

Kansas

a new horizon

**KANSAS POSTSECONDARY EDUCATION
GOVERNANCE & MISSIONS**

Prepared for the
KANSAS BOARD OF REGENTS

November, 2001

A study funded by the
KANSAS HEALTH FOUNDATION
For the advancement of Higher Education in Kansas

NDRED

“A New Horizon”

Kansas Postsecondary Education Planning Study: Governance and Missions

A Report for the Kansas Board of
Regents



Northwest Education Research Center
4218 Leavelle Street, NW
Olympia, Washington 98502
360/866-4651

www.nored.net

November 2001

“A New Horizon”
Kansas Postsecondary Education Planning Study:
Governance and Missions

TABLE OF CONTENTS

	<u>Page</u>
Report Summary	5
I. Introduction	11
II. Kansas Higher Education in Context	
What is the Problem?	17
III. Statewide Coordination, Governance, and The Role of the Kansas Board of Regents.....	32
The Dimensions of Higher Education Governance	32
The Functions of Statewide Boards	34
The Structures of Governance	39
The Changing Environment for Higher Education Governance.....	42
Collaboration and Adaptation in Higher Education Governance	44
A New Governance Relationship for Kansas	45
Washburn University	51
Higher Education Management System.....	52
Transfer of Credit	52
Tuition and Student Financial Aid.....	53
IV: Economic Growth, Workforce Preparation, and a Community and Technical College System	56
Features of Kansas’ Approach.....	56
Combining Parallel Systems	60
Local District Governance	63
Community College District or Service Area Boundaries	66
Technical Program Information Base	69
V. Sector Missions	71
Conventional Arrangements.....	71
State University Missions	75

	<u>Page</u>
State University Service Areas.....	77
Associate Degrees in Universities and University Service Areas	79
Regional Institutions	81
Community College Missions	82
Technical Institution Missions.....	84
Community College Regional Higher Education Agent Role.....	85
VI. Conclusions and Recommendations	88
Project Team Members.....	96

“A New Horizon”
Kansas Postsecondary Education Planning Study:
Governance and Missions
REPORT SUMMARY

With the passage of Senate Bill 345 in 1999, the Kansas Legislature reconstituted the state’s public postsecondary education system. SB 345 altered the scope of responsibility and authority for the Kansas Board of Regents by legislatively placing the community colleges and the technical institutions within its purview and expanding its mission to encompass coordination for all of higher education in the state. Henceforth, the Board of Regents would govern some institutions, supervise some, and interface with others, while it would coordinate all of them.

This report was commissioned to assist the Board with the transition. The emphasis is on the first goal of the Regents’ *“Plan for the Coordination of Postsecondary Education,”* which calls for a review of the mission and roles of the four sectors of public postsecondary education (technical institutions, community colleges, state universities, and Washburn University) and for recommendations for improvements to the postsecondary education system that may be achieved from a restructuring of governance and administrative entities.

The study was conducted during the summer, 2001. The approach included visits with representatives of each postsecondary education institution, during which it became apparent that three topics constituted major issues:

1. The governance, coordinative, and supervisory roles of the Kansas Board of Regents, its relationships with the sectors and institutions, including Washburn University and the community colleges and the technical institutions, and organizing for the post SB 345 task.
2. Economic development, workforce preparation, and, particularly, how the reorganized community colleges and technical institutions could be more fully utilized to tackle the associated responsibilities. And,
3. Institutional and sector roles and missions in a newly forming higher education context.

The report contends that the Board has two major governance options in this new setting. Each involves different methods and relationships. The first is to move in the direction of greater centralization and consolidation. This would entail continued use of the tools that typically have characterized coordination and governance in Kansas and elsewhere for the past thirty years or so – comparatively fixed mission assignments, central program review and approval, institutional geographic service areas, regulatory policies to limit competition and duplication, standardized budget formulae and allocation models, quality defined by appropriations, and an emphasis on providers as distinct from customers.

Such approaches define the ‘administrative’ model, a model based on principles of centralized management and, in the jargon of the trade, regulatory coordination.

This is the model that many in the colleges and universities of Kansas are most concerned about as the Board of Regents works to implement the changes authorized by SB 345. While technically it is an option for the Regents, and, in fact, it may be the one that ultimately devolves, it is not the one that best fits the objective circumstances of higher education's contemporary setting. Indeed, many observers of the present dynamics of higher education in this country are uneasy about its continued effectiveness and believe it is no longer suited to an environment shaped by such imperatives as economic growth and development, competing social demands for limited public resources, an accent on performance, expectations of previously underserved citizens, availability of education technologies, and a presence of nonpublic competitors. The list could continue, but the depth of the incongruity between the problem and the traditional solutions would only increase.

Beyond this, this model is probably not the best one for a system composed of the variety of authority and funding arrangements that exists in Kansas. The application of such a regulatory coordination model would involve dislocations in structures and relationships that are familiar in Kansas, and it would require substantial increases in state funding for additional staff at all levels to make it work. At least equally important, it would require a change in the funding balance to one that was substantially or entirely state-based at a time when other priorities are asserting demands on the state's resources. The political tasks associated with involuntary changes in governance relationships would be difficult and debilitating.

The other option for the Regents is to establish and maintain a clear and coherent policy framework and rely on delegation, budgets, and accountability measures to ensure the policies are being pursued and the goals accomplished. In this case, the Board would operate as a "Policy" board, as distinct from an "Administrative" or "Regulatory" board, and within that framework establish and maintain a relationship of shared responsibility with all of the sectors. This model entails a replacement of the conventional reactive approach with one that is considerably more proactive.

More specifically, this management model involves a delegation of as much executive responsibility as reasonable to the institutional or district levels within a policy framework established and maintained by the Board. The delegation would be predicated on and accompanied by a system of contractual accountability, based on implementation or performance agreements keyed to budgets and budget cycles.

Such a model is both feasible and in alignment with the important elements of organization management that are finding their way into higher education. It also may be the only workable option at this point in Kansas' history.

The recommendations of the report feature this as the preferred approach. The two other considerations of importance -- workforce preparation and sector mission clarification -- are addressed with recommendations that fit within the overall policy board framework.

The principal recommendation is that the Board of Regents should constitute itself as a policy board for the Kansas Higher Education System. This role should stress policy leadership and the exercise of coordination functions on the part of the Board and delegation of responsibility for most aspects of management and administration to the institutions that constitute the system. Other recommendations align with this preamble.

1. *The Board of Regents should provide policy leadership for the higher education system and delegate or entrust management responsibility to the institutions in the system. This delegation should be accompanied by accountability provisions that include institutional implementation agreements or contracts, performance benchmarks, and fiscal and academic audits to ensure that the institutions are operating in accordance with Board policies.*
2. *The receipt of state funds should obligate an institution to follow state policy.*
3. *The relationship should build upon the block operating grant and tuition ownership initiatives. Institutions would exercise this authority within the parameters of a Board of Regents' policy framework.*
4. *The Board should pursue similar relationships with all of the institutional components of the public higher education system.*
5. *The six state universities should be excused from such centralized administrative requirements as printing, personnel, and prior architectural review.*
6. *The Board of Regents should be the central point of contact with the Governor and Legislature on matters of higher education policy.*
7. *The Legislature should be asked to eliminate the three-commission aspect of SB 345 and authorize the Board to organize itself in the manner it deems appropriate.*
8. *The assignment of Board staff to routine administrative tasks, as opposed to tasks associated with the Board's policy role, should be the exception rather than the rule.*
9. *The need for centralized program approval for program initiatives that fit within sector and institutional missions in view of the managerial model described in previous recommendations should be reconsidered.*
10. *The Board should abandon the concept of 'supervise' with respect to those institutions that were previously under the administrative authority of the State Board of Education.*
11. *The Board should take the necessary steps to bring Washburn University into the State University System in a relationship similar to that recommended for the other state universities.*
12. *The Board should seek authority for the state universities that do not presently receive tax support from their local counties to gain such support to a level and in a manner similar to the Wichita State University experience.*
13. *Work being devoted to the development of a statewide higher education data system should be vigorously encouraged and adequately funded.*

14. *The transfer of credit issue should become a permanent agenda item at the meetings of the appropriate inter-institutional committees and Regent task forces. The independent institutions should be invited to participate in these conversations.*
15. *A review of Kansas' pricing and student assistance programs is imperative and should be treated as a high priority.*
16. *A comprehensive assessment of Kansas' approach to higher education funding should be conducted as soon as possible.*
17. *The Board should assume a leadership role with respect to the state's job training and economic growth and development efforts by serving as a the convener of regular meetings of a "Job Training and Economic Growth and Development Roundtable" composed of agency and organization representatives from all of the interested official parties.*
18. *The community colleges and technical institutions should be consolidated into a single state Community and Technical College System under the Board of Regents.*
19. *The Board of Regents' relationships with the community and technical colleges should follow the model recommended for the state universities.*
20. *Several community college funding options are available for consideration. One involves full funding by the state through a statewide equalization program with a local enrichment option for the home county. State assumption of the preponderance of funding through continuation of the property tax buy down program begun with the passage of SB 345 is another alternative. A third option centers on a gradual approach through local affiliations and mergers. Such funding options should be included in the Board's projected postsecondary education funding study.*
21. *The Board should review the community college service areas, redrawing and reconstituting them as community college districts or higher education planning districts.*
22. *Technical institutions should be designated "colleges," allowed to provide general education services to their students, and offer the AAS and technical college transfer degrees.*
23. *Consideration should be given to the creation of a "Kansas Occupation Education Information System."*
24. *The Board should consider distinctive missions for the public universities within the following institutional types: The University of Kansas, Kansas State University are Doctoral-Granting Research Universities; Wichita State University is an Urban Doctoral-Granting Research University; Washburn University is a Comprehensive Urban University; Pittsburg State, Fort Hays State, and Emporia State University are Comprehensive Regional Universities.*

25. *The present university service areas should be redrawn or eliminated.*
26. *As a general rule, except for selected specialized programs, state universities should not offer Associate degrees. Those programs presently provided should be turned over in a phased manner to the state community and technical college system. The phasing process should allow present students to complete their programs in a timely manner.*
27. *The Board should seek elimination of policies preventing the delivery of community college services in counties with four-year institutions.*
28. *The Board should consider the establishment of a Regents' Center in southwestern Kansas.*
29. *The community colleges and technical institutions of Kansas should be 'open door' institutions and serve as the principal points of access to higher education.*
30. *The roles and missions of community colleges located in rural settings should be guided by the concept of "Regional or Community Higher Education Center."*
31. *Consideration should be given to the use of tuition as a means to attract students to Kansas as part of the state's economic growth and development programs.*

“A New Horizon”

Kansas Postsecondary Education Planning Study: Governance and Missions

A Report for the Kansas Board of
Regents



“A New Horizon”
Kansas Postsecondary Education Planning Study:
Governance and Missions

“The difficulty lies not in the new ideas, but in escaping from the old ones.”

John Maynard Keynes

CHAPTER I: INTRODUCTION

In 1999, with the passage of Senate Bill 345, the Kansas Legislature reconstituted the state’s public postsecondary education system. SB 345 was the culminating event in a long sequence of higher education studies, the most recent of which was a report prepared by a study committee headed by the Lieutenant Governor. Though variously numbered and described, and at least equally varied in import, some 27 higher education reports and studies have been developed in Kansas since the early 1970s.

SB 345 had both culminating and initiating effects. It signaled an end to an old design and stimulated a transition into a new arrangement. Both the pivotal place of SB 345 and the transition are suggested by the title of the present study, “A New Horizon.” This title also reflects the fact that Kansas already has achieved a number of ‘horizons’ as part of its higher education progress, and each has opened vistas to others. So was the case with SB 345.

The enactment altered the scope of responsibility and authority for the Kansas Board of Regents by statutorily placing the community colleges and the technical institutions within its purview and expanding its mission to encompass coordination for all of higher education in the state. Prior to SB 345, community colleges and technical institutions were the administrative responsibility of the State Board of Education in Kansas, where they had been placed since the 1960s. “Supervised” rather than governed, and both secondary and postsecondary in their mission, SB 345 clarified their status: these institutions henceforth would be part of higher education.

Interest in a closer relationship between the state higher education system and Washburn University also was implied by SB 345’s changes. Washburn is a metropolitan university located in Topeka. Its relationship is in some respects like that of Kansas’ community colleges. Washburn’s operating budget comprises a combination of local funds -- derived from a portion of the sales tax paid by county residents, state appropriations, and tuition and fees. As with the community colleges, local funds represent the preponderant share of Washburn’s budget. Unlike the community colleges, however, which have elected governing boards, Washburn’s board is appointed.

A third component of Kansas’ system, the postsecondary technical institutions, which do not have local funding authority but are funded through a combination of state appropriations and student fees, are governed by local *school* boards, sometimes amalgamations of local district boards. Some have merged with community colleges, and in these cases governance is exercised through the locally elected community

college board. Regardless of who is in charge, all of the technical institutions are principally adult, state-funded, institutions.

The legislation also makes it clear that Kansas is to operate with a new higher education model, and it provided some descriptions of what this would involve. The Board of Regents, for example, would govern some institutions, supervise some, and interface with others, while it would coordinate all of them.

Different nuances and interpretations can apply, but for purposes of illustration it can be argued that the Board of Regents would continue to be a *governing* board for the six state universities that it has governed traditionally (the University of Kansas, Kansas State University, Emporia State University, Fort Hays State University, Pittsburg State University, and Wichita State University), it also would *coordinate* these six and the locally governed community colleges and Washburn University (along with the rest of the system), and it would *supervise* the state's postsecondary technical institutions, continuing the term used to describe the State Board of Education's relationship with these colleges and schools.

Organizationally, SB 345 required the Board to divide into three commissions to fulfill these responsibilities and coordinate the system. Each commission would be composed of three members of the Board. Some funding changes also were started. The Legislature initiated efforts to reduce reliance on local levies to support the community colleges and eliminated surcharges for out-of-county residents attending these institutions. Other funding arrangements were directed to salaries, tuition and fees, and quality enhancements throughout the system.

It was in these ways and some others that SB 345 reorganized higher education in Kansas. Beyond the realignment and the initial steps, responsibility for continuing the program that was started was left to others, particularly the Board of Regents, with legislative oversight.

It is principally at this point that SB 345's transitional qualities come into play. The legislation addressed Kansas' disparate patterns of higher education organization and governance by assigning a similarly disparate mission to the Kansas Board of Regents. At a considerable risk of overstatement, the Board of Regents was given its assignment and then implicitly left to figure out what it all meant and how it would carry out its duties. It is in this sense that SB 345 both changed the terms of the higher education discourse in Kansas, to coin a phrase, and set in motion processes that would be needed to determine how it all would work.

A year after the enactment of SB 345, the Board of Regents prepared and adopted its "*Plan for the Coordination of Postsecondary Education.*" In the opening paragraphs of the Plan (in the Board's words the Plan was actually a "goal-setting exercise [as] one element of developing a comprehensive plan") the Board refers to SB 345 in the following manner:

"In the . . . legislation [SB 345], The Regents also were required (among other responsibilities) to (1) determine institutional roles and review institutional missions and goals; (2) develop articulation procedures so that maximum freedom of transfer among and between postsecondary educational institutions is ensured; (3) develop and implement a comprehensive plan for distance learning technologies; (4) approve core

indicators of quality performance; and (5) collect and analyze data and maintain a uniform postsecondary education data base. The goals and tasks outlined in this [Plan] will establish an overarching framework in which these responsibilities will be undertaken during the next four years. It will set not only a multi-year vision and core set of values for the system, but a concrete policy agenda that will guide funding and programmatic recommendations in the coming four years.”

The Plan, or this goal-setting aspect of the Plan, contains five goals, enumerated and directed respectively to:

- 1) Roles, missions, governance and administration;
- 2) Articulation and standards;
- 3) Reduction of barriers to lifelong learning;
- 4) Economic opportunity, workforce training, and quality of life; and
- 5) Financing, both for institutions and students in need.

These describe the emphases of the first stage of the transition period. This report enters at this point. It is one of the Regents’ approaches to the tasks implicit in these goals.

To understand the scope of the task, it is important to understand the charge that underlies this study: We were asked to consider the first of these clusters: roles, missions, governance, and administration. Thus, *only the first Goal, Goal 1, is addressed in the present study*. In full detail, Planning Goal #1 is as follows:

“Goal#1: Review and approve the mission and roles of the four sectors of public postsecondary education (technical institutions, community colleges, state universities, and Washburn University). Determine improvements in the system that may be achieved from potential restructuring of governance and administrative entities.”

Two components accompany this Goal:

(1-A) Review and establish the mission and roles of each of the four sectors of public postsecondary education; and

(1-B) Determine and recommend improvements to the postsecondary education system that could be achieved from restructuring of governance and administrative entities.

These are what this report is about – governance and administration, roles and missions.

But were it that simple. Because of the close and often inseparable relationship between higher education governance and missions, on the one hand, and higher education funding and financial systems, on the other, it is difficult to contain the analysis to governance, or to missions, and leave issues of funding to another day. As one example, because of their dependence on local tax support, community college governing boards must be able to initiate periodic adjustments in the local tax load. In Kansas, for all intents and purposes, this means that they must be representative of the community that is taxed and be voted into office by the electors of the tax-paying community. Thus, to this extent at least, the funding model determines the governance

form. Realistically, if one seeks to change the governance form, then one also must confront the funding form.

We know that a study of higher education funding is another one of the Regents' planning goals, so we have tried to limit this inquiry to governance, pointing out particular funding aspects, such as community college funding, that should be addressed in the funding study, while providing enough description here so that readers will understand both the complexities and the importance of the issues.

During the early discussions leading up to the study, the Regents' interest in involving as many people in Kansas as possible was made clear. This interest also accorded well with an important part of our preferred methodological style. Thus, site visits throughout Kansas occupied much of the summer of 2001. Members of the *NORED* study team met with state officials, including the Governor and Lieutenant Governor, House and Senate leadership, and many members of the Legislature. They also met with representatives of each of the public institutions in Kansas, and with spokespersons for most of the important inter-institutional associations, including the Community College Trustees' Association, members of the technical institutions' association, and the independent colleges and universities of Kansas. Meetings also were arranged with officers of relevant state agencies and departments, chiefly those whose interests spanned economic development and workforce preparation. Additional meetings were held with members of the Board of Regents and its staff. In all, direct conversations transpired with considerably more than 300 interested parties; if those who attended and engaged in these meetings are added, the total is much greater.

