contains the recommendation that student tuition be increased and that the range between the minimum required tuition and the maximum be narrowed.)

However, almost everyone who advocated an increase in student tuition rates expressed concern that some students might be unable to pay the higher rates. Representatives of community colleges pointed out that the mission of the institutions is to provide programs and services to all residents of the state at a low cost. An increase in student tuition, particularly for students in need of job training, could limit access to the very students community colleges are expected to serve.

Similar concerns were expressed about increasing postsecondary student tuition at area vocational schools. According to a business representative, the low student tuition charged by area vocational schools is an incentive for businesses to use the schools for job training. Area vocational school representatives maintained that attention should be directed, not to the student-funded portion of the formula, but to the 85 percent share that the state funds. They pointed out that in recent years the state has not fully funded its share and some sponsoring districts have had to make up the shortfall.

- **Consider converting postsecondary state aid paid to area vocational schools from a "clock hour" to an equivalent "credit hour" basis.**

With regard to converting from clock hours to credit hours for funding purposes, area vocational school directors made no recommendation to the Task Force. After some confusion about whether converting from clock hours to credit hours would make a difference in funding and, in particular, whether it would facilitate the implementation of the easy entry-early exit policy, it was concluded that the conversion probably would make no difference. It was noted that the existing postsecondary aid formula for area vocational schools would permit the schools to convert from clock hours to credit hours for funding purposes if they so wished.

With regard to converting from clock hours to credit hours for the purpose of transferring courses from one institution to another, the Kansas Association of Area Vocational-Technical Schools agreed to a conversion rate of 30 clock hours to one credit hour for technical courses and 15 clock hours to one credit hour for academic courses. According to their representative, area vocational schools that were to become technical institutes could use the credit hour conversion for degree work. For nondegree programs, the schools could continue to use clock hours.

The State Board of Education has approved a general articulation agreement that addresses the conversion of clock hours to credit hours for the purpose of transferring credits between area vocational schools and community colleges. In addition, most area vocational schools have a specific agreement with a two- or four-year institution that permits their students to apply coursework taken at the area vocational school to an associate

degree. Examples are agreements between the Wichita Area Vocational School and Wichita State University, the Kaw Area Technical School and Washburn University, and Colby Community College and the Northwest Kansas Area Vocational-Technical School. No change in the law is necessary for schools to convert from clock hours to credit hours for transferability purposes and, as noted, a number of agreements that address the conversion already are in place.

- Consider providing incentives for community college and community college-area vocational school mergers and procedures for conversion of area vocational schools to degree-granting technical colleges.

Under present law, it is possible for community colleges to merge with each other and with area vocational schools. There have been no community college mergers, but two recent mergers have occurred between community colleges and area vocational schools. In those cases, reports to the Task Force from the merged institutions indicate that barriers between technical and academic programming have been removed and transferability problems between schools have been eliminated. Nevertheless, concern was expressed that, when area vocational schools and community colleges merge, technical programs become subordinate to academic offerings. According to one area vocational school director, the concern that the services his school provides would be curtailed is one reason the school has not merged with a nearby community college.

The incentives under present law for area vocational schools and community colleges to merge are fairly limited. Community colleges that are designated area vocational schools or that offer vocational programs that were transferred from an area vocational school receive funding for the vocational courses at a rate that is higher than for other vocational courses. Nevertheless, based on information presented to the Task Force, it appears that the mergers that have taken place occurred primarily because of unique local situations, such as a need for additional facilities, and not because of incentives provided in the law.

Unlike mergers, the conversion of area vocational schools to degree-granting technical institutes is not possible under existing law. The creation of these institutes is referred to by both the State Board of Education and the Kansas Association of Area Vocational-Technical Schools in their strategic planning documents. Supporters of the concept explain that training for technical jobs had become increasingly sophisticated and an academic component that complements technical coursework is essential. Furthermore, many people who plan to enter a technical profession want to obtain a degree from a college or university. While it is true that area vocational schools can enter into an agreement with a degree-granting institution to offer a cooperative program that leads to a degree, the degree is granted, not by the area vocational school, but by the college or university.

There is not, however, agreement among area vocational school directors that all schools should become technical institutes. Apparently some directors believe the schools currently are serving a need that would be affected adversely if they were to become degree-granting institutions. The position of the Kansas Association of Area Vocational-Technical Schools is that legislation be enacted to give vocational schools the option to become technical institutes. The Association's recommendation is that the request to become a technical institute would be made by the area school's local governing board and would have to be approved by the State Board of Education.

CONCLUSIONS AND RECOMMENDATIONS

The recommendations of the Task Force draw from several of the proposals presented during the course of its study. In general, implementation of the recommendations would address the issue of out-district tuition, provide a more rational basis for the payment of out-district state aid and state aid for vocational courses, increase the level of state support for certain community college and area vocational school programs, and make other changes relating to revenues and funding. The specific recommendations are the following:

- County out-district tuition should be eliminated and each county should be required to impose a 1.5 mill property tax levy. Proceeds from the levy would be used to fund community colleges. In those counties in which there is a community college, the proceeds from the levy would be credited to the community college districts.

The Task Force is aware of arguments for and against requiring counties to pay out-district tuition for residents of the county who enroll at a community college in another county. Whatever the merits of the arguments, the conclusion is inescapable that county out-district tuition is a persistent source of complaints, creates problems between counties that have community colleges and those that do not, and may create barriers that result in needed services not being provided. For these reasons, the Task Force recommends that county out-district tuition be eliminated and that state aid be increased to replace the revenues lost by community colleges due to the elimination of the program. Out-district state aid would be distributed on the basis of the existing out-district state aid formula.

In addition, the Task Force recommends that each county be required to impose a uniform property tax levy of 1.5 mills. (The current levy for county out-district tuition, which, in 1992 ranged from 0.0 to just under 4.0 mills, would be abolished.) Proceeds from the levy would be used to fund community colleges. In those counties in which there is a community college, the proceeds from the levy would be credited to the community college districts.

This recommendation is based on the Task Force's conviction that virtually every county benefits from community college programs and services and should contribute to the support of the institutions. For those counties in which there are community colleges, the proceeds of the levy credited to community college districts would provide an additional source of enrichment to the institutions or an offset to existing community college property tax levies.

On the basis of the preliminary 1993 assessed valuation, a uniform levy of 1.5 mills would produce \$22.3 million, of which \$8.1 million would be retained by community college districts. In FY 1993, out-district courses generated approximately \$11.3 million in county out-district tuition. Consequently, on an annualized basis, the "new" revenue that would have been available statewide from the 1.5 mill levy would have been approximately \$2.9 million.

- The credit hour state aid rate 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 hours. In addition, the prohibition on the payment of out-district state aid for academic courses above 64 hours should be removed.

The Task Force's recommendations propose to enrich state funding for community colleges and make two policy changes in the current funding mechanisms. Regarding the first change, the Task Force knows of no persuasive argument for reimbursing vocational hours at two different rates. Therefore, it recommends that the state aid multiple for vocational course reimbursement be made uniform at two times the rate for academic hours. Second, the Task Force proposes a change in the existing policy of limiting out-district state aid to academic courses under the 64- (or 72-) hour limit and recommends that the limit be removed.

Had the Task Force's recommendation been in effect in FY 1993, the total increase in state aid would have been approximately \$20.1 million. Credit hour state aid for academic hours would have increased by \$1.5 million (from \$20.7 to \$22.2 million), vocational hours by \$5.7 million (from \$14.7 to \$20.4 million), and out-district hours by \$12.1 million (from \$11.3 to \$23.4 million). In addition, had state aid been paid for out-district academic hours over the 64-hour limit, the amount would have been \$8 million.

- **Funding for increases in state aid to community colleges should come from revenues generated from the 1.5 mill levy and from Gaming Fund revenues.**

The Task Force believes that community colleges are a state resource that have a tradition of strong local support. The uniform county mill levy recommended by the Task Force recognizes that virtually all counties benefit from, and should be expected to support, community college services.

The recommendation to dedicate a portion of Gaming Fund revenues to the funding of community colleges makes explicit the relationship between the job training community colleges provide and the state's economic development initiatives. It is a relationship that already has been recognized in the funding of area vocational schools.

If it is assumed that the 1.5 uniform mill levy would generate \$2.9 million in "new" revenues and that \$11.3 million would be needed to replace county out-district tuition, the amount of Gaming Fund revenues that would have been needed to fund the estimated \$20.1 million increase in state aid to community colleges would have been approximately \$5.9 million in FY 1993.

- **Community college student tuition should be increased and, on a school-by-school basis, student tuition generally should amount to 20 percent of community college operating budgets.**

While the Task Force recognizes that community colleges provide access to students who otherwise might not be able to go to school, it believes the cost of attending a community college is still reasonable and that, as other sources of revenue increase, student tuition also should increase.

The Task Force recommends that the statutory minimum for resident student tuition be increased from \$19 per credit hour to \$23 in FY 1995, \$25 in FY 1996, and \$27 in FY 1997. The Task Force recommends that the statutory maximum for resident student tuition be eliminated. In addition, it recommends that the minimum tuition charged out-of-state and foreign students be increased to \$70 in FY 1995, \$72.50 in FY 1996, and \$75 in FY 1997.

Based on the number of FY 1993 credit hours, an increase in the minimum resident student tuition to \$23 per hour would have generated \$1.2 million in additional revenue, to \$25 would have generated \$2.6 million, and to \$27 would have generated \$4.3 million.

- **The Legislature should appropriate \$2,490,000 from the Economic Development Initiatives Fund in FY 1995 for the Vocational Education Capital Outlay Program.**

Area vocational schools cannot provide technical training without the necessary equipment, nor can they provide adequate training on equipment that is obsolete. Furthermore, because buildings are aging, a number of the schools are beginning to have problems with facilities. Without a direct local source of revenue for buildings and equipment, area vocational schools report they cannot make necessary repairs and purchases.

It is the Task Force's recommendation that funding for the Vocational Education Capital Outlay Program in FY 1995 be increased by \$1.5 million over the appropriation of \$990,000 for FY 1994, for a total of \$2,490,000. Funding would continue to be from the Economic Development Initiatives Fund.

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- **The state should fully fund its share of the area vocational school postsecondary state aid program.**

In recent years, the state has not fully funded its 85 percent share of the postsecondary state aid program for area vocational schools. As a result, some sponsoring districts have found it necessary to use elementary and secondary funding to compensate for the shortfall.

It is estimated that it would take approximately \$23.0 million to fully fund area school postsecondary state aid in FY 1994. Because the appropriation is \$21.4 million, sponsoring districts plan to contribute an additional \$1.6 million to subsidize the shortfall. The Task Force believes the state should fully fund its share and not expect sponsoring districts to make up the difference.

- **Mergers of area vocational schools and community colleges should be encouraged.**

The Task Force believes community colleges and area vocational schools should explore ways in which they can cooperate more closely and consider the possibility that services, programs, and administrations could be merged.

Statutory mechanisms exist which allow consolidations to take place. The Task Force encourages schools to consider mergers as a way of providing a continuum of services to students.

- **The State Board of Education should play a stronger leadership role in the area of postsecondary education.**

The Task Force believes that leadership and vision in the area of postsecondary education must be provided by the State Board of Education. It is the Task Force's position that the State Board should assume responsibility for postsecondary education and, in particular, play a stronger coordinating and leadership role in the area of technical education.

- **There should be a moratorium on studies of community colleges and area vocational schools.**

Community colleges and area vocational schools have been examined thoroughly in numerous studies over the years. The Task Force's recommendation is that for the next few years no more special study groups or consultants be retained to conduct additional studies so that the focus of activity in this area will be on implementing recommendations that already have been made.

The table that follows shows how the Task Force's recommendations would affect community colleges, based on information for FY 1993. The comparison between what the schools received in state aid under current law and what they would have received under the Task Force's recommendations assumes that credit hours are funded at the statutory rate, not a prorated amount as was the case in FY 1993.

As the table shows, state aid under the Task Force's recommendations would total \$69.4 million, an increase of \$20.1 million over FY 1993. Of the increase, approximately \$11.3 million would have been needed to replace county out-district tuition. The amount of additional state aid that would have been received by community colleges as a consequence of the Task Force's proposal is estimated to be \$8.8 million.

BOLD DIRECTIONS:

*A Strategic Plan
For Vocational-Technical Education*



Association of Area Vocational-Technical Schools

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1993

BOLD DIRECTIONS:

A Strategic Plan for Vocational-Technical Education

This plan was developed to address the changing mission of Kansas' area vocational-technical schools to optimally serve the training needs of the state's business and industry communities. Area vocational-technical schools must be poised to provide relevant, contemporary workplace skills, and also to assume a leadership posture that will stimulate economic growth and development through innovative, creative and comprehensive training services.

A CHANGING WORKPLACE

New technologies, new organizational structures, participative and inclusive management practices, and the unyielding pace of development and change — these forces are changing the nature of work, the operations of the workplace and the levels of knowledge and skills required of employees. Increasing numbers of employees do not have the basic skills necessary to develop broader and more complex skills which are needed in the workforces of today and tomorrow. The lack of workplace skills result in two related and difficult issues.

The first is increasing difficulties for U.S. businesses and industries to compete in a world economy. The United States has focused in large measure, on the preparation of professional and managerial elite staff supported by unskilled workers. Although U.S. industries tend to excel in innovation, they are rarely able to maintain the production advantages of other nations who have given greater attention to the technical workforce.

The second is that of individual opportunity. Technical developments have eliminated jobs and increased the range and levels of skills needed to perform the jobs that remain. "For the individual worker, basic skills are the key to greater opportunity and a better quality of life. Workers with good basic skills will find it easier to acquire more sophisticated skills that leverage better jobs and higher pay."**

The overlap between the needs of the workplace and the needs of individuals is extensive. Education and training are needed to support a healthy state economy, as well as to provide individuals with the possibility of meaningful work and a higher quality of life.

SHARPENING THE FOCUS

The traditional, dual system of academic and vocational education is no longer relevant. There is a great need for the integration of academic and

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technical education and for learning communities which support transitions, open access and continuing educational development. If Kansas and the nation are to prepare world class workers, academic and vocational education must be restructured.

Kansas technical education must be restructured to meet the following criteria:

- be organized within a comprehensive framework of the knowledge and skills needed for successful working, living and learning skills;
- be considered an integral part of the educational requirements needed by all students;
- be provided with the use of instructional methods which can develop skills of students with diverse learning styles and cultural orientation;
- be based on specified outcomes of skills and performance tasks validated by contemporary business and industry standards and practices;
- facilitate access and transition by integrating academic instruction and applied technology.
- provide progressive levels of skill development which increase adults' workplace skills; and
- build community capability to learn and to apply knowledge and skills in solving community problems.

MISSION

The mission of Kansas' area vocational-technical schools is *"to develop and implement a statewide program of workplace skills which provide youth and adults with the knowledge and experiences needed for increasing personal growth and opportunity and statewide economic development."*

Vocational-technical programs demonstrate some of the best educational reform principles by utilizing, individualized instruction, content-skills integration, technology, and job preparation methods. These applied learning approaches are the very methodologies that could be used to reform the academic community. Vocational-technical education is the only system with a job relevant focus and knowledge base likely to provide comprehensive worker preparation. Vocational-technical education has provided an applied learning system for many youth unable to function in mainstream academic programs.

Vocational-technical education also provides the organizational structures for reaching a large majority of Kansas citizens. Restructuring the programs, clients and services of the AVTSS would be a major step in preparing Kansas workers with present and future workplace skills. Continuing efforts must be made to incorporate technical education into all levels of lifelong learning.

RESTRUCTURING GOALS

The goals for restructuring vocational-technical education to ensure increasing responsiveness to students and the changing workplace are as follows:

Goal 1 - To develop and implement workplace skills which integrate academic and vocational-technical curriculum with specification of outcomes, content and assessment procedures, which provides progressive, measurable development of workplace skills.

The basic content of vocational-technical programs must be part of a comprehensive framework of preparing students with the knowledge and skills necessary for adult roles of working, living and learning. There is need for greater coordination of academic and vocational-technical programs. It is important that vocational-technical education be viewed as an extension of basic knowledge or academic instruction rather than as a separate set of activities.

An effective approach to developing workplace skills can be based on the following requirements:

- developing education programs, from kindergarten through comprehensive adult education programs, that emphasize work interests, basic skills development, practical knowledge applications and the increasing levels of skills needed for high performance participation in the world of work;
- designing and organizing education programs on outcomes which contribute to the progressive mastery of workplace skills;
- establishing standards and measurable levels of competencies for the development of workplace skills; and
- providing incentives for institutional collaboration and transitions or bridges for youth and adults to move in and out of the system.

A framework outlining basic skill areas, processes and skills, and competencies necessary for the progressive mastery of workplace skills needs to be developed. This will provide a means of increasing the quality and quantity

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of the content and scope of workplace skills achievement. A sample framework is provided in the figure on Page 5.

A framework of this nature may be used to guide curriculum, instruction and evaluation. A draft set of measurement criteria which has been prepared by the Kansas State Board of Education includes a number of the processes, skills and competencies provided in the sample framework.

The measurement criteria are related to state outcomes and consistent with the materials being used for the K-12 system. The remaining task is to finalize the measurement criteria and develop curriculum guidelines which can ensure the mastery of knowledge, processes and skills, and competencies. The measurement criteria are provided at levels which can guide progressive development through schools and adult education programs.

Goal 2 - To design and initiate staff development programs which implement the workplace skills program necessary to carry out Goal 1.

If a quality delivery system is to be implemented, it is essential that initiatives be put in place to train or retrain educators (academic and vocational-technical) with the levels of knowledge and skills to deliver quality programs in all areas of the state. Activities for continuing development of educators are essential if quality programs are to be provided in all institutions.

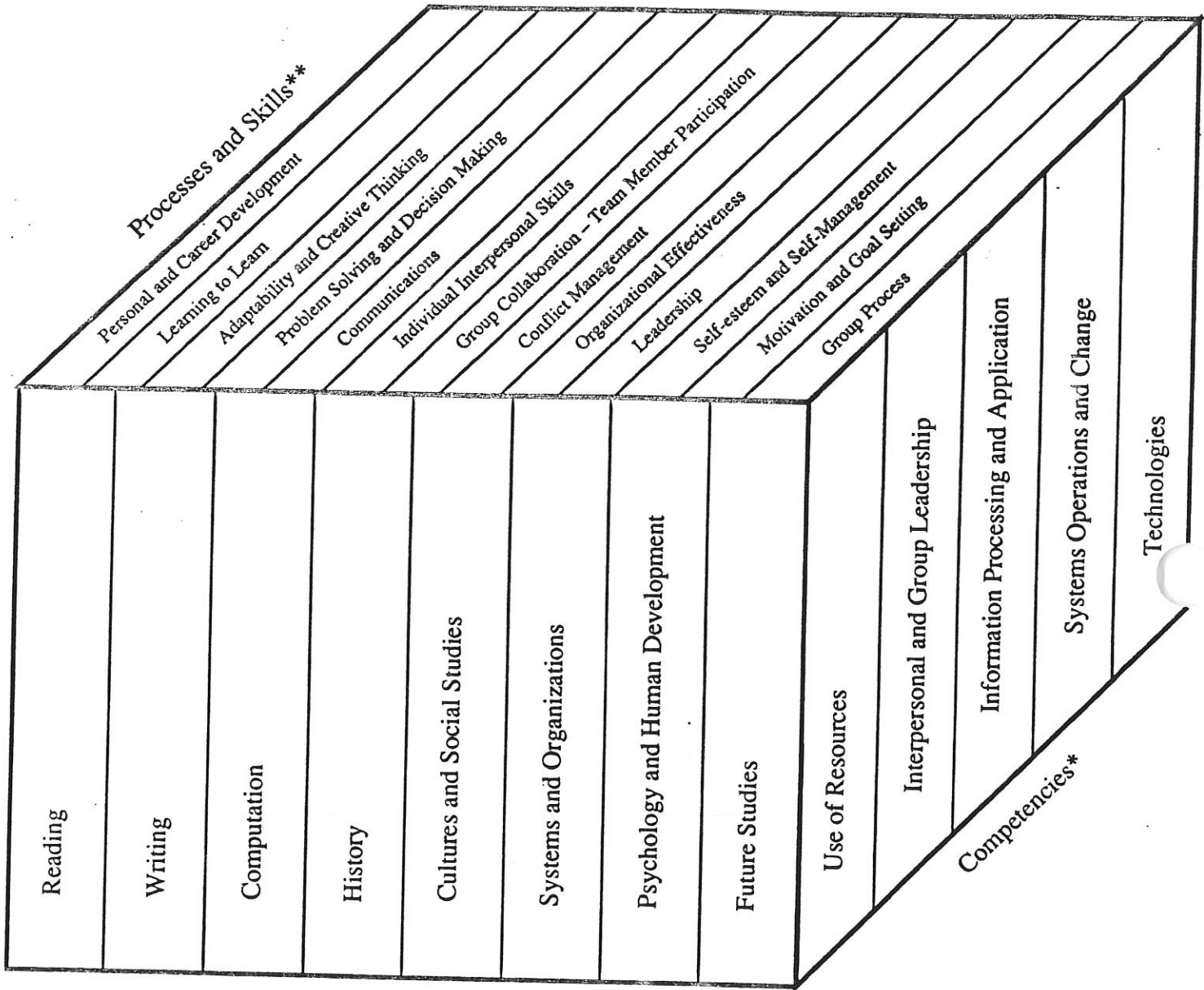
Goal 3 - To develop and implement a plan for consolidation of resources, cooperative agreements, creation of technical colleges or other structures to ensure greater efficiency, quality, accountability and effective use of resources.

The governance structure of some area vocational-technical schools may provide stability, but at the same time it limits flexibility and inhibits development. There is need for a restructuring of governance and accountability which should be sufficiently flexible to meet the needs of regions and areas. Restructuring may include consolidation of resources, developing agreements with community colleges, universities, and converting area vocational-technical schools into technical colleges.

Criteria guiding restructuring might include:

- making provisions to support continued and extended involvement of secondary students in vocational-technical education programs;
- maintaining and encouraging formal technical preparation relationships with elementary-secondary school faculties;

Curricular Areas Necessary for Workplace Skills



Basic Knowledge Areas

*Adapted from What Work Requires of Schools: A SCANS Report for America 2000. Washington: U.S. Department of Labor, 1991.

**Adapted from Anthony P. Carnevale, Leila J. Gainer and Ann S. Meltzer, Workplace Basics: The Skills Employers Want. San Francisco: Jossey-Bass Publishers, 1991.

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- cultivating working relationships with community colleges and regent universities to facilitate transition and increase options for students;
- providing programs for adults and communities in a collaborative fashion with the common goal of increasing workplace skills for Kansas citizens;
- obtaining state approval to award credit for instruction, allowing for easy transition from one level of education to another; and
- providing support and funding at levels to encourage innovation and stabilization of services.

Other considerations may be identified by state policy makers, AVTS governing bodies and community representatives.

Goal 4 - To extend the impact of area vocational-technical schools in the delivery of workplace skills to youth, adults, business organizations, and to assist in the development of learning communities.

The expertise to deliver workplace skills content exists in all area vocational-technical schools. The issues to be faced are how to ensure high quality programs and an outcomes-based focus which facilitates transfer of knowledge and skills.

An important role for the area vocational-technical schools is to build on their strengths. For student programs, the value of technology based instruction, skills based learning, individualization and applied learning should be enhanced in vocational-technical schools for secondary school students. The strengths of vocational-technical education are the very characteristics that are needed for the reform and improvement of academic education.

A key concept to the extension of services must be to increase program access, quality and options to youth and adults in ways which can serve the workplace and individual students. Workplace skills are essential to the development of learning communities or communities where citizens can identify, plan for and solve problems. The following plan of action provides a guide to restructuring.

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DRAFT
2/15/93

KANSAS PUBLIC HIGHER EDUCATION GOVERNANCE PLAN

- I. PURPOSE. Kansas is faced with important and difficult decisions regarding the governance of Kansas higher education. The purpose of this document is to present an optimal plan to provide a coordinated system for public higher education in Kansas which results in the best integration and coordination of activities in the most cost effective manner.

- II. GOAL. The goal of this plan is to establish a governance plan for Kansas higher education that will create a statewide system, including all elements of higher education under the direction of the Kansas Board of Regents. This will maximize the quality and responsiveness of higher education and will meet the postsecondary educational needs and economic development initiatives crucial for the 21st Century.
 - A. Institutions Affected by the Governance Plan.
 1. Six state public, postsecondary institutions
 - a. University of Kansas
 - b. Kansas State University & KSU at Salina
 - c. Wichita State University
 - d. Emporia State University
 - e. Fort Hays State University
 - f. Pittsburg State University
 2. One municipal university
 - a. Washburn University
 3. Nineteen community colleges
 - a. Allen County Community College, Iola
 - b. Barton County Community College, Great Bend
 - c. Butler County Community College, El Dorado
 - d. Cloud County Community College, Concordia
 - e. Coffeyville Community College
 - f. Colby Community College
 - g. Cowley County Community College with Area Vocational Technical School, Arkansas City
 - h. Dodge City Community College
 - i. Fort Scott Community College
 - j. Garden City Community College

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- k. Highland Community College
 - l. Hutchinson Community College with Area Vocational Technical School
 - m. Independence Community College
 - n. Johnson County Community College, Overland Park
 - o. Kansas City Kansas Community College
 - p. Labette County Community College, Parsons
 - q. Neosho County Community College, Chanute
 - r. Pratt Community College with Area Vocational Technical School
 - s. Seward County Community College, Liberal
4. Fourteen area vocational technical schools.
- a. Central Kansas Area Vocational Technical School, Newton
 - b. Flint Hills Technical School, Emporia
 - c. Johnson County Area Vocational Technical School, Olathe
 - d. Kansas City Kansas Area Vocational School
 - e. Kaw Valley Technical School, Topeka
 - f. Liberal Area Vocational School
 - g. Manhattan Area Vocational School
 - h. North Central Kansas Area Vocational Technical School, Beloit
 - i. Northeast Kansas Area Vocational School, Atchison
 - j. Northwest Kansas Area Vocational Technical School, Goodland
 - k. Salina Area Vocational School
 - l. Southeast Kansas Area Vocational Technical School, Coffeyville
 - m. Southwest Kansas Area Vocational School, Dodge City
 - n. Wichita Area Vocational School

- B. RECOMMENDATIONS. A phased governance plan would be initiated bringing all state public postsecondary institutions into the Kansas Board of Regents System. The Board of Regents span of control would increase from six to nine institutions and would require only a modest increase in the number of Regents (9 to 13) and staff (three full-time positions).
- 1. This plan is much less costly than if separate boards and/or a super board with multiple staff members is established.
 - 2. This plan will also better integrate all postsecondary activities and improve responsiveness.
- C. PHASE I: MERGERS. The purpose of these mergers is to coordinate and consolidate higher education activities, training and economic development support for local and regional area and the state. Also, this would provide for the creation of truly technical, vocational and apprenticeship programs for student interested in preparing themselves for the world of work.
- 1. Merge area vocational technical schools with local or regional institutions. There should also be an advisory council from business and industry for each entity.

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- a. Merge Highland Community College with Kansas City Kansas Area Vocational School.
 - b. Merge Johnson County Community College with Johnson County Area Vocational Technical School.
 - c. Merge Washburn University with Kaw Valley Technical School.
 - d. Merge Coffeyville Community College with Southeast Kansas Area Vocational Technical School.
 - e. Merge Emporia State University with Flint Hills Technical School.
 - f. Merge Wichita State University with Wichita Area Vocational School.
 - g. Merge Wichita State University with Central Kansas Area Vocational Technical School.
 - h. Merge Kansas State University with Manhattan Area Vocational School.
 - i. Merge Kansas State University at Salina with Salina Area Vocational School.
 - j. Merge Cloud County Community College with North Central Kansas Area Vocational Technical School.
 - k. Merge Dodge City Community College with Southwest Kansas Area Vocational School.
 - l. Merge Seward Community College with Liberal Area Vocational School.
 - m. Merge Colby County Community College with Northwest Kansas Area Vocational Technical School.
- D. PHASE II: MERGERS & GOVERNANCE. The purpose of these mergers is to coordinate and consolidate higher education activities, training and economic development support for local, regional areas and the state.
1. Merge Washburn University and the community colleges/area vocational technical schools into the Regents System.
 2. Merge most of the community colleges with Regents Universities.
 - a. Each community college will retain a local advisory board to assure responsiveness.

- b. Merge Emporia State University with the following community colleges:
 - 1) Butler County Community College, El Dorado
 - 2) Cloud County Community College with Area Vocational Technical School, Concordia
 - 3) Cowley County Community College, Arkansas City
 - 4) Highland Community College with Area Vocational Technical School
 - 5) Hutchinson Community College with Area Vocational Technical School

 - c. Merge Fort Hays State University with the following community colleges:
 - 1) Barton County Community College, Great Bend
 - 2) Colby Community College with Area Vocational Technical School
 - 3) Dodge City Community College with Area Vocational School
 - 4) Garden City Community College
 - 5) Liberal Community College with Area Vocational Technical School
 - 6) Pratt Community College with Area Vocational Technical School

 - d. Merge Pittsburg State University with the following community colleges:
 - 1) Allen County Community College, Iola
 - 2) Coffeyvill Community College with Area Vocational Technical School
 - 3) Fort Scott Community College
 - 4) Independence Community College
 - 5) Labette County Community College, Parsons
 - 6) Neosho County Community College, Chanute
3. Expand the direct reporting responsibility of the Kansas Board of Regents to include the following institutions and their merged entities.
- a. University of Kansas
 - b. Kansas State University
 - Kansas State University at Salina with Area Vocational Technical School
 - Manhattan Area Vocational School
 - c. Wichita State University
 - Wichita Area Vocational School
 - Central Kansas Area Vocational Technical School, Newton
 - d. Washburn University
 - Kaw Valley Technical School, Topeka

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- e. Emporia State University
 - Butler County Community College, El Dorado
 - Cloud County Community College with Area Vocational Technical School, Concordia
 - Cowley County Community College, Arkansas City
 - Flint Hills Technical School, Emporia
 - Highland Community College with Area Vocational Technical School
 - Hutchinson Community College with Area Vocational Technical School
- f. Fort Hays State University
 - Barton County Community College, Great Bend
 - Colby Community College with Area Vocational Technical School
 - Dodge City Community College with Area Vocational School
 - Garden City Community College
 - Liberal Community College with Area Vocational Technical School
 - Pratt Community College with Area Vocational Technical School
- g. Pittsburg State University
 - Allen County Community College, Iola
 - Coffeyville Community College with Area Vocational Technical School
 - Fort Scott Community College
 - Independence Community College
 - Labette County Community College, Parsons
 - Neosho County Community College, Chanute
- h. Johnson County Community College with Area Vocational Technical School, Overland Park
- i. Kansas City Kansas Community College with Area Vocational Technical School

III. EVALUATION OF THE PLAN.

A. Advantages:

1. Consolidates all Kansas postsecondary institutions under one governing body.
2. Limits the span of control problems by merging some institutions on a local/regional basis.
3. Recognizes that some institutions (University of Kansas, Kansas State University, Wichita State University, Johnson County Community College and Kansas City Kansas Community College) have different missions than the three regional universities.

4. Provides consolidated education, training and economic development services to each local and regional area and the state.
5. Provides for local advisory boards for the community colleges and advisory councils for programs directly related to business and industry.
6. Reduces property taxes and eliminates out of district payments.
7. Integrates educational programs with apprenticeship and training services in a more efficient manner.
8. More cost effective than other models.
9. Creates a responsive and coordinated postsecondary technical, vocational and apprenticeship system in addition to existing programs. This is a major benefit which will provide business and industry with a "First World" trained work force with "First World" skills. We are a "First World" nation with a work force that is fast becoming "Third World" in skill level.

B. Disadvantages:

1. Requires additional state general support for Washburn University, the community colleges and area vocational technical schools.
2. Requires an increased tuition rate at community colleges and area vocational technical schools.

References

"Commissioner's Community College Funding Task Force," Kansas State Board of Education, August 25, 1992.

"Summary of Various Governance Ideas," Kansas Board of Regents, December 8, 1992.

"Considerations for Governance of the Kansas Community Colleges," Dr. Thomas F. Gamble, President, Dodge City Community College, May 28, 1992.

"The Strategic Plan for Higher Education in New Mexico," New Mexico Commission on Higher Education, 1991.

"Shared Visions of Public Higher Education Governance," AASCU, 1992.

"Joint Venture Partnerships," Housing G. Elem, AASCU, 1992.

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KANSAS

BUILDING HOPE:

**CREATING
TOMORROW
IN
EDUCATION**

**A special report
to the Governor
and Citizens
of Kansas
by the
Regents' Task Force
on Education**

1-50
July 1992

TASK FORCE ON EDUCATION

The Task Force on Creating Tomorrow in Education was organized in August 1991 as one part of the cooperative effort of Governor Joan Finney and the Kansas Board of Regents to create new visions for the future of Kansas. This Task Force was asked to study the issues that will help shape the future of education in Kansas.

This report, the consensus of the Task Force, is designed to initiate dialogue about the major problems in education facing Kansans between now and the turn of the century. The next phase will require the involvement of a wider range of Kansans, both inside and outside of education, as our citizens and communities grapple with these and other issues to re-create education for tomorrow's children. Widening involvement in this dialogue will help build hope for a brighter future for all.

The Task Force on Education anticipates that its recommendations will assist the Governor, the Legislature, the Board of Regents, the State Department of Education, local school districts, teachers, and other people or agencies devoted to ensuring the education and well-being of our state's population as these parties enact and implement laws and policies to provide the building blocks for a better future. The Task Force also hopes that the citizens of Kansas will unite to demand nothing less than the very best educational opportunities for *all* Kansans.

TASK FORCE MEMBERS

Rodney Muth, Chair	Professor of Educational Administration, Wichita State University
Joseph Bauman	Dean, School of Business, University of Kansas
Charles J. Carlsen	President, Johnson County Community College
Connie Dietz	Executive Director, Business Education Success Team, WI/SE Partnership
Robert V. Haderlein	School Board Member, Girard Public Schools
Jean S. Lavid	Superintendent, Stockton Public Schools
Linda S. Lane	Teacher, Wichita Public Schools
Gary Livingston	Superintendent, Topeka Public Schools
Michael A. Morehead	Director, Professional Education Services, Emporia State University
Julia Etta Parks	Professor of Education, Washburn University
Carol Rupe	School Board Member, Wichita Public Schools
Sharon Tatge	Mayor and Substitute Teacher, Herington
Ellen Veed	Professor of Mathematics, Fort Hays State University
Alfred P. Wilson	Professor of Educational Administration, Kansas State University

HIGHLIGHTS

of the Report of the Regents' Task Force on Education

Kansans compete in a global economy by performing work that demands basic skills, critical thinking, responsibility, and integrity as well as competence in managing time and money, working with others, acquiring and using information, understanding complex interrelationships, and using a wide variety of technologies. In this emerging world, a child without an adequate education is a child without a future. And Kansas children without futures mean a bleak future for Kansas.

While the nature of our economy, the diversity of our population, and the requirements for the competency of our citizens have changed drastically, the structure of schooling and teaching itself has not changed in over 100 years. To ensure that Kansas can move confidently into the 21st century and that the future of all Kansans is bright, it is essential that each Kansan accept and act on the following four principles for improving education.

1. **Every child can and must learn at significantly higher levels to be equipped to become a contributing citizen of our state, our nation, and the world.**
2. **Every child needs a mentor--advocate.**
3. **Every Kansan should expect to engage in life--long learning.**
4. **Every educator and responsible educational or political entity must become more productive and accountable for student learning.**

The following action areas are critical to achieving these principles:

- We must ensure that **every child arrives at school ready to learn and then does learn at significantly higher levels.**
 - Pre-kindergarten programs such as Head Start and Parents as Teachers should be offered in all school districts.
 - Support systems must be established to nurture the capabilities of each student.
 - Schools and educators must expect all children to succeed, not just some children.
- We must ensure that **every child masters materials** and thus leaves school equipped to become a contributing citizen.
 - Mastery of material and skills must be emphasized over grade placement. Teachers must verify that each child knows and can do what is expected before advancing to new material.
 - A barrier (basic competency measurements) must be placed at the end of grade 3 to assure that each child masters necessary reading, writing, and arithmetic skills and is able and willing to participate in class.
 - Exit from school for each child must not occur until required basic skills and competencies are verified.
 - Processes must be established to define needed outcomes on an ongoing basis. These processes must involve the disciplined interaction of teachers, parents, community members, businesses, and government.
- We must ensure that each child has a **mentor--advocate** to assure the educational success of all children.

- Schools must welcome and encourage the involvement of mentor–advocates, normally one or both parents.
- If a child’s parents are unable to provide this support, schools must work with other agencies and families and communities to find a relative, friend, or other community member to be a child’s mentor–advocate.
- Community schools must assure the availability of health care and support motivation to succeed, providing a safe school environment that facilitates success.
- We must ensure that a wide range of support for **life–long learning** is in place and accessible for each person in Kansas.
 - This support includes libraries, opportunities for continuing education, and the interaction of businesses and other organizations with educational institutions at all levels.
- We must ensure that all participants in the educational process in Kansas, from classroom teachers to statewide policy makers, are **accountable** and that each educational system is **more productive** and achieves measurable outcomes.
 - Teachers, parents, administrators, school board members, Regents universities and other higher educational institutions, and all policy makers whose decisions affect education must work together to ensure the success of all learners.
 - Every teacher must be treated with respect, be supported, and be held accountable to assure effectiveness.
 - Top schools must be rewarded for their accomplishments.
 - Constructive intervention must occur to improve weak schools.

To begin in Kansas the process of fundamentally changing what we do to educate people and how we do it, we suggest the following actions:

- That state policy makers make **statewide, high–quality, pre–Kindergarten programming** available to all children, particularly at–risk children, and that these programs follow early childhood education models such as Head Start and Parents as Teachers;
- That a **barrier at the end of grade 3**, in the form of competency (performance-based) tests, be established to ensure that all children know what they need to know before they move up and that those who need it are provided intensive assistance to become prepared for the next level of expectations;
- That the Governor immediately appoint a **statewide mentor–advocate committee** to formulate guidelines to ensure that each county develops a local unit that organizes, implements, and evaluates mentor-advocate programs that work with families, schools, and community agencies to assure the educational success of all students in their jurisdiction;
- That **community schools** be developed statewide to provide integrated social and health services, recreation, and other programs for children and their families and to involve parents, senior citizens, higher educational institutions, businesses, and other community agencies in basic schooling activities as volunteers or integrated specialists;
- That our entire educational system become **performance or outcome based**, with the state setting world-class standards and local educational systems implementing ways to achieve them.

From Stan ()
Ex Dir
KS Bd Regents

CONSTRUCTING PARTNERSHIPS IN KANSAS
HIGHER EDUCATION
A Proposal for the Restructured Governance
of Kansas Higher Education

February 14, 1991

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CONSTRUCTING PARTNERSHIPS IN KANSAS HIGHER EDUCATION

A Proposal for the Restructured Governance of Kansas Higher Education

Executive Summary

In December, 1990, the Governor's Commission on Reform of Educational Governance submitted to Governor Mike Hayden a list of ten recommendations for the reform of educational governance in Kansas. In its final report, the Commission recommended that the Kansas Constitution be amended to permit the Kansas Legislature to create additional educational governing boards. Since this recommendation, along with increasing attention to related governance issues, is likely to result in consideration of the development of a third board or other alternatives for the Kansas public community colleges during the 1991 Legislative session, this paper is offered as a means of exploring the issues of governance reform and offering a proposal from the Kansas Board of Regents.

The paper presents an argument for a restructured system of higher education governance through a discussion of five topics.

First, the paper offers a critique of the recommendation in favor of the creation of additional governing boards. Most significantly, the creation of a third board for Kansas public community colleges will add substantial administrative costs to state government, generate more intense, sector-specific competition for resources among postsecondary institutions and reinforce the fragmentation of governance of post-secondary education.

Second, the paper explores the existing fragmentation in the governance of Kansas higher education and identifies some of the problems resulting from the lack of a unified governance system in higher education. Most notably, the present system minimizes the ability of higher education to differentiate and integrate institutional missions.

Third, the paper identifies three broad goals for governance reform in Kansas higher education. Governance reform should be targeted at improving the (a) efficiency of the state system of higher education, (b) access of Kansans to the higher education system and (c) quality of the higher education experience.

Fourth, the paper provides an initial sketch of a restructured governance system. Under this proposal, 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.

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

The Commission believes that these recommendations for constitutional reform provide a framework for the improved organization and functioning of all levels of education in the State of Kansas.

Executive Summary

Finally, the paper closes by suggesting some of the benefits or advantages of the proposed restructured governance of Kansas higher education. Paramount among these are the observations that Kansas higher education can be effectively governed and coordinated with a minimum of bureaucratic administration; there is no need for the development of additional governing boards. If there is a need for a change in the governance of Kansas public community colleges, the Board of Regents is best suited to accept the responsibilities and challenges.

EXECUTIVE SUMMARY

GOVERNOR'S COMMISSION ON REFORM OF EDUCATIONAL GOVERNANCE

Richard J. Peckham, Chairman

Report to Governor Mike Hayden

December 14, 1990

On September 7, 1990, Governor Mike Hayden issued Executive Order 90-128 which established the Governor's Commission on Reform of Educational Governance. The Commission was charged with a review of Article 6 of the Kansas Constitution. The Commission was asked to recommend any modifications in educational governance necessary for the State to fulfill its obligations to meet the educational needs of Kansans. Richard Peckham served as the Chair of the Commission. Denise Apt served as the Commission's Vice-Chair. Dr. John F. Welsh provided staff work for the Commission.

The establishment of the Governor's Commission on Reform of Educational Governance occurred in the wake of a realization that House Concurrent Resolution 5010, an amendment to the Kansas Constitution, was not the best route for the reform of educational governance in Kansas. The Kansas electorate rejected this proposed constitutional amendment on November 6, 1990, primarily because it meant the elimination of constitutional references to the State Board of Education and the State Board of Regents.

The work of the Commission, therefore, was based on the failure of HCR 5010 to provide a viable and meaningful alternative to the existing Education Article.

In response, the Commission reviewed a wide range of materials pertinent to the constitutional issues of educational governance. Additionally, the Commission considered testimony from representatives of the educational community in Kansas and consultation from Senator Joseph Harder on the history of the present Education Article and Aims McGuinness, of the Education Commission of the States, on national efforts at governance reform.

On the basis of the charge from Governor Hayden, the Commission identified four broad issues for study:

1. The Commission examined the origins, meaning and consequences of the "self-executing powers" of the State Board of Education.

2. The Commission examined issues pertaining to the method of selecting members of the State Board of Education and the State Board of Regents. Particular scrutiny was given to the question whether members of the State Board of Education should be appointed or elected.
3. The Commission explored constitutional issues related to the improvement of the coordination and cooperation between the State Board of Education and the State Board of Regents.
4. Finally, the Commission considered the governance of postsecondary education, including constitutional and statutory issues pertaining to community college governance and the governance of Washburn University.

Focusing its work primarily on constitutional issues regarding governance reform, the Commission makes ten recommendations for educational governance in Kansas:

1. Article 6 Section 2 of the Kansas Constitution should continue to reference the State Board of Education.
2. Article 6 Section 2 of the Kansas Constitution should continue to reference the State Board of Regents.
3. Article 6 Section 2 (a) of the Kansas Constitution should be amended to eliminate language providing for the "self-executing powers" of the State Board of Education.
4. Article 6 Section 2 of the Kansas Constitution should be amended to authorize the State Legislature to create other educational governing boards.
5. Article 6 Section 3 (a) of the Kansas Constitution should continue to stipulate that the State Board of Education will be an elected board.
6. Article 6 Section 3 (a) of the Kansas Constitution should be amended to reflect an eleven member State Board of Education elected from eleven member districts.
7. Article 6 Section 3 (b) of the Kansas Constitution should continue to stipulate that the State Board of Regents will be an appointed board.
8. Article 6 of the Kansas Constitution should have a preamble expressing that education is a fundamental right of the people of Kansas and that all elementary and secondary school children have the right to an equal educational opportunity.
9. The Commission recommends that a cabinet-level position of Secretary of Education should 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.

KANSAS POSTSECONDARY EDUCATION PROFILE

Seventh Edition, 1996

Enrollments, Graduates and Expenditures

Prepared for the Legislative Educational Planning Committee

Kansas Legislative Research Department

Room 545-N Statehouse

KANSAS POSTSECONDARY EDUCATION PROFILE

Part I

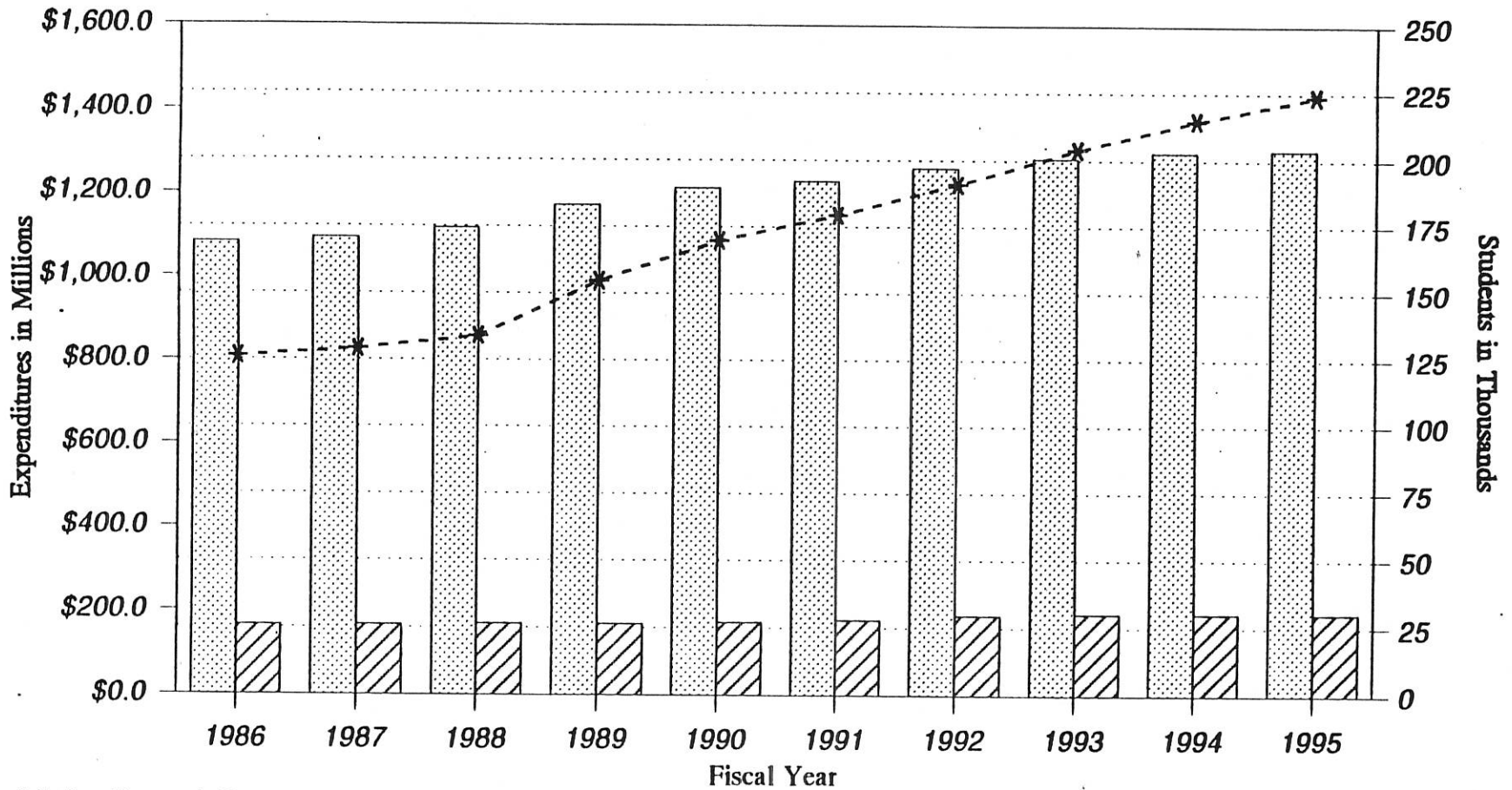
FY 1986 to FY 1995 Summary Data

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TABLE 1A: Kansas Postsecondary Education Expenditures, Enrollments and Graduates

FY 1986 to FY 1995

Headcounts
 Graduates
 - - * - - *Expenditures*

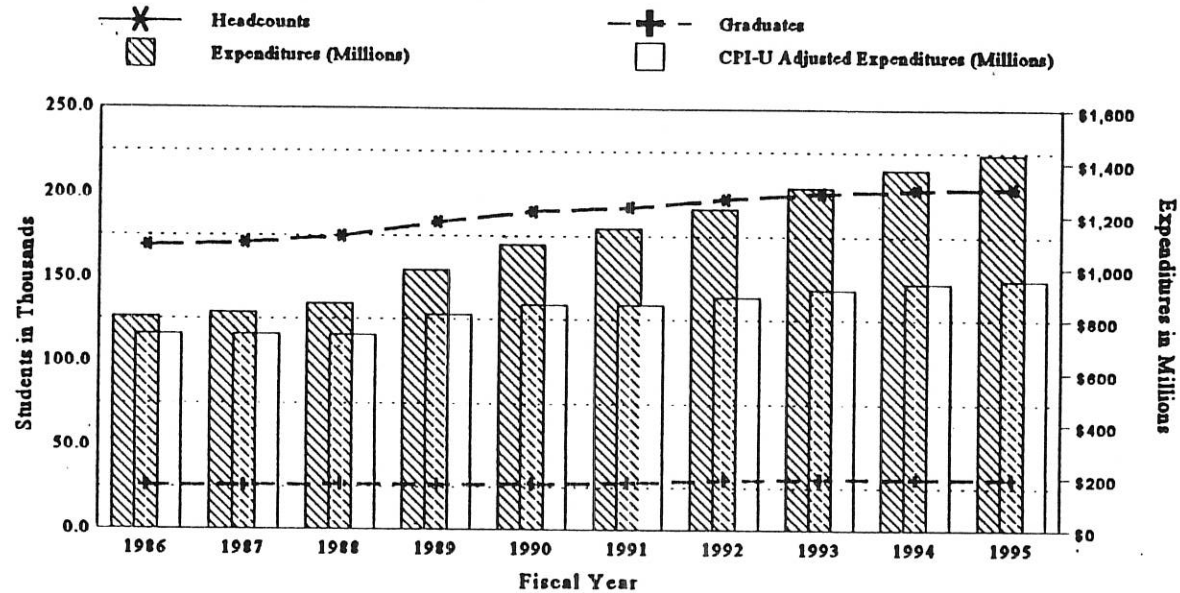


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Ks. Legislative Research Dept.