There appears to be considerable unanimity in Kansas on what constitute the major issues. They cluster as follows:

1. The governance, coordinative, and supervisory roles of the Kansas Board of Regents, its relationships with the sectors and institutions, including Washburn University, and organizing for the post SB 345 task;
2. Economic development, workforce preparation, and, particularly, how the reorganized community colleges and technical institutions should be more fully utilized to tackle the associated responsibilities; and
3. Institutional and sector roles and missions in a new higher education context.

There are some other matters we must address, but when coupled with an opening section directed to contextual matters, these clusters also suggest the organization of this report: separate chapters are devoted to each. Our recommendations are presented as they unfold throughout the report. Sometimes they contain a series of options for the Board to consider, leaving the final decision on the preferred alternative to the Board, where it belongs. The final chapter brings the recommendations back together in an enumerated fashion.

SB 345 not only inaugurated a new and important mission for the Board of Regents, it also presented a dilemma for the Board in interpreting that mission. In organizing for the task, it seems that it has two major options. One is to move in the direction of greater centralization and consolidation. This is the direction that many at the institutional level are most concerned about. While technically it is an option for the Regents, and, in fact,

it may be the one that ultimately devolves, it is not the one that best fits the objective circumstances of the contemporary setting. Indeed, many observers believe it is no longer suited to an environment characterized by such imperatives as economic growth and development, competing social demands for limited public resources, an accent on performance, growing expectations of previously underserved citizens, availability of education technologies, and an increasing presence of nonpublic competitors. The list could continue, but the depth of the incongruity between the problem and such traditional solutions would only increase.

Beyond this, we also do not believe this model is the best one for a system composed of the variety of authority and funding arrangements that exists in Kansas. The application of such a regulatory coordination model would involve dislocations in structures and relationships that are familiar in Kansas, and it would require substantial increases in state funding for additional staff at all levels to make it work. Equally important, it would require a change in the funding balance to one that was substantially or entirely state-based at a time when other priorities are asserting demands on the state's resources. The political tasks associated with involuntary changes in governance relationships would be difficult and debilitating.

The other option for the Regents is to establish and maintain a clear and coherent policy framework and rely on delegation, budgets, and accountability measures to ensure the policies are being pursued and the goals are being accomplished. In this case, the Board would operate as a "Policy" board, as distinct from an "Administrative" or "Regulatory" board, and within that framework establish and maintain a relationship of shared responsibility with each of the sectors. This model entails a replacement of the conventional statewide agency reactive approach to one that is considerably more proactive.

More specifically, this management model involves a delegation of as much executive responsibility as reasonable to the institutional or district levels within a policy framework established and maintained by the Board. The delegation would be predicated on and accompanied by a system of contractual accountability, based on implementation or performance agreements keyed to budgets and budget cycles. It would extend to the presently governed institutions – the six state universities – the managerial latitude presently experienced by each of the other components of Kansas' higher education system. A similar relationship would be maintained with these sectors.

Such a model is not only practicable, we believe, it also is in alignment with the important elements of organization management that are finding their way into higher education. It also may be the only workable option at this point in Kansas' history.

We stress the fact that changes such as those outlined may require time to accomplish. If the term chosen for the title of this report, 'A New Horizon,' connotes change, it also connotes time: in this case, perhaps as much as a decade or so. But that is what strategic planning is partly about. We have much more to say about these things in the pages that follow, but readers are entitled to early knowledge of where the work done in Kansas is taking us.

Before turning to these matters, a brief word about the members of the study team and a few acknowledgements are in order. The team that participated in the research and the site visits was composed of James M. Furman of Seattle and Phoenix, Dr. Lyman A. Glenn of Walnut Creek, California, Dr. Raymond N. Kieft of Denver, and Dr. Anne-Marie McCartan of Richmond, Virginia. Patrick M. Callan of San Jose, served as a

project technical advisor. Dr. Donald Heller of the University of Michigan, provided technical services with respect to certain aspects of Kansas' approach to tuition and student financial assistance. Dr. William Chance of Olympia, served as the project manager. Brief biographies of the team members are offered at the end of the report.

With respect to acknowledgements, the study would not have been possible within the available time period without the able assistance of several members of the Board of Regents' staff, especially those who scheduled the meetings and organized the logistics, and the willing participation of the representatives and supporters of Kansas' public institutions of postsecondary education. Since there were nine regionally dispersed site visits, all but one of which were on institutional campuses (the exception was in the Regents' office), many of those who participated in these meetings had to confront daunting distances at sometimes less than ideal traveling hours to attend.

The fact that they did so, and the further fact that the site visits occurred during the summer months stand as compelling testimony to the commitment and dedication of those who pursue their professions in Kansas higher education.

We listened carefully to what they had to say and to the changes they thought might be needed; we also read the materials they graciously provided; and we wish to thank them for their interest in the study and for their help. Without this help, the study would not have been possible.

We also should acknowledge that the study was made possible in part by a generous grant to the Kansas Board of Regents by the Kansas Health Foundation. The Foundation's grant, in fact, provided the primary source of funding.

Attention is now directed to what we learned and what we believe are the actions the Board and others in Kansas should consider as the post SB 345 transition period unfolds.

“A New Horizon”
Kansas Postsecondary Education Planning Study:
Governance and Missions

“Kansas may be one of America’s better kept secrets”

Member of the *NORED* Study Team

CHAPTER II: KANSAS HIGHER EDUCATION IN CONTEXT

WHAT IS THE PROBLEM?

It never hurts to commence a study with a question about the problem. From what we learned last summer we know there are problems in Kansas. There is no shortage of these, or, for that matter, in the higher education organizational and funding anomalies that exist in Kansas -- ‘anomalies’ as conventional things sometimes go, but it is important to view them in context. The problems mentioned during the site visit meetings usually focused on specifics: definitional matters with respect to the Regents’ authority and responsibilities; variances in approaches to funding, uncertainties about the different ways things are done with respect to higher education in Kansas, etc. These are fairly local as distinct from systemic matters.

Kansans sometimes display tendencies to see their own higher education and public policy achievements as something less than what other states have been able to accomplish. Just as we encountered references to problems last summer, we also heard a number of suggestions that we look at how other states do things, implicitly because these other states do certain things better: how Oklahoma organizes its vocational-technical programs; how North Carolina’s university system operates; how Illinois coordinates its higher education sectors, etc.

While understandable, such opinions may be a little wide of the mark. Kansas is doing pretty well higher-educationally. The most recent, actually the only, study that views the higher educational efforts of the states in a comparative contemporary framework, employing the same data for each, is the National Center for Public Policy and Higher Education’s [NCPPE] report, *Measuring Up 2000: The State-by-State Report Card for Higher Education*.

Based on these data, Kansas’ has a Report Card it can feel pretty good about: four B’s and an A, or about a 3.2 GPA. The state does very well on *Participation* in higher education, the area in which it received its A grade. Here the measures are high school freshmen enrolling in college within four years; percentage of 18-24 year olds enrolling in college; percentage of adults enrolling part-time in some type of postsecondary education; and costs of college.

Kansas receives a B grade in *Preparation* (18-24 year olds with a high school credential; K-12 math, science, and algebra course taking; and indicators of student achievement). It also received a B grade in *Affordability* (The state does not do so well with respect to aid for low income students, share of poorest families’ income required for college, and average amount students must borrow for college each year.) B grades also were given

for *Completion* (persistence through college and completion) and for the *Benefits* of the higher education system (adults with bachelor or high degrees; increases in total personal income as a result of college; voting participation; charitable giving; and evidence of high level skills among adults).

Kansas compares well with surrounding and peer states on these measures (Table 1), notably ranking second among the 13 states included in the group, with only Illinois above it. The comparison states used in this report were identified during initial discussions with Regents’ staff and others in Kansas. They include the six states, Arkansas, Colorado, Iowa, Missouri, Nebraska, and Oklahoma historically used by Kansas, Inc. for economic comparison purposes.

Table 1 Kansas’ and Comparison State Grades on the National Center for Public Policy and Higher Education’s <i>Measuring Up 2000</i> Higher Education Report Card Ranked by “GPA” Scores						
State	Preparation	Participation	Affordability	Completion	Benefits	“GPA”
Illinois	A	A	A	C+	B-	3.4
KANSAS	B	A	B	B	B	3.2
Iowa	B	B	B	A-	C+	3.0
Nebraska	A-	A	C+	C	B-	2.9
Colorado	B	B-	B-	C	A	2.9
Utah	A	C-	A	D+	B-	2.7
N. Carol.	B	D	A	B+	D+	2.5
Missouri	C+	C-	D+	B-	C	2.0
Arizona	D+	C	C-	C-	B-	1.9
Oklahoma	D+	C-	B-	C-	C-	1.8
Florida	C	D+	D	B+	C-	1.8
Oregon	C-	D	D-	C	C+	1.5
Arkansas	D	D-	C+	D+	D-	1.2

Note: The NCPPHE does not encourage calculation or ranking by “GPA” score. The approach is applied here, with apologies to the NCPPHE, for the obvious reasons.

The NCPPHE writers attributed Kansas’ grades to the following:

(With respect to Preparation) “A very large proportion of young adults in Kansas earn a high school diploma or a General Education Development diploma by age 24. The state’s 8th graders perform well on national assessments in reading, indicating that they are prepared for challenging high school courses. And a very good proportion of the state’s juniors and seniors perform well on college entrance exams.

(With respect to Participation) “A large percentage of students in Kansas go on to college immediately after high school. A very good proportion of young adults (ages 18 to 24) are enrolled in postsecondary education or training. And Kansas is a top performer in the percentage of working-age adults (ages 25 to 44) who are enrolled in college-level education or training.

(With respect to Affordability) “Kansas is a top performer on the share of family income required, after financial aid, to attend its public two-year colleges and universities. Public two- and four-year colleges enroll nine out of ten students in the state. On the other hand, Kansas invests very little in financial aid for low-income students and families, compared to the best performing states.

(With respect to Completion) “A large proportion of freshmen in Kansas’ two- and four-year colleges return for their second year. A very large proportion of students complete certificates and degrees relative to the number enrolled. But a fairly small percentage of first-time, full-time college students receive a bachelor’s degree within five years of enrolling.

(Finally, with respect to Benefits) “A large proportion of Kansas residents have a bachelor’s degree and this considerably strengthens the state’s economy. Kansas residents contribute substantially to the public good, as measured by voting and charitable contributions. However, a fairly small proportion of the state’s adults perform well on national assessments of high-level literacy.”

There are other comparative figures to demonstrate how the state is doing. Overall, Kansas is carrying more than its share of the task of providing Americans with a higher education experience. Its Year 2000 population constitutes slightly less than one percent (0.96) of the nation’s total. Its total college enrollment the year before (1999) comprised 1.2 percent of the nation’s total.

It is not our wish to load people down with numbers, but a few other comparative indicators may be useful. Data from the U.S. Department of Education tend to be dated, and definitions are sometimes difficult to understand, but if one assumes that the same definitions apply to all of the states, and the data are the most recent available for making comparisons, the information can be useful. Thus, in addition to the figures on preparation, participation, affordability, completion, and benefits that the NCPPHE pulled together, there are some other sources.

The Kansas postsecondary infrastructure compares well with other states. In this case, using the same 12 ‘peer’ states as above, Kansas compares with them in terms of institutions by type and governance, as shown on Table 2, next page. These are 1998-99 figures for the institutions and year 2000 population estimates. Again, institutional type and numbers may vary from common impressions because of definitions. Note that these data do not report all technical institutions, presumably because these institutions are sometimes under school district governance and they may or may not grant postsecondary degrees; thus, they tend to fall between the data cracks.

These figures also may tell more about how different states organize their higher education systems, i.e., public and private, two- and four-year, than anything else. The message is in institution-population ratios. Although Kansas ranks fifth in number of public institutions among the 13 states, on a per capita basis, it ranks first in ratio of population to public institutions overall. When both public and private institutions are included, it also ranks first among these states, closely followed by Iowa and Nebraska, and, a little later, Arkansas. Whether this is good or bad depends on whether one considers institutions of higher learning assets or liabilities. We see them as assets. In view of Kansas’ social and economic development interests and goals, its higher education infrastructure constitutes a very impressive asset.

Table 2
Public Institutions by Selected State and Type
Per Capita 2000 Population
Census and IPEDS Data

State	Public 4-Year	Public 2-Year	Pop Per Inst.	Public 4-Yr. (N.P.)	Total Pub. & Priv.	Pop. To All Inst.
Arizona	5	20	205,240	10	35	146,600
Arkansas	11	22	81,012	10	43	62,172
Colorado	14	15	148,310	13	42	102,404
Florida	11	28	409,794	45	84	190,261
Illinois	12	48	206,983	85	145	85,648
Iowa	3	16	154,000	36	55	53,200
KANSAS	9	23	84,000	21	53	50,717
Missouri	13	18	180,483	54	85	65,823
Nebraska	7	9	106,937	16	32	53,468
N. Carol.	16	57	110,260	41	114	70,605
Oklahoma	14	15	119,000	13	42	82,166
Oregon	8	17	136,840	12	48	71,270
Utah	5	4	248,111	2	11	203,000
US	612	1069	167,413	1531	3213	87,615

Because of the different ways that states fund their institutions of higher learning (e.g., both state appropriations and local tax funds are represented in the operating budgets of Kansas community colleges, Washburn University, and Wichita State University) comparative figures on state appropriations for higher education may conceal more than they reveal. The figures for the year 2000-01 for the selected states, both total and per capita, are shown on Table 3: Kansas ranks fourth among the selected states.

Table 3
Higher Education Appropriations by State
2000-01
Total and Per Capita

Rank in Per Capita Approp.	State	Appropriations (000)	Appropriations Per Capita
1	Nebraska	\$526,041	\$307.40
2	North Carolina	\$2,398,489	\$297.97
3	Iowa	\$851,124	\$290.85
4	KANSAS	\$680,313	\$253.05
5	Utah	\$543,691	\$243.46
6	Arkansas	\$618,127	\$231.12
7	Oklahoma	\$779,672	\$225.95
8	Illinois	\$2,699,067	\$217.33
	United States	\$60,568,619	\$215.50
9	Oregon	\$667,236	\$195.02
10	Missouri	\$1,027,548	\$183.65
11	Arizona	\$892,621	\$177.44
12	Florida	\$2,829,525	\$177.04
13	Colorado	\$743,483	\$172.85

Serious review of Kansas' higher education funding systems is a matter for future study, but an additional indicator of effort can be demonstrated by comparing the Year 2000-01 state appropriations for the selected states with per capita personal income, again noting that public institutions in some states rely on both state and local funding (Table 4). In this case, Kansas ranks 9th.

Table 4
Year 2000-01 State Higher Education Appropriations Compared with
Year 2000 Per Capita Income

Rank:	State	Year 2000-01	Year 2000	Appropriations
Appropriations		State Higher	Per Capita	Per Dollar of
Per Dollar of		Education	Personal	Personal
Personal		Appropriations	Income	Income
Income		(000)		
1	N.Carolina	\$2,398,489	\$27,194	\$88.19
2	Illinois	\$2,699,067	\$32,259	\$83.66
3	Florida	\$2,289,525	\$28,145	\$81.34
4	Missouri	\$1,027,548	\$27,445	\$37.44
5	Arizona	\$892,261	\$25,578	\$34.83
6	Oklahoma	\$779,772	\$23,517	\$33.15
7	Iowa	\$851,124	\$26,723	\$31.84
8	Arkansas	\$618,127	\$22,257	\$27.77
9	KANSAS	\$680,313	\$27,816	\$24.45
10	Oregon	\$667,236	\$28,350	\$23.53
11	Utah	\$543,691	\$23,907	\$22.74
12	Colorado	\$743,483	\$32,949	\$22.57
13	Nebraska	\$526,041	\$27,829	\$18.90

Some with whom we met with in Kansas seemed concerned over the costs of higher education. On Table 4 we have listed only state appropriations, but it may be reasonable to assume that the load is not as heavy in Kansas as in some other states.

Still another measure on which states often compare themselves concerns the receipt of federal research funds. On Table 5, federal funds for college and university-based research for fiscal year 1999 for the selected states are presented.

Table 5
Federal Research Funds for College and University
Based Research
FY 1999

1	Illinois	\$676,939,000
2	North Carolina	\$662,013,000
3	Colorado	\$504,673,000
4	Missouri	\$399,909,000
5	Florida	\$394,086,000
6	Arizona	\$233,332,000
7	Oregon	\$227,420,000

8	Iowa	\$214,975,000
9	Utah	\$182,410,000
10	KANSAS	\$109,403,000
11	Oklahoma	\$99,634,000
12	Nebraska	\$79,037,000
13	Arkansas	\$72,065,000

A few more tables will complete the picture. In this case, attention turns to some of the results of a state's higher education effort. A useful measure in this regard is degrees conferred. The following figures (Tables 6 through 10) for the selected states are for the 1997-98 academic year. Figures for Associate, Bachelor, Master, Doctoral, and First Professional degrees are presented separately. The states are ranked on the basis of their per capita awards in each category.

Rank: Awards Per Pop.	State	Associates Awarded	Awards Per 1000 Population
1	Utah	8,087	3.62
2	Iowa	8,905	3.04
3	Florida	48,209	3.01
4	KANSAS	7,163	2.66
5	Nebraska	3,745	2.18
6	Illinois	26,898	2.16
7	Oklahoma	6,750	1.95
8	Missouri	10,207	1.82
9	Colorado	7,823	1.81
10	Arizona	9,276	1.80
11	N. Carolina	14,085	1.74
12	Oregon	5,850	1.71
13	Arkansas	3,155	1.18
	Avg. Total U.S.		1.98

Rank: Awards Per Pop.	State	Bachelor Degrees Awarded	Awards Per 1000 Population
1	Utah	16,670	7.46
2	Iowa	17,543	5.99
3	Nebraska	10,071	5.88
4	KANSAS	14,026	5.21
5	Missouri	28,888	5.16
6	Colorado	20,374	4.73
7	Oklahoma	15,887	4.60
8	N. Carolina	34,129	4.24
9	Illinois	52,196	4.20
10	Oregon	13,662	3.99
11	Arizona	18,381	3.58
12	Arkansas	9,222	3.45
13	Florida	48,463	3.03
	Avg. Total U.S.		4.20

Rank: Awards PerPop.	State	Master's Degrees Awarded	Awards Per 1000 Population
1	Missouri	11,661	2.08
2	Illinois	25,111	2.02
3	Colorado	8,160	1.89
4	KANSAS	4,596	1.70
5	Nebraska	2,906	1.69
6	Oklahoma	5,310	1.53
7	Utah	3,373	1.51
8	Arizona	7,753	1.51
9	Oregon	4,222	1.23
10	Iowa	3,589	1.22
11	Florida	16,677	1.04
12	N. Caro.	8,125	1.00
13	Arkansas	2,181	.81
	Avg. Total U.S.		1.52

Rank: Awards Per Pop.	State	Doctoral Degrees Awarded	Awards Per 1000 Population
1	Nebraska	429	.25
2	Iowa	648	.22
3	Illinois	2,690	.21
4	Colorado	851	.19
5	KANSAS	487	.18
6	Utah	357	.15
7	Missouri	860	.15
8	Arizona	788	.15
9	N. Caro.	1,083	.13
10	Oregon	458	.13
11	Florida	1,881	.11
12	Oklahoma	410	.11
13	Arkansas	162	.06
	Avg. Total U.S.		.16

Rank: Awards Per Pop.	State	Professional Degrees Awarded	Awards Per 1000 Population
1	Iowa	1,566	.53
2	Nebraska	764	.44
3	KANSAS	1,180	.43
4	Missouri	2,394	.42
5	Illinois	4,508	.36
6	Oregon	1,067	.31
7	Oklahoma	1,026	.29
8	N. Caro.	1,902	.23
9	Colorado	834	.19
10	Florida	2,762	.17
11	Arkansas	460	.17
11	Utah	379	.16
12	Arizona	438	.08
	Avg. Total U.S.		.27

Based on these numbers, and using degree conferrals as a measure of productivity, Kansas is doing pretty well. It ranks in the third to fifth place range.