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**TABLE 1B: Kansas Postsecondary Education
Enrollments, Graduates and Expenditures
FY 1986 to FY 1995**



	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995
Headcounts (Thousands)	168.8	170.6	174.4	183.2	189.6	192.1	197.2	200.8	202.9	203.8
Graduates (Thousands)	25.9	26.1	26.6	26.6	27.1	28.0	29.6	30.3	30.3	30.3
Expenditures (Millions)	\$ 807.6	\$ 825.9	\$ 857.5	\$ 989.8	\$1,086.4	\$1,147.6	\$1,222.6	\$1,305.6	\$1,374.6	\$1,432.3
CPI-U Adjusted Expenditures (Millions)	\$ 742.2	\$ 742.5	\$ 740.0	\$ 816.7	\$ 856.1	\$ 857.3	\$ 885.2	\$ 916.5	\$ 940.2	\$ 952.5

CPI-U (1982-84 = 100)

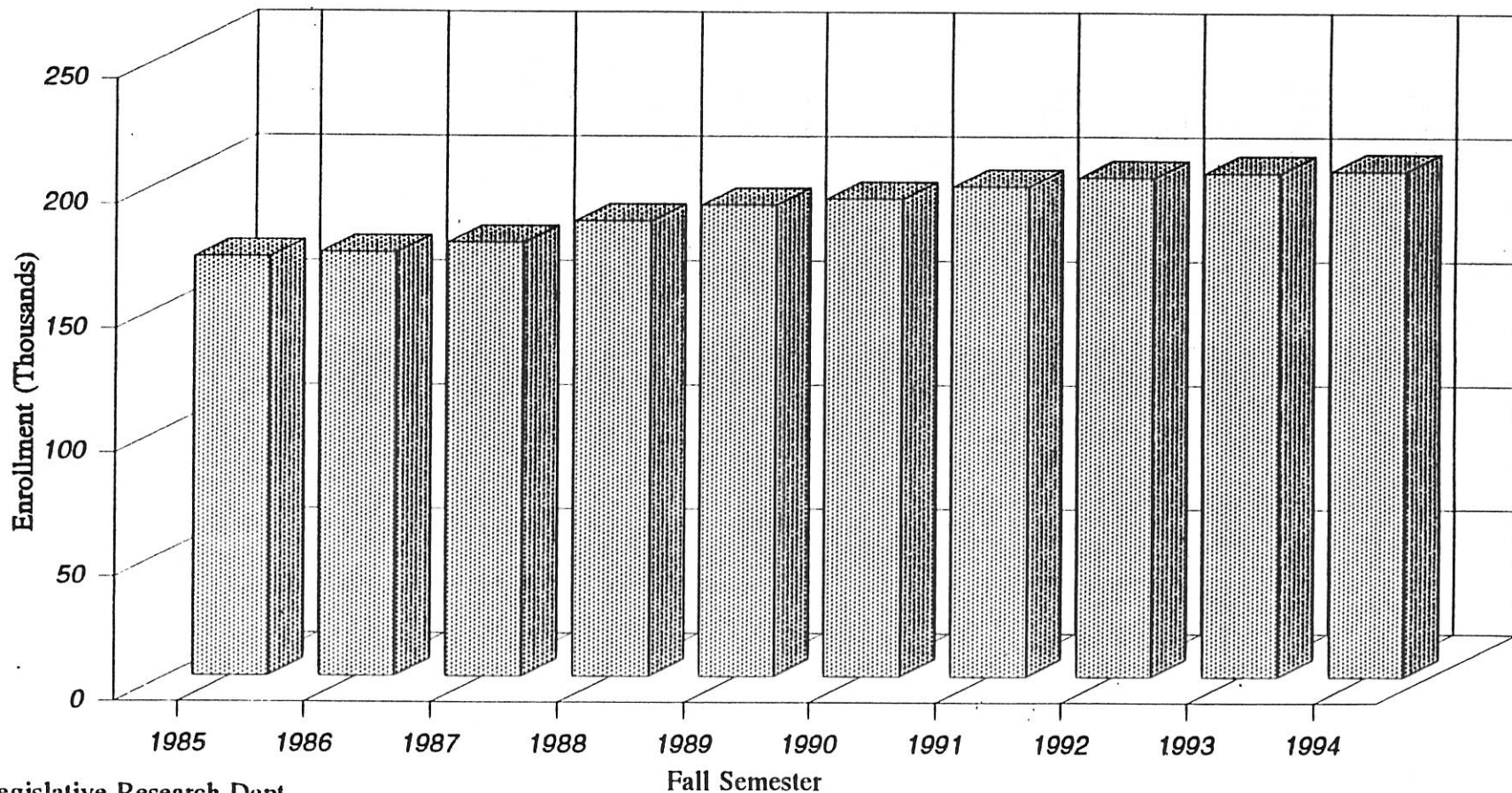
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TABLE 2A: Kansas Postsecondary Enrollment

Fall 1985 to Fall 1994 Headcounts

(FY 1986 to FY 1995)

■ Total All Schools



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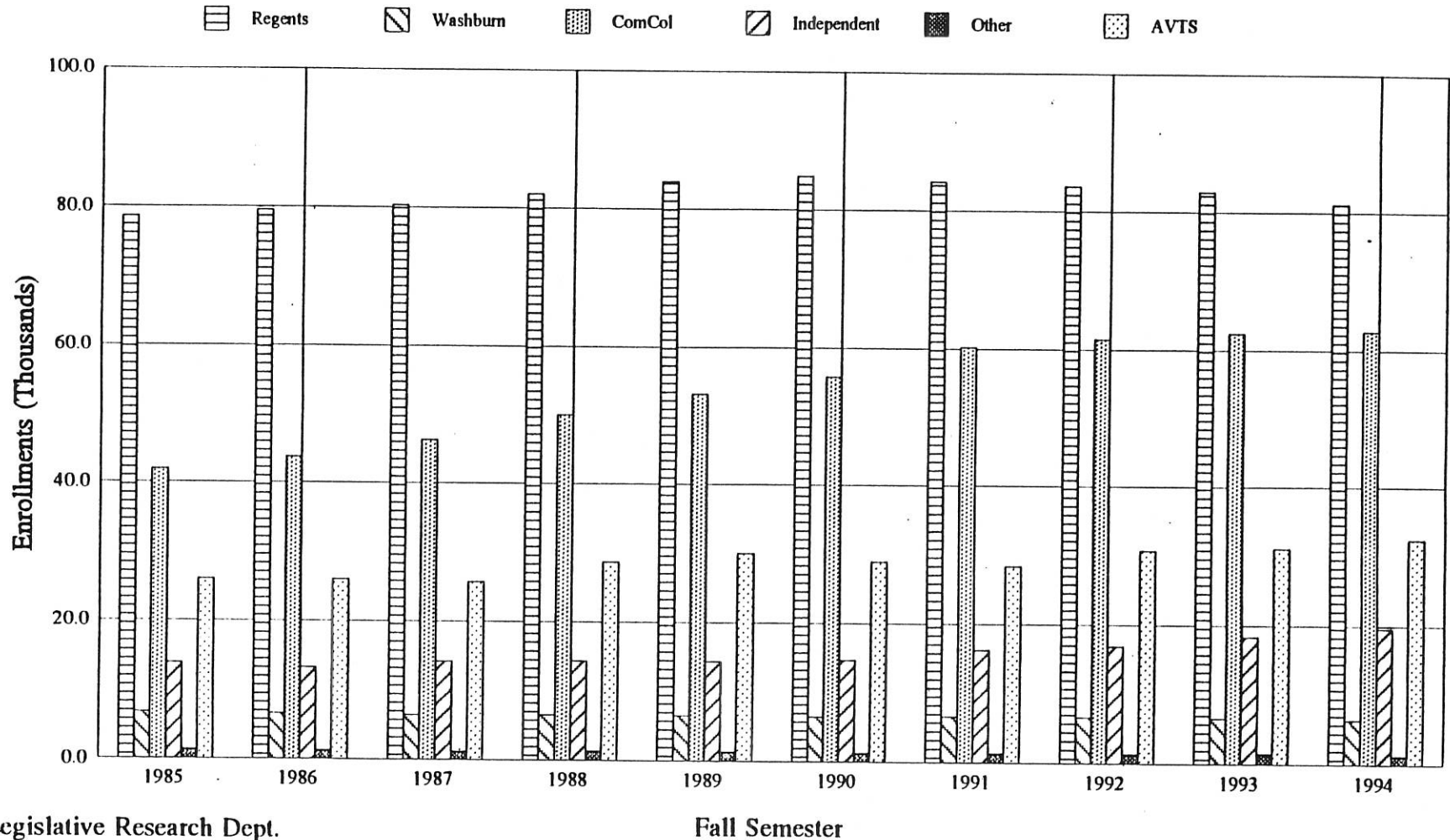
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TABLE 2B: KS Postsecondary Enrollment

Fall 1985 to Fall 1994 Headcounts

(FY 1986 to FY 1995)



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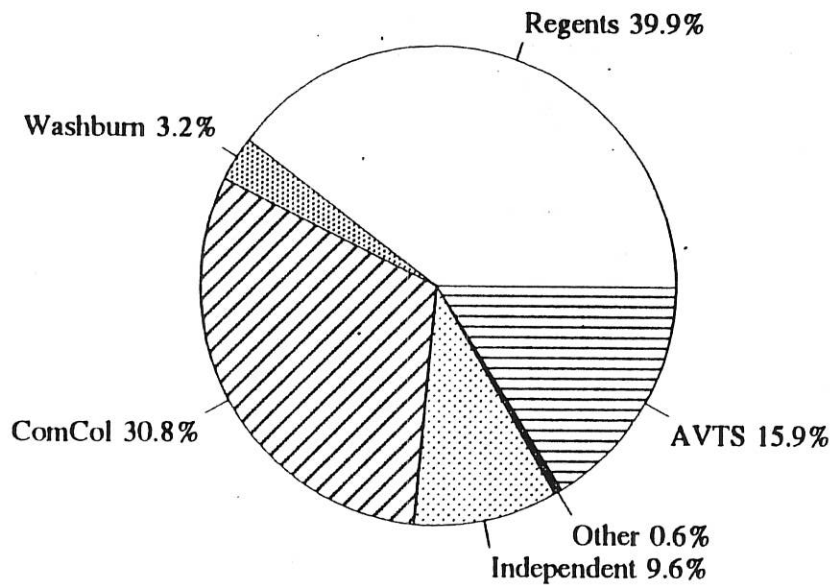
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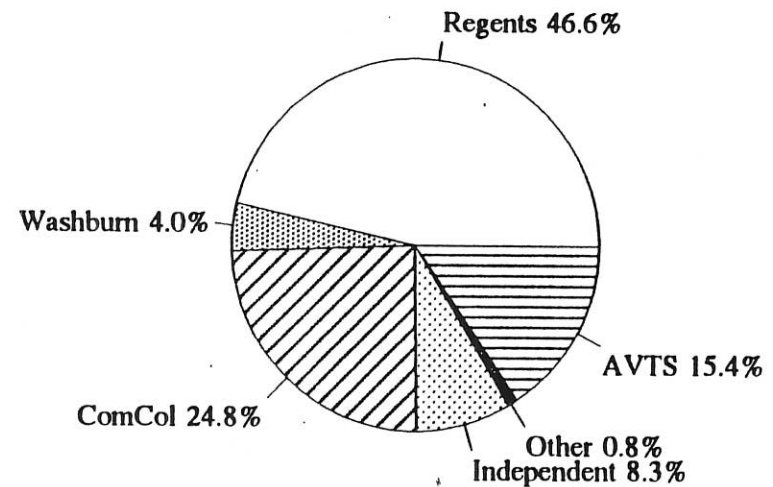
TABLE 2C: KS Postsecondary Enrollment

Proportion of Headcount by Sector

FY 1995 Compared With FY 1986



FY 1995



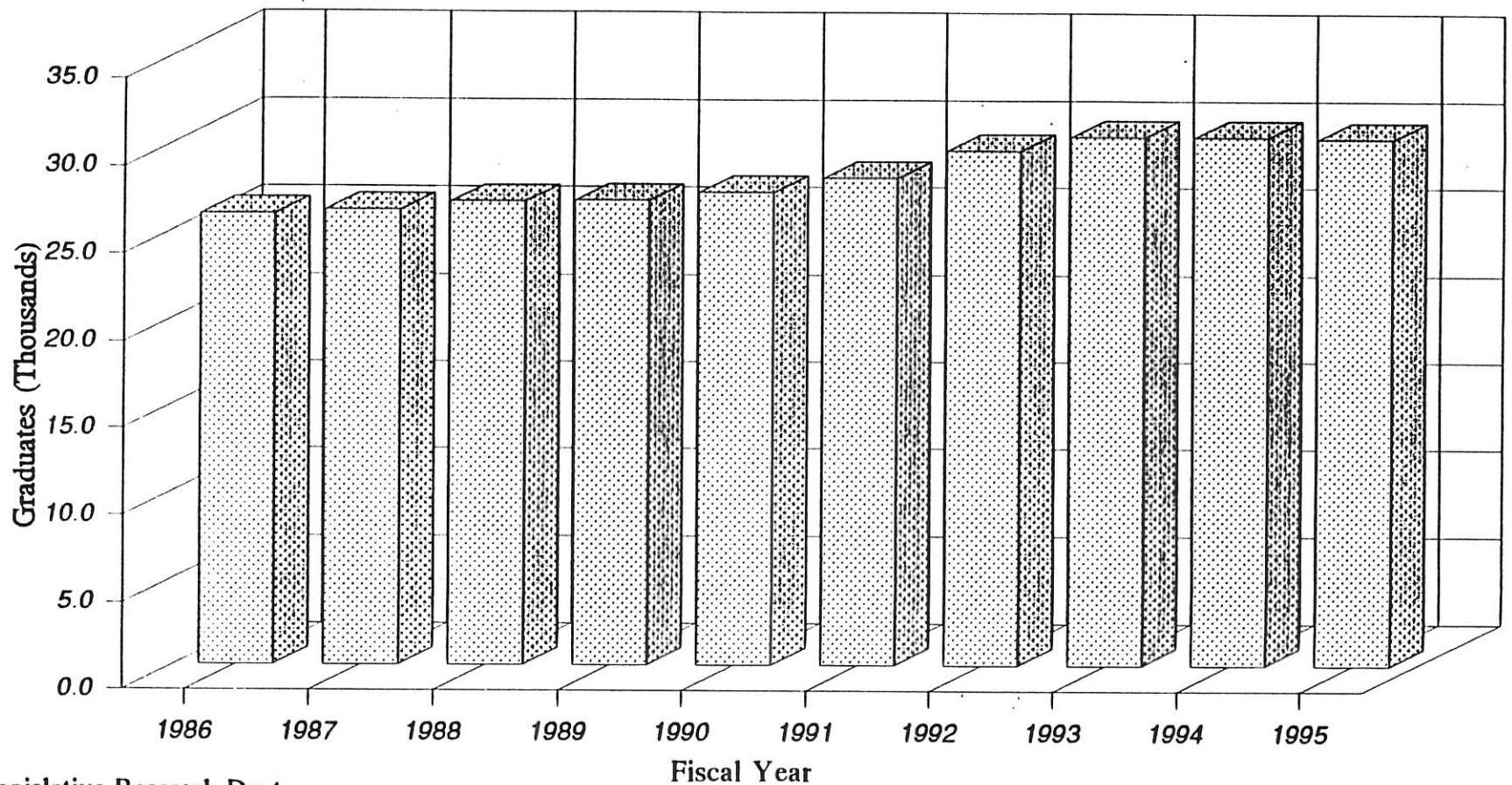
FY 1986

TABLE 3A: KS Postsecondary Graduates

Degrees and Other Completions

FY 1986 to FY 1995

■ Total All Schools



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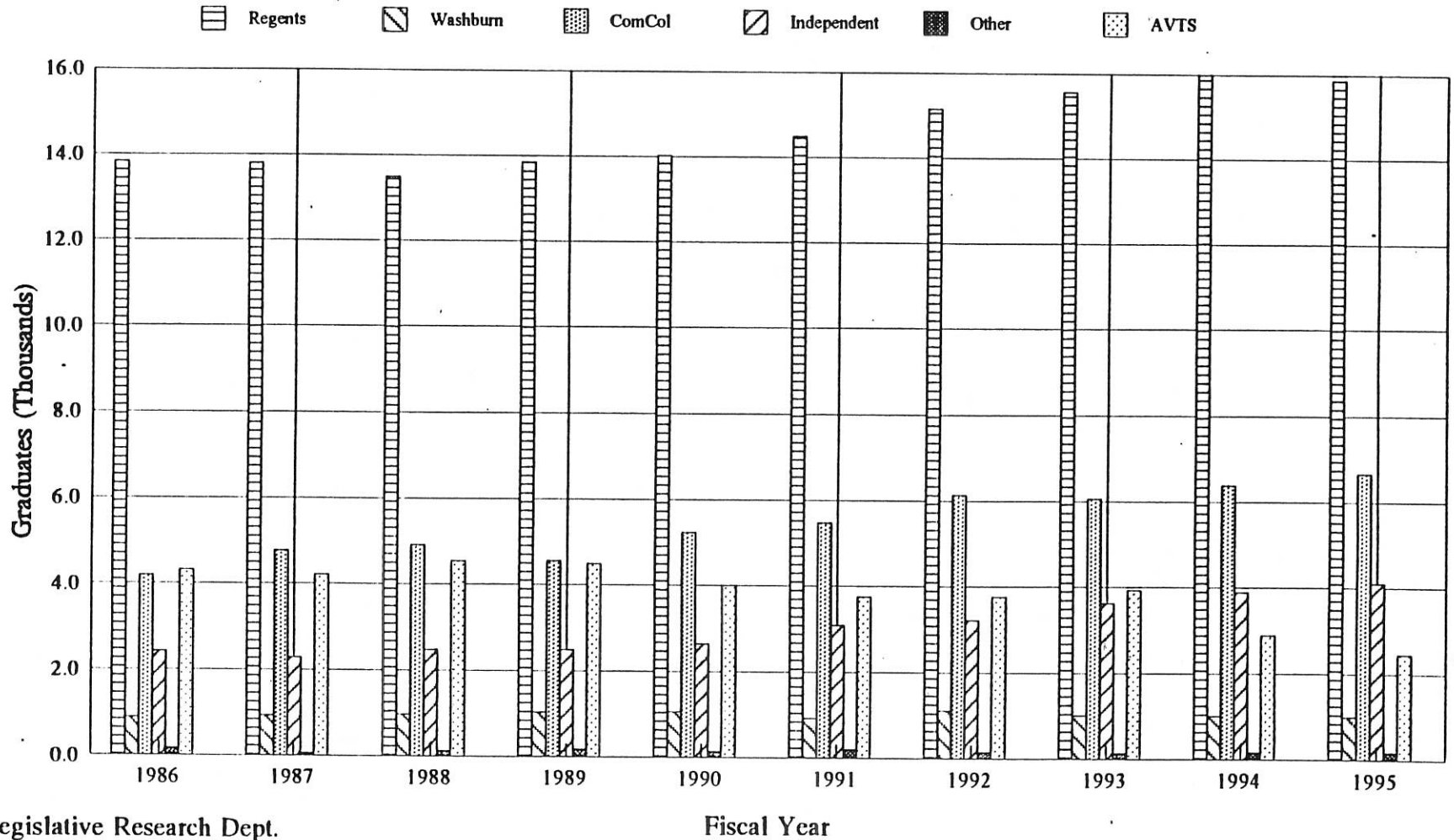
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TABLE 3B: KS Postsecondary Graduates

Degrees and Other Completions

FY 1986 to FY 1995



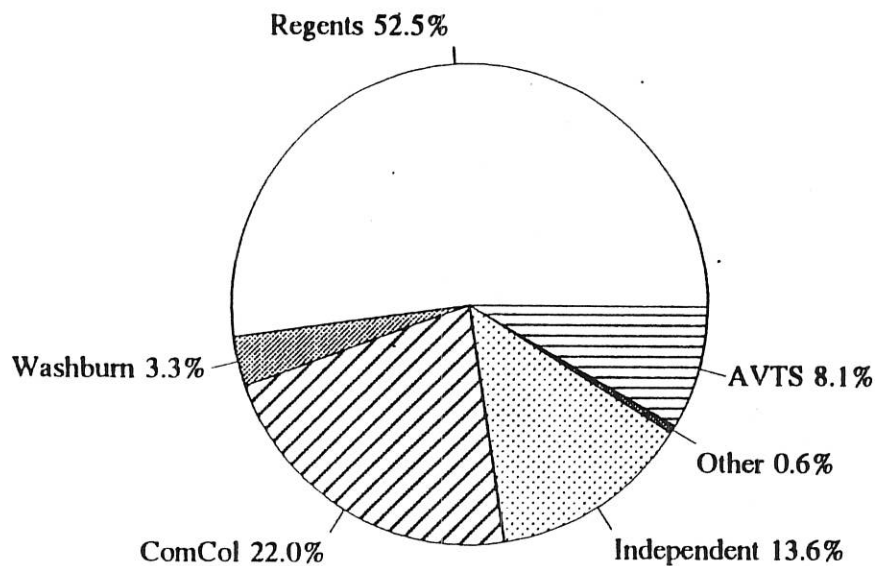
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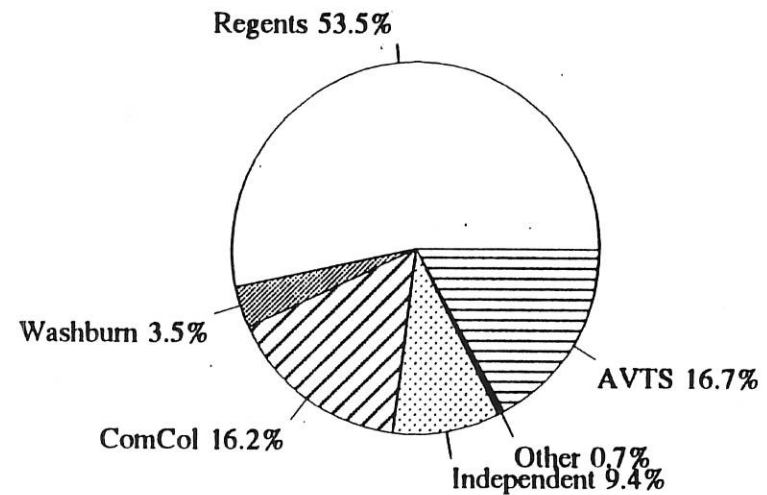
TABLE 3C: KS Postsecondary Graduates

Proportion of Awards by Sector

FY 1995 Compared With FY 1986



FY 1995



FY 1986

KS. Legislative Research Dept.

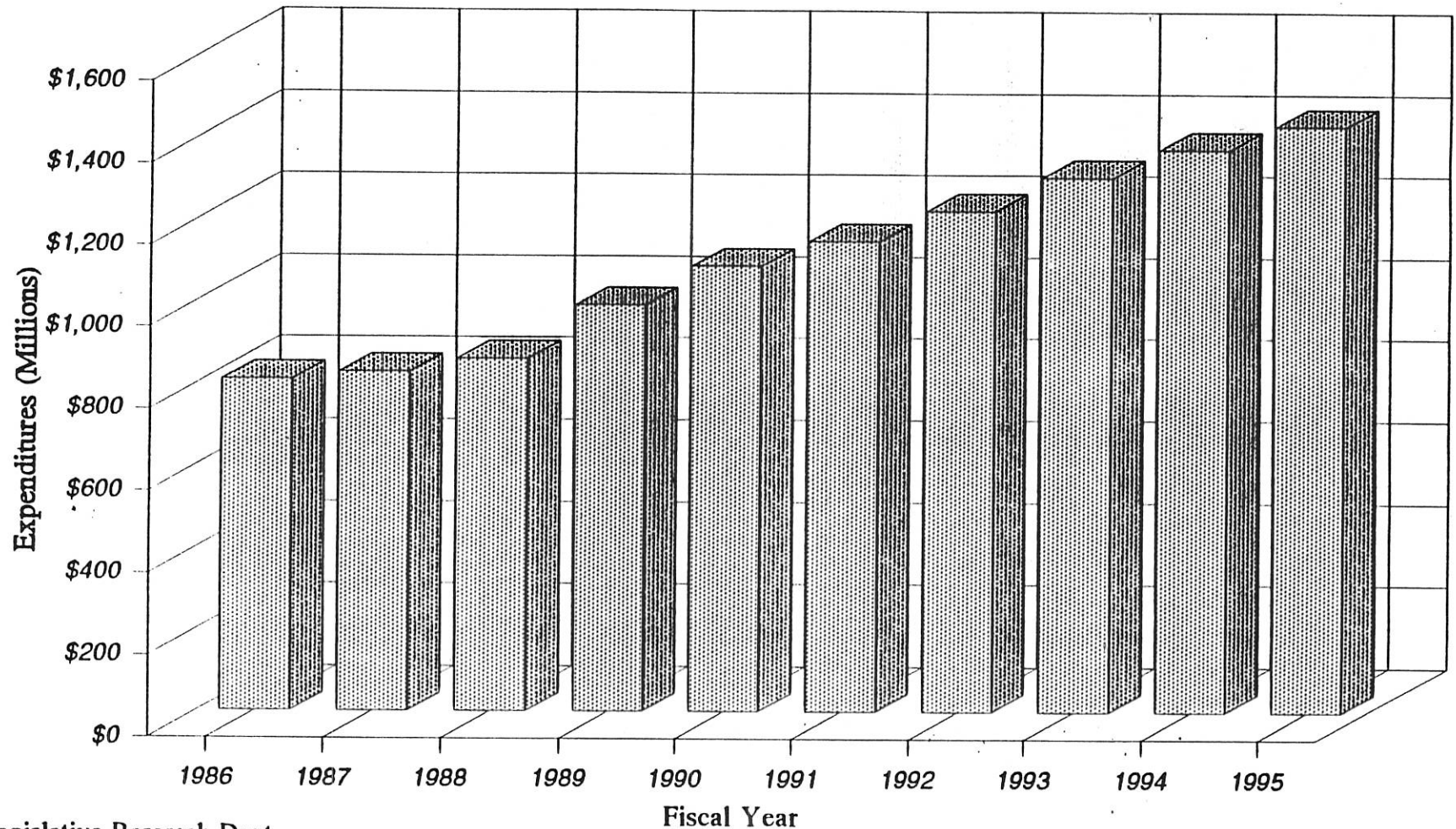
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TABLE 4A: KS Postsecondary Expenditures

FY 1986 to FY 1995 Trend

■ Total All Schools



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NOTE: IPEDS data used

**TABLE 4B: KS Postsecondary Expenditures
FY 1986 TO FY 1995**

Actual Expenditures (Millions)

	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995
Regents	\$ 535.3	\$ 543.9	\$ 574.4	\$ 639.0	\$ 707.2	\$ 742.6	\$ 793.5	\$ 841.7	\$ 891.1	\$ 924.2
Washburn	\$ 25.0	\$ 26.2	\$ 26.3	\$ 28.0	\$ 30.9	\$ 33.6	\$ 36.0	\$ 37.4	\$ 38.7	\$ 40.3
Community Colleges	\$ 116.4	\$ 125.4	\$ 135.1	\$ 156.2	\$ 171.9	\$ 187.4	\$ 202.9	\$ 221.0	\$ 231.5	\$ 245.9
Independent	\$ 87.8	\$ 90.6	\$ 82.9	\$ 111.4	\$ 118.9	\$ 125.4	\$ 128.2	\$ 139.2	\$ 149.0	\$ 158.6
Other	\$ 10.7	\$ 3.9	\$ 2.2	\$ 14.0	\$ 13.1	\$ 14.2	\$ 15.0	\$ 15.0	\$ 15.6	\$ 15.5
AVTS	\$ 32.4	\$ 35.9	\$ 36.6	\$ 41.2	\$ 44.4	\$ 44.4	\$ 47.0	\$ 51.3	\$ 48.7	\$ 47.8

CPI-U Adjusted Expenditures (Millions)

	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995
Regents	\$ 491.9	\$ 489.0	\$ 495.7	\$ 527.2	\$ 557.3	\$ 554.7	\$ 574.5	\$ 590.9	\$ 609.5	\$ 614.6
Washburn	\$ 23.0	\$ 23.6	\$ 22.7	\$ 23.1	\$ 24.3	\$ 25.1	\$ 26.1	\$ 26.3	\$ 26.5	\$ 26.8
Community Colleges	\$ 107.0	\$ 112.7	\$ 116.6	\$ 128.9	\$ 135.5	\$ 140.0	\$ 146.9	\$ 155.1	\$ 158.3	\$ 163.5
Independent	\$ 80.7	\$ 81.4	\$ 71.5	\$ 91.9	\$ 93.7	\$ 93.7	\$ 92.8	\$ 97.7	\$ 101.9	\$ 105.5
Other	\$ 9.8	\$ 3.5	\$ 1.9	\$ 11.6	\$ 10.3	\$ 10.6	\$ 10.9	\$ 10.5	\$ 10.7	\$ 10.3
AVTS	\$ 29.8	\$ 32.3	\$ 31.6	\$ 34.0	\$ 35.0	\$ 33.2	\$ 34.0	\$ 36.0	\$ 33.3	\$ 31.8

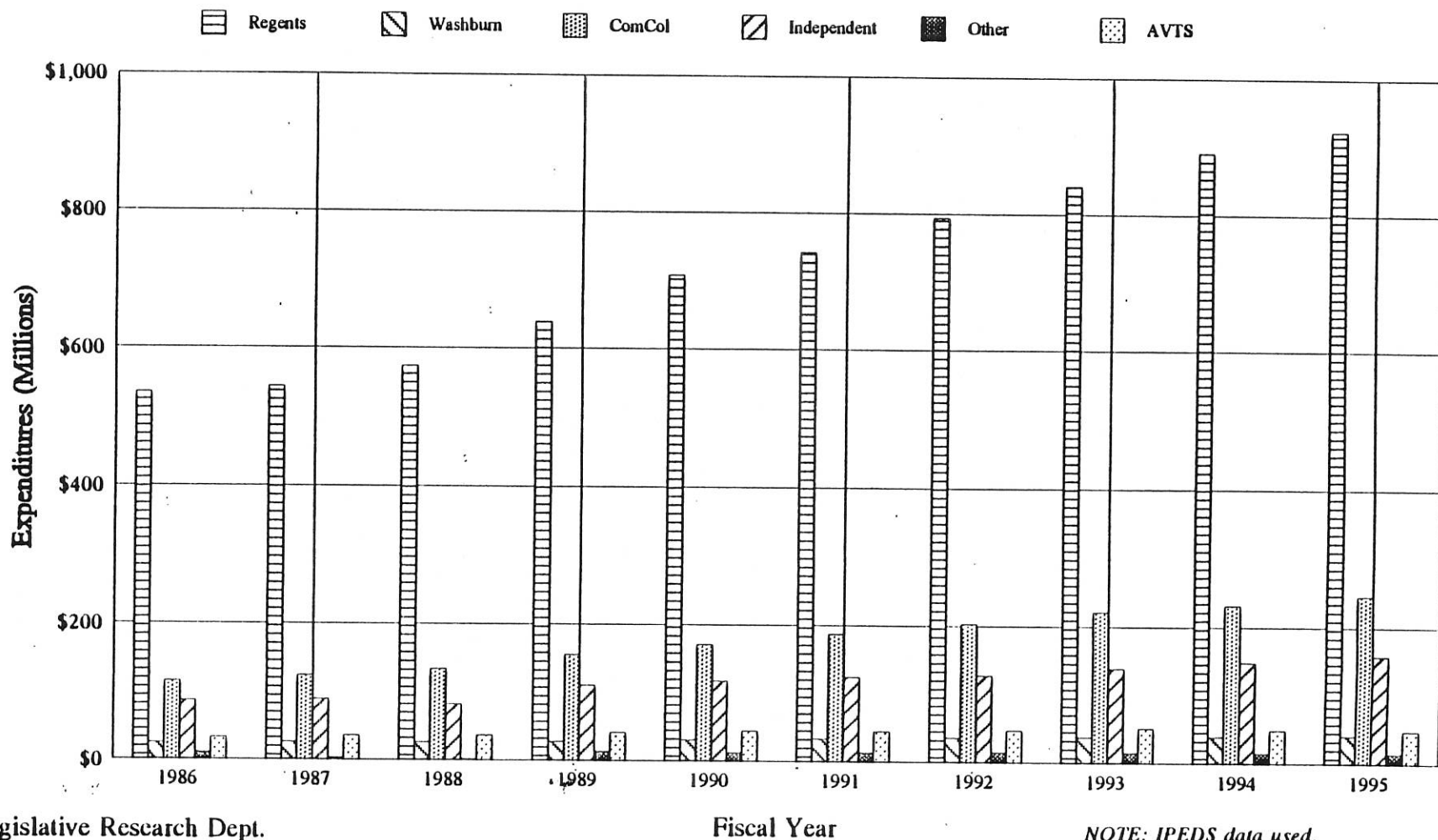
CPI-U (1982-84 = 100)

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TABLE 4C: KS Postsecondary Expenditures

Actual Expenditures (Millions)

FY 1986 to FY 1995



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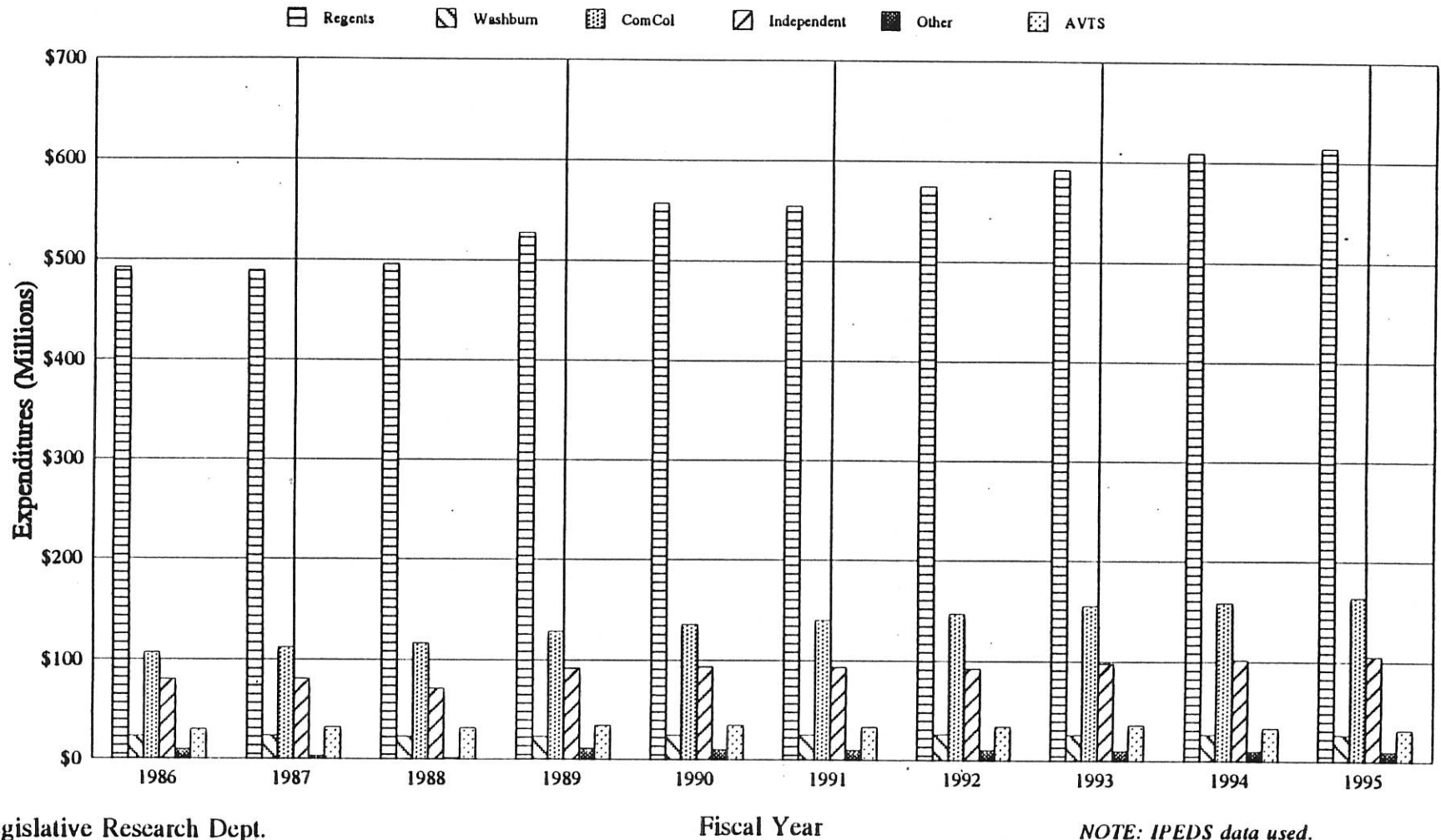
NOTE: IPEDS data used.

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TABLE 4D: KS Postsecondary Expenditures

CPI-U Adjusted Expenditures (Millions)

FY 1986 to FY 1995 (CPI-U 1982-84 = 100)



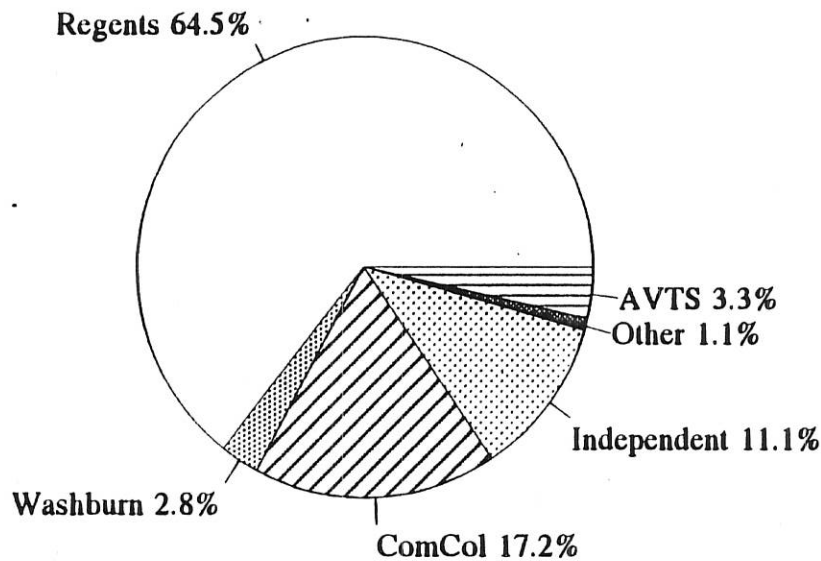
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NOTE: IPEDS data used.

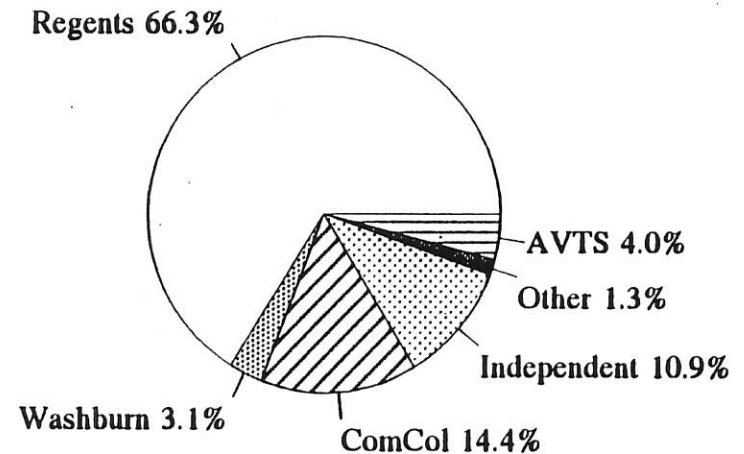
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TABLE 4E: KS Postsecondary Expenditures

Proportion of Spending by Sector FY 1995 Compared With FY 1986



FY 1995



FY 1986

The Chronicle of Higher Education

Academe Today

ALMANAC

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KANSAS



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BACKGROUND

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How much influence should public universities have over state community colleges? Kansas lawmakers and educators began a debate on that issue during 1997 that may result in significant legislation in 1998.

Several bills were introduced in 1997 to change how community colleges are governed and financed. But so much uncertainty and debate arose over which direction to go that the issues were passed off to a committee to consider.

Some state lawmakers want the Kansas Board of Regents, which oversees six of the seven state universities, to have authority over many community-college matters, including academic programs, job training, and administration. Some also want the state to provide more support for the two-year colleges, giving some tax relief to local districts.

College leaders were divided on what kind of change, if any, they would support. Under the regents, would community colleges become stepchildren to the universities? Or would stronger coordination between two-year colleges and universities help students? If strapped communities no longer had to support community colleges, would state funds for those institutions come at the expense of the universities?

State officials expect answers -- or at least more debate -- during the Legislature's session in 1998.

The board of regents pressed state legislators to change the governing structure of the University of Kansas Hospital. Under one bill, the regents would have relinquished control of the hospital so it could operate under a public-authority model and better compete with other hospitals. But the bill stalled under the weight of two amendments, one that would have put legislators on the public-authority board and another that would have prohibited abortions at the hospital. Lawmakers expect to try again in 1998.

As part of a campus-renovation project that some state officials have dubbed the "Crumbling Classrooms Program," the regents were authorized to issue \$110-million in bonds in fall 1997 for work at the six public universities. The seventh, Washburn University of Topeka, is supported by local as well as state funds.

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Word was spread among Kansas high-school students and guidance counselors of a 1996 state law that will establish the first systemwide admissions standards at the six universities under the regents' authority. The state distributed 100,000 brochures about the standards, which take effect in fall 2001, and held several forums on the topic.

A tough new evaluation process for university faculty members was developed in 1996-97. Under a plan crafted by regents, professors, and administrators, compensation and rewards will be tied to annual evaluations of how well professors meet established objectives and outcomes. Tenured faculty members could be removed for repeated poor evaluations.

In August 1996, the Attorney General of Kansas charged Donald Wilson, former president of Pittsburg State University, with felony theft for allegedly giving unauthorized tuition waivers to foreign students. The state claimed that the lost tuition totaled more than \$500,000. A judge dismissed the case in October 1996, saying the former president did not have the tuition dollars in his possession and therefore could not be charged with stealing. The Attorney General's Office did not appeal the ruling.

The board of regents selected Kay K. Schallenkamp, provost of the University of Wisconsin at Whitewater, to become president of Emporia State University in August 1997. The first female president of one of the regents' universities, Dr. Schallenkamp succeeded Robert Glennen, who had served for 13 years.

DEMOGRAPHICS

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Population: 2,572,000 (Rank: 32)

Age distribution:

Up to 17	26.7%
18 to 24	9.6%
25 to 44	30.4%
45 to 64	19.7%
65 and older ..	13.7%

Racial and ethnic distribution:

American Indian	0.9%
Asian	1.3%
Black	5.8%
White	90.1%
Other and unknown	2.0%
Hispanic (may be any race) ..	3.8%

Educational attainment of adults (highest level):

8th grade or less	7.7%
Some high school, no diploma	11.0%
High-school diploma	32.8%
Some college, no degree	21.9%
Associate degree	5.4%
Bachelor's degree	14.1%
Graduate or professional degree ..	7.0%

Proportion who speak a language other than English at home:
5.7%

Per-capita personal income: \$23,281

Poverty rate: 10.8%

New high-school graduates in:

1997-98 (estimate):	29,544
2007-08 (estimate):	32,283

New GED diploma recipients: 6,517

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High-school dropout rate: 7%

POLITICAL LEADERSHIP

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Governor: Bill Graves (R), term ends 1999

Governor's higher-education aide:

Danielle Noe, State Capitol, Second Floor, Topeka 66612; (913) 296-6195

U.S. Senators:

Sam Brownback (R), term ends 1999; Pat Roberts (R), term ends 2003

U.S. Representatives:

0 Democrats, 4 Republicans
Jerry Moran (R), Jim Ryun (R), Vince Snowbarger (R), Todd Tiahrt (R)

Legislature: Senate, 13 Democrats, 27 Republicans; House, 48 Democrats, 77 Republicans

COLLEGES AND UNIVERSITIES

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Higher education:

Public 4-year institutions ... 10
Public 2-year institutions ... 21
Private 4-year institutions .. 21
Private 2-year institutions .. 2
Total 54

Vocational institutions: 53

Statewide coordinating boards:

Kansas Board of Regents
700 Southwest Harrison
Suite 1410
Topeka 66603
(913) 296-3421
Stephen M. Jordan, executive director

Kansas State Department of Education
Community Colleges/Community Education
120 Southeast Tenth Avenue
Topeka 66612
(913) 296-2635
Merlyne Hines-Starr, team leader

Private-college association:

Kansas Independent College Association
700 South Kansas Avenue, Suite 515
Topeka 66603
(913) 235-9877
Robert N. Kelly, executive director

Statewide national-service agency:

Kansas Commission on National
and Community Service
200 Southwest Sixth Street

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P.O. Box 889
 Topeka 66603
 (913) 234-1423
 Patricia Kells, executive director

Institutions censured by the AAUP:
 None

Institution under NCAA sanctions:
 Kansas State University

FACULTY MEMBERS

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Average pay of full-time professors

Public universities:

Professor \$61,279
 Associate professor .. \$45,374
 Assistant professor .. \$39,387
 All \$48,886

Other public 4-year institutions:

Professor \$51,778
 Associate professor .. \$41,733
 Assistant professor .. \$35,815
 All \$41,003

Private universities: n/a

Other private 4-year institutions:

Professor \$36,583
 Associate professor .. \$32,111
 Assistant professor .. \$28,159
 All \$31,003

2-year colleges:

Public \$35,716
 Private \$24,510

STUDENTS

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Enrollment:

At public 4-year institutions ... 86,770
 At public 2-year institutions ... 73,679
 At private 4-year institutions .. 16,316
 At private 2-year institutions .. 878

Undergraduate 155,852
 Graduate 19,717
 Professional 2,074

American Indian 2,608
 Asian 4,043
 Black 9,419
 Hispanic 5,856
 White 149,727
 Foreign 5,990

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Total 177,643

Enrollment highlights:

Women 55.6%
 Full-time 54.9%
 Minority 12.8%
 Foreign 3.4%
 10-year change in total
 enrollment Up 25.7%

Proportion of enrollment made up of minority students:

At public 4-year institutions ... 11.3%
 At public 2-year institutions ... 14.4%
 At private 4-year institutions .. 11.7%
 At private 2-year institutions .. 41.3%

Degrees awarded:

Associate 6,961
 Bachelor's 14,594
 Master's 4,350
 Doctorate 450
 Professional .. 591

Residence of new students: State residents made up 79% of all freshmen enrolled in Kansas in fall 1994 who had graduated from high school in the previous year; 87% of all Kansas residents who were freshmen attended college in their home state.

Test scores: Students averaged 21.7 on the A.C.T., which was taken by an estimated 74% of Kansas' high-school seniors.

Graduation rates at NCAA Division I institutions:

Kansas State University ... 48%
 University of Kansas 56%
 Wichita State University .. 27%

MONEY

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Average tuition and fees:

At public 4-year institutions ... \$2,120
 At public 2-year institutions ... \$1,147
 At private 4-year institutions .. \$8,634

Expenditures:

Public institutions ... \$1,495,926,000
 Private institutions .. \$180,052,000

State funds for higher-education operating expenses:

\$531,042,000

Two-year change: Up 4%

State spending on student aid:

Need-based: \$9,526,000
 Non-need-based: \$62,000

Salary of chief executive of largest public 4-year campus:

Robert Hemenway, University of Kansas: \$173,840 (1997-98)

Total spending on research and development by doctorate-granting universities: \$181,496,000**Sources:**

Federal government 38.6%

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State and local governments .. 21.7%
 Industry 6.3%
 The institution itself 28.9%
 Other 4.5%

Total federal spending on college- and university-based research and development: \$63,877,000

Selected programs:

Department of Health and Human Services .. \$31,566,000
 National Science Foundation \$10,452,000
 Department of Defense \$1,655,000
 Department of Agriculture \$6,693,000
 Department of Energy \$3,584,000

Largest endowment:

Kansas University Endowment Association: \$475,416,000

Top fund raisers:

University of Kansas \$52,308,000
 Kansas State University .. \$21,678,000
 Washburn University \$5,839,000

MISCELLANY

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- McPherson College says it is the only four-year college in the country offering a degree in antique-automobile restoration.
- Saint Mary College and a local private high school are working together on a building project on the grounds of Saint Thomas Aquinas High School, some 30 miles away from Saint Mary. The building, scheduled to be opened in 1998, will provide classroom and office space for students in the college's part-time degree programs, and classrooms for the high school.
- The One Room School House Project, an effort to list and supply information about nearly 900 such schools throughout the nation, is based at Southwestern College.
- Bethel College says that when it was established in 1887, it was the first college founded by the Mennonite church in America.
- The oldest higher-education institution in Kansas is Highland Community College, which was chartered in 1857. The oldest four-year college is Baker University, a United Methodist institution, which received its charter three days after Highland's was issued.

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The Chronicle of Higher Education

Academe Today

TUITION AND FEES

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AVERAGE COLLEGE COSTS THIS YEAR

- ▶ [at 4-year colleges](#)
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- ▶ [sources and notes for these tables](#)

4-YEAR COLLEGES

	Public colleges		Private colleges	
	Resident	Commuter	Resident	Commuter
Tuition and fees	\$2,966	\$2,966	\$12,823	\$12,823
Books and supplies	615	615	615	615
Room and board*	4,152	1,806	5,361	1,879
Transportation	572	948	535	851
Other	1,344	1,412	1,027	1,183
Total	\$9,649	\$7,747	\$20,361	\$17,351

2-YEAR COLLEGES

	Public colleges		Private colleges	
	Resident	Commuter	Resident	Commuter
Tuition and fees	\$1,394	\$1,394	\$6,673	\$6,673
Books and supplies	591	591	589	589
Room and board*	--	1,801	4,231	1,875
Transportation	--	935	583	951
Other	--	1,189	998	1,254
Total	--	\$5,910	\$13,074	\$11,342

SOURCES AND NOTES

Note: The figures are weighted by enrollment to reflect the charges incurred by the average undergraduate enrolled at each type of institution.

* Room not included for commuter students

-- Insufficient data

Source: The College Board

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► Other related facts and figures for Kansas

	1995-96	1996-97	
	Tuition and fees	Tuition and fees	Added out-of-state tuition
Allen County CC	\$1,020	\$1,080	\$0
Baker U	9,600	10,300	0
Barclay C	4,275	4,695	0
Barton County CC	1,110	1,110	1,500
Benedictine C	10,020	10,600	0
Bethany C	9,375	9,980	0
Bethel C	9,270	9,900	0
Brown Mackie C	7,175	7,115	0
Butler County CC	1,110	1,245	1,110
Central C	7,650	8,550	0
Cloud County CC	1,230	1,245	1,530
Coffeyville CC	1,080	1,110	1,290
Colby CC	1,080	1,110	1,260
Cowley County CC	1,140	1,200	1,620
Dodge City CC	1,260	1,280	450
Donnelly C	2,700	2,800	0
Emporia State U	1,782	1,834	4,100
Fort Hays State U	1,842	1,929	4,100
Fort Scott CC	1,080	1,200	1,680
Friends U	9,092	9,505	0
Garden City CC	1,020	1,064	1,110
Haskell Indian Nations U	130	210	0
Hesston C	9,150	9,750	0
Highland CC	1,110	1,410	1,740
Hutchinson CC	1,080	1,200	1,770
Independence CC	1,050	1,050	1,500
Johnson County CC	1,170	1,380	2,340
Kansas City Kansas CC	990	1,080	1,800
Kansas Newman C	8,100	8,500	0
Kansas State U	2,199	2,373	6,060
Kansas Wesleyan U	9,120	9,800	0
Labette CC	990	1,110	1,650
Manhattan Christian C	4,730	5,300	0
McPherson C	8,868	9,518	0
MidAmerica Nazarene C	7,928	8,668	0
Neosho County CC	1,110	1,110	1,560
Ottawa U	8,100	8,490	0
Pittsburg State U	1,806	1,876	4,100
Pratt CC	1,110	1,170	870
Saint Mary C	9,006	9,750	0
Seward County CC	990	1,110	690
Southwestern C	7,850	8,560	0
Sterling C	8,926	9,596	0
Tabor C	9,270	9,900	0
U of Kansas			
Main campus	2,182	2,310	6,060
Medical Center	1,908	2,096	6,060
Washburn U of Topeka	2,806	2,896	0
Wichita State U	2,376	2,409	5,924

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July 29, 1997

To: Special Committee on Education
From: Julian Efird, Principal Analyst
Re: Comparative Analysis of Postsecondary Studies

The different reports reviewed in the memorandum of July 28, 1997, concerning *Past Studies and Recommendations to Reorganize Postsecondary Education in Kansas*, may be viewed from two perspectives: governance and finance. Some studies included recommendations that addressed either one or the other topic, while some studies included recommendations that addressed both topics. A categorization of the different recommendations is presented below in order to show the common themes recurring in different reports:

Governance

- ◆ Enact Constitutional amendment to place all postsecondary under one board or create other boards (n = 5).

(Study 1, 11, 12, 15, 22*)

- ◆ Statutorily change state structure (n = 7).

(Study 5, 12, 13, 18, 20, 21, 22*)

- ◆ Maintain current state structure (n = 13).

(Study 2, 3, 4, 6, 7, 8, 9, 10, 14, 16, 17, 19, 22*)

- ◆ Create new substate structures (n = 8).

(Study 1, 2, 3, 4, 5, 8, 14, 17)

Finance

- ◆ Limit or minimize student tuition (n = 7).

(Study 1, 2, 3, 4, 5, 8, 11)

- ◆ Increase state funding (n = 12).

(Study 1, 3, 5, 8, 11, 12, 13, 14, 17, 18, 19, 21)

- ◆ Establish a need-based student assistance program (n = 1).

(Study 1)

- ◆ No change recommended (n = 8).

(Study 6, 7, 9, 10, 15, 16, 20, 22)

* Three different recommendations.

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Select Committee on Higher Education
 January 20, 1998
 Attachment 3

July 28, 1997

To: Special Committee on Education

From: Julian Efird, Principal Analyst

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

Beginning in 1972 with the Master Planning Commission, there have been numerous entities over the past 25 years studying postsecondary education in Kansas and offering alternative recommendations about how to restructure the current system. Some of the groups were charged by the Legislature with that task, while others were authorized either by the Governor or the State Board of Education. In other cases, groups or individuals assumed that responsibility on their own initiative.

Since the Master Planning Commission made its recommendations in 1972, few of the initiatives from that study or any subsequent study have been implemented. However, given the number of studies and recommendations produced over the past quarter century, it may be concluded that not everyone has been satisfied with the structures and finances of the Kansas postsecondary education system.

Among the more recent changes, most of which were recommended in prior studies, are the following developments. There have been mergers of community colleges with area vocational schools and the development of regional consortia by schools. Other potential mergers have been considered, including Fort Hays State University and Barton County Community College, and Pittsburg State University and Labette County Community College. Legislation was passed in 1994 which allows area vocational schools to become technical colleges. Four schools have made the conversion.

In recent years since 1993, concurrent to the events described previously, legislators began to complain that there had been enough studies and not enough action to implement recommendations. The 1995 Legislature, acting on this complaint and the initiative of the House Select Committee on Postsecondary Education, enacted H.B. 2553 creating the Kansas Council on the Future of Postsecondary Education. Its primary responsibility was to develop a comprehensive state plan for postsecondary education in Kansas.

Two years later in March of 1997 the Council submitted a summary of its conclusions and recommendations to the Legislature, with the statement that "The Council has no plans for any additional meetings." Rather than developing a plan, the Council became another study group which produced a vision statement and three different governance and coordination options. Since no consensus developed among Council members, its recommendations embraced all three options, together with a listing of positive and negative implications of each option.

The Council's recommendations are included in a section of this memorandum that addresses previous studies and resulting recommendations from a variety of entities. What is not included in this review are legislative initiatives introduced by legislators, such as 1997 H.B. 2119, H.B. 2492, H.C.R. 5008, H.C.R. 5009, S.B. 359, or S.C.R. 1607. The constitutional amendments are outlined in the Kansas Legislative Research Department memorandum of July 21, 1997, concerning Article 6 of the *Kansas Constitution*.

The issue of whether the Kansas postsecondary education system needs to be restructured periodically reappears on the legislative agenda. Aims C. McGuinness, Jr., 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 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 prior studies on this subject as part of his work, which includes a plan with recommendations for changes in governance. A Research Department memorandum issued January 19, 1995, examines 21 studies and resulting recommendations.

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. Reengineering the Kansas postsecondary education 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.

Summary of Studies

In reverse chronological order, the following 22 studies are included in this review. They are categorized by brief descriptions of certain common characteristics, or the lack of those characteristics.

Study 22: "Options for Statewide Coordination of Postsecondary Education," Kansas Council on the Future of Postsecondary Education (1997)

Scope. Public Postsecondary Education.

State Level Governance

The report offers three options for statewide coordination:

- a continuation of the voluntary joint advisory committee on governance;
- a mixed governing and coordinating board in which the coordination of community colleges and technical colleges plus area vocational schools is shifted to the State Board of Regents; and
- a new coordinating board for all of postsecondary education.

Local Boards and Taxing Units

No existing local boards would be dissolved under any of the three options and presumably local taxing authority would be retained.

Finance

No immediate changes are anticipated under the first option, but under options 2 and 3, presentation of a consolidated budget request may impact the appropriations process. For option 1, an evaluation would be undertaken by the joint advisory committee and recommendations for changes in financing could be made. For option 2, the Board of Regents would establish tuition ranges for public postsecondary institutions as well as review and approve requests for state funds in seeking a consolidated budget for all institutions. For option 3, the new coordinating board would establish tuition ranges as well as review and approve requests for state funds in seeking a consolidated budget for all institutions.

Mergers and Consolidations

Nothing would appear to prohibit these types of changes that are authorized under current law.

Other

Option 1 would require statutory enactment to require voluntary cooperation and coordination between two constitutional state boards. Decisions would be binding with the concurrence of both state boards. This model places emphasis on further development and participating by the five regional consortia.

Option 2 would maintain the State Board of Regents as the governing entity for the Regents institutions and require statutory changes to make the Regents the coordinating entity for other public postsecondary institutions with authority over degree approval, program review, service areas, and budgets.

Option 3 would require a constitutional amendment to establish a new state coordinating board for public postsecondary institutions and statutory changes to give the new board authority over degree approval, program review, service areas, and budgets.

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

Scope. Public 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:

- 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.
- Alternatives for restructuring the governance of higher education should be seriously considered. Two alternatives of realigning governance were suggested:
 - 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.
 - 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.