Another set of comparison states might paint another picture. It is significant in this regard, however, to note that Kansas betters the national averages in most instances. While upward movement on the rankings is always desirable, the state is clearly holding its own on most of these scales. And there is always the matter of dynamic tension – as some states seek to adjust their rankings, other states seek to adjust theirs, and so it goes.

These tables return us to the basic question: What is the problem? People in Kansas mentioned several. The most prominent of these is economical. Located in America’s heartland, and productive in the things they do almost to a fault, people in Kansas insisted that in view of population shifts, in order to accomplish growth and to compete economically, the state must not only recruit industries, it also must recruit workers as well. A state policy directed to providing a higher education opportunity to as many Kansans as possible is an even more important, if less mentioned, aspect of this.

Such perceptions place a strong emphasis on workforce preparation. In this area, and notwithstanding the extant evidence of above average productivity in many forms, people at all levels of government insist that the state must do better. Some of the impressions on how well Kansas is doing and where it needs to go are evident in the following paragraphs extracted from the Board of Regents’ Goals and Tasks for 2000-2004 component of its Plan for the Coordination of the system:

“This plan is undertaken at a time of unprecedented economic growth in the nation. The U.S. is now entering the longest period of economic expansion in the history of the nation. Kansas’ per capita income in 1998 stood at \$25,049 or 95% of the national average. According to the *Governor’s Economic and Demographic Report 1999-2000*, The Kansas employment rate is at an all-time high. In fact, further economic growth is expected to be constrained from the lack of qualified workers and in-migrants.”

The events of September, 2001, as indeed the evidence of economic slowing that preceded and immediately followed them, have affected such planning assumptions in

terms of their immediacy -- some will be delayed, but it would be a mistake to assume that Kansas' economic interests and the relationship of its higher education sector to them have been permanently or materially altered. Moreover, while the schedules and levels of economic change may be affected in the short-term, the realities of competition and the conditions that determine success in the competition have not. Kansas must be in it for the long haul.

The competition is keen. A 1999 report, *The States New Economy Index*, (Robert D. Atkinson, Randolph H. Court, and Joseph M. Ward, Progressive Policy Institute, July, 1999) noted the following:

“. . . [W]hile history shapes the hand a state is dealt [with respect to adapting to the New Economy], public policy determines how that hand is played. For example, policies that promote technological innovation and improve education can boost a state's innovative capacity and create a more dynamic and productive workforce. Some of the states with rankings in the middle of the pack in this report (such as Kansas, Maine, and Rhode Island) could see improvements over the next decade as recently enacted forward-looking economic policies begin to bear fruit.”

Kansas' overall score on the New Economy Index is 45.8, ranking it 27th in the country, in this case a bit below the national average score of 48.1. Going back to the comparison states for a moment, on the basis of their overall scores, they rank among themselves as shown on Table 11.

Table 11
State New Economy Overall Scores
Kansas and Selected States
Source: New Economy Index

Nat'l Rank	State	Overall Score
3	Colorado	72.32
6	Utah	63.98
10	Arizona	59.23
15	Oregon	56.10
20	Florida	50.75
22	Illinois	48.37
27	KANSAS	45.80
30	North Carolina	45.16
35	Missouri	44.24
36	Nebraska	41.81
40	Oklahoma	38.63
42	Iowa	33.51
48	Arkansas	26.22

Index scores are based on data involving 17 indicators. These pertain to Office Jobs; Managerial and Professional Jobs; Workforce Education; Export Focus of Manufacturing; Foreign Direct Investment; 'Gazelle' Jobs (share of total employment in companies with annual sales revenue that has grown 20 percent or more for four straight years); Job Churning (new start ups and failures, combined, as a share of all companies in the state); IPOs (Initial Public Offerings of companies as a share of gross state product); Online Population; Commercial Internet Domains; Education Technology;

Digital Government (utilization of digital technologies in state government); High-Tech Jobs; Scientists and Engineers (as a percentage of the workforce); Patents (issued to companies or individuals per 1000 workers); Industry R&D Investment; and Venture Capital (as a percentage of Gross State Product).

Kansas ranks particularly well in Digital Government (5th), Managerial/Professional jobs (11th) and Gazelle jobs (12th). It also does well, 16th, in Workforce Education (educational attainment of the workforce, including advanced, bachelors, and associate degrees, or some college work – noncredit workforce preparation is not included, probably because of the absence of reliable state-specific data). Kansas compares with the other selected states on these four indicators in the manner indicated on Table 12. Using Workforce Education as the variable, Kansas ranks 5th.

Table 12
Kansas and Selected State’s Rankings on four New Economy Index indicators
Ranked by Workforce Education

State	Digital Government	Managerial/ Professional Jobs	“Gazelle” Industry Jobs	Workforce Education
Colorado	30	4	28	1
Utah	19	39	4	3
Oregon	18	37	2	11
Arizona	13	24	3	12
KANSAS	5	11	12	16
Illinois	50	8	17	22
Nebraska	15	18	18	26
Florida	6	16	7	30
Oklahoma	38	26	27	32
Iowa	26	38	46	37
Missouri	4	31	8	38
N. Carolina	33	22	23	39

Source: New Economy Index

Considering the indicator of most direct interest to the present study, Workforce Education, Kansas places well among the states that Kansans like to compare with. An interest in upward mobility in the overall score rankings characterizes much of the concern about this subject that we encountered during our conversations with people there.

Also apropos much of what we heard, i.e., the importance of engaging the state’s higher education resources more directly in the business of workforce preparation, the authors of the New Economy Index offer this advice: “In the new economy, states need to shift their focus from ‘hunting and gathering’ (industrial recruitment) to ‘gardening’ (promoting growth from within).” They continue with this:

“Rather than simply trying to cut costs, pass out incentives, or react to each new economic gyration, states should instead invest in the foundation areas for growth in the New Economy. A progressive, innovation-oriented state policy framework for this New Economy should rest on five pillars: 1) Co-investment in the skills of the workforce; 2) Co-investment in an infra-structure for innovation; 3) Re-invention – and

digitalization – of state and local governments; 4) Foster the growth of the digital economy; and 5) Foster civic collaboration.” (p. 37)

The first and last of these are of immediate interest to us. The first – workforce skills development is obvious. The last, fostering civic collaboration, is a natural for Kansas. In the words of the Index authors, this involves social capital – “the ability of people to work together for a common purpose in groups and organizations.” “In the New Economy, the successful states and regions are the ones with the most effective collaborative networks that craft and implement innovative solutions to public policy questions, placing the public interest above a narrow interest in maintaining the status quo.” We believe Kansas is out in front of most other American states in this race.

Returning to the question -- What is the problem? – in one sense, especially in view of Kansas’ performance on the variety of comparative indicators listed in this chapter, there may not be one, at least to the extent that a lot of other states will have to work hard to match Kansas’ performance. In another sense, the problem may be the possibility that what is being done is not good enough. Perhaps in that respect the question should be, “What might Kansas miss by continuing to do things the way it does? Or, using an increasingly tired cliché, maybe the admonition should not be, “If it isn’t broken, don’t fix it:” rather, “It isn’t broken, but how can we make it better?”

We are convinced that this is the view the Legislature and others had in mind when SB 345 was enacted two years ago. Whatever else, it, and the oft-referenced ‘27 studies of higher education in Kansas since 1970’ signal an interest in doing some important things differently.

SB 345 enriches the context both because it increases the authority and responsibility of the Board of Regents, and because the enactment process focused public attention on a number of disparities – some might call them idiosyncrasies – in the way Kansas does things in higher education. Here are a few.

Prior to SB 345, the state’s community colleges and technical institutions, those educational centers expected to assume a crucial role in workforce preparation in most states, were administratively housed under the State Board of Education. Although SB 345 placed them within the coordinative and supervisory authority of the Board of Regents, the two sectors – community colleges and technical institutions -- have not been merged. The technical institutions, for the most part, continue to be governed by local school boards or consortia of local school boards. Meanwhile, these institutions are funded principally with state funds and tuition.

The SB 345 shift from state K-12 oversight to state higher education oversight demonstrated recognition that the technical schools are essentially adult institutions and an important part of postsecondary education. It also implicitly called into question the propriety of continuing their governance in this manner. Aspects of postsecondary accreditation are important parts of this.

The other significant workforce preparation component, the state’s community colleges, is under the care of locally elected residents of the counties in which they are located. This is not so unusual, as these institutions also are funded preponderantly with local funds, mainly local property taxes. What is unusual is that, in effect, property owners in the 18 counties in which the 19 community colleges are located are carrying the primary financial burden for the state’s community college system.

During 1998-99, state funds for community colleges in Kansas comprised an average of slightly more than 24 percent of their total revenue. Amounts varied by institution, from a high of 38.7 percent for Cowley County Community College, to a low of 17.3 percent for Independence and Kansas City, which tied for the honor. Local funds for the system, by contrast, averaged *36.6 percent*. County funds (out of county reimbursements to the home county of the community college) averaged 10.1 percent, and student contributions (tuition, etc.) accounted for 21 percent. Federal funds averaged four percent. One of the objectives of SB 345 was to begin a buy-down process that over time would replace or reduce local taxes with state funding.

It is still early in the day, but reduced tax loads have been realized in some instances; in others the levy milage since SB 345 reportedly has increased. In view of slipping revenue projections, the Legislature's ability to continue the buy-down plan may be problematic, and there is fear in some sectors in Kansas that the crusade thus launched will come a cropper. People report that such an eventuality would result in a considerable loss of confidence in the state's ability to address and resolve its higher education dilemmas.

Viewed from the outside, Kansas' reliance on local property taxes for its community colleges is a multi-faceted public policy issue of considerable importance. Because of the variance in property values among the 18 counties with indigenous community colleges, the milage rate varies from a low of 7.64 mils in Johnson County to a high of 39.86 mils in Pratt County (Year 2001 figures). Thus, not only is the funding burden for these important public institutions placed on the property owners in comparatively few counties, the rate varies by a factor of more than five among them. The related aspects of accomplishing a coordinated comprehensive approach to the provision of community college services throughout the state, in view of the comparative autonomy of locally elected governing boards, the dominance of local control values, and the difficulties of changing almost anything, including long-established service areas, are no less confounding.

There is more than one way to view this, of course. The management flexibility and capacity to respond rapidly to local needs afforded these institutions by virtue of this arrangement are important values. One can argue that Johnson County Community College, the largest and certainly one of the more impressive institutions in the state (in fact, in the country), could not have achieved its respectable prominence under another arrangement. But there are downsides. The continuation of such local control via locally elected boards can make the business of organizing for the accomplishment of strategic goals a bit like the business of herding cats.

Before departing this topic, it may be worth noting that elected community college boards are not uncommon. As a matter of fact, most of the selected comparison states elect local boards for their community colleges or their community college districts. Some states, such as Colorado and Arkansas, use both forms; Colorado has elected boards for the 'independent' community colleges, which have retained local taxing authority, and appointed boards for those that have not. In Arkansas, legislation enacted in 1995 gave community college boards the choice of remaining elected or having the board appointed. Four of the nine opted for appointed boards. In most cases, however, the independent variable seems to be whether not local taxes are used. If they are, and certainly if they comprise the main funding source as in Kansas, the board is likely to be elected. Among the selected states, the selection patterns are shown on Table 13.

Table 13
Community College Governing Board Selection Means
Kansas and Selected States

State	Appointed	Elected
Arizona		10 District Boards
Arkansas	4 CC, 8 TC Boards	5 CC Boards
Colorado	10 CC Boards	2 CC Boards
Florida	28 District Boards	
Illinois		40 District Boards
Iowa		CC Boards
Kansas		18 CC Boards
Missouri		District Boards
Nebraska		6 CC Area Boards
N. Carol.	58 CC & 1 TC Boards*	
Oklahoma	12 CC Boards	
Oregon		16 CCs and 3 Service District Boards
Utah	Board of Regents 4 CC Boards	

*North Carolina boards are appointed by the Governor, the County Commissioners, and the local school board, each appointing a specified number.

Most of the community colleges have service areas that extend beyond the resident county. These service areas were defined in the early 1970s by the SBE to ensure that all residents of the state would be included in a community college service area. Residents of the outlying counties in these districts are not taxed and are not represented on the local boards. As noted, until SB 345, the home counties of residents attending the local community college were charged out-of-district fees, based on the number of people from the county attending. In SB 345, the Legislature took steps to phase out this payment system. In 1998-99, the out-of-district tuition billings totaled nearly \$10 million.

The community college service areas also excluded counties in which public four-year institutions were located; community college courses and programs could not be offered within them without the approval of the four-year institution. Similarly, other community colleges could not offer courses out of their service areas in others without the approval of the local community college. These exclusivity policies did not extend to the technical institutions, nor did they apply to the public universities, which could offer courses and programs anywhere within their service regions without community college approval.

The exclusivity policy with respect to counties with four-year public institutions may constitute a special dilemma for residents of these counties. Community colleges do more than offer college preparation programs. Developmental education for adults is among the services they provide. If these institutions are precluded from bringing their full array of services into these localities, then it must be left to the indigenous four-year institution to provide them. Either this does not happen, or the university is forced into the business of offering what is commonly referred to as remedial work for adults, a situation that usually evokes criticism. In view of the experiences of states in which

community colleges and state universities share the same local service area, it is difficult to understand either the need for or the persistence of such exclusionary procedures.

Workforce preparation is a cardinal aspect of Kansas' economic development and growth plans. Although considerable workforce training and economic development resources are devoted to the effort, as far as higher education is concerned, Kansas' approach seems fragmented. A number of state agencies are involved, but we found little evidence of routine or regular agency-institution interaction or coordinated planning. Universities are not widely perceived as contributors to 'workforce development,' although their professional programs are vital aspects. Community colleges are often considered as junior colleges, essentially academic transfer institutions with little involvement in technical training, although many are at least somewhat 'comprehensive' in terms of program breadth (academic transfer, technical, developmental, and adult continuing education program inventories).

Turning to matters of mission, there are seven public universities. Six are the state universities governed by the Board of Regents prior to the enactment of SB 345 (University of Kansas [KU], Kansas State University [KSU], Wichita State University [WSU], Emporia State University [ESU], Fort Hays State University [FHSU], and Pittsburg State University [PSU]). The seventh is Washburn University.

Washburn University, located in Topeka, and statutorily known as *the* municipal university, has local taxing authority, in this case a portion of the sales tax paid by county residents. Washburn also receives state funding, but the local tax covers the bulk of its operating budget. Although very much like a state university with respect to mission and function, Washburn is separately governed. It is one of the institutions that fits within the Board of Regents' coordination scope. Several efforts to bring Washburn into the state university system have occurred in recent years (reportedly, three during the 1990s), but finance has been a problem. We were told that the state has been unwilling to replace local funds with state funds.

When considering the place of Washburn University in the new setting, the process by which Wichita State University became part of the state university system may be informative. Wichita State University, formerly a municipal university, became part of the higher educational system of Kansas on July 1, 1964, coming under the jurisdiction of the State Board of Regents. The citizens of Wichita, as a part of coming into the state system, approved a referendum to reduce the current mil levy at the time to 1.5 mils. The fiduciary responsibility for this 1.5 mil levy was vested legislatively in the Wichita State University Board of Trustees. The present Wichita State University Board of Trustees consists of nine members, appointed by the Governor, charged with the main responsibility to administer the 1.5 mil levy.

The City of Wichita in the early days acted as the taxing authority to levy the 1.5 mil levy on behalf of the WSU Board of Trustees. In 1987, the Sedgwick County Commission voted to expand the 1.5 mil levy countywide. Sedgwick County is now the taxing authority on behalf of the WSU Board of Trustees. Expenditures of these funds are recommended by the WSU Board of Trustees and subject to approval by the governing bodies of the City of Wichita, Sedgwick County and the Kansas Board of Regents. The 1.5 mil levy was intended to provide funds similar to that produced by an endowment for local enrichments. This 1.5 mil levy was originally intended to retire outstanding debt and any funds over and above that would be utilized for scholarships and other areas of

local need subject to the approval of the City of Wichita and Sedgwick County. Wichita State University may be instructive both with respect to the process of Washburn entering the system and the prospect of some local support for the five remaining state universities. The Washburn example, involving some continued local support, may be informative in this respect as well. The continued presence of a local board to oversee the expenditure of local funds is equally so.

Obviously, funding constitutes a considerable portion of the governance issue, although the Regents are planning to conduct a separate study of postsecondary education funding (funding is Goal Five of their Master Plan), in effect the funding models employed in Kansas shape the governance issues. Thus, while SB 345 transferred responsibility for the community colleges, area technical schools, technical colleges, adult education, and the proprietary schools, among other matters, from the State Board of Education to the Kansas Board of Regents, it also trifurcated the Regents' mission. The Board would *govern and coordinate* the state universities, *supervise and coordinate* the community colleges and technical institutions and Washburn University, *interface* with the in-state independent institutions, and *approve* proprietary schools and other, generally for-profit, institutions operating in Kansas.