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.

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. Public 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.

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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.

3-15

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.

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**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 postsecondary 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.

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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

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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. 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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COMPARISON OF POSTSECONDARY EDUCATION IN KANSAS

Governance

<u>Regents</u>	<u>Washburn</u>	<u>Community Colleges</u>	<u>Area Vocational Schools and Technical Colleges</u>	<u>Independent Colleges and Universities</u>
<p>Article 6 of the Kansas Constitution directs the Legislature to provide for a State Board of Regents comprised of nine members appointed by the Governor, subject to confirmation by the Senate. The State Board of Regents is responsible for supervising the operation of the six state Regents universities. The Kansas Board of Regents is a policy-making body with broad responsibilities in the following areas: administration, fiscal management, facilities management, academic affairs, student affairs, and legal affairs.</p>	<p>Washburn University is a municipal university, governed by state statutes which specify the composition, powers, and duties of the Washburn University Board of Regents. The Washburn University Board of Regents is composed of nine members: four members appointed by the mayor of Topeka, three members appointed by the Governor, the mayor of Topeka or a member of the Topeka City Council, and a member of the State Board of Regents. It is the state of Kansas, not the city of Topeka, which establishes the framework within which WU operates.</p>	<p>Governance of the community colleges resides with elected six or seven member boards of trustees whose powers include levying taxes, hiring staff, and determining the educational program of the school. The institutions are under the supervision of the State Board of Education whose powers include approving courses and programs and distributing state aid. The State Board does not approve individual institutional budgets. The State Board is provided for by the Kansas Constitution and has general supervision of public schools, educational institutions, and all the educational interests of the state, except the functions delegated by law to the Kansas Board of Regents. The State Board consists of ten members with overlapping terms who are elected from districts comprised of four contiguous senatorial districts.</p>	<p>Governance of area vocational schools and technical colleges resides with local school district boards, community college boards of trustees, or multi-boards comprised of a mix of the above. The local boards have authority to hire the heads of the institutions and to determine the schools' educational program. The institutions are under the supervision of the State Board of Education whose powers include approving each institution's operating budget for the purpose of distributing state aid.</p>	<p>Independent colleges and universities are under the governance of institutional boards of trustees. There is no state-level oversight provided except that new institutions must be approved by the State Board of Regents as degree-conferring institutions before awards can be made in Kansas.</p>

Financing

Regents	Washburn	Community Colleges	Area Vocational Schools and Technical Colleges	Independent Colleges and Universities																
<p>The terms "general use" and "restricted use" are central to the discussion of financing the operating budgets. "General use" funds include State General Fund appropriations, General Fees Fund revenues (primarily tuition), and interest on certain investments. In contrast, "restricted use" funds include funds which must be spent in a certain manner, such as parking fees, student union fees, federal research grants, and income generated by campus revenue-producing activities. The FY 1998 approved Regents systemwide operating budget (excluding capital improvements, the hospital portion of the University of Kansas Medical Center, and the Board Office) is summarized below:</p> <p>General Use:</p> <table border="0"> <tr> <td>State General Fund</td> <td style="text-align: right;">\$ 483,180,270</td> </tr> <tr> <td>General Fees Fund</td> <td style="text-align: right;">175,501,773</td> </tr> <tr> <td>Fed. Land Grant</td> <td style="text-align: right;">7,652,499</td> </tr> <tr> <td>Hosp. Overhead Reimb. Fund</td> <td style="text-align: right;">9,825,460</td> </tr> <tr> <td>Other Funds</td> <td style="text-align: right;"><u>2,510,902</u></td> </tr> <tr> <td>Subtotal—GU</td> <td style="text-align: right;">\$ 678,670,904</td> </tr> <tr> <td>Restricted Use</td> <td style="text-align: right;"><u>428,456,779</u></td> </tr> <tr> <td>TOTAL—Operating</td> <td style="text-align: right;">\$ 1,107,127,683</td> </tr> </table>	State General Fund	\$ 483,180,270	General Fees Fund	175,501,773	Fed. Land Grant	7,652,499	Hosp. Overhead Reimb. Fund	9,825,460	Other Funds	<u>2,510,902</u>	Subtotal—GU	\$ 678,670,904	Restricted Use	<u>428,456,779</u>	TOTAL—Operating	\$ 1,107,127,683	<p>Washburn University is supported financially by a combination of the state operating grant, local property tax revenues generated from property within the city limits of Topeka, student tuition and fees, the local ad valorem tax reduction fund, local out-district tuition, investment earnings, and unrestricted endowments. Washburn submits an annual request for the state operating grant to the State Board of Regents, which, in turn submits its recommendation along with the Washburn request to the Governor and the Legislature. The FY 1998 approved state operating grant totals \$7,454,876, an increase of \$286,726, or 4.0 percent, over the FY 1997 grant. In approximate terms, Washburn is financed about 42 percent by student tuition, 28 percent by property tax, 19 percent by the state operating grant, and the balance from other sources.</p>	<p>Three state aid programs specifically for community colleges are: (1) the <u>credit hour aid</u> program that provides an amount per academic hour, 1.5 times that amount for vocational hours, and 2.0 times that amount for vocational hours offered by the five colleges that are designated area vocational schools; (2) the <u>out-district state aid</u> program that reimburses courses taken by students who are not residents of the community college district at the rate of \$24 per hour; (3) the <u>general state aid</u> program that allocates more state aid to schools that have lower assessed valuation per student. Total approved state aid for FY 1998 for the three programs is \$56.3 million. Other major funding sources are a local levy on property in the community college district and student tuition. In FY 1997, budgeted revenues for operations consisted of: 27 percent state resources, 45 percent local resources, 19 percent student tuition and fees, 5 percent county out-district tuition, and 4 percent other resources.</p>	<p>The state pays 85 percent of postsecondary student tuition and the student pays the remaining 15 percent. The amount approved for FY 1998 is \$25.1 million and represents about 60 percent of all funding for operating budgets. The state also provides funding for the vocational education capital outlay program. In addition, area vocational schools and technical colleges are paid by school districts for services provided secondary students.</p>	<p>Funding for independent colleges and universities consists primarily of student tuition and private funding. The primary state resource received by the institutions is in the form of student assistance from the Tuition Grant Program that goes to the student, not the institution. The 1997 Legislature approved \$5,778,144 for FY 1998. Students also are eligible for several other Kansas student assistance programs.</p>
State General Fund	\$ 483,180,270																			
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TOTAL—Operating	\$ 1,107,127,683																			

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Facilities

Regents

Approximately 660 buildings on the various campuses of the Regents system provide more than 23 million gross square feet of space. The Regents must approve each institutional request for state funds for new buildings or renovation projects. The Regents institutions benefit from the Educational Building Fund (EBF) which is a statewide levy of 1 mill to be used for capital improvements. Also, the 1996 Legislature approved an additional method of financing Regents systemwide rehabilitation and repair projects (1996 S.B. 588): the KDFA is authorized to issue bonds totaling \$156.5 million (\$163.6 million with interest earnings) for projects at Regents schools. Debt service for the projects over a 15-year period is estimated at \$228.4 million, with each year's debt service payment totaling \$15.0 million, to be retired with proceeds from the EBF.

Washburn

The Washburn campus includes approximately 25 buildings encompassing about 1.0 million gross square feet. The Legislature has authorized a mill levy for capital improvements and debt retirement; the existing levy for this purpose is 2.88 mills.

Community Colleges

Community colleges may make an annual levy of up to 2 mills for up to five years for the purpose of constructing, repairing, remodeling, furnishing, or equipping buildings or acquiring property for educational purposes. They also may issue bonds for capital improvements.

Area Vocational Schools and Technical Colleges

Area vocational schools and technical colleges have no specific authority to make levies for buildings and equipment. The vocational education capital outlay program makes state aid available to the schools and to community colleges that are designated area schools in the form of grants for projects that have been approved by the State Board. The amount approved for FY 1998 is \$2.0 million.

Independent Colleges and Universities

The state has no role in capital improvements at the independent colleges and universities.

7
es

Role and Mission

Regents

The Regents institutions provide an array of general education courses as a fundamental component of the undergraduate degree. Liberal arts and sciences, professional, and graduate degree programs are offered as appropriate and as approved by the Board. The Regents institutions are charged to provide students and Kansans with high quality educational, research, and service programs.

Washburn

Washburn University's mission statement describes Washburn as an urban university concentrating its efforts on undergraduate instruction, professional legal education, and selected professional programs at the graduate level. Washburn is limited to associate, baccalaureate, masters, and juris doctorate degrees, and is prohibited statutorily from establishing specialized schools.

Community Colleges

A mission statement adopted by the State Board of Education emphasizes three main areas: academic programs leading to transfer to four-year institutions, vocational and occupational programs for job preparation or retraining, and community service programs and activities.

Area Vocational Schools and Technical Colleges

In a 1992 strategic plan developed by the Association of Area Vocational-Technical Schools, the mission of area vocational schools was defined as "developing and implementing a statewide program of workplace skills to provide youth and adults with the knowledge and experiences needed to increase personal growth and opportunity and statewide economic development."

Independent Colleges and Universities

The schools focus on liberal arts programs. Vocational and professional training is generally limited, although there are notable exceptions such as teacher and nursing education programs. Most of the institutions have a religious affiliation.

17-71

Service Areas

Regents

According to Board of Regents policy, the state is divided into three geographic service areas to ensure that the need for off-campus educational services is met without unnecessary duplication: KU and PSU are assigned the eastern third; WSU and ESU are assigned the central part; and KSU and FHSU are assigned the western third of the state. Exceptions are sometimes made to the service area guidelines; however, in all cases a Regents institution must have Board approval to offer a course outside its service area and the institution must contact all affected schools in the area. At the present time, the Board is engaged in a discussion regarding the impact of telecommunication courses, distance learning, the Virtual University concept, and Internet-related learning.

Washburn

The statutes specify that the state aid operating grant shall not be used to expand graduate programs or for the purpose of expansion of off-campus programs without the prior approval of the Kansas Board of Regents.

Community Colleges

The State Board will not approve an off-campus course in a county in which the main campus of a Regents institution, Washburn University, or another community college is located unless permission is granted in writing by the head of the home institution. In the case of independent colleges and universities, the head of the home institution must be informed in writing of plans to offer a course in that county.

Area Vocational Schools and Technical Colleges

There are no formal service areas for area vocational schools and technical colleges, although most of the institutions have an operational definition or understanding of what their service area is.

Independent Colleges and Universities

There are no formal service areas, but the institutions historically have abided by off-campus guidelines developed by the various postsecondary sectors.

4-5

Residency and Admissions

Regents

1996 H. B. 2668 imposes a "qualified admissions" requirement upon Kansas high school graduates who want to enroll at a Regents institution, effective Fall 2001. High school graduates must meet one of the following: an ACT score of at least 21, rank in the top third of their graduating class, or complete the Regents precollege curriculum with a grade point average of at least a "C" (2.0). A small number of exceptions is allowed.

In terms of residency requirements for tuition purposes, the basic rule set forth in K.S.A. 76-729(a) is that persons who have not been residents of Kansas for at least 12 months prior to enrollment, are non-residents for fee purposes.

Washburn

By policy of the Washburn University Board of Regents, admission is open to graduates of an accredited Kansas high school. WU utilizes a six-month residency requirement.

Community Colleges

For purposes of credit hour and general state aid, a student must have been a resident of Kansas for six months. For purposes of out-district state aid and out-district tuition, a student must have been a resident of the community college district for six months. There are no statutory admission requirements.

Area Vocational Schools and Technical Colleges

State aid is paid only for Kansas resident students who are either high school graduates or are at least 16 years old and not regularly enrolled in a school district.

Independent Colleges and Universities

Admission requirements are set by the individual institutions.

4-6

Enrollments

Regents		Washburn	Community Colleges		Technical Colleges		Independent Colleges and Universities		
Shown below is Fall 1997 FTE enrollment data for the Regents institutions. ¹⁾		Fall 1997 FTE enrollment:		Fall 1997 FTE enrollment:		Fall 1997 FTE enrollment:		Fall 1997 FTE enrollment:	
KU	22,237	WU	4,618	Allen County	970	Flint Hills, Tech. Coll.	281	Baker	1,756
KSU	16,693			Barton County	1,590	Manhattan Area Tech. Coll.	389	Benedictine	833
WSU	9,706			Butler County	3,824	North Central KS. Tech. Coll.	433	Bethany	704
ESU	4,625			Cloud County	1,304	Wichita Area Tech. Coll.	565	Bethel	594
FHSU	4,645			Coffeyville	1,022	TOTAL	1,668	Central	224
PSU	5,265			Colby	1,187			Donnelly	243
TOTAL	40,934			Cowley County	2,080			Friends	2,730
KSU-Salina	557			Dodge City	1,204			Hesston	394
KSU-Vet Med	638			Fort Scott	972			Kansas Newman	1,216
KU-Med Ctr	— ¹⁾			Garden City	1,144			Kansas Wesleyan	574
	1,195			Highland	1,198			McPherson	482
				Hutchinson	2,189			Midamerica Nazarene	1,363
				Independence	840			Ottawa	2,182
				Johnson County	7,375			Southwestern	600
				Kansas City	2,845			St. Mary	429
				Labette County	712			Sterling	500
				Neosho County	611			Tabor	495
				Pratt	735			TOTAL	15,319
				Seward County	938				
				TOTAL	32,740				

1) Note: FTE is calculated at 15 credit hours of undergraduate, 9 credit hours of graduate, and 12 credit hours of law school or veterinary medicine enrollment. KU Medical Center does not compute FTE.

Note: Figures reported by postsecondary institutions are 20th day enrollments for the fall term. This census provides comparable figures for all institutions of postsecondary education by counting students on the same day of a term regardless of school type.

4-7

Student Tuition

Regents	Washburn	Community Colleges	Area Vocational Schools and Technical Colleges	Independent Colleges and Universities
The Board of Regents has authority to set the tuition rates at Regents schools. For FY 1998, General Fees Fund (tuition) expenditures are budgeted to account for 21.4 percent of general use expenditures. The Fall 1996 (FY 1997) tuition rates for undergraduate resident students are shown below. ⁽¹⁾	The Washburn University Board of Regents is granted the authority to prescribe rules, regulations, and bylaws for the governance of the University, including the power to fix tuition and fees. For academic year 1996-1997, undergraduate resident tuition for 15 hours at Washburn was \$1,500.	Full-time (15 hours) resident tuition Fall Semester 1996:	Full-time (558 clock hours) tuition Fall Semester 1996:	Full-time tuition Fall 1996: ⁽²⁾
KU \$945		Allen County \$ 420	Northeast \$ 575	Baker \$ 5,150
KSU \$945		Barton County \$ 375	North Central Tech. Coll. \$ 572	Benedictine \$ 5,300
WSU \$892		Butler County \$ 413	Southeast \$ 558	Bethany \$ 4,938
ESU \$708		Cloud County \$ 435	Flint Hills Tech. Coll. \$ 569	Bethel \$ 4,850
FHSU \$708		Coffeyville \$ 390	Northwest \$ 364	Central \$ 4,100
PSU \$708		Colby \$ 420	Salina \$ 502	Donnelly \$ 1,400
KSU-Salina \$717		Cowley \$ 405	Kaw \$ 624	Friends \$ 4,733
		Dodge City \$ 450	Manhattan Tech. Coll. \$ 527	Hesston \$ 4,875
		Fort Scott \$ 420	Wichita Tech. Coll. \$ 502	Kansas Newman \$ 4,250
		Garden City \$ 420	Liberal \$ 531	Kansas Wesleyan \$ 4,900
		Highland \$ 435	Kansas City \$ 523	McPherson \$ 4,625
		Hutchinson \$ 450		Midamerica Nazarene \$ 4,080
		Independence \$ 375		Ottawa \$ 4,175
		Johnson County (incl. fees) \$ 690		Southwestern \$ 4,280
		Kansas City \$ 450		St. Mary NA
		Labelle County \$ 405		Sterling \$ 4,848
		Neosho County \$ 390		Tabor \$ 4,850
		Pratt \$ 405		
		Seward County \$ 405		

1) Note: This table assumes undergraduates enrolled in 15 credit hours.

2) Includes fees.

4-8

**Regular Thirteenth Biennial Report
and Recommendations**

of the



**KANSAS
LEGISLATIVE
COUNCIL**

*Submitted to the 1959 Legislature
December 15, 1958*

advantage under these limitations in the federal act, at least without further information as to the experience at the national level.

In other words, the council feels that it would be best to follow the effect of the congressional legislation for another year or more before considering whether any state action might be feasible or desirable. In consequence, the legislative council recommends that no further action be taken on this proposal.

The legislative council submits the above report to the proper committees of the 1959 legislature together with other available information.

PROPOSAL No. 7

A PROPOSAL relating to a study, survey, report, and recommendations regarding the state educational system, beginning with kindergarten and extending through college or university [to carry out 1957 Senate concurrent resolution No. 25].

Following the assignment of this proposal to the council's committee on education in May, 1957, a progress report was made to the council (see September, 1957, *Journal of the Kansas Legislative Council*, pp. 58-61) and a report was submitted by the council to the 1958 legislative budget session (see November, 1957, *Journal of the Kansas Legislative Council*, pp. 84-88). The later report asked for an additional appropriation for the special studies authorized by the 1957 legislature in order to complete the assignment. The request was granted (see Budget Sess. L. 1958, ch. 10, sec. 5).

In September, 1958, the council's committee on education reported the employment of Dr. Otto E. Domian director of the bureau of field studies and surveys, of the college of education of the university of Minnesota, to serve as director of the survey of the public school system, and Mr. George J. Frey, Jr., to serve as co-ordinator and head of the state survey office. It also reported that a citizens advisory committee of thirty-five prominent individuals had been appointed. That committee has held two meetings.

Thirty-five regional meetings, attended by lay citizens, board members and school administrators, have been conducted by the state survey staff to explain the plan and scope of the survey. A county survey committee has been organized by the citizens in each of the 105 counties. More than 3,000 Kansans are now actively participating in the survey as members of county committees.

The county committees will work throughout the year on these three major tasks:

Phase I—To determine the educational program that should be offered in the schools of the county to best equip the children for life in the last half of the twentieth century.

Phase II—To compare what the schools of the county are now doing with what was determined as desirable in Phase I.

Phase III—To examine the methods and means of bringing the schools of the county to the level agreed upon as being essential in Phase I.

Each county was free to select the committee members and organize the committee in accord with the unique conditions existing in that county. While materials to assist county committees will be furnished by the central survey staff, the county committees have been urged to use all possible local resources to become more fully informed about their educational problems.

With the survey in the elementary and secondary field well started, the council's committee is working on plans for the survey of higher education in Kansas, but it may take several weeks before satisfactory arrangements can be completed. The council's committee is securing from each of the institutions of higher education in Kansas certain basic statistical information to serve as a preliminary basis for beginning the survey in this field. In view of the present circumstances it seems essential for the committee to continue its work after the November, 1958, session of the legislative council in order that it may complete the arrangements which are now in process regarding the survey of higher education, and continue to exercise supervision over the public school survey.

Therefore, the legislative council authorized the continuation of its committee on education until the organization of the new legislative council in 1959, in order to exercise necessary responsibilities delegated to it with respect to the supervision of the educational survey under Proposal No. 7.

The legislative council submits this report to the proper committees of the 1959 legislature together with other available information.

5-3

PROPOSAL No. 8

A PROPOSAL relating to a study and survey of third-class cities located in townships [to carry out 1957 House concurrent resolution No. 18].

Under the provisions of Proposal No. 8, which was House concurrent resolution No. 18 of the 1957 session, the council was directed to make a study of third-class cities located in townships, the problems of the residents of such cities being entitled to vote for township officers, and the advisability and feasibility of enacting legislation to prevent residents of such cities from voting for township officers. In keeping with these directives, the council's committee on federal, state and local government has conferred with Representative Alvin Bauman, the author of H. C. R. No. 18, and with Mr. Albert Martin of the league of Kansas municipalities. Existing township laws and practices in Kansas have also been examined, as well as the possible effects thereon which would result from removing property in third-class cities from township tax rolls.

In general, so far as the present Kansas law is concerned, cities of the third class remain a part of the township in which they are situated for most township purposes. However, the property in third-class cities is specifically exempted by G. S. 1949, 68-535 from levies for township road purposes, although residents of these areas may vote in the election of township trustees, clerks, and treasurers whose duties include, among other things, the spending of township road funds. That the citizens whose property is subject to taxation may be overruled at the polls by persons whose property is not so taxed seems to be the heart of the present problem. In other words, with a substantial proportion of the township voters often located in third-class cities, the election of township officials may be controlled by the votes of persons whose property is not taxed for a function which will be administered by these officers.

However, on the other hand, township officials are also elected to perform other duties which directly affect residents in third-class cities and for which taxes are levied on the property located in these cities. Consequently, merely eliminating the present right of residents of third-class cities to vote for these township officers, while at the same time subjecting their property to taxes to support certain township operations, would clearly result in taxation without representation, and hence would offer no real solution.

PROPOSAL No. 32

A PROPOSAL relating to educational television, requesting a study, report and recommendations as to the cost and the desirability of using that medium for both on and off campus instruction.

The council's committee on education considered the desirability of having educational television and its possible cost.

A conference was held on October 30, 1957, with representatives of the citizens committee on educational television for Kansas and the joint committee on television of the five state institutions of higher learning. At this conference there was an opportunity to review the citizens committee's proposal for educational television in Kansas and to secure information on recent developments in the field. More recently, on October 3 and 4 of 1958, the council's committee attended an educational television seminar at Manhattan sponsored jointly by Kansas state college and the Kansas citizens committee on educational television.

We have been impressed by the tremendous progress made in the field of educational television during the last few years and find that it is rapidly becoming an important part of the educational program both at the public school level and in higher education. In the next few years when America will face tremendous competition as a result of the Russian program of education, we can not afford to ignore the advantages of this new method. It does not provide a substitute for the classroom teacher, but experiments seem to indicate that it is particularly adapted for instruction in certain types of courses, such as arithmetic, mathematics, science, literature, speech improvement and foreign languages. Both high school and adult courses in Russian, Spanish, and French are being offered, and courses in many fields are now being offered in elementary and secondary schools, and colleges and universities. Television is being used for demonstrations and instruction in medical schools, teacher training courses, and is used for educational and cultural subjects. It can be used for the instruction of homebound children, for example.

It is reported that thirty-eight educational television stations will be in operation at the end of this year, and by 1960 it is estimated that sixty stations will be in operation over the country. Of the thirty-one stations in operation at the beginning of this year, thirteen were college stations, nine were maintained by states or public

school systems, and the remainder were community stations. The states of Oklahoma and Alabama maintain state-wide networks of educational television.

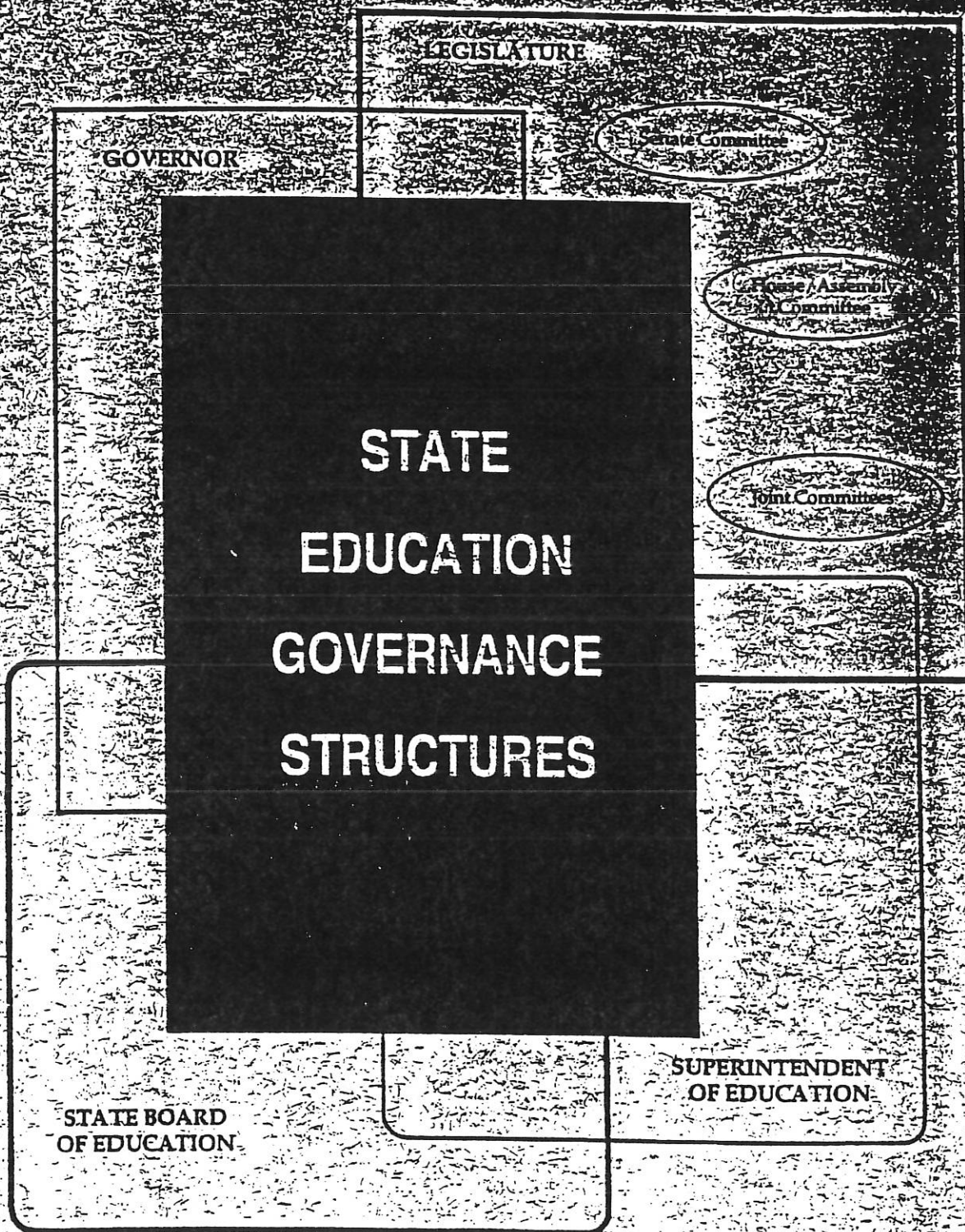
Television teaching requires not only experienced teachers, but top-rank teachers. A great deal more time must be spent in preparation for teaching on television than in the ordinary classroom. In fact, television teachers usually are assigned only one lesson a day and devote all the rest of their time to preparation. In many courses of study it is necessary for classroom teachers to follow up the television lessons and answer questions, conduct discussion and assist the pupils with particular problems and conduct examinations.

Members of the legislature are probably aware that a college credit course in physics is now being broadcast by a number of commercial stations throughout the nation at 6:30 a. m. each morning, five days a week. This course is entitled "Topics in Physics," and is taught by Doctor White, a recognized authority and experienced television teacher.

The council finds that there are certain problems involved in an establishment of a state-wide network of educational television in Kansas that require additional consideration. We feel that more study should be given to the question of over-all supervision and management, financing and the location of stations and studios. The council's committee has been so involved in the organization of the educational survey throughout the state under Proposal No. 7, that it was not able to give adequate consideration to all of the problems of an educational television system for Kansas. It is felt that another conference with all of the interested parties concerned should be held in the immediate future, and that it will be essential to have additional time for a study and consultation before we will be in position to submit sound recommendations on this proposal.

Therefore, the council authorized its committee to hold meetings and conferences during the period following the adjournment of the council, with permission to file its final report and recommendations later, and to transmit such report and recommendations directly to the 1959 legislature.

The legislative council submits the foregoing report to the proper committees of the 1959 legislature, together with other available information.



SECTION I

STATE EDUCATION GOVERNANCE STRUCTURES:
AN OVERVIEW

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STATE EDUCATION GOVERNANCE STRUCTURES

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6-3

Models of State Education Governance Structures

Basic Models

Campbell and Mazzoni (1976) developed several models to depict the formal relationships among governors, chief state school officers (CSSOs) and state boards of education (SBEs) in governing public education. They focused on the policy-making components of the state education agency--the CSSO and the SBE--and on the formal links between these roles and the governor's office and the legislature. While Campbell and Mazzoni recognized that structural arrangements alone may not determine policy-making processes within a state, they found that structure does affect the influence that various officeholders possess. For example, they reported that the legal authority of the SBE "to appoint its own CSSO was strongly related to the policy-making influence of the board" (p. 432).

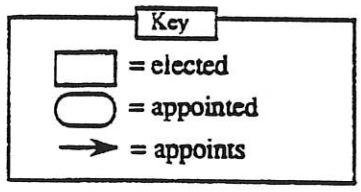
Subsequently, Burnes, Palaich, McGuinness and Flakus-Mosqueda (1983) focused on four basic models that reflected the formal relationships among the governor, CSSO and SBE in 43 of the 50 states. Sanchez and Hall (1987) later used these four basic models in a study of CSSOs in which they updated the 1983 classifications. They reported that 44 states conformed to one of these four basic models in 1986. In Model One, the governor appoints the SBE; the SBE in turn appoints the CSSO. Model Two differs from Model One in that the SBE is elected by the citizenry rather than appointed; the SBE appoints the CSSO as in Model One. In Model Three the SBE is appointed by the governor, and the CSSO is elected by the citizenry. In Model Four, the governor appoints both the SBE and the CSSO. These four basic models are represented in the diagram on the following page.

Thirty-seven states now conform to one of these four basic models (see Table 1, page nine). Ten states reflect Model One, and Model Two represents the education governance structure in nine states. Eleven states conform to Model Three, and seven states reflect Model Four. The remaining 13 states have unique governance structures.

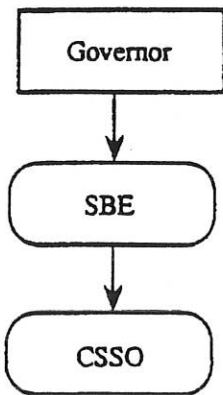
Nine states no longer reflect the same model as they did in 1983 because their governance structure changed or different rules were used to classify the state's governance structure. Structural changes occurred in five states, and in three states the application of different rules accounted for their reclassification. Both a structural change and the application of different rules accounted for one state being reclassified.

Structural changes resulted in Iowa, Minnesota and South Dakota being reclassified from Model One to Model Four. Two states, New Mexico and Texas, were moved from Model Two to unique structures because of governance changes. Structural changes also occurred in states that did not, and still do not, conform to any of the basic models. These structural changes are discussed in the next section.

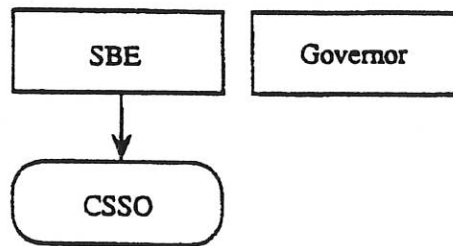
Basic Models of State Education Governance



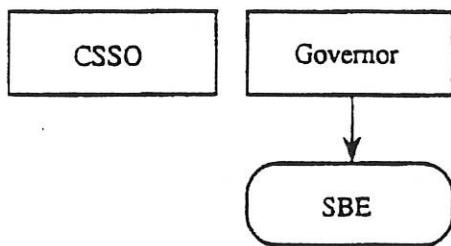
Model One



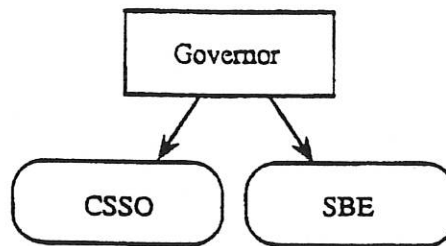
Model Two



Model Three



Model Four



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New Hampshire, Massachusetts and Virginia no longer conform to any of the four basic models because different rules were applied to classify their governance structures. In 1983, New Hampshire was classified as adhering to Model One, but since the governor in conjunction with an elected council makes the SBE appointments, this state has been reclassified as unique. Massachusetts (formerly Model One) and Virginia (formerly Model Four) also have been reclassified as unique structures because these states have a secretary of education in addition to the CSSO.

Kentucky no longer reflects the same model as it did in 1983 because its governance structure changed and different rules were used to classify its structure. The structural change would have resulted in this state being reclassified from Model Three to Model One. However, since Kentucky also has a secretary of education in addition to its CSSO, it is classified as having a unique education governance structure.

Recent Structural Changes

The government officials selected for the survey were asked if the structure of their state education governance had changed in recent years and, if so, to describe the changes and the reasons for them. Their responses were verified through a review of state statutes and current education news weeklies and journals. This information also was compared with the 1983 classifications by Burnes et al. and the updated classifications of Sanchez and Hall (1987) to identify changes in state education governance structures over the past decade.

Respondents from half of the states reported that some type of governance change had taken place. However, most of the changes noted did not affect structural relationships at the state level. Structural relationships change when a different method is used to select the CSSO or SBE members or if an office, such as a secretary of education, is added to the governance structure. Only structural changes are reported here.

Seven states use a different method to choose their CSSOs than they did in 1983. In Iowa, Minnesota, South Dakota and Texas, the CSSO formerly was appointed by the SBE and is now appointed by the governor. In Kentucky, Louisiana and Mississippi, the CSSO is now appointed by the SBE instead of elected.

The change in South Dakota was the result of a 1991 executive reorganization order that abolished the office of state superintendent of schools (the state's CSSO). The duties of the CSSO were consolidated with those of the secretary of the Department of Education and Cultural Affairs. The reason given by one respondent for the change was "to streamline operations, improve efficiency and align the chief with the governor."

Massachusetts also changed its structure in 1991 when it established the office of secretary of education. The secretary is a voting member of the SBE and chairs the Higher Education Coordinating Council and the Committee on Education Policy. Unlike South Dakota, Massachusetts still has a separate office for its CSSO, the commissioner of education.

Table 1
Education Governance Structures in the 50 States

States That Conform to a Basic Model

MODEL ONE (10 states)	MODEL TWO (9 states)	MODEL THREE (11 states)	MODEL FOUR (7 states)
Alaska	Alabama	Arizona	Iowa
Arkansas	Colorado	California	Maine
Connecticut	Hawaii	Georgia	Minnesota
Delaware	Kansas	Idaho	New Jersey
Illinois	Michigan	Indiana	Pennsylvania
Maryland	Nebraska	Montana	South Dakota
Missouri	Nevada	North Carolina	Tennessee
Rhode Island	Ohio	North Dakota	
Vermont	Utah	Oklahoma	
West Virginia		Oregon	
		Wyoming	

States That Do Not Conform to a Basic Model

Florida--The SBE consists of 7 elected cabinet members: the governor, secretary of state, attorney general, comptroller, treasurer, commissioner of agriculture and commissioner of education (CSSO).

✓ **Kentucky**--The governor appoints SBE members, and the SBE appoints the CSSO. The governor also appoints the secretary of education, arts and the humanities, who is a cabinet member.

Louisiana--Eight SBE members are elected, and the governor appoints 3 members. The SBE appoints the CSSO.

✓ **Massachusetts**--The governor appoints SBE members, and the SBE appoints the CSSO. The governor also appoints the secretary of education, who is a cabinet member.

Mississippi--The governor appoints 5 SBE members, while the lieutenant governor and the speaker of the house each appoint 2 members. The SBE appoints the CSSO.

New Hampshire--The governor and the Council (an advisory council composed of 5 elected members) appoint SBE members, and the SBE appoints the CSSO.

New Mexico--Ten SBE members are elected, and the governor appoints 5 SBE members. The SBE appoints the CSSO.

New York--The state legislature elects SBE members, and the SBE appoints the CSSO.

South Carolina--Legislative delegations elect 16 SBE members, and the governor appoints 1 SBE member. The CSSO is elected.

✓ **Texas**--The SBE is elected, and the governor appoints the CSSO.

✓ **Virginia**--The governor appoints SBE members and the CSSO. The governor appoints the secretary of education, who is a cabinet member.

Washington--Local school boards elect SBE members, and the CSSO is elected by the citizenry.

Wisconsin--There is no SBE, and the CSSO is elected.

In two states, the composition of and the method for selecting the SBE changed. Mississippi (which also changed its CSSO selection procedure) changed from a three-member ex officio board (members by virtue of their offices) to an appointed SBE; the governor appoints five of the nine members, and the lieutenant governor and speaker of the house each appoint two members. In New Mexico, a 1986 constitutional amendment added five SBE members appointed by the governor; the remaining 10 members are elected.

Although other changes in the size of SBEs did not affect structural relationships, it is interesting to note that the SBE in 25 states has increased or decreased in membership during the past decade. Since 1986, eight states expanded their SBE membership, while four reduced their membership. Two of the four states, Ohio and Washington, notably reduced the size of their SBEs--down 10 members in both states. The mean number of SBE members has remained fairly stable at 10 during the past decade. (More detailed information about the size of SBEs is provided on page 14.)

Overall, structural changes in state education governance over the past decade have been relatively modest. The only noteworthy trend is some movement toward centralizing authority in the governor's office. Three more states now authorize governors to appoint both the SBE and the CSSO than in 1983. In 21 states the governor either appoints the SBE, which in turn appoints the CSSO, or directly appoints both the SBE and CSSO. In an additional three states, the governor appoints part of the SBE, which appoints the CSSO.

In 11 other states, the entire SBE is appointed by the governor; in South Carolina, the governor appoints one member. In these 12 states, the CSSO is elected. Since governors in a total of 36 states appoint all or some of the SBE members, this would appear to centralize considerable authority over education policy in the governor's office. However, the governor's power is restricted in two ways: (a) Board members' terms often are staggered, so a governor may appoint only a minority of the entire board; and (b) board members may serve for longer terms than the governor. Of course, the governor's influence in education matters also is reduced where CSSOs are still elected, even though the SBE is appointed.

While in 26 states *either* the entire SBE *or* the CSSO is still elected, only in Florida and Washington are *both* of these offices elected. And both of these states are unique in how SBE members are elected. In Florida, the governor and CSSO are members of the SBE, which is composed of seven elected state officers. In Washington, SBE members are elected by local public school boards rather than in a nonpartisan general election as the state's CSSO is selected.



June 24, 1997

The Chronicle of Higher Education

Academe Today

The Chronicle of Higher Education

Date: June 27, 1997

Section: Government & Politics

Page: A34

Related story:

California Center Closes After 5 Years of Controversial Work

Report Calls for Strong State Coordination of Public Colleges

It praises systems used in Georgia, Illinois, and Texas, but pans those of California, Michigan, and New York

By Patrick Healy

States can improve the performance and efficacy of their higher-education systems by finding new ways to balance the needs of government with the needs of colleges, according to a report released last week.

Analysts who led a two-year study for the California Higher Education Policy Center found that states where central boards have clearly defined authority, such as in Illinois and Georgia, respond better to state needs and goals and to budget pressures than do decentralized systems or boards with limited authority, as found in California and New York.

The study, which focused on seven states, also found little relationship between how much states spend on colleges and how well the colleges perform.

In Michigan, where public campuses received the highest total of state funds and tuition dollars per full-time student, institutions did poorly compared to those in the other six states at staying affordable for families and at enrolling and graduating minority students. Michigan campuses did only an average job of enrolling and retaining all students. The colleges that receive the least per full-time student, in Florida, ranked high on affordability for families and educating minority students, but fared worse at enrolling and retaining students.

The study of the strengths and weaknesses of different kinds of college systems comes at a time when many states want new ways to deliver more education at less cost. The analysts studied postsecondary education in California, Florida, Georgia, Illinois, Michigan, New York, and Texas, drawing on site visits, state and college documents, and more than 200 interviews.

"Every state has to confront how to organize and structure higher-education systems in a way to balance the interests of the public at large with the values that tend to drive the institutional community," said Patrick M. Callan, one of the authors and the executive director of the policy center, an independent research institute. "The best systems are those that keep those things in balance."

Two more reports are expected from the study team over the next year that will offer policy recommendations for reform-minded state officials. This first installment describes the research and suggests several ways that governance structures help or interfere with states' ability to achieve their goals for higher education.

The authors found states' needs and goals were well-served by the "federal" college systems of Illinois and Texas, where a statewide coordinating agency oversees campuses that may have their own governing boards, and by the "unified" system in Georgia, where a Board of Regents is in charge of the

Attachment 1

6-9

06/23/97 08:52:11

s. 34 universities and two-year colleges.

Under both types of governance structure, the coordinating body links colleges to each other and to state government in four areas: assessing college performance, crafting budgets, coordinating educational programs, and encouraging collaboration and transfer agreements.

Such systems also put premiums on long-term, statewide planning, as well as on building public and political support for higher education.

"Coordinating boards that are not simply higher education or state government -- that is, part of both higher education *and* state government -- do a better job of balancing the public interest against professional values and institutional concerns than do subsystem or institutional governing boards that spend much of their time competing with other subsystems or protecting the institutions they govern from the influence of state government," the report said.

In California, Michigan, and New York, the authors found that a lack of coordination has led colleges and "subsystems" -- the University of California system, for example -- to pay more heed to their own interests than to the needs of the states.

By focusing on their institutional aspirations rather than on how to serve all residents of the state, the college systems in those three states have produced bad and good results, the authors said.

The public interest is often ignored, with high tuition and limited access at many public campuses in California and Michigan, the report said. Self-centeredness by the campuses, according to the authors, has led to interference by governors and legislators in the three states, either through governing-board appointments or the state budget.

But the report acknowledged that the relative independence California and Michigan have given their institutions has also led to development of at least two of the nation's best public universities, the University of California at Berkeley and the University of Michigan.

College officials in several of the states that were studied had not seen the report last week and declined to comment. But some officials familiar with the findings expressed skepticism that certain structures help achieve goals for higher education more effectively than others do.

"If there are excellent people who work well together and with skill, I can make almost any configuration work," said Barry Munitz, chancellor of the California State University System and an adviser to the project. "If you hand me an allegedly perfect structure and inept people, it will collapse."

While the authors found problems in every system they studied, they saw much that they liked in Illinois and Georgia and, to a lesser extent, in Florida and Texas.

In Illinois and Georgia, college systems were viewed as responsive to priorities set by state officials. The two state systems, which both have central offices that are respected by political leaders, earned praise for forcing colleges to be more efficient and for preventing program duplication. The authors also hailed Illinois for working closely with private colleges there to expand educational options.

In both states, however, the ability of systems to balance statewide interests with institutional concerns depended largely on strong leadership in the central office, supportive political leaders, and steady increases in state funds.

College governance in Florida involves so many players -- the Legislature and separate systems for the universities and for the community colleges -- that statewide planning and management have proved difficult, people in the state told the analysts.

Because the Legislature has a major role in governance, however, Florida has been able to move fast to shield colleges and students from the state's economic problems. The campuses generally have been

6-10

nune from the budget cuts and tuition increases that faced institutions in other financially troubled states.

As in Florida, the university-coordination office in Texas is effective largely because of strong leadership from its chief executive, the report's authors said. They credited the coordinating board with trying to build a public agenda for higher education and carry out legislative directives, but noted that some observers saw the board as a form of "excessive bureaucratic intrusion."

The analysts found that colleges were generally most affordable in states, such Florida, Georgia, Illinois, and Texas, where one agency was responsible for "representing the public interest in decisions that affect institutions."

Many of those interviewed for the report in New York and Michigan, meanwhile, viewed their colleges systems as less responsive to the states' needs. The authors attributed that opinion to the lack of coordinated planning in the two states, and the reliance of elected leaders on market forces and the state budget to "shape institutional priorities." Political leaders in both states have criticized systems and institutions for being inefficient and ignoring the needs of the state.

The two public-university systems in New York face particular problems as they work toward their priorities of access and quality, the authors said. Because of a lack of statewide coordination, budget cuts, and "deep divisions" among political leaders, "the state's capacity to develop explicit public policy goals, build consensus around them and assess progress in meeting them is very limited," the report said.

Many college officials in the most decentralized state, Michigan, voiced support for the constitutional autonomy of the public universities, each of which has its own governing board and does not report to a central planning agency. But others in Michigan had complaints about duplication of programs and poor relationships between public colleges and schools.

The state government, meanwhile, influences higher education through appropriations rather than goal-setting -- and has no accountability system for the \$1.5-billion it allots to colleges, the authors said.

"Michigan has no information about the performance or participation of minority groups, the success of remedial education, how money is spent, or what the state receives for its investment in higher education," the report said.

In California, the three "subsystems" -- the University of California, California State University, and the California Community Colleges -- work toward their own goals without much coordination. The state has no clear priorities for public higher education, according to the authors, which could cause grave problems as the state prepares for an influx of 450,000 more students over the next 10 years.

Because the three California systems tend to resist changes that do not serve their own interests, the authors said, "elected leaders can only hope that the aggregate responses of the three public subsystems will equal state needs."

Copies of the report are available until June 30, 1997, from the California Higher Education Policy Center, 160 West Santa Clara Street, Suite 704, San Jose, Cal. 95113.

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Title: Report Calls for Strong State Coordination of Public Colleges

Published: 97/06/27

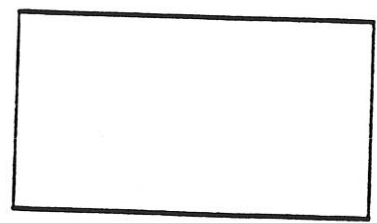
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Dr. Steniparden
June 24, 1997

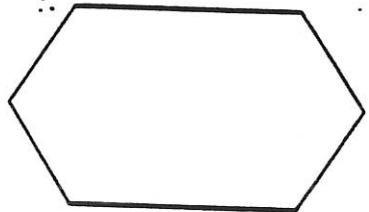
Chart I

Six Basic Patterns of State Coordination & System/Campus Governance

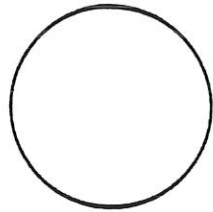
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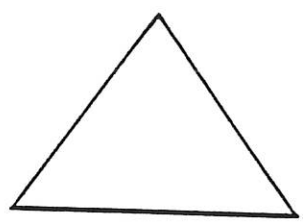
= Consolidated
or Multi-Campus
Governing Board



= Regulatory or
Advisory Coordinating Board



= Senior 4-yr.
College or University
Campus



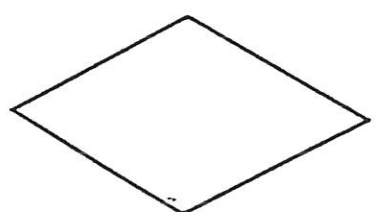
= Community College
Technical Institute
2 yr. Campus



= Direct Governing
Relationship



= Coordinating
Relationship

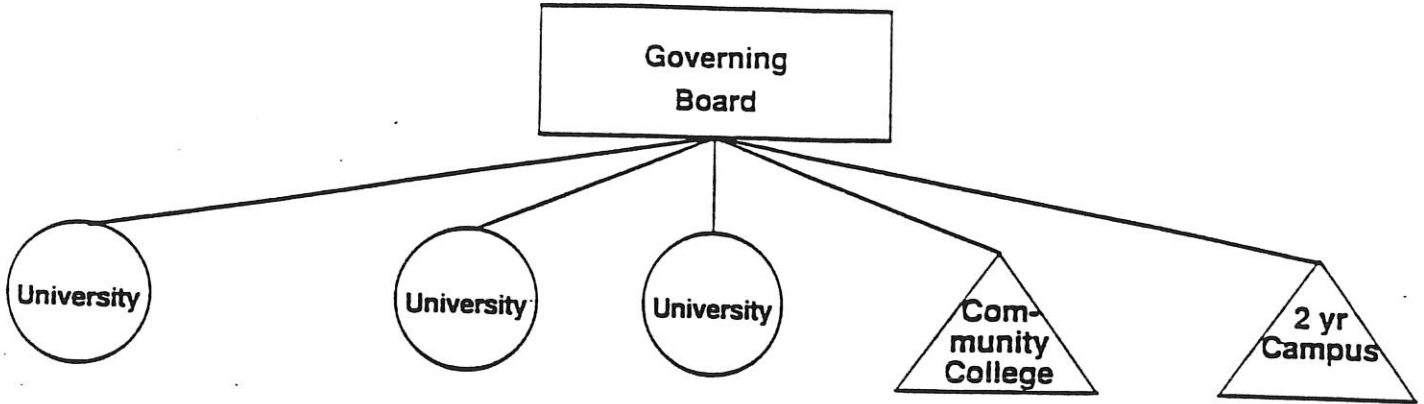


= Planning Agency

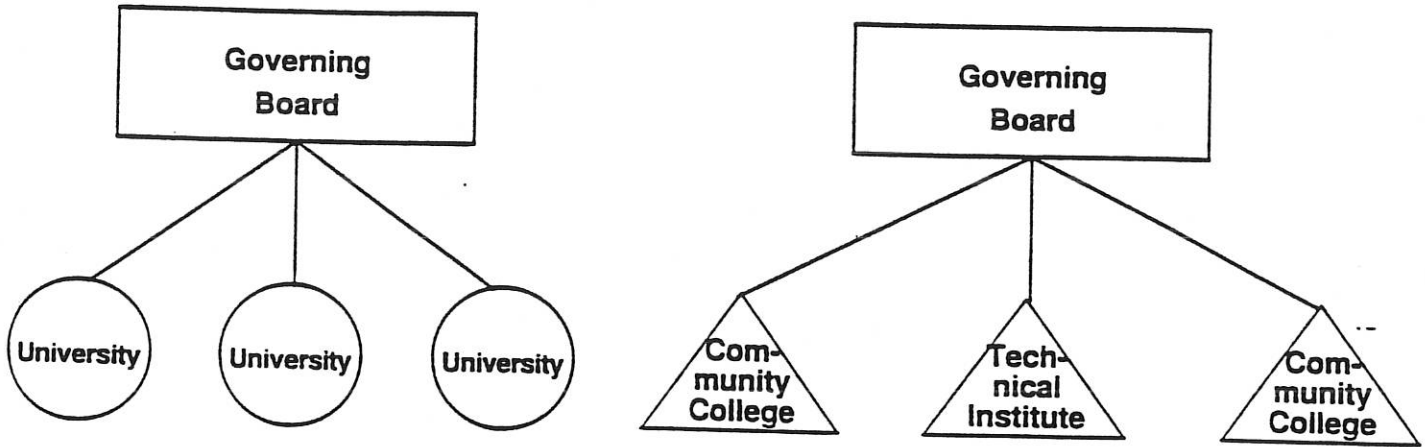
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Chart I (cont.)

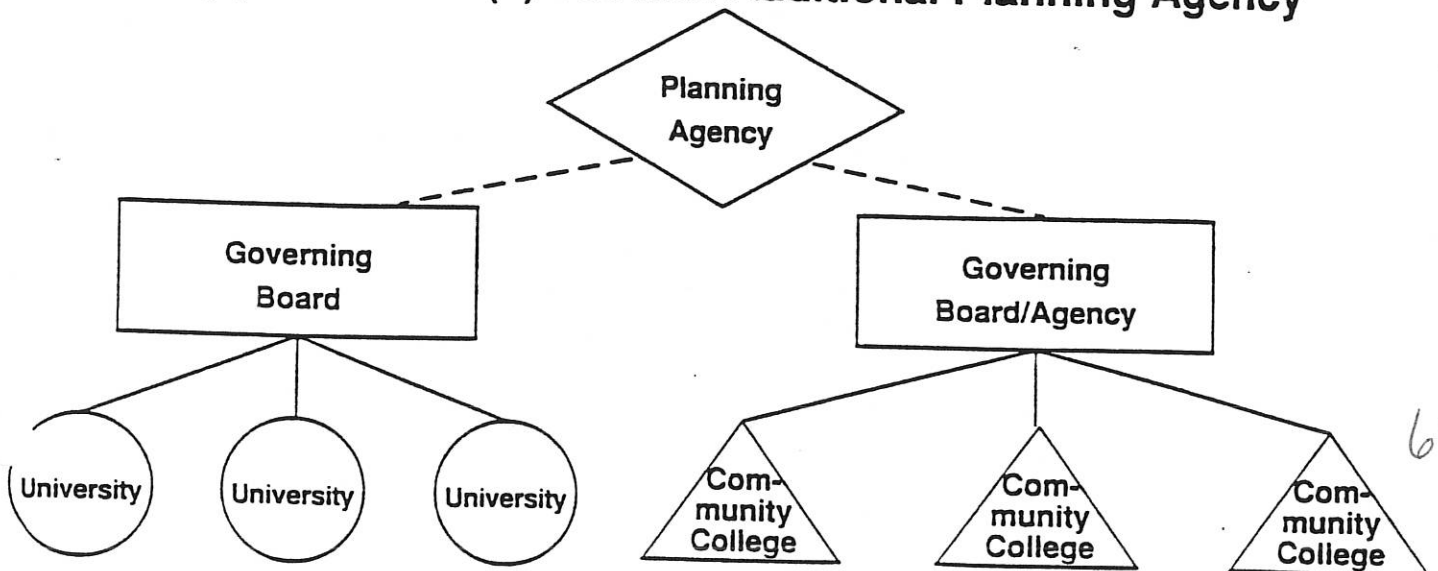
A. Consolidated Governing Board for All Public Institutions



B. (1) Consolidated Governing Board for All/Most Senior Institutions. Separate Board/Agency for Community Colleges or Tech. Institutes.