SB 345 established three commissions in the Board of Regents to perform these roles. They are:

The Commission for Community Colleges/Vocational Technical Education, which is charged to adopt rules and regulations, engage in statewide planning, review programs and course locations, plan for new programs, review funding requests, identify core indicators of quality performance, and develop a policy agenda for these institutions;

The Commission for Public Universities, which performs the governance responsibilities pertaining to the operation and management of the six "Regents' universities (Note: The use of the term, "Public" universities in this context is unusual, since prior to SB 345 public universities in Kansas normally included both the six *state* universities and the *municipal* university, Washburn. A reference to Washburn was deleted from the definition of public universities in the bill); and

The Commission for Higher Education Coordination, which is responsible for the plan for coordinating the new system, collecting and analyzing data, resolving conflicts, coordinating "a state system interface with the municipal university [Washburn] and with private colleges and universities," and formulating budget requests for student financial aid.

This organization scheme overlays the Regent' other organizational structures, including its academic and finance committees, council of presidents, etc. The Board has developed what amounts to a workaround by having all Board members attend each Commission's meeting, in effect meeting as a Committee of the Whole, chaired by the chair of the appropriate commission. Thus, the three members of the respective commissions preside and vote, and when the Commission business is done, the gavel is passed, the Board of Regents as Commission becomes the Board of Regents, and all of the members vote on the issue before them, which is the one just passed by the Commission a few minutes before.

But problems remain. Regents may not rotate among the commissions, as their appointment to a given Commission may not be changed once made. At the very least

this complicates any internal capability for the board to organize itself, precluding, for example, any process of rotation or advancement through the chairs for members of the Board.

Members of the Legislature are aware of this, and some with whom we met felt the Board should be allowed to organize itself. Most also said they would favorably consider a Regents' proposal to eliminate this aspect of the system. The question is whether the Board wants to reopen SB 345 at this sensitive time. In the meantime, such requirements may compound rather than help the Board fulfill its mission.

Missions for the different institutional sectors also are an important matter. Mission statements for the six Regents' institutions appear in the Board's Policy and Procedures Manual, which pre-dates SB 345. At the sector level, presently there is not a lot of differentiation in the official missions of the state universities, although the fact that three are research universities and three are regional universities suggests that individual or at least sub-sector missions will be required.

The Board's mission statement for the state universities, e.g., 'the Regents universities,' amalgamates the six within the following mission statement:

"The Kansas Board of Regents will assure that the Regents' Universities are efficiently operated and academically and financially accountable. Promoting excellence, Regents universities will provide students and Kansans with high quality educational, research, and service programs. The Board will advocate for the universities and serve as stewards of the public trust. The Board will participate with other educational leaders in charting the future course of Kansas postsecondary education."

This does not offer much help in terms of distinguishing among them. Actually, although repeated as the universities' mission statement on the Regents' Fact Sheet for these institutions, this is really more of a mission statement for the Regents vis-à-vis the universities than a mission statement for the latter.

Copies of the mission statements for all of Kansas' community colleges were obtained during the site visits. These vary in response to local conditions and needs, although there is some commonality among them. Understandably because until SB 345 they were not part of a statewide system, none address the essential elements of mission that might be associated with their roles within a comprehensive statewide system. The same applies to the technical institutions.

These are some of the more apparent irregularities of the Kansas' approach. To the extent there are higher education problems in Kansas, many of the more important are represented on this list.

Returning to the larger issue for a moment, in spite of what seem to be some curious aspects of the state's approach to higher education and the many public issues that concern it, Kansas does not do badly. It is our belief, apparently shared by many others, that it can do what it does better if it continues the journey that was started in SB 345. We believe it should, and the material and the recommendations that follow are offered in that vein.

“A New Horizon”
Kansas Postsecondary Education Planning Study:
Governance and Missions

*“Coordination in higher education can mean pretty much anything
a state wants it to mean.”*

Lyman A. Glenny

**CHAPTER III: STATEWIDE COORDINATION, GOVERNANCE, AND
THE ROLE OF THE KANSAS BOARD OF REGENTS**

THE DIMENSIONS OF HIGHER EDUCATION GOVERNANCE

In a *NORED* report prepared last year for the State of Colorado it was noted that higher education governance involves four dimensions: the *Functional*, the *Structural*, the *Collaborative*, and the *Adaptive*. The first, the *Functional*, concerns what a governance organization was created and is expected to do. The second, the *Structural*, involves how it is organized to fulfill these functions. The third, the *Collaborative*, comprises the extent to which it addresses, accommodates, and combines the interests of the major players – the political authorities, the education authorities, and the institutions -- the system’s capacity to bridge different perspectives and organizational cultures. The fourth, the *Adaptive*, concerns its capacity to anticipate and adjust to new and changing needs, conditions, and settings.

The report also noted that most higher education governance studies focus on the first two of these – the *Functional* and the *Structural*. They emphasize responsibilities and organizational configurations. To some extent, in its reconfiguration of the higher education system in Kansas, SB 345 exemplifies this.

Some understanding of both dimensions is necessary, of course, but it is the second two, the *Collaborative* and the *Adaptive* dimensions, that are likely to be of most interest to people concerned about social vitality and economic growth and development, especially since SB 345 has already addressed how the system will be structured and what the Board of Regents and the other major players will be expected to do.

Collaboration in particular is a more recently appreciated aspect of governance. In a paper (“*Prospective Governance*,” 1997) prepared for the Association of Governing Boards of Universities and Colleges, Darryl Greer wrote, “Governance, in large part, defines who is accountable for what outcomes, who is responsible for decision making and service delivery, and who has the authority to evaluate and enforce decisions. Governance means *collectively* making authoritative decisions about how to allocate scarce resources among competing interests and, by definition, ensuring that these decisions are legitimate because they have been reached through participation and consultation rather than through coercion.” Greer was writing about collaboration.

Many in Kansas have responsibilities for governing and managing the components of the higher education system. These include the Board of Regents, the community

college governing boards, the Washburn and Wichita State University boards, and the local school boards that supervise or share the supervision of the technical institutions. The state's executive and legislative leaders also are involved, as are a number of state departments and agencies.

Bringing these together in a collaborative relationship was a goal and a task for the drafters of SB 345. In theory, and at a fairly high level of abstraction, they had several options. First, they might have created an entirely new statewide *coordinating* board and kept the Regents' as a governing board for the six state universities. The result might have been something like Colorado, with its state-level coordinating board and a conglomeration of system and institutional governing boards.

They might have transferred authority for the Regents' institutions to separate institutional boards, mirroring to some extent the Washburn and community college arrangements, although since the Board of Regents is a Constitutional authority, this probably would have involved an amendment process, never an easy task. This also might have settled questions of governance but would have left the statewide coordination function unfilled.

They might have gone the other way and transferred the governing authority of the community and technical colleges and Washburn University boards to the Regents, creating a statewide higher education *governance* system such as exists in Utah, Montana, and Nevada, among others. Because of the cultural value of local control in Kansas and pressure to replace local funding with state funds in such a setting, this would have evoked both political and financial considerations.

Another possibility might have been to place everything under one state department of education, as is, for example, the case in Idaho, but, again, this also would have raised Constitutional issues and it is probably not the best way to approach workforce preparation in the new economy, with its emphasis on postsecondary education.

Some of these alternatives probably would not have been possible, and none presented a perfect solution. Viewed in this context, SB 345 is a product of compromise. The results are evident in the disparate roles of the Board of Regents vis-à-vis the sectors of higher education in Kansas. SB 345 assigned to the Board of Regents responsibility to *govern and coordinate* the state universities, *supervise and coordinate* the community colleges and technical institutions and Washburn University, *interface* with the in-state independent institutions, and *approve* proprietary schools and other, generally for-profit, institutions operating in Kansas. Most of all, it expanded the Board's character from a university system *governing* board to a statewide higher education *coordinating* board. The terms employed require some attention.

Perhaps the best way to start is by setting aside those that do not bear on the immediate issue of the Board's governing and coordinating responsibilities. This can be done by observing that some aspects of the Board's assignment are not unusual and that because of their commonality these features are not part of the conversation. Statewide higher education agencies throughout the United State typically have responsibility to "approve" proprietary schools and other institutions operating within the state, often through registration, licensing, or other consumer protection obligations. These usually involve comparatively routine matters, and there is no significant governance issue present.

Similarly, with respect to the private colleges and universities, whether the term is "interface," or "take into account," "involve," or another, statewide coordinating boards

often have some obligation to recognize and consider the roles of the indigenous independent colleges and universities. The terms used are thoughtfully chosen to recognize and connote the independent character of these institutions. Statewide boards, for example, might not approve new programs for them, although some do, but they would take into planning consideration such matters as the presence of such programs, data on state residents in them, degree conferrals, etc. They also may administer student financial aid programs for students in these institutions. The relationship between the board and such institutions, i.e., the meaning of 'interface,' is usually one worked out among the parties over time, and it usually does not evoke matters of significant public concern.

The third term, 'supervise,' in the case of Kansas applies to the institutions that were previously attended to by the State Board of Education (although one notes that the term also appears in Article VI of the Constitution), and it is a carry-over from an earlier time. It is not a word one encounters often at the higher or postsecondary education levels, perhaps best witnessed by the fact that there are not many 'superintendents,' i.e., people who 'supervise,' at this level, although it is, of course, a common term and a common function in K-12 education. Where it continues to apply in Kansas, in technical institutions still governed by local school boards, sometimes headed by a director who reports to a superintendent, is a matter worth considering, as is done later in this report, but for present purposes, we believe the term has no special place in Kansas' new higher education structure. What is needed can be subsumed within the concept of 'coordination;' thus, we believe that any concern with the meaning of supervise can be set aside.

The remaining two terms that define the Board's role are 'governance' and 'coordination.' Under SB 345 the Board would continue to govern the six state universities while it coordinates both these institutions and all of the rest. With this as a starting point, one can begin to consider what this means and how it might be done, turning first to the Functional dimension of governance and then, respectively, to the Structural, Collaborative, and Adaptive dimensions.

The Functions of Statewide Boards

Many have written about the functions typically assumed by statewide higher education boards. Not long ago, Lyman Glenny observed that control over institutions of higher education varies widely throughout the country and it is difficult to impose a single set of expectations or identify a single list of functions. In his view, the organization patterns range from extensive administrative, program, and budget controls in some statewide agency states, on the one hand, to emphasizing policy guidance, on the other. In their 1999 book on higher education systems, Professor Richard Richardson and company demonstrate the variety in their use of terms such as 'consumer advocacy;' 'providing resources;' 'regulating,' and 'steering' to describe the state roles.

They also cite G.L. Williams, who uses "promoter;" "referee;" and "consumer supporter" to describe the state roles. "As promoter, the state provides higher education with facilities and operating expenses, and sets the rules." As referee it mediates between consumers and suppliers. As consumer supporter, the state emphasizes fair play by representing these interests. The words are helpful for understanding some of the differences, but a difficulty with Williams' model may rest in the fact that most statewide agencies do each of these things. Hence, the terminology may be more useful for explaining what these boards do than as a way to distinguish among them.

For his part, Glenny continued with the observation that even those state boards with significant central authority, the often-called 'regulatory boards,' do not always choose to fully apply their powers to all of the institutions in their state. Rather, the range of application is dependent on the objectives of the board and how they decide to employ the authority at hand to accomplish established goals. Hence, statewide coordination, particularly, can mean pretty much anything a state or an agency wants it to mean.

According to Glenny, it used to be that the boards that lacked clear central authority, the 'recommending or planning boards,' were not considered particularly effective, although outstanding examples of their effectiveness during certain times can be cited. In recent years, with the massive changes occurring throughout the country, some of the regulatory boards have begun to decentralize and delegate more control back to the institutions in a desire to improve their capacity to adapt and respond to new economic conditions. Many of the recommending or planning boards, the 'weaker' boards, have already allowed such freedom, sometimes by default, and find little need to change their powers or their application. It is this model, the delegation or decentralization model, that is now drawing interest and attention around the country. This also is a model that we believe has great efficacy for Kansas in the post-SB 345 era.

Some of the more important powers involving control of institutions and subsystems include the following. But it needs to be noted again that many boards are starting to question the effectiveness of regulatory efforts and the extent to which a resultant emphasis on micro-management is diverting attention from macro issues. Glenny's comments are instructive. In his view, statewide board functions often include authority to:

Approve new programs of instruction and to disapprove existing programs on its own initiative. This power developed in the 1960s and 70s but is being modified as states recognize the need for institutions to be positively responsive to changes in their local economies, particularly as new technologies and industries impose high demands for the trained, skilled manpower they must rely on the local higher education institutions to produce. Many workers in most high tech and new age companies are trained in community colleges. The most successful of these colleges have the freedom to make non-traditional adjustments in programs, in the places chosen to offer training, and in the instructional staff employed. The universities also mold programs and times and places of offering to meet the needs of the market. Often such new programs are not as formal as the more traditional. Students may enter on their own initiative and come and go as they complete one or two courses directly applicable to their work or expected employment. Formalized degree programs may not be seen as the only way for an institution to offer instruction or for students to ready themselves for employment. Such realities need to be accommodated in statewide program review requirements.

Review budgets of institutions and systems, make whatever adjustments are thought necessary and submit them to the governor and legislature. This is almost always accomplished in conference with the pertinent institution or system representatives.

Review submissions for new capital construction and for redoing existing structures. This also typically is done with the participation of institutional professionals.

Establish, maintain and modify a data system that can be used to carry out any of the above powers. Such systems are usually established in conjunction with technical and policy representatives of the institutions and systems. Without such involvement and cooperation, information requests from the board may be resisted, and smaller institutions may not have the staff to reply. Good cooperation is essential.

Glenny's observation that top-down directives and micro-management are fading and his related stress on collaboration are timely. The environment for higher education has changed dramatically since the 1960s and 1970s, when many statewide boards were established. This has important implications for not only the sorts of things these boards do, but also for the manner in which they do them: the new accent is on delegation and cooperation.

In his paper on "Prospective Governance," Darryl Greer insisted that the stress associated with the changes in society's financial and educational environments is so great that traditional forms of governance are no longer adequate (hence, "prospective governance"). Scarcity of funds is the most common point of stress. As states disinvest, and do so with public support, consumers will demand more, principally because of higher education's importance to economic opportunity. This will require the system to become more productive. The application of technology and the presence of profit motivated competitors will force public higher education to become increasingly commercial in both its instructional methods and in its delivery systems.

In our view, this devolves to a theorem: pressure for decentralization or delegation is inversely proportionate to funding capacity— the less the capacity, the greater the pressure for delegation. Thus, one effect will be a leaner, more market-driven, consumer-oriented, and commercialized higher education enterprise, another will be the delegation of authority for more and more decisions and greater degrees of managerial freedom to the local level, to be exercised within an identifiable and evolving state policy framework.

Returning to Greer, he insists that states must sort out *what* they want to accomplish with higher education from *how* this might be done. This is a different way of saying that at the statewide level, the policy leadership role is different from the institutional management role.

Greer offers the following perspectives on effective governance:

It is focused on common goals, collective purposes, and accountability.

It distributes responsibility and accountability rather than centralizing it.

It seeks widely shared values and principles.

It employs participatory processes.

It promotes competition but is not adversarial.

It values effective decision-making and communication about outcomes.

Finally, it recognizes the need for continuous evaluation and assessment.

This essay might continue with additional paraphrases of what others who have studied

governance have had to say, but in the interest of time and space it may be better to simply bring them together in the following summary of the functions and purposes of a modern statewide higher education board. Thus, such boards should:

Societal Functions:

Maximize opportunities for postsecondary education

Promote full and honest explanations – to the public in general, and to legislators and elected administrators in particular – about all matters of broad public concern

Accommodate the public interest in statewide planning and interactions with institutions

Keep politics and geopolitical problems out of planning

Advance authoritative decisions that have integrity, efficacy, and can be accounted for – decisions that allow the system to accomplish what it has set out to do and that can be evaluated based upon widely-agreed goals

Encourage innovation, change, experimentation, and adaptation

Serve as a positive force to ensure the state's and higher education's adjustment to emerging demographic, economic, and education trends

Governmental Functions:

Promote a focus on common goals, collective purposes, and accountability

Avoid needless duplication in state-supported institutions of higher education

Assure the best utilization of available resources to achieve an adequate level of higher education in the most economical manner

Accommodate state priorities and the needs of individual students

Recognize the need for and promote evaluation and assessment

Define the roles and missions of institutions to establish as great a distinction among providers as is educationally, geographically, and economically appropriate

Assure that institutions perform, at a high level of quality, functions that are important to the people in the larger society

Assure continuity in planning and decision-making, sustained attention to system issues, clarification of system and institutional roles, and responsiveness to public policy issues

Institutional Functions

Accomplish simplicity of state administrative procedures

Recognize the constitutional and statutory responsibilities of the duly constituted governing boards of state-supported institutions of higher education

Extend authority to institutional boards for general supervision of their

respective institutions, including control of funds

Allow higher education to be substantially self-governing in its intellectual conduct and its academic affairs

Preserve intellectual integrity from attacks from within as well as from without

Distribute rather than centralize responsibility and accountability

Employ participatory, as distinct from negotiation, processes

Promote competition but not be adversarial

Value effective decision making and communication about outcomes

Facilitate institutions' fulfillment of their basic roles and responsibilities

This is what many of the writers have had to say. Legislators in Kansas may display a similar point of view. SB 345 identifies legislative expectations of the reconstituted system, both in the purpose clause and in the list of assignments given to the new board. According to the purpose clause:

“The purpose of this act is to provide for the general improvement of postsecondary education in the State of Kansas and to provide leadership, supervision, and coordination for postsecondary educational institutions so that enhanced accessibility, quality, excellence, accountability, research and service may be achieved in the postsecondary educational system for Kansas residents through the efficient and effective utilization and concentration of all available resources and the elimination of costly and undesirable duplication in program and course offerings, faculties, and physical facilities at postsecondary educational institutions.”

In the performance of its leadership role, the Board of Regents is statutorily obliged to be an advocate for the provision of resources “so that each postsecondary educational institution can realize within its prescribed mission, role and scope, its full potential to the benefit of the students who [attend them] and to the benefit of all Kansas residents in terms of receiving the benefits of a highly educated and vocationally trained populace.”

The specified duties of the new Board of Regents include, among others:

Develop and maintain a comprehensive plan for the coordination of higher education in Kansas;

Determine institutional roles and missions;

Develop inter-institutional articulation procedures;

Approve and disapprove for state funding purposes existing and proposed programs and program locations;

Review budget requests and present a unified annual budget to the governor and legislature;

Approve core indicators of quality performance;

Resolve disputes;

Develop a distance education plan;

Develop and present to the governor and legislature annual policy agendas for higher education

Taken together, these several lists describe and define the functions of governance.

The Structures of Governance

There are different ways of organizing to perform these functions, but one must appreciate that statewide higher education entities are a comparatively recent historical phenomenon. In a 1952 report prepared by the Council of State Governments, dated to some extent by its title, *Higher Education in the Forty-Eight States*, researchers drew attention to the need for some sort of state-level coordinating or planning body when they argued that *institutional* governing boards were concerned “primarily and necessarily with the problems of the institutions under their jurisdiction. Only secondarily do they direct their attention to the overall, statewide problems relating to higher education. Other machinery, formal or informal, is needed for determination of these ‘middle-ground’ questions.”

They went on to observe that the widespread use of different types of coordinating mechanisms was testimony to the need for statewide coordination. They identified three popular approaches: “(1) the informal, voluntary inter-institutional council composed of board or institutional officials; (2) the multi-institution board, which directly governs two or more separate institutions; (3) the formally established central coordinating board, created for the purpose of coordinating programs and activities carried on by institutions which operated under the immediate supervision of their respective direct governing boards.”

In a prescient series of findings (public demand for access will continue to mount; expenditures for higher education will continue to increase; public funds will continue to supply the major share of institutions’ income) the report concluded. “Close coordination of the programs and activities of state institutions of higher education is urgently needed in order that available resources and facilities may be utilized most effectively.”

In a 1985 SHEEO paper, “State Coordination of Higher Education: The Modern Concept,” Lyman Glenny identified two broad forms of statewide agencies:

“A single statewide governing board for all public colleges and universities (eliminating all of the individual institutional boards) and

“A coordinating board juxtaposed between the governor/legislature and the institutional governing boards that embraces all of higher education, public and private.”

Over the succeeding years, the generally accepted taxonomy settled on three main types of statewide agencies: consolidated governing boards, coordinating boards, and state higher education planning agencies. In keeping with these distinctions, the Education Commission of the States’ *State Structures Handbook* classifies states as “*Consolidated Governing Board*” states (24 states plus the District of Columbia and Puerto Rico); “*Coordinating Board*” states (24 states); and *states with planning/service agencies but no other central board* (Delaware and Michigan).

Because there are so many unique configurations among states, broad categories conceal more than they reveal. In fact, each state’s approach to higher education governance and coordination is unique. Nevertheless, the states selected for comparison purposes in this report, noting that Kansas modified its structure after the

ECS Structure Handbook was published, would arrange into these two forms as shown on Table 14.

Table 14
Kansas and Selected States
Statewide System forms
Source: ECS

Gov. Board	Coord. Board
Arizona	Arkansas
Florida	Colorado
Iowa	Illinois
N. Carol.	KANSAS
Oregon	Missouri
Utah	Nebraska
	Oklahoma

All of these states also display distinctive qualities, as indicated by the large presence of footnotes denoting deviations on the original ECS table. In a multiple-choice question, Kansas would fit best under ‘none of the above’. It is a “consolidated governing board for some public institutions and coordinating board for most of the rest.”

Illinois, Ohio, and Montana were suggested at various times during the site visits as states with governance forms that might be of interest to people in Kansas. While each has certain common elements, no two are alike.

The Illinois Board of Higher Education: The Illinois Board of Education is instructive as an example of a coordinating board responsible for disparate institutional governing boards, some of which are appointed, and some of which, the community colleges, are elected. It also illustrates the precept that states can organize their higher education systems in just about any way they wish.

The Illinois Board of Higher Education is the coordinating board for that state. It probably would be classified as a ‘strong’ coordinating board, although, as noted, strength is a function both of authority and the interpretation and exercise of that authority. The Board is composed of ten public members appointed by the Governor; a member representing university governing board members; a member representing independent college and university trustees, both appointed by the Governor for one year terms; the chair of the community college board; the chair of the Illinois student assistance commission; and a student board member (also one-year term).

In 1995, the legislature abolished two of the four public university governing boards (the Board of Governors and the Board of Regents); placed one of their campuses under the governance of the University of Illinois; and established individual governing boards for the remaining seven institutions previously governed by the two abolished boards. Now there are nine public university governing boards, seven of which each govern a single campus, while the remaining two govern multiple campuses. The Board of Higher Education has responsibility for state-level planning, program review and approval, and the development of budget recommendations for all public universities and community colleges.

The 40 community colleges, with their 49 campuses, are coordinated by the Illinois Community College Board. Each community college district is governed by a locally-

elected board of trustees. The State Board of Education is responsible for adult and vocational education, but it is required to enter into annual interagency agreements with respect to standards, funding, and reporting requirements with the Community College Board

The Ohio Board of Regents: Though called the Ohio Board of Regents, it is the coordinating agency rather than a governing board for higher education in that state. The Board consists of nine public members appointed by the Governor, and two ex-officio members (the chairs of the house and senate education committees). It has statutory responsibility for planning and the coordination of public senior institutions and community and technical colleges, responsibility to review institutional budget requests and to make recommendations for a consolidated budget, approve programs for both four- and two-year institutions, private colleges and universities, and diploma schools of nursing.

A rather large number of institutional governing boards operate in Ohio, since there is no combined multi-campus system. These are the Board of Trustees of Bowling Green State University; The Boards of Trustees of the University of Akron and Wright State University (two boards, each governing one senior university and one public branch); The Boards of Trustees (separate boards, each governing one institution) of Central State, Cleveland State, and Shawnee State Universities, the University of Toledo, and Youngstown State University. The Boards of Trustees of Ohio State University and Ohio University each govern one senior institution and five branches. The Board of Trustees of Kent State University govern this senior institution and seven branches. The University of Cincinnati and Miami University each have their own governing board for their respective senior institutions and branches.

Six community colleges are governed individually by boards representing the state and the county; nine state community colleges have state-appointed boards. The eight technical colleges are governed by boards representing the state and local taxing districts. The Ohio Board of Regents coordinates all of these institutions. The Ohio Association of Community Colleges is a voluntary organization that represents the interests of the state's 23 community and technical colleges.

The Montana Board of Regents of Higher Education: The Board of Regents functions as the constitutional governing board for Montana University system and as the coordinating body for the state's community colleges. The Board of Regents and the Board of Public Education together comprise the State Board of Education, which is the single board for all of public education in the state.

The Board of Regents consists of ten members, seven appointed by the governor, and three ex-officio (commissioner of higher education, and state superintendent are among the ex-officio members). The Board has authority for planning and coordination, reviewing institutional budgets and making a consolidated budget recommendation, and reviewing and approving public institution and community college programs. In 1994, the Board reorganized the four-year 'regional' institutions, administratively merging them with the University of Montana and Montana State University. The five former vocational-technical institutions, now Colleges of Technology, also were merged into the doctoral-granting universities. The community colleges, with local boards, are coordinated by the Regents.

These three systems illustrate the variety of governance forms that can operate. Perhaps they also demonstrate that placing governance and coordinating responsibilities

in one agency is not a solution unique to Kansas

With respect to the distribution of authority, Michigan is considered a state that maintains a *laissez faire* relationship with its institutions of higher education. A long history shaped by the constitutional status of the state's largest universities, the University of Michigan, Michigan State, and Wayne State, and the relative absence of legislative involvement in higher education matters, place Michigan at the "provider" end of the spectrum, as a state in which the legislature "supports institutions usually with across the board increases and few restrictions on how the money is spent." Michigan also has no statewide coordinating board, although the State Board of Education has responsibility for planning and coordinating educational policies outside the context of the constitutional authority of the institutions that have it.

Illinois is an example in which the state serves as a 'steerer' of institutional behavior, largely through the coordinating board, which "provides credible and timely information on system needs and system performance to elected officials, to institutions, and to the public [and] use program approval and program review authority to limit duplication and encourage quality."

Other classification forms also are being discussed, lending substance to the view that governance entails more than just structure. As noted, Richard Richardson, Pat Callan, and company categorize governance structures for higher education systems as "segmented," "unified," or "federal." In their terms, in 'segmented' systems, multiple governing boards are each responsible for one or more institutions, and there is no central state-level authority with comprehensive authority for all of higher education. In 'unified' systems, a single governing board manages all public institutions. 'Federal' systems have a statewide board responsible for collecting and distributing data, advising on the budget, planning programs from a statewide perspective, and encouraging articulation. Kansas's would be a 'federated' system.

Some may consider these as other names for more familiar structures, but the authors are talking about both structures and relationships. In fact, because each state's approach has devolved from its civic and political cultures in response to the particular demographic, fiscal, and other conditions that exist in that state, there are really fifty-plus models. An interstate comparative analysis can inform the process, but one should not assume that another model could ever be grafted onto Kansas and that it would work.

The important thing is that there is no 'right' way to organize governance systems. Each state will devise and be responsible for its own higher education governance arrangement; when these fail to work as expected or other considerations apply, the states will do as Kansas did and reconfigure their system to fit these new needs. The task then is to make them work, and that is the task confronting Kansas now.

THE CHANGING ENVIRONMENT FOR HIGHER EDUCATION GOVERNANCE

The environment for postsecondary education is changing. The Regents' Plan for 2000-2004, for example, refers to economic changes throughout the country, to the fact that Kansas mirrors national patterns, and to the new information economy. Further references apply to higher education's competitive environment, to workforce training and to quality of life for people who live and work in Kansas. Differences in the experiences of residents of urban and rural areas remain a problem in the state. A close connection between education levels among residents and economic growth is stressed in the plan. The relationship involves all types of institutions, technical institutions,

community colleges, and universities, and it concerns residents of all areas of the state, rural as well as urban.

These bear important implications for virtually every aspect of public postsecondary education, from improved access for residents to who is doing what and how. They also suggest important implications for how systems are governed or regulated, perhaps not so much in terms of the organizational style as in relationships.

Indeed, increased interest in a general shift from an emphasis on regulation to a new reliance on market forces is apparent throughout the country as entrepreneurial interests make their way into the discussion. The state's relationship to the colleges and universities changes accordingly, shifting from a narrow policy focus on providers and traditional conceptions of clients -- public colleges and universities and recently graduated high school students and on-campus students, for example, to a broader definition of customers drawn from a much expanded spectrum of society and wider conceptions about where and when education occurs. These are vitally important changes.

The Education Commission of the States describes some of these as shifts:

“From rational planning for static institutional models to strategic planning for dynamic market models;

“From a focus on providers, primarily public institutions, to a focus on clients, students/learners, employers, and governments;

“From a tendency toward centralized control and regulation through tightly defined institutional missions, retrospective reporting to more decentralized management, using policy tools to stimulate desired responses (e.g., incentives, performance funding, consumer information);

“From policies and services developed and carried out primarily through public agencies and institutions to increased use of non-governmental organizations and mixed public/private providers to meet public needs (i.e., developing curricula and learning modules, providing student services, assessing competencies, providing quality assurance.”

For their part, the New Economy folks describe differences between the old and the new economy in terms of changing market forms, competition modes, organizational forms, etc. The differences are dramatic. How these changes affect higher education was described by Arthur E. Levine in an article in *The Chronicle of Higher Education*. In his view:

“Higher education providers will become even more numerous and diverse.” The most successful institutions will be those that can respond quickest and offer a high-quality education to an international student body.

“Three basic types of colleges and universities are emerging.” These are traditional residential institutions (“brick colleges”), new and usually commercial virtual universities (“click universities”), and combinations of these two (“brick and click universities”). Who will control and where these trends will lead is problematic.

“Higher education is becoming more individualized; students not institutions, will set the educational agenda.” The question for colleges and universities will be how to retain and provide services for students with diverse backgrounds and individualized education goals.

“The focus of higher education is shifting from teaching to learning. The ‘seat time’ process ultimately will give way to outcomes, or results.”

Finally, “dollars will follow the students more than the educators.” Levine surmises that “It’s quite possible that the federal and state [budget dollars] that support institutions of higher education will be transferred directly to students.”

One need not agree with all of these or with all of their implied extent to know that important things are happening and that they invoke different views of governance relationships and roles than existed only a few years ago.

As they solidify, a new governance policy emphasis will be required, one that reflects a change in the relative importance that now exists between regulatory and incentive strategies to attain public policy objectives, on the one hand, and greater institutional flexibility to respond rapidly to changing needs and demands, on the other. If colleges and universities are to adapt to new and more customer responsive ways of doing business, they must be allowed to do so. Either the regulatory constraints will have to be appropriate and compatible, or other approaches to accountability will be required.

Many in Kansas express similar views on how higher education’s business will need to be done. The problem is less a paucity of opinions on the need for change than uncertainty about the most appropriate means to encourage and accommodate it — how to get from rhetoric to reality.

Senate Bill 345 established a new State Board of Regents and assigned to it responsibility for the coordination of all postsecondary education. Thus, the Legislature recently addressed the ‘macro’ structural question with a board with statewide responsibility for postsecondary education coordination. A logical and reasonable assumption as the Board ponders how to accomplish this is that the emphasis must be placed on the Collaborative and Adaptive Dimensions.

COLLABORATION AND ADAPTATION IN HIGHER EDUCATION GOVERNANCE

“Decentralization” is an increasingly familiar concept. Some believe that the interest is a relatively recent occurrence, stimulated by changes implemented in states such as New Jersey. Others see it as a subject that has been of interest to governments for at least the past 100 years.

Massachusetts, New Jersey, Illinois, Maryland, and Virginia are often considered examples of states in which decentralization is occurring. There are others, although a considerable amount of relativity is present. Not long ago the Washington State Legislature exempted public institutions from centralized purchasing, printing, and construction requirements, extending to them a greater degree of procedural autonomy. The legislation also authorized them to deposit operating fees (“tuition”) into local accounts that were not subject to legislative appropriation.

Michigan has long been considered a state that maintains a *laissez faire* relationship with its institutions of higher education. Richardson and company view Michigan as a state in which the legislature “supports institutions usually with across the board increases and few restrictions on how the money is spent.” Michigan also has no statewide coordinating board. The other exemplary decentralization states,

Massachusetts, Maryland, and Virginia, are singled out more for their attention to one particular style of delegation than for their more general functional and structural forms.

Massachusetts merits mention because it is the state in which a new approach was first popularly articulated. In 1997, the then Chancellor of the Board of Higher Education advocated exempting institutions from certain state Board of Education (Massachusetts' higher education board) policies such as new program approval, and extending to them financial and managerial flexibility. Institutions also would have authority to set their own tuition and fees and retain tuition at the institution. They would receive an annual operating grant for campus operations and be relieved from burdensome reporting requirements. They also would have authority to set salaries for faculty. The *quid pro quos* included an agreement to increase productivity; exceed state student retention, time to degree, and graduation rate performance benchmarks; document that graduates exceeded achievement standards in key outcome areas; demonstrate that the performance of graduates exceeded expectations; etc.

In exchange for lump sum appropriations and freedom from specified procedural controls on how funds are spent, the institution agreed that it would provide more efficient and effective higher education services in specified ways. The state board would retain authority over the institution's basic role and mission and the introduction of new programs compatible with that mission (although the statewide board also could defer new program authority within its mission to the institution, reserving its approval authority for high cost programs and other programs that do not fit within the mission). The state board and the institution would agree on the performance measures that would be reported and used to evaluate fulfillment of the agreement. Freedom from procedural requirements would extend to such matters as purchasing, staffing, privately-funded capital construction, although state fire, health, safety, auditing, and other vital requirements would continue to apply.

Virginia offers an example of a state approaching the concept comprehensively. In February, 2000, the Governor's Commission on Higher Education recommended the development of institutional performance agreements (IPAs) as means to providing institutions with multi-year funding commitments and greater managerial freedom. Each IPA would serve as a long-term strategic plan for the institution, tying tax support to strategic planning and accountability measures for academic quality and operational efficiency. The Virginia General Assembly endorsed the concept in the appropriations act. The Secretary of Education was directed to recommend the institutions to be considered for the IPA program. More recently, the Colorado Legislature elected to test the approach with the Colorado School of Mines. Such a model could fit the unique character of higher education in Kansas.

A NEW GOVERNANCE RELATIONSHIP FOR KANSAS

People throughout Kansas are positive about the roles for the Board of Regents formulated by SB 345. They express confidence in the Board and the staff and look forward to the Board's efforts to move rapidly through the transition period. Such confidence is an important consideration to the success of any governance role the Board elects to perform.

It may be ironic that the six state universities, those governed by the Regents, may have less managerial latitude than the other institutions that were placed under the Board's

penumbra by virtue of SB 345 than the other institutions brought into the new state system. Elements of disequilibria are evident in the fact that these six are governed directly by the Board of Regents, while the others are coordinated. The situation evokes concerns among people at other institutions to the effect that a natural propensity of the Board of Regents will be to consolidate its situation by extending its governing authority to others in the system, i.e., by becoming the statewide *governing* board for all of higher education in Kansas.

This is one of the Board's options, although accomplishing it would not be easy. In fact, the Board has several options. First, it can maintain the status quo, operating as it has since the enactment of SB 345, employing the three commissions in the manner it does, and govern the state universities while coordinating everything else – recognize that coordination within the boundaries of a board's statutory authority can mean pretty much what it wants it to mean, as authority in this case is a matter of interpretation. Second, it can pursue the statewide governing board model. Third, it can arrange some combination of governing arrangement, such as establishing four- and two-year governance systems, similar to the model that operated in Kansas since the mid-1960s. Fourth, it can emphasize its system-wide coordination role, building on the relationships it has, treating the managerial latitude the other institutions have as an asset, and extending to the six state universities similar degrees of managerial authority.

In view of the changes occurring throughout higher education in this country, a movement in the direction of increased governance authority over the other sectors is neither desirable nor particularly feasible. It has some of the promise of a pyrrhic victory, although the benefits gained in this case might be even less. Not only would it create confrontation, it would require a quantum leap in staffing on the part of the Board; moreover, the associated local contribution buy downs would be formidable. As presently organized and staffed, the Board lacks the capacity that would be needed to govern the entire system.

Much has been made of the different meanings of governance and coordination, as if the two place as opposite poles on one axis. In our view, any presumed governing-coordinating dichotomy is specious, since with the exception of hiring institutional CEOs, coordinating boards may do just about everything governing boards can do. The extremities or poles are not 'governance' and 'coordination'; rather, they are 'policy' and 'administration.' Thus, the question is whether the Regents should be a policy board or should it be an administrative board. But staying with familiar terminology for a moment, rather than the Board trying to be a **governing** board for the entire system, it should become a **coordinating** board for the entire system, including the six presently governed universities.

The Board can coordinate the entire system by constituting itself as a **policy** rather than an **administrative** board. In effect, this would involve extending to the six state universities many of the prerogatives of local management now experienced by the other institutions that the system comprises. The Board of Regents would concentrate on formulation of policy for the system and use its planning and budgetary authority to ensure that state appropriations are expended in a manner that is congruent with policy.