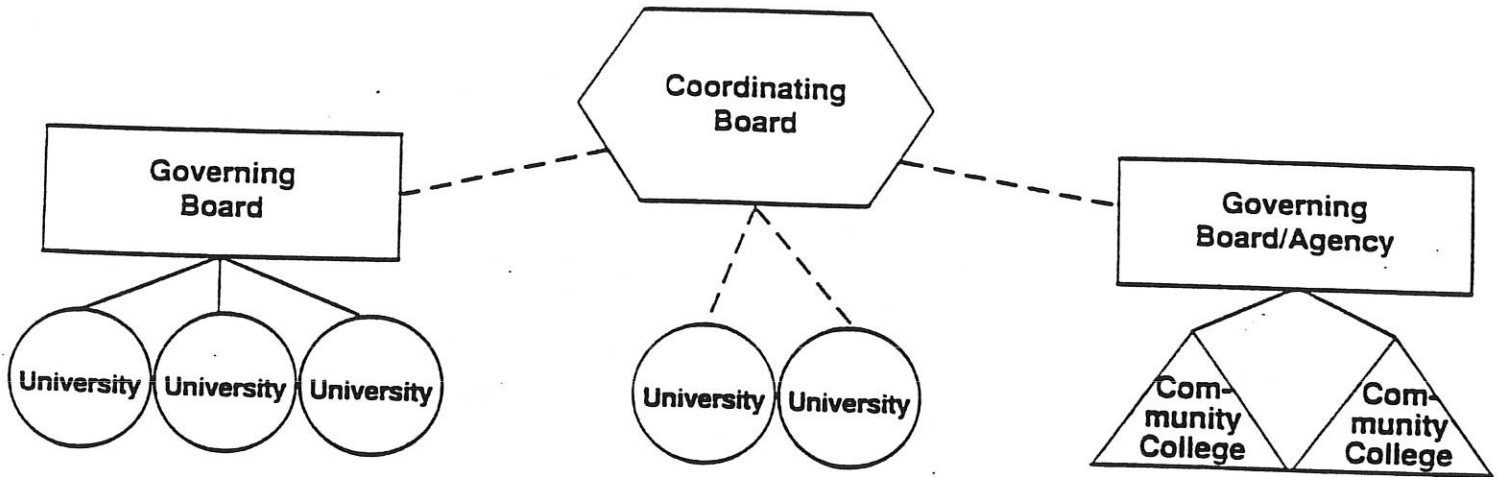
B. (2) Same as B(1) but with Additional Planning Agency



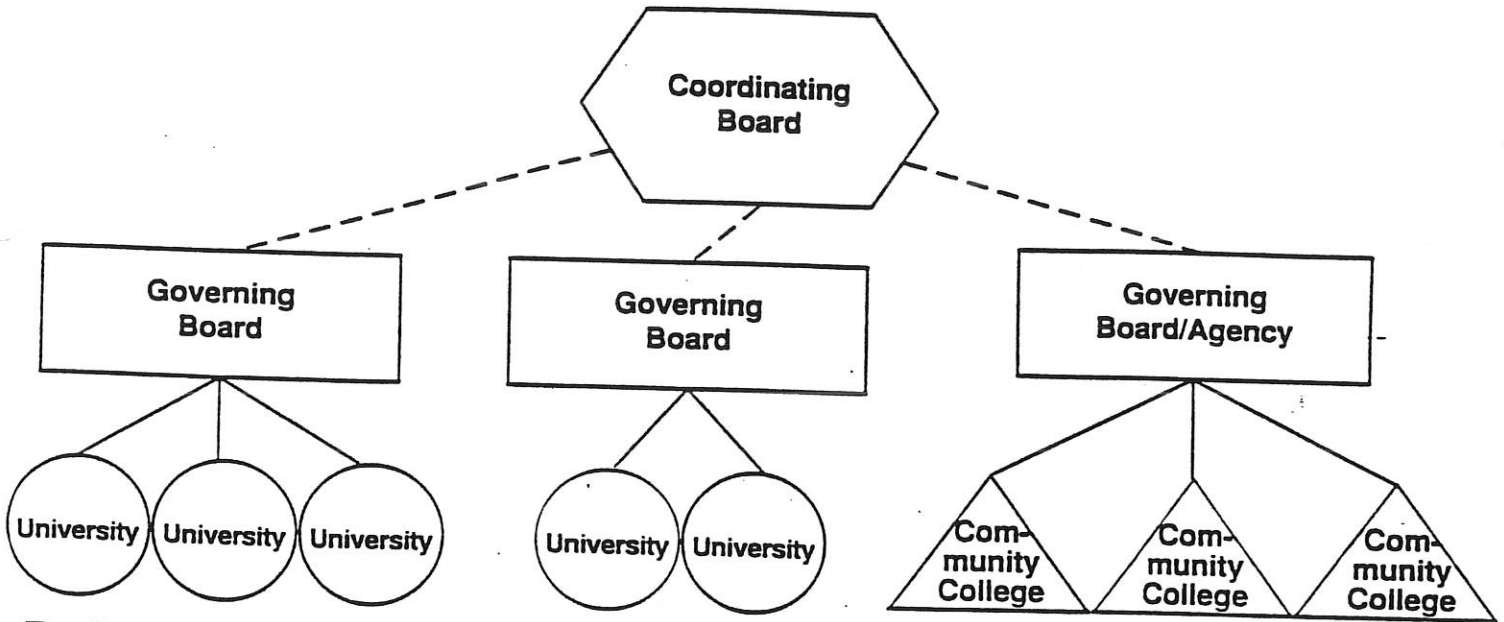
6-13

Chart I (cont.)

C. (1) Mixed Single Institutional Boards & Multi-Campus/ Segmental System Boards



C. (2) Segmental System Boards



D. Single Institutional Governing Boards

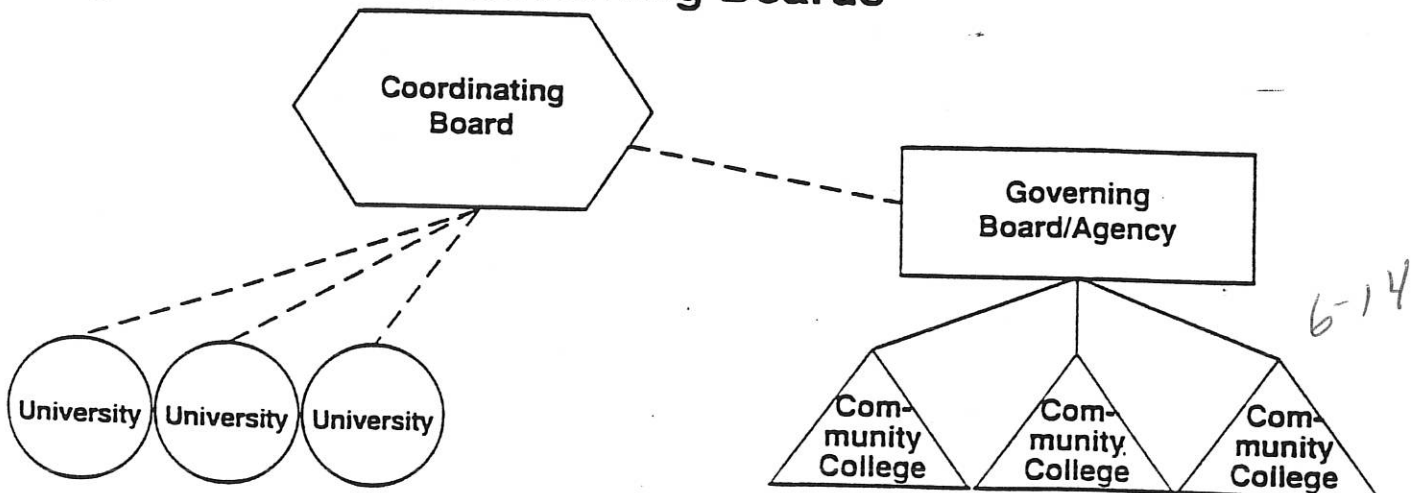


Table III
**PATTERNS OF STATE COORDINATION AND GOVERNANCE OF COMMUNITY
 COLLEGES AND OTHER TWO-YEAR DIVISION INSTITUTIONS**

State	State Board of Education Coordinates and Regulates Community Colleges	Community Colleges under Consolidated Governing Board for Both Two- and Four-Year Institutions	Separate State Board for Coordination of Community Colleges	Coordinating Board for All Higher Education Coordinates Locally Governed Community Colleges	Separate State Board for Governance of Community Colleges	Branch Campuses Related to Four-Year Institutions	Postsecondary Technical Institutes Governed Separately From Two-Year Lower Division Community Colleges	Less Than B.A. Programs Offered by Some Four-Year Institutions
Alabama	X						X	X
Alaska		X				(X)		
Arizona			(X)					
Arkansas				(X)		X		X
California			(X)					
Colorado			(X)					X
Connecticut			X			X		
Delaware					X			
Florida			(X)					X
Georgia		X					X	
Hawaii		X						
Idaho	(X)	X						X
Illinois			(X)					
Indiana						X	X	
Iowa	X							
Kansas	X						X	X
Kentucky		X				X ¹	X	

¹Kentucky community colleges are under the University of Kentucky.

6-15
 (X) = Locally appointed boards
 (X) = Locally elected boards

State	State Board of Education Coordinates and Regulates Community Colleges	Community Colleges under Consolidated Governing Board for Both Two- and Four-Year Institutions	Separate State Board for Coordination of Community Colleges	Coordinating Board for all Higher Education Coordinates Locally Governed Community Colleges	Separate State Board for Governance of Community Colleges	Branch Campuses Related to Four-Year Institutions	Postsecondary Technical Institutes Governed Separately From Two-Year Lower Division Community Colleges	Less Than B.A. Programs Offered by Some Four-Year Institutions
Louisiana				X		X	X	
Maine		X				X	X	X
Maryland				(X)				
Massachusetts		X						
Michigan			(X)					X
Minnesota		X						
Mississippi			(X)					
Missouri				(X)			X	X
Montana		(X)		(X)			X	X
Nebraska				(X)				
Nevada		X						
New Hampshire			X			X	X	
New Jersey				(X)				
New Mexico				(X)		X	X	
New York		X		(X)				
North Carolina			X					
North Dakota		X				X		X
Ohio				(X)(X)		X	X	
Oklahoma				(X)		X		

(X) = Locally appointed boards
(X) = Locally elected boards

6-16

State	State Board of Education Coordinates and Regulates Community Colleges	Community Colleges under Consolidated Governing Board for Both Two- and Four-Year Institutions	Separate State Board for Coordination of Community Colleges	Coordinating Board for all Higher Education Coordinates Locally Governed Community Colleges	Separate State Board for Governance of Community Colleges	Branch Campuses Related to Four-Year Institutions	Postsecondary Technical Institutes Governed Separately From Two-Year Lower Division Community Colleges	Less Than B.A. Programs Offered by Some Four-Year Institutions
Oregon			(X)					
Pennsylvania	X			(X)		X		X
Rhode Island		X						
South Carolina			X			X		X
South Dakota								
Tennessee		X						
Texas	X			(X)		X		
Utah		X						
Vermont		X						
Virginia					X			
Washington			(X)					
West Virginia		X						
Wisconsin						X		X
Wyoming			(X)					
Puerto Rico		X						

6-17

(X) = Locally appointed boards
 (X) = Locally elected boards

January 16, 1998

To: Select Committee on Higher Education
From: Carolyn Rampey, Principal Analyst
Re: Postsecondary Educational Governance Structures

Postsecondary Educational Governance Structures

Numerous ways of categorizing higher educational governance systems have been developed over the years, but most distinguish three primary kinds of state structures: **consolidated governing board states** in which most or all of the state's public higher education institutions are under the jurisdiction of one board or, in some cases, split between two boards, one for public four-year institutions and another for community colleges and technical institutions; **coordinating board states** in which some board *other than* a governing board is assigned responsibility for coordination between or among single-institution boards or consolidated governing boards; and **planning agency states** in which a coordinating agency has planning responsibilities but no other authority.

Using this classification scheme and further subdividing it to reflect greater variations among the states, Aims McGuinness in a 1994 study arrayed the states (and Washington D.C. and Puerto Rico) as shown in the table that follows.¹ It should be noted that some states, such as Alaska, which has both a statewide governing board and a coordinating body, fall into more than one category.

PATTERNS OF CAMPUS AND SYSTEM GOVERNANCE, 1994

Consolidated Governing Boards		Coordinating Boards						Planning Agencies		
		Regulatory Boards			Advisory Boards With Program Review and Recommendation Authority Only					
Board for All Public Institutions	Board for All Senior Institutions/ Separate Board for Community Colleges or Technical Institutions	Multicampus or Segmental Systems	Mixed Single Institutional Boards and Multicampus or Segmental Systems	Primarily Single Institutional Boards	Multicampus or Segmental Systems	Mixed Single Institutional Boards and Multicampus or Segmental Systems	Primarily Single Institutional Boards	Multicampus Segmental Systems	Mixed Single Institutional Boards and Multicampus or Segmental Systems	Primarily Single Institutional Boards
Alaska ^b	Arizona	Connecticut	Alabama	Ohio ^l	Alaska ^b	New Mexico			New Hampshire ^{b, c}	Delaware
Hawaii	Florida ^{a, b}	Illinois	Arkansas	Virginia ^k	California	Pennsylvania ^a			Oregon ^b	Michigan ^a
Idaho ^a	Georgia ^c	Louisiana ^h	Colorado	Washington ^{l, k}	Minnesota				Vermont ^{b, g}	
Maine ^{c, d}	Iowa	Massachusetts ^l	Indiana		Florida ^{a, b}				Washington, DC ^b	
Montana	KANSAS	Nebraska	Kentucky							
Nevada	Mississippi	New York	Maryland							
North Dakota	New Hampshire ^{c, b}	Tennessee	Missouri							
Rhode Island	North Carolina	Puerto Rico ^b	New Jersey							
South Dakota	Oregon ^{b, l}		Oklahoma							
Utah	Vermont ^{b, g}		South Carolina							
Washington, DC ^b	West Virginia ^e		Texas							
Puerto Rico ^b	Wisconsin ^c									
	Wyoming ^f									

- a) State board/agency responsible for all levels of education.
- b) State has both a statutory coordinating or planning body and statewide governing board(s).
- c) In Georgia, New Hampshire, Wisconsin, and Maine, postsecondary technical institutes are under an independent statewide board.
- d) Main Maritime Academy is under an independent board.
- e) West Virginia has two statewide governing boards—the Board of Trustees for the University of West Virginia System and the Board of Directors for the State College System.
- f) University of Wyoming is the state's only senior public institution.
- g) All public higher education in Vermont is under either University of Vermont or the Vermont State Colleges. Higher Education Council is a voluntary coordinating entity with no formal authority.
- h) In Louisiana, Delgado Community College has an independent board.
- i) In Massachusetts, the Coordinating Council is legally the statewide governing board for the community colleges and state colleges, but most governing authority is delegated to institutional governing boards. The Council is the coordinating agency for all higher education, including the University of Massachusetts.
- j) In Ohio and Washington, several institutions have branch campuses.
- k) In Virginia and Washington, community colleges are under state agencies/boards.

4-7

From looking at the table, it can be observed that the authority of the boards generally diminishes as one moves from the left to the right. Governing boards have more authority than coordinating boards and usually are empowered to develop and implement policy for their institutions, hire and set the salaries of institutional heads, establish faculty personnel policies, allocate resources among institutions under their jurisdiction, and in some cases set student tuition and fees. Coordinating boards do not govern, *i.e.*, hire institutional heads or set faculty personnel policies, but they may have regulatory authority, such as approval of academic programs, or they may only be advisory. To complicate matters, a governing board may also perform coordinating functions, either officially or informally, or coordination functions may be performed informally by some other entity, such as the legislature or the governor. The states at the far right of the table are those with the weakest coordinating entity, whose authority does not go beyond voluntary planning.

Using McGuinness' classification, 23 states (and Washington D.C. and Puerto Rico) have higher education institutions under one or two governing boards: in ten states all higher education institutions are under one board and in 13 states, including Kansas, the public four-year institutions are under one board and the community colleges and technical institutions are under another. Of these states, five also have coordinating boards (Alaska and Florida) or planning agencies (New Hampshire, Oregon, and Vermont). In 27 states and Puerto Rico, there is a coordinating board with either regulatory authority (21 states) or advisory authority (six states). Six states and Washington, D.C. have planning agencies. Those states that do not have consolidated governing boards generally have segmental systems whereby several governing boards have jurisdiction over parts of the higher education system, such as a state with a university system and a college system, or have separate governing boards for each institution, or have a combination of both.

A recent study of the higher education systems in seven states (California, Florida, Georgia, Illinois, Michigan, New York, and Texas) sought to establish a link between state policy objectives and state higher education systems.¹² The authors found that, for the states they studied, "federal" and "unified" systems were more responsive to state needs and priorities. The federal systems in their study were those in Illinois and Texas that have multicampus and individual institutional governing boards and a strong coordinating board. The unified system was in Georgia, where a single governing board is responsible for all degree-granting, public institutions. According to the authors, federal and unified systems have the capacity to identify priorities, to shape institutional responses, and to use information to communicate progress. "Confederated systems" that have coordinating agencies with limited authority, such as in California, Florida, and New York, and "confederated institutions" (systems with institutional or multicampus governing boards but no strong coordinating agency) are found to be less responsive to state policy objectives, probably because the subsystem or institutional governing boards place more emphasis on institutional needs rather than state priorities as a whole. The authors conclude: "State boards that are both *part of higher education and part of state government* do a better job of balancing the public interest against professional values and institutional concerns than do subsystem or institutional governing boards." [Emphasis added.]

This conclusion may explain a trend in higher education over the last several decades for state government policymakers to try to consolidate institutions and boards, in part to exercise more control over scarce state resources and to make it possible to hold one board, agency, or chief executive officer accountable. The evidence, however, makes it difficult to generalize about trends because examples of both centralization and decentralization can be found.

McGuinness notes the appeal of proposals to consolidate all public institutions under a single, consolidated governing board and identifies them as a recurring feature in the ongoing debate about higher education, though few of the "super board" proposals actually have been implemented in the last 20 years.

Proposals to Change Higher Educational Governance

Between 1989 and 1994, 49 proposals to restructure higher educational governance were considered in 29 states.³ Proposals initiated by legislators were the most frequent, but those instigated by state boards were most likely to be enacted. (Of the 49 proposals, 27 (55 percent) in 20 states were adopted.) An analysis of the proposals revealed a regional influence on restructuring efforts: in the northeast, proposals leaned toward institutional autonomy and decentralization, but in mid-America, more proposals focused on increased centralization.

Speculating that budget cuts in higher education, increased demands for accountability, attempts to measure institutional outcomes, and complaints from institutions about increased state regulatory and reporting requirements contributed to a "convergence of tensions" that brought the structure of state-level higher educational governance under reformist scrutiny, the author of the study identified rationales for restructuring proposals that include: to reduce or contain costs, to improve accountability, to improve coordination, to enhance autonomy, and to increase the governor's or legislature's authority. The most common reasons for the proposals were to reduce costs and to improve accountability. For those proposals that concerned the centralization issue—whether to enhance the power of a governing or coordinating entity or to enhance institutional autonomy—the results were split: half of the proposals would have improved coordination and the other half would have enhanced institutional autonomy.

McGuinness offers other reasons why reorganization proposals have become a fixture in state government and higher education for the last several decades. Described as "long-standing irritants," the reasons are:

- **Actual or potential duplication of high-cost graduate and professional programs.** Duplication can involve each institution wanting to offer a complete array of programs for its clientele, resulting in, for example, several schools of engineering or can be reflected in an urban-rural tension whereby schools in isolated areas duplicate other institutions' offerings in order to serve their place-bound student populations.
- **Conflict between the aspirations of two institutions (often under separate governing boards) located in the same geographic area.** The author notes that, when this sort of conflict occurs, efforts usually are made to improve cooperation and coordination, but often the institutions finally are merged or consolidated.
- **Legislative reaction to institutional lobbying.** Policymakers may tire of being caught in the middle of institutional conflicts and may try to shift the battle to another area or to make some other entity responsible for resolving the fights over resources, service areas, institutional missions, and so forth.

- **Frustrations with barriers to student transfer and articulation.** The frustration is both with the burden placed on the student when credits do not transfer and the expense to taxpayers of paying for the same course twice.
- **Inadequate coordination among institutions offering one- and two-year vocational, technical, and transfer programs.** In this situation, the competition may be between institutions that have clearly defined missions that differ but still impact the same students, such as a technical institute that provides entry-level job skills and a community college that serves students in a particular service area. When each school is doing what its mission dictates, compromise and coordination become more difficult. The tension also may be because increasing enrollments in two-year programs threaten to drain resources from four-year institutions.
- **Proposals to close, merge colleges or universities, or to change institutional missions.** These proposals often involve small, isolated rural institutions or institutions with similar missions that are in close proximity.
- **Concerns about the effectiveness of the state board.** Policymakers may think an existing board (or other entity) lacks sufficient authority to address issues before it or they may simply lack confidence in the existing leadership and staff.

Guidelines for States Considering Reorganization

What should a state do that is considering structural changes in educational governance?

A checklist for states considering reorganization has been developed by McGuinness, but three points in particular seem helpful in framing the discussion:

1. **Before reorganizing, clarify the state vision, goals, and objectives for higher education. Recognize reorganization as a means to an end rather than an end in itself.** Change may be worse than the status quo if it is conducted without a sense of purpose.
2. **Be explicit about the specific problems that were the catalysts for the reorganization proposals.** If funding is the problem, reorganization may not be the solution. Reorganization often is proposed out of frustration over some other issue. Policymakers need to identify the "real issue," because it may be disconnected from the proposed structural changes.
3. **Ask if reorganization is the only or the most effective means for addressing the problems that have been identified. Have the costs of reorganization been weighed against the short- and long-term benefits?** When a major change is made in structure, it almost always takes several years for the system to function as intended. The disruption that occurs during the transition must be taken into account and weighed against less radical alternatives. Often, some other solution makes more sense.

Footnotes

- 1) Aims C. McGuinness, Jr., *The Changing Structure of State Higher Education Leadership*, National Center for Higher Education Management Systems, 1994.
- 2) California Higher Education Policy Center, *State Structures for the Governance of Higher Education: A Comparative Study*, Spring 1997.
- 3) Laurence R. Marcus, "Restructuring State Higher Education Governance Patterns," in *The Review of Higher Education*, Volume 20, No. 4, pp. 399-418, Summer 1997. The Kansas study included in the survey was the "ad hoc" proposal by a group of legislators to give Washburn University, the community colleges, and area vocational schools the option of coming under the supervision of the Kansas Board of Regents.

1997 SPECIAL COMMITTEE ON COMMUNITY COLLEGE GOVERNANCE

Proposed Coordination Changes

In regard to community colleges:

- Authorizes elector petitions for consideration by local boards of mergers of community colleges with community colleges and/or area vocational technical schools.
- Enhances noninstitutional mergers.
- Institutes a 5-year planning cycle and annual reports on progress.
- Requires state to compile and monitor performance indicators.
- Provides state review of institutional missions and instructional programs
- Changes the credit hour definition.
- Coordinates distance learning.
- Increases LEPC authority.

Proposed Community College State Aid Plan

- Repeals out-district tuition.
- Increases out-district state aid from \$24 to \$36 per credit hour.
- Increases credit hour state aid from \$30.50 to \$38 per credit hour.
- Increases general state aid from \$2,642,771 to \$10,642,845.
- Increases the vocational education multiplier from 1.5 to 2.0 for the 14 community colleges that do not have area vocational school designation.
- Repeals the academic out-district credit hour state aid limitation for

students with over 64/72 credit hours.

- Provides an operating grant to community colleges when state aid increases do not reduce mill levies to 20 or less (shown in calculations in the table on the next page).
- Provides an exemption from the current tax lid and places a 20-mill limitation on the general, vocational, and employee benefit funds.

Proposed Washburn University Funding Plan

- Repeals out-district tuition and increases the state operating grant to offset any lost revenue.
- Establishes an equity grant and funds one-fifth in the first year of the calculated cost difference between community colleges and Washburn.

Estimated Cost of Proposed State Funding Plans

In Millions *

<u>State Support</u>	<u>FY 1999</u>	<u>FY 1998</u>	<u>Difference</u>
<u>Community Colleges</u>			
Credit Hour Aid	\$ 54.7	\$ 41.5	\$ 13.3
Out-District Aid	19.9	12.2	7.7
General State Aid	10.6	2.6	8.0
Operating Grant	<u>2.7</u>	<u>0</u>	<u>2.7</u>
Subtotals	\$ 88.1	\$ 56.3	\$ 31.7
<u>Washburn Uni.</u>			
Operating Grant	8.0	\$ 7.5	\$ 0.5
Equity Grant	<u>0.9</u>	<u>0.0</u>	<u>0.9</u>
Subtotals	\$ 8.8	\$ 7.5	\$ 1.4
Grand Total	<u>\$ 96.9</u>	<u>\$ 63.8</u>	<u>\$ 33.1</u>

*Note: May not add due to rounding.

**Proposed Community College State Aid Plan
1998-99 Estimate
General, Vocational, Employee Benefit Funds**

	Actual 96-97 State Aid				Proposed State Aid Plan				STATE AID DIFFERENCE ^c	LOSS OF OUT-DISTRICT TUITION	INC STATE AID LESS OUT- DISTRICT TUITION	97 MILL RATES ^d	Millage Equiv.	97 ASSD VAL	97 Mill Rates- Millage Equiv.	Est. Mills Over 20	Estimated Operating Grant
	97 CREDIT HOUR STATE AID	97 OUT-DISTRICT STATE AID	97 GENERAL STATE AID	97 ACTUAL AID	Credit Hour State Aid ^a \$38/Cr. Hr.	Out-District State Aid ^b \$36/Cr. Hr.	General State Aid	Total Proposed State Aid									
Allen Co	1,008,619	523,450	117,203	1,649,272	1,436,856	887,858	475,956	2,800,670	1,151,398	523,450	627,948	20.176	10.381	60,489,096	9.795	0.000	0
Barton Co	2,832,523	1,271,807	302,478	4,406,808	4,342,298	2,202,443	1,227,850	7,772,591	3,365,783	1,271,807	2,093,978	32.096	13.936	150,257,446	18.160	0.000	0
Butler Co	3,987,108	1,882,020	430,337	6,299,465	5,810,884	3,228,736	1,720,199	10,759,819	4,460,354	1,882,020	2,578,334	21.261	9.284	277,722,770	11.977	0.000	0
Cloud Co	1,430,898	795,684	275,485	2,502,067	2,099,861	1,361,714	1,096,367	4,557,942	2,055,875	795,684	1,260,191	30.066	25.344	49,724,326	4.722	0.000	0
Coffeyville	1,047,686	251,652	84,129	1,383,467	1,510,614	426,414	334,564	2,271,592	888,125	251,652	636,473	37.191	7.644	83,263,142	29.547	9.547	794,904
Colby	1,208,521	570,084	136,786	1,915,391	1,784,537	965,984	547,663	3,298,184	1,382,793	570,084	812,709	23.434	12.177	66,739,849	11.257	0.000	0
Cowley Co	2,483,975	734,945	167,906	3,386,826	3,214,876	1,249,522	669,726	5,134,124	1,747,298	734,945	1,012,353	19.237	6.246	162,091,694	12.991	0.000	0
Dodge City	2,860,422	345,900	116,726	3,323,048	3,706,292	590,627	464,198	4,761,117	1,438,069	345,900	1,092,169	23.310	6.359	171,757,793	16.951	0.000	0
Fort Scott	1,171,687	496,632	137,773	1,806,092	1,784,860	853,234	560,195	3,198,289	1,392,197	496,632	895,565	20.507	14.849	60,312,714	5.658	0.000	0
Garden City	1,269,768	341,007	34,749	1,645,524	1,880,278	597,707	148,006	2,625,991	980,467	341,007	639,460	15.790	1.760	363,266,576	14.030	0.000	0
Highland	1,180,886	716,506	215,816	2,113,208	1,629,440	1,218,888	863,217	3,711,545	1,598,337	716,506	881,831	22.166	19.805	44,526,596	2.361	0.000	0
Hutchinson	2,833,541	731,777	101,209	3,666,527	3,687,273	1,258,631	402,488	5,348,392	1,681,865	731,777	950,088	18.430	2.691	353,019,446	15.739	0.000	0
Independence	739,134	195,732	49,245	984,111	1,091,721	343,697	199,272	1,634,690	650,579	195,732	454,847	33.033	5.228	87,004,017	27.805	7.805	679,076
Johnson Co	8,620,994	982,768	119,843	9,723,605	11,173,026	1,670,869	483,744	13,327,639	3,604,034	982,768	2,821,266	8.527	0.688	3,812,651,628	7.839	0.000	0
Kansas City	2,783,341	708,338	86,140	3,577,819	4,084,848	1,224,947	344,825	5,654,820	2,076,801	708,338	1,368,463	16.677	2.081	657,510,137	14.596	0.000	0
Labette	1,329,242	302,640	141,874	1,773,756	1,991,865	517,772	565,753	3,075,390	1,301,634	302,640	998,994	23.961	11.508	86,809,251	12.453	0.000	0
Neosho Co	693,516	249,192	43,069	985,777	1,025,867	427,858	191,436	1,645,161	659,384	249,192	410,192	30.599	6.092	67,334,963	24.507	4.507	303,491
Pratt	1,001,125	322,224	57,965	1,381,314	1,304,388	552,136	251,429	2,107,953	726,639	322,224	404,415	38.861	5.573	72,561,051	33.288	13.288	964,159
Seward Co	791,198	204,936	24,038	1,020,172	1,179,847	354,173	95,957	1,829,977	609,805	204,936	404,869	21.720	1.958	206,794,728	19.762	0.000	0
Total	39,274,184	11,627,294	2,642,771	53,544,249	54,739,631	19,933,210	10,642,845	85,315,686	31,771,437	11,627,294	20,144,143			6,833,837,223			2,741,630

a All colleges Funded at 2 for 1 vocational funding.

b Out-District Tuition is eliminated. Out-District State Aid is \$36 per credit hour. Included in this column is the estimated state aid for academic hour over 64/72.

c Proposed State Aid less Actual 97 State Aid

d General, Voc General, Vocational, and Employee Benefits Funds.