A number of statewide boards in this country may consider or describe themselves as 'policy' boards. We are talking about something here that is a little different. As noted elsewhere, most statewide agency classification schemes organize systems under such rubrics as 'governing,' 'coordinating,' 'regulatory,' 'administrative,' or, perhaps, 'segmented,' 'unified,' or 'federal.' References to a policy role, and more than that, the

application of a policy framework as a management tool, are conspicuous in their absence. Under the proposed model, the policy definition role is more than an academic or theoretical exercise; it is the essence of the approach and the relationship. In this case the Board is not only responsible for defining policy but for using policy as the framework for coordinating and steering the system.

The distinction is important. As a general rule, statewide *governing* boards do not emphasize strategic postsecondary education planning, largely because they do not perceive this as their role; they also are not very good at *coordinating* varied sectors, such as the independent colleges and universities, that are beyond their span of governance control. Hence, if Kansas wants a comprehensive, coordinated approach to the benefits of higher education, a central governing board is not the best form to pursue.

The more promising option for the Board is the policy/coordinating board option. This could build on the positive relationships that exist in Kansas. The board-institutional relationship that would result, i.e., delegation of many aspects of managerial authority within a clear policy framework, would be congruent both with the civic culture of the state and with the social and economic dynamics playing on higher education in Kansas and across the country. The Board could focus on policy matters; the institutions could concentrate on management and administration.

There are several ways to operationalize such a concept. In effect, all but the six state universities presently manage their own affairs, including their own budgets, within a general loosely defined and coupled statewide policy framework. The six state universities have been pressing for similar capacity. They seek a budget system based on Operating Block Grants and Tuition Ownership that would extend to them the managerial flexibility presently experienced by the other institutions. The delegation of management authority model could build on this program.

We also believe that such an approach for the state universities could help to clarify the relationship between the Board and Washburn University and pave the way to Washburn's inclusion in the state's public university system. Stated differently, instead of extending the Board of Regents' governance scope to Washburn, it would extend the Washburn model, i.e., managerial flexibility within a policy framework, to the Regents' universities. The Board would continue to hire and fire state university presidents, but it would not micro-manage these institutions.

Such a system would require accountability provisions. These can take the form of a *priori* implementation agreements, contracts as it were, that specify what is to be accomplished by the institution with respect to Board goals, priorities, and policies, how its institutional mission is to be pursued, and which indicators will be used to demonstrate compliance and progress. This should involve a segmented process: the criteria should be established, the agreement reached and then the delegation should occur.

In the case of the 'non-Regents' institutions, such a model would include a provision that state funds, whatever the proportion of operating budgets they comprise, could not be expended in a manner that did not align with the Board's statewide higher education policies. Similar implementation agreements would serve as the accountability loops for these institutions as well.

More specifically, institutions would be freed from as many administrative procedures as the Board deemed feasible. They would have authority to retain tuition at the institution

and be relieved from centralized administrative requirements and procedures. Again, the *quid pro quos* would take the form of implementation agreements to pursue Board policy goals, keep records of progress, and demonstrate results.

The Board of Regents would retain authority to approve the institution's mission and for assuring that new programs were compatible with that mission (although the board also could defer new program authority for programs within their missions to the institutions, reserving its approval authority for high cost programs and programs that would extend the mission). The receipt of state funds would obligate the institution to follow state policy. The Board would have authority to insist that the expenditure of state appropriations was in alignment with state policies and policy goals. Again, The Board of Regents and each institution would agree on the progress measures that would be reported and used to evaluate fulfillment of the agreement.

Freedom from many administrative and procedural requirements would extend to such matters as purchasing, staffing, etc. Notably, only the six state universities are covered by the state's centralized administrative requirements. State fire, health, safety, auditing, and other such requirements would continue to apply. Thus, the call for exemption from these centralized requirements is relevant only to them, but it is an example of how the managerial latitude that other institutions responsibly enjoy could be extended to the state universities.

The approach holds special potential for Kansas because of the state's history of autonomously operated institutions, the close relationship that has existed between the Board and the state universities, the need to identify a state-institutional relationship that can build on the variety of governance structures that operated before the passage of SB 345, and the concomitant fit with Board of Regents as a statewide higher education policy board. The facts that everyone in Kansas seems to know everyone else and demonstrate a high level of mutual respect also help. Thus,

We recommend that The Board of Regents consider constituting itself as a policy board for the Kansas Higher Education System. This would entail a role that stresses policy leadership and the exercise of coordination functions on the part of the Board, and entrustment or delegation of responsibility for most aspects of management and administration to the institutional level for all of the institutions that comprise the system, provided that the expenditure of state funds by these institutions would have to be on matters that accord with the state policies adopted by the Regents.

Such delegation of management authority should be accompanied with appropriate accountability provisions in the form of institutional implementation agreements or contracts, performance benchmarks, and fiscal and academic audits to ensure that the institutions are operating in accordance with Board policies and pursuing their assigned missions. Implementation agreements, or contracts, would specify what is to be accomplished by the institution with respect to state goals, priorities, policies, and mission objectives, and which indicators will be used to demonstrate compliance and progress. The process should be segmented: the criteria should be established and the agreement reached, and then the delegation should occur.

All institutions of postsecondary education that receive state funds should be obligated to follow state higher education policies.

As part of this approach, the Board of Regents should delegate to the six state universities the managerial authority presently exercised at the institutional level by other components of the higher education system. This would exempt them from aspects of close state regulation in exchange for meeting established policy goals and demonstrating performance with progress measures and academic audits. The relationship could build upon the block operating grant and tuition ownership initiatives. Institutions would exercise this authority within the parameters of Board of Regent's policy framework.

The Board of Regents should pursue similar relationships with the other institutional components of the public higher education system.

Also as part of this program, we recommend that the Board of Regents support the exemption of the six state universities from such centralized administrative requirements as printing, personnel, and prior architectural review. This extension of responsibility would include authority to process all payroll and other disbursements locally, administer their own human resource plans, acquire goods and services, including printing, in the most efficient manner available, bank and invest funds locally, and have responsibilities for capital improvement projects, including selection of architects and engineers, inspection.

The Board of Regents as a statewide higher education policy board, the establishment of a policy framework, and Board-institutional agreements or budget period contracts are the key components of this model. Another crucial component is high quality institutional boards of trustees that are willing and able to accept responsibilities in support of this new relationship. The community colleges and Washburn University have local governing boards. This also is the case with WSU, except that its local board of trustees is focused on the expenditure of local tax funds by the university. Presently, the Regents fulfill the governance responsibilities for the state universities. The absence of local governing boards for the state universities and a possibility of a governance vacuum as the Board focuses on matters of statewide rather than university or university system scope merit consideration.

This is a complex issue. The Regents are constitutionally charged with the 'control and supervision of public institutions of higher education.' The question is what should be their relationship to the six state universities under the recommended model? Certainly they can continue to exercise control and supervision duties directly while they perform their system-wide coordination roles, perhaps meeting as a committee-of-the-whole on university governance matters.

Another possibility would be establishing formal institutional governing boards for the six universities. We are not recommending this for any number of reasons. Article VI, Section 2, of the Constitution of Kansas has been interpreted to mean that the Board of Regents must exercise direct governance authority over the six state universities; thus, such a step would probably require a constitutional amendment. We do not think the issue or the gains would be worth the effort.

Still another option the Regents might consider would be the creation of local 'boards of delegates' for these institutions. These boards would be responsible to work with the

presidents, who might be ex officio members. These boards of delegates would serve as surrogates or agents for the Board of Regents in the performance of fiduciary and oversight responsibilities, perhaps in a manner similar to the role of the WSU Board of Trustees (a later recommendation for some local funding for the other state universities also has relevance in this case) The Board of Regents would retain ultimate responsibility for governance. The important idea is that the Board of Regents focus on policy matters and assign as much of the responsibility for day-to-day institutional operations as possible to the managers of the institution. It can use boards of delegates to help with this.

The Board of Regents will need to strengthen its policy determination and strategic planning role and responsibilities if this model is to succeed. The Board can be both a higher education advocate *and* a catalyst for change and development. It is likely that it will have to do this, however, with limited staff and other resources. The policy board and delegation model described above should make this possible. A few other changes also will help. One of these concerns the need for a designated policy voice for higher education in Kansas. Another involves the organizational structure – the three commissions – established by SB 345. The matter of optimizing Board staffing also is an important one. There are some things the Board can do to divert its staff resources toward a policy role and away from administrative tasks by streamlining some processes. The following recommendations are directed to these issues.

The Board of Regents should be the central point of contact with the Governor and Legislature on matters of higher education policy.

We recommend that the Board of Regents consider asking the Legislature to eliminate the three-commission aspect of SB 345 and authorize the Board to organize itself in the manner it deems appropriate.

The Board may need additional staff, but it also will need to maximize the effectiveness the staff it has. The assignment of staff to routine administrative tasks should be the exception rather than the rule, applying mainly to those situations required by Federal rules and regulations.

There may be other steps the Board can take to maximize the efficiency of its staffing complement. The need for centralized program approval for program initiatives that fit within sector and institutional missions in view of the managerial model and implementation agreements described in previous recommendations should be reconsidered. The Board should consider a “New Program Alert System,” in which the proposing institution issues a new program alert bulletin to all other institutions, and the Board reviews only those cases in which the alert prompts a challenge. This should apply principally to lower-division programs. The Board should retain its program approval role for extraordinary initiatives, programs that appear to be outside of the institutional mission, programs that do not align with overall Board policy, and programs that do not fit within an institution’s implementation agreement.

We recommend that as part of The Board of Regent’s transition to a statewide higher education policy board that it discard the concept of ‘supervise’ with respect to those institutions that were previously under the administrative authority of the State Board of Education. It may have to continue aspects of the field audit program established by the State

Board of Education, but should it do so, rather than employing a central staff to perform these audits, it should consider contracting this function out.

WASHBURN UNIVERSITY

The subject of Washburn University as a single institution sector in Kansas arose at a number of the site visits. Washburn is unique among the public universities in Kansas in that it is funded mainly through local sales taxes (which comprise 38% of its operating budget; 20% is from state sources). It also has a local board.

The Board of Regent's coordination and supervision roles, as distinct from its governance role, apply to Washburn, along with the community colleges and the technical institutions. On paper, e.g., SB 345, the Board has the authority to treat Washburn as these other institutions.

We believe that the Regents operating as a policy/coordinating board would obviate many of the concerns people at Washburn expressed about whether the Board can bring the university fully into the system. The Board, after all, would be applying aspects of the Washburn model to the other institutions rather than vice-versa. We believe it should do so, and that to the extent possible, the state should seek to replace most of the local funds with state funds.

The Wichita State University experience may be helpful in this regard. Until 1964, Wichita State University also was a municipal university supported by local property taxes. Local interest in the state adding it to the state university system was strong, but before the state would agree to do so the institution had to be debt free. Voters passed a 1.5 mil levy and eliminated the debt. That levy, however, continues to be maintained and used for institutional enrichment and facility maintenance purposed, placing Wichita State in a unique and somewhat enviable position among the state universities.

We believe that such a model would work well within the recommended policy board framework for Washburn. Indeed, the prospect of some local county tax support for the remaining universities has considerable appeal. The flexibility afforded Wichita State University by the continued availability of local tax support under the auspices of the city and county commissions is a value of such worth that similar opportunities should be considered for the other four state universities.

We recommend that the Board of Regents take the necessary steps to bring Washburn University into the State University System, somewhat on the same basis as the Wichita State University experience. This might require replacement of some local tax support with state funds. The Board, as a policy board, should become the governing board for Washburn in a relationship similar to that recommended for the other state universities. The city and county commissioners could serve as the elected taxing authority for a continuation of some local funding, again in a manner similar to the Wichita State University experience.

We encourage the Board of Regents to consider authority for the state universities that do not presently receive tax support from their local counties to gain such support through their local officials to a level and in a manner similar to the Wichita State University experience. These funds should be used for local enrichments and facilities in a manner similar to income produced from an endowment fund or a foundation.

A HIGHER EDUCATION MANAGEMENT INFORMATION SYSTEM

Interest in a statewide higher education data system was expressed by many people at all levels in Kansas. Presently, the state does not have a comprehensive higher education data or management information system, although the creation of one is both called for in SB 345 and a planning goal of high priority for the Regents. We experienced problems associated with the presence of disparate and distributed data sets during the preparation of this report. Ideally, such a system should support both the data needs of the state and those of the individual institutions. The work on an MIS that is presently underway should be continued vigorously, encouraged strongly, and funded adequately. The involvement of Kansas' independent universities in this enterprise is also a value worth pursuing.

We recommend that a comprehensive higher education data or management system be established, and that work presently being devoted to that end be vigorously encouraged and adequately funded. Kansas independent colleges and universities should be encouraged to participate.

TRANSFER OF CREDIT

People in Kansas are divided on the transfer of credit issue. We encountered frequent references to a problem and to a need for common course description or numbering systems during our visits across the state. We also listened to accounts of measures the institutions had taken to ensure that there was no problem. For example, both KU and KSU have articulation statements for each course, prepared at the department level, for over 100 transferring institutions. Wichita State University also receives high marks for its efforts. The same is true for the other universities, some of which, e.g., PSU, have academic field affiliations with regional community colleges. Representatives of these institutions insist that credit transfer is not a problem, and students are guaranteed transferability. Some noted that there is less of a problem between the community colleges and the universities than between the community colleges and the technical institutions. Students transferring to a community college from a technical institution stand a greater chance of credit loss than those transferring from community colleges to universities. To the extent that this is a problem, by the way, it should be reduced or eliminated by the system organization steps suggested elsewhere in this report.

Transfer of credit problems are still believed to exist in Kansas, but the parties seem to be uncertain about next steps, or, indeed, the need for next steps. In our view, the framework offered by the reorganization features of SB 345 paves the way for improved communications among the sectors by virtue of the new opportunities for affiliation and regular inter-institutional meetings and task forces the Regents employ. These also provide opportunities to discuss such overall solutions as a common course numbering system, an idea that many advocate as the ultimate solution to the problem.

We recommend that the transfer of credit issue be a permanent agenda item at the meetings of the appropriate inter-institutional committees and Regent task forces in Kansas. Particular attention should be directed to the acceptance of associate degrees as prima facie evidence of the successful completion of lower-division studies, including the AAS degree as a preparatory program for the Bachelor of Technology degree, problems attending the acceptance of lower-division community college credits in upper-division programs, inter-institutional agreements on lower-division distribution requirements,

and other measures that can put to rest reports of students' inter-institutional transfer problems. Whether there is need for a common course numbering system for use in the public institutions of higher learning is another logical agenda item. These groups also should monitor progress on articulation matters on a continuing basis. The independent institutions should be invited to participate in these conversations.

TUITION AND STUDENT FINANCIAL AID

The need for a Board of Regents' study of student financial aid was mentioned at several meetings. One spokesman said there must be a statewide dialogue on the issue. This is a particularly important matter in view of the institutions' quest for tuition ownership. Significantly, there are no state financial aid programs for students in community colleges in Kansas. Rather, they must count on institutional aid, usually merit or athletics based, or on federal Pell Grants or loans. State need grant programs for students in the four-year institutions are comparatively modest at best. The tuition ownership program and the comparatively weak nature of the state's need based programs could cause it to quickly become a 'high tuition-low aid' state.

Tuition prices in Kansas are lower than in the surrounding states and national medians. For thirty years, the Washington Higher Education Coordinating Board has conducted a survey of public college and university tuition prices in all fifty states, publishing average prices in three sectors: flagship universities, comprehensive universities, and community colleges. The following table shows the relationship between Kansas tuition prices and the comparison groups in all three sectors over the last decade.

In a ranking of states (from lowest to highest) by tuition price in the 2000-2001 academic year, Kansas ranked 7th for flagship universities, 10th for comprehensive universities, and 13th for community colleges. The trend over the last decade is that prices at four-year institutions in the state have become less expensive relative to the comparison groups, while community college tuition prices have become slightly more expensive.

Table 15
Kansas Resident Tuition Prices as a Percentage of Comparison Groups

	1990-1991	1995-1996	2000-2001
Neighboring states			
Flagship	80.1	76.4	76.5
Comprehensive Average	102.7	97.5	90.3
Comm. college Average	84.0	88.3	88.4
National median			
Flagship	78.9	82.1	75.4
Comprehensive Average	88.7	83.2	79.8
Comm. college average	86.6	83.7	89.4

Kansas' tuition is comparatively less expensive even when differences in average income levels in each state are taken into account. For example, in the 1999-2000

academic year, resident tuition at the University of Kansas was 6.7 percent of the state’s median household income level (using income data from the U.S. Census Bureau). For the nation as a whole, flagship tuition was 8.2 percent of median household income.

Data on state spending for grants for undergraduate students indicate that Kansas has made comparatively little use of state-sponsored financial aid to promote college opportunity. Over the five academic years beginning with 1994-1995 (the last five years for which enrollment data and state grant data are available nationally), Kansas spent an average of \$66 per undergraduate enrolled in public institutions in the state, less than half of the levels of the four neighboring states and the nation as a whole (See Table 16). In addition, while state grant spending in the neighboring states and the nation increased during this period, in Kansas spending dropped by almost one-third.

Table 16
State Grant Spending per Undergraduate in Public Institutions
(\$)

	Kansas	Neighboring States	Nation
1994-1995	81	116	255
1995-1996	60	130	259
1996-1997	66	141	275
1997-1998	68	161	304
1998-1999	56	200	337
Five-year average	66	149	286
Change, 1994-1995 to 1998-1999	(31%)	73%	32%

State grant spending from the annual surveys of the National Association of State Scholarship Grant and Aid Programs; enrollment data from the National Center for Education Statistics IPEDS Fall Enrollment Survey.

State grants are an important mechanism for ensuring access to higher education for needy students. While other forms of need-based aid, including federal Pell Grants are available, state grants can help insulate the state’s poorest students from increases in tuition. In contrast to the pattern in the neighboring states and the nation as a whole in recent years, Kansas has targeted the bulk of its state grant dollars toward need-based financial aid. While this commitment to educational opportunity should be noted, Kansas’ overall spending on state-sponsored aid for undergraduate students still remains well below other norms.

State tuition and financial aid policies need to be examined in conjunction with one another. Tuition increases, which tend to affect the poorest students most strongly, can be offset through well-targeted financial aid. States considering changing their tuition policies should be sure to examine whether existing financial aid programs will be sufficient to promote the college access and opportunity needs of the state’s students.

A review of Kansas’ tuition and student financial aid policies and programs is among the items to be addressed in Goal #5 of the Regents’ postsecondary education plan. We believe that such a review is imperative, and we recommend that it be treated as a high priority and scheduled for the earliest feasible time.

Similarly, many aspects of governance merge into matters of funding. Discussion of certain funding considerations, such as the manner in which community colleges in Kansas are financed, could not be avoided in the present report, but a more comprehensive assessment of Kansas’

approach to higher education funding is warranted. Such a study also is indicated in the Regents' Goal #5. Other items on the Board of Regents' planning agenda, including distance education and lifelong learning also represent areas in need of energetic consideration.

Finally, during our time in Kansas we met with representatives of a number of agencies involved with aspects of economic growth and development. Along with the Regents and the institutions of higher learning in Kansas, we met with officials of the Kansas Technology Enterprise Corporation, the Kansas Department of Commerce and Housing, Kansas, Inc., the Kansas Department of Human Resources, the Lt. Governor, and the Chamber of Commerce & Industry, all of whom perform important roles and exhibit considerable interests in aspects of job training, professional education, and economic growth and development.

There are a lot of players, but during all of the site visits we encountered concerns that the state's approach lacks organization and cohesion. Since higher education is common item on most of the agendas of these organizations, the Regents could have an important role to play as the convener of a statewide "Economic Growth and Development Roundtable," the purposes of which would be to bring representatives of all of these organizations together on a regular basis in the interest of greater cohesion and coordination.

We recommend that the Board of Regents assume a leadership role with respect to the state's job training and economic growth and development efforts by serving as a the convener of regular meetings of a "Job Training and Economic Growth and Development Roundtable" composed of agency and organization representatives from all of the interested official parties. The creation of such a Roundtable is part of this recommendation. The objectives would be greater coordination of effort and improved cohesion among the state's programs.

This brings us to the second significant higher education issue in Kansas -- the state's interest in an effective program of workforce education and the place of the community colleges and technical institutions in the enterprise. These are the gist of the next chapter.

“A NEW HORIZON”
KANSAS POSTSECONDARY EDUCATION PLANNING STUDY:
GOVERNANCE AND MISSIONS

“It is not the strongest of the species that survive, nor the most intelligent, but the ones most responsive to change.”

Charles Darwin

**CHAPTER IV: ECONOMIC GROWTH, WORKFORCE
PREPARATION, AND A KANSAS COMMUNITY AND TECHNICAL
COLLEGE SYSTEM**

FEATURES OF THE KANSAS APPROACH

Kansas ranks well in the national comparisons with respect to workforce education, and workforce preparation is an important part of the state’s economic growth and development aspirations. Workforce preparation involves all educational sectors -- the designers of the New Economy Index, for example, use advanced degrees, bachelor degrees, associate degrees, and college-level work of the workforce as their workforce education measure -- but America’s ‘two-year’ institutions, the community and technical colleges, are particularly involved.

Its recognized importance notwithstanding, ‘workforce education’ and ‘workforce preparation’ are unwieldy terms, more inclusive than ‘occupational education,’ or ‘vocational education,’ but no less awkward. ‘Job training,’ favored for awhile, connoted curricula directed to adults, pre- and post-employment and continuing education services, daytime, evening, and weekend scheduling, along with the classroom and work site settings that are utilized, but it did not easily encompass the baccalaureate, advanced, and professional programs that are offered in Kansas’ colleges and universities, all of which also are aspects of ‘workforce preparation.’

Nearly fifteen years have passed since the Hudson Institute released its report, *Workforce 2000*, and awakened the country to the importance of this part of education with these words:

“As the economies of developed nations move further into the post-industrial era, human capital plays an even more important role in their progress. As the society becomes more complex, the amount of education and knowledge to make a productive contribution to the economy becomes greater. A century ago, a high school education was thought to be superfluous for factory workers, and a college degree was the mark of an academic or lawyer... [F]or the first time in history, a majority of all new jobs will require a postsecondary education. Many professions will require a decade of study following high school, and even the least skilled jobs will require a command of reading, computing, and thinking that once was necessary only for the professions.”

It helps to recall that Kansas does pretty well in comparison with its peers and with the national average in per capita degree conferral activity at all levels.

Table 17
Kansas' Rankings among the Selected States and
in Comparison with the National Average in Per Capita Degree Conferrals,
by level
1997-98 Academic Year

Degree	Awards/ 1000 Pop.	Ranking/ 12 Selected States	Nat'l. Avg.	KS. Times Nat'l. Avg. (U.S. = 100)
Associate	2.66	4	1.98	1.34
Bachelor	5.21	4	4.20	1.24
Master	1.70	4	1.52	1.11
Doctor	.18	5	.16	1.12
Professional	.43	3	.27	1.59

With 30 public institutions engaged directly in certificate, diploma, and associate programs aimed at workforce education, Kansas is well endowed with assets. Good interstate comparison data on the technical institutions is lacking for the reasons indicated before. Information on community colleges is better and more readily accessible, but even this can raise definitional questions. On Table 18, the number of public community colleges reported for Kansas (1998-99) by IPEDS is 23. Presumably some of the technical institutions -- degree-granting technical colleges -- are included. The figure has not been changed on the table in order to retain comparability.

Table 18
Ratio of Public and All Community Colleges to Population

State	Public CCs	All CCs	Pub. CCs to Pop.	All CCs to Pop.
Arizona	20	24	256,550	213,791
Arkansas	22	23	121,518	116,234
Colorado	15	16	286,733	268,812
Florida	28	32	570,785	499,437
Illinois	48	55	258,729	225,800
Iowa	16	18	182,875	162,555
KANSAS	23	25	116,869	107,536
Missouri	18	23	310,833	243,260
Nebraska	9	10	190,111	171,100
N. Carolina	57	60	141,121	134,150
Oklahoma	15	16	230,066	215,687
Oregon	17	18	201,235	190,055
Utah	4	5	558,250	446,600
U.S.	1069	1233	263,256	228,240

Kansas ranks first among the selected states in community colleges per capita, although Arkansas and North Carolina are in the same ballpark. Thus, it is well poised for a leading role in this drama.

Board of Regents' data on community and technical institution programs in Kansas suggest that less than half of the IPEDS' list of some 400 occupationally specific

program (degree or certificate) titles are available in Kansas community colleges and technical institutions, but this may be on the low side, as some of the IPEDS occupationally specific titles may be offered at other levels.

The Board of Regents' inventory of occupational programs in community colleges and technical institutions lists about 140 titles. There does not appear to be a lot of duplication; more than 100 of the 140 titles listed are offered in four or fewer institutions. In terms of numbers of programs in these 30 institutions, the more popular appear to be those on Table 19.

Table 19

**Most Frequently listed Occupational Programs
In Kansas Community Colleges and Technical Institutions**

Ranked by number of Institutional Listings

Career Program	Number of Listings
Geriatric Aide	27
Home Health Aide	23
Nursing Assistance	22
Drafting Technology	21
Auto Mechanics Technology	19
Welding Technology	18
Emergency Med. Tech. - Ambulance	17
Nursing, LPN	17
Carpentry	16
Child Care & Guidance	16
Nursing, Associate	15
Electrical/Electronics Repair	14
Farm, Ranch Mgt.	14
Auto Body	12
Criminal Jus./ Pol. Sci./Corrections	12

Observations cannot be definitive at this point, in view of the superficial nature of this assessment and because different institutions may use different titles and CIP classifications, but two features stand out. The first is the relatively low incidence of multiple program offerings in the same field, i.e., the low incidence of 'program duplication,' among the institutions. The second is the comparatively limited scope of the variety in the enterprise. A considerable number of the career programs on the IPEDS' listing -- note that this is the 1990 taxonomy; NCES is in the process of updating and increasing the number of listings -- do not seem to be represented in Kansas' public institutions.

Again, this cannot be a conclusive observation, but there seems to be room for growth in this component of Kansas' workforce preparation effort. The Board of Regents may wish to consider the possibility that problems with career education in Kansas may be less matters of duplication than unmet need.

Certificate programs are available in all 30 institutions. College transfer programs are available in all of the community colleges but in none of the technical institutions. Overall, the available Associate degree programs are listed on Table 20.

Table 20
Degree Programs in Kansas Community Colleges and Technical Institutions

Institution	AA	AS	AAS	AGS
Allen Co. CC	X	X	X	X
Barton Co. CC	X	X	X	X
Butler Co. CC	X	X	X	X
Cloud Co. CC	X	X	X	X
Coffeyville CC	X	X	X	X
Colby CC	X	X	X	X
Dodge City CC	X	X	X	X
Flint Hills CC		X		
Fort Scott CC	X	X	X	
Garden City CC	X	X	X	X
Highland CC	X	X	X	X
Hutchinson CC/ATS	X	X	X	X
Independence CC	X	X	X	X
Johnson Co. CC/ATS	X	X	X	
Kansas City CC	X	X	X	X
Kansas City ATS				
Kaw ATS				
Labette CC	X	X	X	X
Manhattan Area TC			X	
Neosho Co. CC	X	X	X	X
North Central TC			X	
North East TC			X	
North West KTC				
Pratt SS/ATS	X	X	X	X
Salina ATS				
Seward Co. CC	X	X	X	X
South East TS				
South West TS				
Wichita ATC			X	

AA = Associate of Arts; AS = Associate of Science; AAS = Associate of Applied Science;
 AGS = Associate of General Studies

The Associate of Arts and Associate of Science degrees are typically considered qualifications at face value for college transfer, i.e., to a bachelor degree at a university. The Associate of Applied Science degree generally typifies a degree awarded for completion of a two-year occupational program, but it is generally considered ‘terminal,’ i.e., as preparatory to work but not college transfer. The status of this degree could stand clarification: if Kansans seek a ‘seamless’ workforce preparation system, the AAS degree should count toward appropriate baccalaureate programs such as the Bachelor of Technology degree. The Associate of General Studies also is usually not considered a college transfer degree, since it is available for students who wish to pursue a non-specific major, but that is a different matter. In our view, a “comprehensive” community college should be expected to offer at least three of the four, with the Associate of General Studies a sometimes exception. Students in a comprehensive technical college

should have access to at least one transferable degree program. This suggests that technical colleges should offer at least two Associate degrees, one of which is 'terminal,' essentially career preparatory, and one aimed at college transfer.

Eleven of Kansas' community colleges offer all four degrees, and two, Johnson County and Fort Scott, offer all but the AGS. Six offer all but the Associate of Science. In this sense, only 13 of the 19 community colleges in Kansas qualify for the definition of 'degree comprehensive.'

While the technical *colleges* offer the AAS, none of the technical *schools* offer a postsecondary degree. This, in fact, is one of the distinguishing features between the technical schools and the technical colleges. Three technical schools are merged with community colleges, which, of course, offer associate degrees, and the AAS is available at these merged institutions.

Some of these institutions are governed by local school boards; others are governed by combinations of school boards; and still others that have merged with community colleges are governed by the local college boards, although these are still identified as area technical 'schools' within that structure. Some variants also are evident. For example, Northwest Kansas Technical College is governed by a 24 member Board of Control, which is composed of past and present school board members of participating school districts. While this form reflects K-12 governance, it does involve a membership drawn from all of the affected counties in the district, in contrast with the community college board arrangement, the membership of which is drawn from the home county.

Although the technical institutions rely entirely on state funding and tuition, and the vast majority of the students in each are adults, the non-affiliated schools answer to school boards, and their directors report to school superintendents. As a passing observation, it has been suggested that this could constitute a conflict of interest, in that the sponsoring districts reimburse the technical school for the costs of the K-12 students' tuition. Members of the school board, however, also determine the technical school's tuition rate. Other residuals of the former placement of technical education in K-12 include different salary schedules, which are based on degrees and postgraduate credits and which may not address technical expertise in a field.

COMBINING PARALLEL SYSTEMS

States have approached community college re-organizational approaches in different ways, often bringing these institutions into some form of statewide 'community and technical college' system, although the degree of centralization and the relationships within such systems varies.

The states also differ on the magnitude of a decision to combine. Some do it in one fell swoop with enactment of a statute creating a new system. Others allow the system to form over time, as institutions opt in at their own pace (once in, however, they usually are obliged to stay in). Many of the decisions of the first kind occurred in the 1960s and early 1970s. Washington State, which established a statewide community college system in 1967, bringing into the system junior colleges and vocational-technical institutes operated by school districts, and assuming full responsibility for their funding, is an example of the first approach. Colorado, which created a community college system but allowed districts that wished to retain local control and provide local funding to do so, is an example of the second. Presently, all but two of Colorado's community colleges are full-fledged members of the state system. The two locally governed (elected boards for

the districts) public community colleges receive some state funding and maintain a policy relationship with the state board.

It may be instructive at this point to pause for a look at how other states organize their systems, again using the 12 comparison states for the purpose (Table 21).

<p align="center">Table 21 State Coordination and Governance of Community and Technical Colleges Selected States Source: ECS Structures Handbook</p>							
State	SBE Coord. Regul. CCs.	St. 2-4 yr Gov. Brd. Governs	St. Coord. Brd. Coord. CCs	CC Brd. Coord. CCs	CC Brd. Governs CCs	Tech Insts. Sep. Fr. CCs	4-yr. Insts. w/2-yr. Branches
Arizona				X			
Arkansas			X			X	X
Colorado					X		
Florida	X			X		X	
Illinois				X			
Iowa	X						
KANSAS			X			X	
Missouri			X			X	
N. Carol.					X		
Oklahoma			X			X	X
Oregon	X						
Utah		X				X	

They all do something, but most do it a little differently.

The presence of two different ‘systems’ of institutions – community colleges and technical institutions – operating at the ‘two-year institution’ level in Kansas, is an issue, although it should be noted that five of the comparison states also retain these institutions as separate systems, with the technical schools sometimes within the K-12 system and sometimes under a separate occupational or vocational education state board. Some of these, for example Illinois, statutorily require collaboration between the community college and the vocational education board.

Many in the technical institutions report that among the strengths of the post-SB 345 setting are that it brings all of postsecondary education under one umbrella, the Board of Regents, thereby increasing the value of technical education, and thus creating a potential for increased coordination and communication among institutions and sectors.

During the site visits we encountered a proposition that all of the technical schools be designated as technical colleges and placed in a single technical college system as ‘branch’ campuses of one central state institution. A few go further and argue that all technical education should be housed in this system, and that the community colleges should contract with it for these services. Still others insist that the ultimate solution lies

in the placement of both types of institutions in a single statewide community and technical college system. We favor the last of these.

Among other things, the present dual system arrangement creates problems with accreditation, as North Central requires that CEOs of separately accredited institutions report directly to a board (rather than a superintendent). Some of Kansas' institutions appear to have abandoned any hope of North Central accreditation and are seeking the accreditation of the Commission on Occupation Education of the Southern Region Association. While we are not advocates of regional accrediting agencies as determinants of public policy, the prospect of public postsecondary education institutions in the same state accredited by separate associations cannot augur well for the state's aspirations to a seamless education system, or, in this case, a seamless workforce preparation system.

This problem is in addition to the continued governance position of these institutions in the K-12 sector, i.e., local school boards as governing boards, even though overall coordination or supervision authority has been transferred from the SBE to Board of Regents. These institutions need to be seen as *postsecondary* colleges and treated as postsecondary, adult education, institutions. Thus, we believe that the vestigial connection implied in the present governance arrangement, i.e., local school board governance, should be ended, and that these institutions should be made full-fledged participants in Kansas higher education system. They should be unambiguously designated as technical colleges and seen as postsecondary education institutions. Stated differently, Kansas needs to complete the transition from the K-12 to the higher education level that was started by SB 345 by declaring that these technical institutions are postsecondary institutions and terminating their association with the public schools.

Recognizing that some districts may wish to oppose such a change, to the extent possible, the shift should be voluntary. That is, district boards electing to retain the technical school under district control should be allowed to do so. But the choice to do so should have consequences. Should they choose to opt out of the postsecondary system the institutions should be removed from Board of Regents' responsibility and their programs not factored into the Board's postsecondary education strategic planning processes. State operating funds provided the districts for these institutions should come through the K-12 rather than higher education budget process. And these institutions should be technical 'schools' directing their services primarily to K-12 students.

Those that elect postsecondary education status should be designated technical *colleges* and obliged to offer or otherwise provide their students with access to associate degrees. Their governing boards should be appointed by the Governor. Those that merge with or become a technical institution campus in a multi-campus district should be governed by the community college district board.

The mechanics will need to be worked out, but the process might start with the Board of Regents taking the necessary steps to merge these institutions into a unified postsecondary 'Community and Technical College System' under Board auspices. At some point when the system is formed, a senior member of the staff who reports directly to the CEO should be responsible for this component of strategic planning for the system.

We recommend that consideration be given to the consolidation of the community colleges and technical institutions into a single state Community and Technical College System, under the Board of Regents.

LOCAL DISTRICT GOVERNANCE

Moving the technical institutions fully into the postsecondary education system by changing their governance form, and the prospect of a state community and technical college system, evoke choices about the way the community colleges are governed. Again, Kansas' 19 community colleges are governed by boards of trustees elected by the voters in the counties in which they are located. Each institution, however, has a service area that typically includes other counties. These other county governments previously were billed the costs of out-of-home-county residents attending these institutions. The Legislature signaled its intention to do away with these payments with the passage of SB 345.

The existence of locally elected community college boards is fairly common among the states selected for comparison purposes in this study, as noted earlier. Since appointed local boards, the other common selection mode, also can provide the local flexibility to respond rapidly to emergent community education needs, the 'flexibility imperative' is not a particularly persuasive argument for the elected board approach. The obvious advantage of elected boards is their link to local taxes for funding sources. The main disadvantage of local boards is perceived difficulties in accomplishing state goals and priorities – if local funding dominates, so may local priorities. The independent variable in the governance form is the funding source.

The presence of elected local boards is a function of tradition and reliance on local funding. Funding is the obvious deal-breaker. If Kansans want a more centralized governance system for their community colleges, a substantial or total displacement of local funding with state funding probably will be required. Several alternatives can be identified. The fact that these need further study is obvious but it must be stressed. Community college system funding should be an important part of the Board's projected postsecondary education funding study.

The Institutional Implementation Agreement Option

It needs to be said at the outset that there is no inherent contradiction between a statewide coordinating board, in this case the Board of Regents, and locally elected community/technical college boards, or, for that matter, between statewide coordination and the continuation of local funding as the preponderant source for community colleges. The state coordinating board can exercise whatever authority vis-à-vis these local institutions the Legislature gives it. It also can use the state funding contribution, whatever the proportion, to ensure that local district actions accord with state policies and goals. Moreover, if the Board of Regents elects to pursue the relationship based upon operating block grant funding and institutional implementation agreements recommended earlier, these local boards would be suited to perform desirable oversight functions with respect to the agreement. This alternative, retaining locally elected boards and continuing the reliance on local funding as one of the revenue sources for these institutions, accordingly, is viable. Increasing local board membership to allow representation for residents throughout the district would be a desirable addition.