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SPECIAL COMMITTEE ON COMMUNITY COLLEGE GOVERNANCE

Structure and Funding of Postsecondary Education*

SUMMARY: The Committee examined postsecondary topics in two general areas: governance and finance. Information about previous efforts to restructure postsecondary education was presented. Detailed information about community college and Washburn University finance also was presented. The Committee recommends legislation be introduced that provides for an increase of over \$33 million in state aid for community colleges and Washburn University; for an elector initiative to require local boards to consider mergers of community colleges and area schools; for greater coordination and oversight of postsecondary education activities; and for enhanced accountability in postsecondary education.

BACKGROUND

The Committee was authorized by the Legislative Coordinating Council (LCC) to meet during the 1997 interim after an informal meeting was held on May 27, 1997, in conjunction with sine die of the 1997 Legislature. The Committee met on June 24, July 24-25, August 13-14, September 22-23, October 9-10, November 20-21, and December 2, 1997. Copies of the Committee minutes and attachments are filed with the Division of Legislative Administrative Services.

Past Studies and Recommendations to Reorganize Postsecondary Education. Beginning in 1972 with the Master Planning Commission, there have been numerous entities over the past 25 years studying postsecondary education in Kansas and offering alternative recommendations about how to restructure the system.

Some of the groups were charged by the Legislature with that task, some were authorized by the Governor, some were established by the State Board of Education, and some other groups or individuals assumed that responsibility on their own initiative.

Most studies dealt with restructuring, primarily considering the governance arrangements, and secondarily, considering the finance arrangements of the postsecondary education system in Kansas. Reengineering the postsecondary system has been the main focus of these studies and recommendations of the past 25 years. Lack of consensus on exactly what changes were needed in restructuring governance mechanisms, in the absence of an acute financial crisis, mitigated against adoption of most restructuring recommendations. Other states which have reorganized governance, in general, were either responding to financial crises or reacting to perceived, severe financial problems.

Over the 25 years since the Master Planning Commission made its recommendations, few of the initiatives from that study or any subsequent study have been implemented. However, given the number of studies and recommendations produced over the past quarter century, it may be concluded that not everyone has been satisfied with the Kansas postsecondary education system. Since 1986, there have been a number of reviewers focusing on the numerous studies and recommendations about reorganizing postsecondary education in Kansas. In fact, some of the reviewers became enmeshed in their studies and concluded with recommendations for changes. Edward 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:

* S.B. 403 and H.B. 2605 accompany this report.

"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."

A few recommendations from the various studies have been adopted. Among the more recent changes, which were recommended usually in several different studies, are the following developments. There have been mergers of community colleges with area vocational schools and the development of regional consortia by schools. Other potential mergers have been considered, including Fort Hays State University and Barton County Community College, and Pittsburg State University and Labette County Community College. Legislation was passed in 1994 which allows area vocational schools to become technical colleges. Four schools have made the conversion.

Aims C. McGuinness, Jr., told the 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 1972, at least 22 studies have reported recommendations from entities that sought to bring about changes in the Kansas postsecondary education system. In recent years since 1993, legislators began to complain that there had been enough studies and not enough action to implement recommendations.

The 1995 Legislature, acting on this complaint and the initiative of the House Select Committee on Postsecondary Education, enacted H.B. 2553 creating the Kansas Council on the Future of Postsecondary Education. Its primary responsibility was to develop a comprehensive state plan for postsecondary education in Kansas.

Two years later in March of 1997, the Council submitted a summary of its conclusions and recommendations to the Legislature, with the statement that "The Council has no plans for any additional meetings." Rather than developing a plan, the Council became another study group which produced a vision statement and three different governance and coordination options. Since no consensus developed among Council members, its recommendations embraced all three options, together with a listing of positive and negative implications of each option.

Community College and Washburn University Sources of Revenue. The major sources of revenue for community colleges are local property taxes, state aid, and student tuition. These three sources account for about 90 percent of the total received by the institutions. The following table for community colleges shows, for the 1995-96 school year, total revenues received for the state as a whole.

**COMMUNITY COLLEGE REVENUES SCHOOL YEAR
1995-96⁽¹⁾**

Source	Revenue	Percent of Total
State ⁽²⁾	\$ 59,036,120	26.8%
Local ⁽³⁾	98,260,803	44.5
Student ⁽⁴⁾	41,026,117	18.6
County Out-District Tuition	9,649,649	4.4
Federal	2,464,251	1.1
Other ⁽⁵⁾	10,236,127	4.6
TOTAL	\$ 220,673,067	100.0%

- 1) Includes revenues to the community college general, vocational education, employee benefit, adult education, and adult supplemental education funds.
- 2) Includes credit hour, out-district, and general state aid; receipts from the Local Ad Valorem Tax Reduction Fund; state grants and contracts; and any other state aid.
- 3) Includes local ad valorem property taxes, motor vehicle property taxes, recreational vehicle taxes, and miscellaneous local income.
- 4) Includes in- and out-of-state student tuition and fees.
- 5) Includes gifts, interest earnings, and miscellaneous income.

Source: *Statistical and Financial Information of Kansas Community Colleges*, Kansas State Department of Education, April 1997.

State sources of revenue, which account for about 27 percent of revenues statewide, range from a low of 17 percent at Seward County Community College to a high of 40 percent at Highland Community College. For institutions with stable or declining enrollments, a dependence on an enrollment-driven state aid formula for a large proportion of financing is problematic unless inflationary increases or other adjustments to state aid is made. Other institutions that derive a third or more of their revenues from the state include Allen, Barton, Cloud, Cowley, Fort Scott, and Labette Community Colleges.

Local revenues (excluding county out-district tuition) account for about 45 percent of community college revenues statewide, but for individual institutions the range is from a low of 21 percent at Highland to 62 percent at Seward. Seven community colleges receive more than half of their revenues from local sources: Coffeyville, Garden City, Independence, Johnson, Kansas City, Pratt, and Seward.

Student tuition and fees, which comprise about 19 percent of the total statewide, range from a low of 10 percent of total revenues at Independence Community College to a high of

almost 29 percent at Colby Community College.

Payments by counties for out-district tuition are less than 5 percent of total resources statewide, but, for some institutions, represent an important source of revenue. Examples include Cloud and Highland Community Colleges, each of which derives more than 10 percent of total revenues from county tuition payments. At the other extreme are Coffeyville and Johnson County Community Colleges, whose income from county out-district tuition payments is less than 2 percent of their total revenues.

Community colleges statewide received less than \$2.5 million in federal funds, which represents approximately 1 percent of total revenues. In the 1995-96 school year, all community colleges received federal funding (mainly for vocational education and adult basic education programs), but no institution received less than \$50,000.

Other sources of revenue which comprise less than 5 percent of total income statewide include such things as interest earnings, gifts, and miscellaneous income.

For purposes of comparison, similar revenue information for Washburn University is shown below:

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**WASHBURN UNIVERSITY EDUCATION AND
GENERAL REVENUES TO GENERAL
FUND SCHOOL YEAR 1995-96**

<u>Source</u>	<u>Revenue</u>	<u>Percent of Total</u>
State ¹	\$ 7,427,047	20.7%
Local ²	9,479,049	26.4
Student	14,659,980	40.8
Out-District Tuition ³	487,816	1.4
Federal	596,369	1.7
Other ⁴	3,265,833	9.1
TOTAL	\$ 35,916,094	100.0%

- 1) Includes Washburn University operating grant, receipts from the Local Ad Valorem Tax Reduction Fund, and state aid for KTWU public television.
- 2) Includes local ad valorem property tax revenues to the general and employee benefit funds based on property in the city of Topeka.
- 3) Includes county out-district tuition payments and payments from townships in Shawnee County outside Topeka.
- 4) A large portion consists of gifts to KTWU public television.

COMMITTEE ACTIVITIES

The Committee conducted a number of informational reviews and hearings on the subjects of postsecondary education governance and finance as its two main themes of interim study. The June meeting was devoted to governing and coordinating postsecondary education. Research about other states was considered, especially a recent report calling for strong state coordination of public colleges. The work of the Kansas Council on the Future of Postsecondary Education was summarized. It was noted that the Council had ceased meeting in early 1997 without completing a master plan for Kansas postsecondary education. The Council has a statutory charge to prepare a master plan for postsecondary education and submit it to the Governor and Legislature.

Representatives of the Board of Education and Board of Regents presented information about the overlapping responsibilities of each Board and how they cooperate in trying to solve problems. Regular meetings of an informal group of three members from each board, known as the Joint Advisory Committee on

Governance, have been held since the Council suspended meetings. Representatives of both the Board of Regents and Board of Education pledged to continue these informal meetings since the Council has no plans for any additional sessions. Board members had participated in the informal sessions of the Joint Advisory Committee which predates the statutory Council, but had suspended the meetings while the Council was functioning.

The July meeting addressed finance of community colleges. Topics included tuition and out-district tuition, local mill levies, vocational program funding, course approval, types of appropriations and funding methods, projected enrollments, state funding for postsecondary education, and administrative salaries.

Information was presented at the August meeting about proposed 1997 legislation (H.B. 2119) that would have transferred supervision of the community colleges to the Board of Regents and changed the manner in which community colleges are funded. Testimony was heard about current barriers to providing educational services and cooperating with Regents institutions, as well as about successes in delivering services. Consolidations of community colleges and area schools were reviewed. Several different plans for changing governance and finance arrangements were discussed.

Testimony was heard at the September meeting from representatives of community colleges and Regents institutions. Coordination and cooperation between community colleges and Regents institutions was described. Mergers of community colleges and area schools also were portrayed. Different proposals by members of the Committee were reviewed by staff and the fiscal impact was assessed. A list of items common to all proposals was developed and the Committee endorsed part of the listing as a basis for further consideration of proposals. Since many of the items have relevance for Washburn University, the Committee decided to incorporate the institution into future deliberations about community college finance.

Testimony was heard in October from a representative of Washburn University. The Committee reviewed options for funding community colleges. A bill draft was requested

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Juring the October meeting that incorporates many of the options for changes in financing that would impact both community colleges and Washburn University. A second bill draft also was requested that includes additional funds for Washburn University. The Committee discussed the need for a coordinating agency to monitor postsecondary education. Consideration was given to changing the merger statutes for community colleges and area schools, with a new provision allowing voters to petition for an election.

Two draft bills were reviewed during the November meeting. Additional Committee discussion focused on state coordination of community colleges and a proposal offered by staff of the Board of Regents. A response from the Board of Education in the form of its proposal was requested. Other means of coordinating postsecondary education were considered, including use of the LEPC and the need for a master plan. The issue of mergers also was a subject of Committee discussion. Testimony was received from the State Board of Education, the Kansas Area Vocational Technical School Association, a group from Seward County, a group affiliated with community college associations, and a representative of the Kansas National Education Association. The Committee agreed on additional items to include in its proposed legislation that changes financing of community colleges. The Committee also included a provision enhancing the authority of the LEPC to meet any time on the call of its chairperson.

The December meeting finalized the Committee's conclusions and recommendations to be submitted to the 1998 Legislature. A new proposed state aid plan was reviewed for the Committee that was developed after the last meeting and designed to correct some of the deficiencies in an earlier plan that were pointed out in testimony by conferees at the November meeting. Documents about performance indicators were considered, along with a response from the Commissioner of Education to an earlier coordination proposal made by the Executive Director of the Board of Regents. It was pointed out that the Joint Advisory Committee on Governance would consider distance learning issues involving Regents institutions

and community colleges at its next meeting. The Committee discussed additional roles for the LEPC. A number of proposals and recommendations for inclusion in the final report were discussed. Several recommendations for legislation were adopted.

The Committee notes in its final report that the issue of residency should be studied by the Joint Advisory Committee on Governance and a report made to the LEPC. The Committee also notes that there has been considerable cooperation and collaboration between Regents institutions and community colleges, notably through regional consortia and the Joint Advisory Committee efforts. The Committee asked that its commendation be added to the final report and that further activities relative to cooperation and collaboration should be encouraged by the Board of Regents and the Board of Education.

CONCLUSIONS AND RECOMMENDATIONS

The Committee adopts a number of recommendations concerning both statutory and procedural changes relative to postsecondary education and coordination, while other recommendations address changes in how community colleges and Washburn University are funded. Items 1-9 pertain to governance, while items 10-19 pertain to finance.

Postsecondary Coordination and Governance

1. **Authorize Elector Petitions for Mergers.** The Committee recommends a statutory amendment to permit electors to initiate the process of merging postsecondary institutions. Currently, state law requires that the consolidation process be initiated by governing boards of community colleges and area vocational technical schools. The proposed change in law would require, upon petition by 10 percent of the registered voters in each district, for governing boards to place the matter of consolidation on the agenda at the next regular board meeting. The proposal would apply to registered voters and governing boards in all

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- districts affected by proposed consolidation of community college districts and area vocational technical school districts as defined by the bill. Opportunity for testimony on the matter must be provided at all governing board meetings. Action by the boards is required within 60 days of the hearing, with either a rejection of the citizen petition or agreement to proceed under provisions of K.S.A. 71-1301 *et seq.*, or K.S.A. 71-1701 which allow consolidations of institutions.
2. **Enhance Noninstitutional Mergers.** The Committee recommends the State Board of Education to develop and implement guidelines for mergers (coordination) of educational effort. It is understood that a merger of effort can be accomplished without institutional merger. The process should include interaction between instructors, administrators, and governing board members. The objective is to create the most customer-friendly, taxpayer-friendly, and effective system possible. In accord with this recommendation, the State Board of Education would issue an annual report detailing specific measures which have been taken to meet the objective. Examples of such measures should include curriculum, administration, technology, counseling, purchasing, staffing, library services, enrollment procedures, and office processes. The annual report would be submitted to the LEPC on or before September 1 of each year, beginning in 1999.
 3. **Institute a Five-Year Planning Cycle and Annual Reporting Procedures.** The Committee recommends the State Board of Education to develop a five-year plan for community colleges and that the plan should be updated periodically—at least once every five years. In addition, the State Board should report annually to the Governor and Legislature regarding progress in achieving goals established in the plan and the results as measured by performance indicators. A set of performance indicators should include information that currently is collected as well as new information to be added in support of the performance indicators. The Committee recognizes that the State Board adopted a new plan in November of 1997 that is required by K.S.A. 71-1001 *et seq.*
 4. **Compile State-Level Performance Indicators.** The Committee recommends legislation requiring the State Board of Education in the case of community colleges to identify core indicators of performance, establish a data management system, and maintain uniform information about common and institutional specific performance indicators that document the effectiveness of the colleges. The Committee also reviewed the work of the State Board of Regents, as well as that of the State Board of Education, regarding development and implementation of core performance indicators designed to measure effectiveness and efficiency in delivering postsecondary education. The Committee expresses its support for continuing these efforts and for enhancing accountability in postsecondary education. The Committee believes when providing additional financial resources, such as its recommendations would provide for community colleges, there must be new data provided to allow evaluating the results produced by increased state funds.
 5. **Monitor Development of Performance Indicators.** The Committee requests the Board of Regents and the Board of Education to keep the LEPC informed as each board develops core indicators and performance measures. The Committee emphasizes that this monitoring should be a function of the LEPC. It is strongly felt that, concurrent to increases in financing for postsecondary education, legislative empowerment to monitor developments and assure accountability could be achieved by increasing the LEPC authority.
 6. **Review Institutional Missions.** The Committee recommends the State Board of Education to include a review of institutional missions in the process of developing a five-year plan for community colleges.
 7. **Review Instructional Programs.** The Committee recommends the State Board of Education to develop state-level procedures and uniform guidelines to ensure that peri-

Postsecondary Finance

- odic review is conducted by each community college of all academic and vocational programs, and that the results of the local reviews are reported to the State Board of Education for its consideration.
8. **Coordinate Distance Learning.** The Committee urges the State Board of Education and the State Board of Regents to cooperate in matters relative to distance learning and to coordinate programs in order to provide access for all citizens. The Committee understands that the Joint Advisory Committee on Governance is considering a definition of "close proximity" to ensure the process of institutional cooperation continue between Regents institutions and community colleges, and encourages that entity to continued its coordination efforts.
 9. **Increase the Authority of the LEPC.** The Committee recommends amending the LEPC statute to authorize it meet any time and any place in the state upon call of the Chairperson. The Committee was concerned that during the 1997 interim, the LCC had limited the LEPC to only four meeting days, including two for its annual conference, and that the limitation had restricted the LEPC's ability to monitor postsecondary activities during the 1997 interim. The amendment is intended to remove the LEPC from LCC control over the number of meetings that the LEPC can hold. The Committee wants the LEPC to serve as an oversight entity and recommends clarifying that the LEPC is required to review certain issues. The issues include governance, coordination among institutions, accessibility, articulation and transfer, finance, and program offerings. The LEPC would be authorized to recommend measures for enhancing accountability of the postsecondary education system. The proposed changes would allow the LEPC to develop a policy agenda for postsecondary education and to develop a schedule for implementation.
 10. **Increase Credit Hour and Out-district State Aid.** The Committee recommends increasing credit hour aid from \$30.50 to \$38.00 and increasing out-district state aid from \$24.00 to \$36.00. Cost of increasing credit hour aid is almost \$13.3 million in FY 1999 and out-district state aid is slightly over \$7.7 million. During the interim, the Committee reviewed a proposal that would have allocated all state aid to community colleges on the basis of an operating grant (1997 H.B. 2119), but became concerned that, without providing some incentives for institutions to offer courses based on credit hours generated, community colleges would be less likely to offer outreach programs. Instead, the Committee decided to recommend an increase in both credit hour and out-district state aid to help buy down the local mill levies. The Committee notes several other options that would have combined the existing credit hour and out-district state aid programs with a new operating grant. Under one proposal, the grant would have replaced county out-district tuition, the general state aid program, and the amount needed to replace local property tax support as the result of a proposed 15-mill cap. The operating grant concept is preserved in another item below for a more limited purpose.
 11. **Increase General State Aid.** The Committee recommends increasing funds by \$8.0 million in FY 1999. The general state aid program is based upon the assessed valuation of the community college district, the enrollment of the community college, and the median assessed valuation per student. It is the only community college program that takes into account the relative property wealth of districts and is not entirely enrollment driven. In recognition of the fact that increasing general state aid has the potential impact of reducing mill levies, the Committee considered several alternatives

- for funding levels of this approach. Currently, only \$2.6 million of state funding is distributed through general state aid.
12. **Provide an Operating Grant in Order to Buy Down Local Levies to 20 Mills.** The Committee recommends operating grants estimated at \$2.74 million in FY 1999. After taking into account increases recommended for state credit hour aid, out-district state aid, and general state aid, it is estimated that four community colleges still would need to levy in 1998-99 more than 20 mills to maintain current expenditure levels, assuming no changes in enrollments or tuition. State operating grants, based on current estimates, would be provided for four institutions: Coffeyville, Independence, Neosho County, and Pratt. The operating grant amount would be frozen at the FY 1999 dollar amount computed. The presumption is that for subsequent fiscal years, the operating grant will be subjected to review during the appropriations process and to adjustment, if necessary. One example reviewed by the Committee illustrated the effect that could result from a major variation in a district's property tax base. The effect of a decline in valuations and subsequent loss of expected tax revenue needed to fund a community college's continued operation might warrant an adjustment in the operating grant.
 13. **Cap Community College Levies for Operating Expenses (General, Vocational, and Employee Benefit Funds) at 20 Mills.** The Committee recommends legislation to impose a 20 mill cap for operating revenues. Mill levies for the general, vocational, and employee benefit funds would be included in the cap at 20 mills. The recommended legislation also provides an exemption from the current tax lid. Community colleges with lower aggregate levies of less than 20 mills in 1998-99 would be unaffected. Four community colleges are estimated to have mill levies of more than 20 mills after taking into account other state aid increases designed to reduce ad valorem property taxes. Because of the increased state aid in this community college funding plan, the Committee understands that property tax relief will be achieved. Approximately two-thirds (\$20 million) of the additional state funding could be applied to tax relief at the local level.
 14. **Eliminate County Out-District Tuition.** The Committee recommends legislation repealing out-district tuition paid by counties. Payments by counties for out-district tuition are less than 5 percent of total community college resources statewide, but, for some institutions, represent an important source of revenue. For the counties, the payments long have represented an annual expense over which commissioners could exercise little control, except to pay the bill when presented by the community colleges. Budgeting for this purpose from year to year is problematical. The State Department of Education estimates that state funding to replace county out-district tuition currently is \$10 million. For FY 1999, the estimated cost is slightly more than \$12.2 million. Financing for this change is included in the recommended state funding increases for state aid.
 15. **Eliminate the 64/72-Hour Limit on Academic Out-district State Aid and Out-district Tuition.** The Committee recommends eliminating this current statutory limitation. At one time, no state aid was paid for community college courses taken by students who had more than 64 credit hours (or 72 hours in the case of pre-engineering and pre-nursing programs). However, the limit was first removed in the case of the credit hour aid program and then for vocational out-district state aid and county tuition. The rationale was that many community college students are adults who have baccalaureate degrees but need job training or retraining. Because it is deemed to be in the state's interest to have a well trained workforce, the 64-hour limit was removed for vocational courses so that it would not be a barrier to community colleges providing job training and retraining. The State Department of Education estimates that removing the limit on

- academic out-district tuition would require an additional \$1.5 million in state aid. Financing for this change is included in the recommended state funding increases.
16. **Fund All Vocational Education Courses at Two Times the Academic Hour Rate.** The Committee recommends changing current law that pays two different rates for community colleges vocational courses. Presently, the higher rate of 2.0 times the academic rate for vocational education courses applies to five community colleges that are designated area vocational schools. The other 14 community colleges are paid at a rate of 1.5 times the academic rate for the same vocational education courses. The State Department of Education estimates paying all the community colleges vocational credit hour aid at the higher rate would cost an additional \$3.0 million. Generally, vocational education courses are more expensive for institutions to offer, which is the reason for the higher reimbursement rate. There is no programmatic basis for two levels of vocational course reimbursement, and the Committee felt that this is the appropriate time to establish equity in financing vocational education courses at the same rate for all community colleges. Financing for this change is included in the recommended state funding increases.
17. **Change the Credit Hour Definition in K.S.A. 71-601.** The Committee recommends a revision in state law to authorize the State Board of Education to determine the length of a community college semester. Part of the rationale is that the Regents institutions have operated on a 15-week semester for many years. Currently, statutes require that community colleges offer an 18-week semester, and that equates to 900 minutes of instruction for one credit hour, the basis for state aid payments on approved courses. This change was requested by the community colleges and it will allow the State Board of Education to reduce the community college term for a semester to 15 weeks, and that equates to 750 minutes of instruction for one credit hour. This revised

definition for credit hour is the basis accreditation and constitutes 50 minutes of instruction per class period. No fiscal impact is anticipated in the first year after the change becomes law. The State Board of Education would supervise the transition from 18 to 15 weeks in administering the new provisions in law, and the change should take at least one year to complete.

18. **Increase the Operating Grant to Washburn University.** The Committee's recommendation to eliminate out-district tuition for community colleges also applies to out-district tuition for Washburn University. An increase in the amount of state money to replace the lost income is recommended by the Committee, increasing the current operating grant. The estimate for increased cost is \$503,890.
19. **Add an Equity Grant for Washburn University.** The Committee also recommends a second funding enhancement, or equity grant, to address a parity issue. During the Committee's review of funding issues, it was pointed out that Washburn University receives state support that averages \$1,630 per FTE student, while the average is \$1,740 per FTE student for community colleges. The gap in funding is what the equity grant attempts to address by reducing 20 percent of the difference during the first year. The estimated cost of the equity grant is \$861,003 in FY 1999. The equity grant represents one-fifth of the amount needed to fully finance the grant which is anticipated to be phased-in over five years by one-fifth each subsequent year.

Recommended Legislation

The Committee recommends introduction of two bills for consideration by the 1998 Legislature. The first bill contains the statutory changes needed to implement the Committee's recommendations, except the funding of Washburn University's enhancements. The second bill is an appropriations measure providing line items for an increased operating grant and an equity grant.

Proposed Community College State Aid Plan. This proposed community college state aid plan includes the following provisions:

- repeals out-district tuition;
- increases out-district state aid from \$24.00 to \$36.00 per credit hour;
- increases credit hour state aid from \$30.50 to \$38.00 per credit hour;
- increases general state aid from \$2,642,771 to \$10,642,845;
- increases vocational education weighting from 1.5 to 1 to 2 to 1 for the 14 community colleges that do not have area vocational school designation;
- repeals the academic out-district credit hour state aid limitation for students with over 64/72 credit hours;
- provides for an operating grant to the community colleges when state aid increase results in a mill levy of more than 20 mills; and
- provides an exemption from the current tax lid and places a 20-mill limitation on the general, vocational, and employee benefit funds.

Proposed Washburn University Funding Plan. This Washburn University state aid plan includes the following provisions:

- repeals out-district tuition and increases the state operating grant to offset any lost revenue; and

- establishes an equity grant program and funds one-fifth of the calculated cost in the first year, with annual increases of one-fifth anticipated in each subsequent year until full equity funding is achieved. Equity funding is based initially on a 1997 calculation.

Estimated Cost of Proposed State Funding Plans. The following table summarizes the estimated costs of this state plan for community colleges and Washburn University.

<u>State Support</u>	<u>FY 1999</u>	<u>FY 1998</u>	<u>Difference</u>
<u>Cmnty Colleges</u>			
Credit Hour Aid	\$ 54,739,631	\$ 41,457,678	\$ 13,281,953
Out-District Aid	19,933,210	12,225,973	7,707,237
General State Aid	10,642,845	2,642,795	8,000,000
Operating Grant	<u>2,741,630</u>	<u>0</u>	<u>2,741,630</u>
Subtotals	\$ 88,057,316	\$ 56,326,446	\$ 31,730,870
<u>Washburn Uni.</u>			
Operating Grant	\$ 7,958,766	\$ 7,454,876	\$ 503,890
Equity Grant	<u>861,003</u>	<u>0</u>	<u>861,003</u>
Subtotals	\$ 8,819,769	\$ 7,454,876	\$ 1,364,893
Grand Total	<u>\$ 96,877,085</u>	<u>\$ 63,781,322</u>	<u>\$ 33,095,763</u>

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