This option might be designated as the "Implementation Agreement Option." Its advantage for this report lies in the fact that it fits the Policy Board Model. Essentially, it applies the management model recommended earlier for the state universities to these institutions. Its advantage for a smooth transition is that it is not especially disruptive.

The Full State Funding Option

As we continue with the funding issue we could duck and remind the Regents that postsecondary funding issues in Kansas, of which community college funding is one, are

slated for review as part of Goal #5 of the State Plan and recommend that the community college funding issue be examined as part of that study. We do so, but having done so we also believe it needs to be considered here.

Thus, the second alternative is called “The Full-State Funding Option.” For the community colleges, this is the most comprehensive approach. It would involve state assumption of full funding for the community colleges and the replacement of local county governing boards with boards representative of all of the counties in the districts served.

The community colleges would be funded on the same basis as the four-year and technical institutions, i.e., state appropriations and student tuition would comprise the main funding sources. Presently Kansas has two funding models – ‘full’ state funding and tuition for the universities and the technical institutions; and local levies, tuition, and some state support for the community colleges and Washburn University. Property owners in the counties in which Kansas’ 19 community college are located carry the bulk of the cost burden for the state’s community college system. With legislative interest in eliminating the out-of-county student charges, students from counties within community college service areas will have access without the property tax burden.

While the inequity seems evident, it has been pointed out that the home county receives the economic benefits of the local campus and this offsets at least some of the local tax burden. One must note that residents of these other counties are not eligible for service as elected members of the local governing board; thus, in their view this is a board with tax authority on which they are not represented.

The Legislature began a property tax buy-down with SB 345, but it is too early to measure the results of that effort. In an ideal world, the buy down process would continue until state funding amounted to all or at least the preponderance of the governmental funding of these institutions. Ideally, the buy-down would continue to the point were local property or other taxes were used for little more than maintenance and program enrichment.

The accomplishment of ‘full state funding’ could occur through a persistent effort to incrementally displace local funds with state funds, as in the manner begun by the Legislature, or it could proceed through a more dramatic statewide equalization program. In terms of the latter, the total assessed valuations for the 19 community college counties in the year 2000 was about \$8.6 billion. Individual county valuations ranged from a high of \$5.4 *billion* for Johnson County Community College (nearly two-thirds of the total) to a low of \$48.8 *million* for Highland County Community College.

Milage rates also ranged substantially. The statewide mil levy total in 2001 was slightly over 460 mils. Johnson County Community College taxpayers, representing the least taxed proportionately, were assessed 7.6 mils, while Pratt County property owners, the most taxed proportionately, were assessed 39.8 mils. The statewide average (for the 18 counties) was 24.2 mils; the mean was 24.4 mils.

By virtue of the state’s community college service areas, all of its 105 counties, except the seven with universities, are within community college ‘districts.’ If the milage burden were equalized across all of these counties through a statewide program, property tax payers in each county could expect to be assessed about 4.3 mils. Even property owners in Johnson County would experience property tax relief. In the model envisioned here, the state would collect the tax, combine it with the state funds presently paid to the

technical institutions and reallocate it to the community and technical college system.

Counties with resident institutions could be given an option of levying an additional mil or so in local funds for maintenance and upkeep (this idea is discussed elsewhere in reference to the state universities). Once this were accomplished, further attention could be devoted to such matters as local boards composed of representatives of all of the counties in the district, whether they would be elected on a district-wide basis or appointed, and coordinated community and technical program services to residents.

There are other ways, of course. Time is an important consideration in such an enterprise, whether it takes the form of a statewide equalization program or an incremental effort leading to state funding preponderance. If the state is contemplating a complete or partial replacement of local funding with state funding, the horizon would depend on the program. A statewide equalization program could be established when people felt the voters were ready for it. An incremental approach would probably require ten years or more to complete.

The Affiliation Option

Another option would be to establish a state system and move gradually to redefine districts and affiliate institutions within them. This would require the identification of community-technical college districts (see below) and the use of incentives for institutions to affiliate within them. Affiliating the five institutions in Southeastern Kansas as part of a single multi-campus district, for example, might be a place to begin. Institutions forming multi-campus districts should be able to experience savings through collaborative management and administrative sharing. The potential for planning on a district-wide basis also would be enhanced, as would the potential for associations with universities. Board of Regents' policies with respect to the use of state funds by institutions choosing not to affiliate is a possibility with this option as well.

Still other alternatives could be constructed of features drawn from these three. Our view is that all of the public community and technical colleges should be members of the state system. The governance/coordination relationship between the Board of Regents and the institutional boards called for earlier could tolerate a considerable amount of local flexibility and options within an overall statewide policy framework.

We recommend that the Board of Regents' relationships with the community colleges follow the same model recommended for the state universities, that is, administrators of these institutions should have similar managerial latitude in an arrangement accompanied by block operating grant budgets, tuition ownership, and administrative responsibility within the policy framework established by the Board of Regents.

Funding for community colleges entails issues of governance. There are several options available for consideration. One involves full funding by the state. The resources would be obtained through a statewide equalization program with a local enrichment option borne by residents of the home county. Consideration also could be given to state assumption of the preponderance of funding for these institutions through continuation of the property tax buy down program that was begun with the passage of SB 345. A third option centers on a gradual approach to a unified system through local affiliations and mergers. Although different time horizons might be involved, all three appear to be efficacious. Further study is

warranted, and we recommend that this be made part of the Board's projected postsecondary education funding study.

COMMUNITY COLLEGE DISTRICT OR SERVICE AREA BOUNDARIES

There is some evidence in Kansas that community colleges are considered more as junior colleges than comprehensive institutions. Their compatible roles in workforce education and technical training are neither recognized nor appreciated. The concept of a 'comprehensive' community college, one that offers academic transfer, workforce preparation, continuing education, and community service programs, does not appear to be widely recognized or aggressively pursued outside of the system. When people in Kansas use the expression 'comprehensive,' they very well may be speaking of the academic curriculum – i.e., a wide variety of academic programs.

On a related matter, it is difficult to understand the reason why the merged technical institutions, first, continue to retain their implicitly separate identity within the relationship, e.g., "Johnson County Community College *and* Area Technical School," "Dodge City Community College *and* Area Technical School, Coffeyville Community College *and* Area Technical School," and, second, why they continue to be identified as technical schools rather than colleges. This appears to be an artifact of pre- SB 345 funding: at an earlier time a community college that had merged had its vocational programs funded at a higher level than a regular community college. That has changed. If one thinks of a comprehensive community college, in this case applying the term to services rather than degrees, the need for the continued Area Technical School identification within this framework seems no longer necessary. These merged institutions, combined, now are comprehensive community colleges.

The Department of Education designed service areas during the early 1970s when the community colleges and technical institutions were within its purview, and these continue to apply, but they are not the same for each program or service function, and they may not be appropriate to today's needs in any case. Service area needs may diverge for academic fields, on the one hand, and technical programs, on the other. The service areas were intended as boundaries for the delivery of draw services into remote areas, although for some institutions they may have become a claim right. The service areas were not intended to deny service, and as originally conceived, if the resident institution could not provide a needed service, another institution could, except, of course, in the case of university counties.

The service areas need to be reconsidered and redrawn within the framework of a combined statewide community and technical college system. As a matter of policy, consideration should be given to the presence of comprehensive community college services in each area of the state, and the service area boundaries should be redrawn to accomplish this.

The following model is offered as a simplistic example of how comprehensive community college districts might be established. It should be noted that these also may, indeed, *should*, be treated and used as higher education planning districts for any number of purposes, including inter-sector institutional alliances, feeder-receiving institution associations, and guides for the delivery of programs to rural areas.

In this example, there would be ten community/technical college (or regional planning) districts, numbered and composed of the respective counties and institutions indicated. Again, institutions could merge into multi-campus systems within these districts, or they

could operate in an affiliated, coordinated and collaborative manner, focused on the efficient and responsive delivery of services to the area.

One of the criteria used when drawing the boundaries was assurance of the availability of comprehensive program services, either via merged institutions or the presence of at least one community college and one technical institution in each district. Commuting distance was another criterion. And number of districts was still another: either too many or too few districts could be unwieldy. The ten districts would be constituted of neighboring counties and regional institutions as follows:

District #1 Northwest Kansas, composed of Cheyenne, Rawlins, Decatur, Sherman, Thomas, Sheridan, Wallace, Logan, Gove, Greeley, Wichita, Scott, and Lane Counties.

Comprehensive community college services would be provided by North West Kansas Technical College and Colby Community College.

District #2 Southwest Kansas, composed of Hamilton, Kearney, Finney, Stanton, Grant, Haskell, Gray, Morton, Stevens, Seward, and Meade Counties.

Comprehensive community college services would be provided by Garden City Community College, Seward County Community College, and South West Kansas Technical School (College).

District #3 North Kansas, composed of Norton, Phillips, Smith, Jewell, Graham, Rooks, Osborne, Mitchell, Trego, Ellis, Russell, Lincoln, Ness, Rush, Barton, Ellsworth, Rice, and Pawnee Counties.

Comprehensive community college services would be provided by Barton County Community College and North Central Kansas Technical College.

District # 4 South Kansas, composed of Hodgeman, Edwards, Stafford, Reno, Ford, Kiowa, Pratt, Kingman, Clark, Comanche, Barber, and Harper Counties.

Comprehensive community college services would be provided by Dodge City Community College, Pratt Community College and Area Technical School (College), and Hutchinson Community College and Area Technical School (College).

District #5 South Central Kansas, composed of Harvey, Butler, Sedgwick, Sumner, and Cowley Counties.

Comprehensive community college services would be provided by Butler County Community College, Cowley County Community College, and Wichita Area Technical College.

District #6 North Central Kansas, composed of Republic, Washington, Marshall, Cloud, Clay, Riley, Pottawatomie, Ottawa, Dickinson, Geary, Wabaunsee, Salina, Morris, McPherson, Marion, Chase, and Lyon Counties.

Comprehensive community college services would be provided by Cloud County Community College, Manhattan Area Technical College, Salina Area Technical School (College), and Flint Hills Technical College.

District #7 South East Kansas, composed of Coffey, Anderson, Linn,

Greenwood, Woodson, Allen, Bourbon, Elk, Wilson, Neosho, Crawford, Chautauqua, Montgomery, Labette, and Cherokee Counties.

Comprehensive community college services would be provided through Allen County Community College, Fort Scott Community College, Neosho Community College, Independence Community College, Coffeyville Community College/South East Kansas Technical School (College), and Labette Community College. The Board might wish to consider initiating a program of affiliations or mergers in this district because of the ratio of institutions to residents in the area.

District #8 North East Kansas, composed of Nemaha, Brown, Doniphan, Jackson, Atchison, Shawnee, Jefferson, Leavenworth, Douglas, Osage, and Franklin, Counties.

Comprehensive community college services would be provided by Kaw Area Technical School (College), North East Kansas Technical College, and Highland Community College.

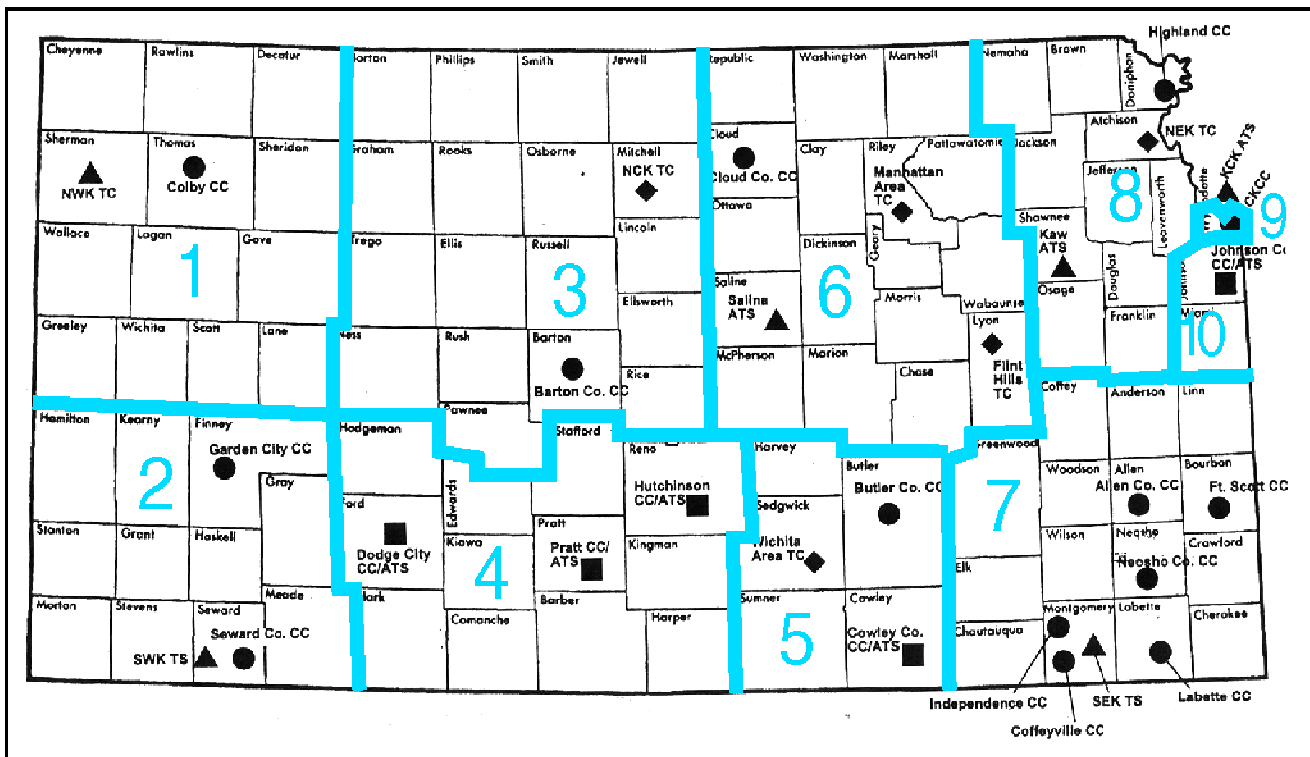
District #9, Kansas City, composed of Wyandotte County.

Comprehensive community college services would be provided through Kansas City Kansas Community College and Kansas City Kansas Area Technical School (College).

District #10, East Kansas, composed of Johnson and Miami Counties.

Comprehensive community college services would be provided by Johnson County Community College.

These districts would be drawn as shown on the following map:



We recommend that the Board of Regents undertake a review of the community college service areas established by the State Board of Education, redrawing and reconstituting them as community college districts and higher education service districts with a view to facilitating a more appropriate distribution of responsibility for the delivery of community college and technical institution programs and inter-sector institutional associations in a coordinated manner.

On a different level, there is a matter of general education, an area foreclosed to the technical institutions by state statute. Because this is an accreditation issue, some of these institutions have developed workarounds by contracting with community colleges for such instruction. Related to this, authority to grant the Associate of Applied Science (AAS) is a big issue for the technical institutions, even though according to the scriptures of the American Association of Community Colleges, the AAS is not considered a transferable degree. Notably, Fort Hays State University reportedly accepts the AAS at full value. Wichita State reports that it accepts many AAS credits and that it is in the early stages of developing a Bachelor of Applied Sciences (BAS) degree. These practices are commendable.

A true workforce education solution would involve a degree ladder for people in technical programs (AAS, BOT or BAS, etc.) that paralleled the ladder available to people in academic programs (i.e., AA, BA/BS, MA/MS, etc.) The presence of an AAS option alone would not accomplish this unless it were a transferable degree in Kansas higher education. We believe it should be transferable to baccalaureate degrees such as the Bachelor of Technology, and that this should be on a statewide basis to ensure maximal transferability from institution to institution.

We also believe that all of the technical institutions, designated 'colleges,' should be required to provide or assure access to general education services to their students in a manner and to a degree that fulfills regional accreditation association requirements, and that they should be authorized to offer the AAS degree or at least one technical college transfer degree. It also is possible to conceive of a transferable technical degree that would be unique to these institutions (i.e., not offered by community colleges).

We recommend that the Board of Regents seek to ensure that all Kansas' technical institutions are designated "colleges" or made part of community colleges or community college districts, allowed to provide or otherwise assure access to general education services to their students, and are authorized to offer the AAS either as or in addition to a technical college transfer degree.

A TECHNICAL PROGRAM INFORMATION BASE

An effective workforce training and preparation system requires access to information on programs, institutions, and the employment outlook for graduates. Several states have established computer-based interactive systems on college campuses and in local libraries where potential students may explore career fields, available programs in Kansas, information on starting salaries and projected needs, etc. in an interactive mode. While the accuracy of the employment outlook information usually requires steady work, it still is of use to students considering different career options. The state could promote workforce preparation by advising parents and students that attending a technical institution or a community college technical program is commendable. We

believe that both could be additional assets to Kansas' workforce preparation program.

We recommend that the Board of Regents consider the creation of a "Kansas Occupation Education Information System" in Kansas. Such systems are available in other states, and these could serve as useful models.

This chapter has touched on various aspects of institutional and sector roles and missions, but we have held off on a more thorough discussion of these subjects until the next section.

“A NEW HORIZON”
KANSAS POSTSECONDARY EDUCATION PLANNING STUDY:
GOVERNANCE AND MISSIONS

“What is value to the customer is always something different from what is value or quality to the supplier. This applies as much to a business as to a university or to a hospital.”

Peter Drucker

CHAPTER V. SECTOR MISSIONS

CONVENTIONAL ARRANGEMENTS

Distinguishing institutions of higher learning by type and purpose is one of the principal purposes of mission statements. Frequently these are reflections of efforts to apportion and assign responsibilities. The task of mission differentiation, however, tends not to be done very well, largely because these statements mean different things to different people. State planners may use mission descriptions as guides to the sorts of things institutions may be expected to do and the programs that might be appropriate to the task, and to the sorts of things they should not do.

Institutional drafters often see them as opportunities to tout the qualities of their services. State planners approach them pragmatically, as a utilitarian tool. College officials may favor missions described in the language of verities. Thus, for people at the institutional level, mission statements may be perceived less as a management tool than as opportunities to avow the values, qualities, and assets of the institution. Because of the sensitivities involved whenever the two perspectives bump, the definition efforts end to be approached with an eye on compromise. The results are often less than synergistic.

There are other problems. Mission statements used to clarify responsibilities for providing higher education services to various populations and regions and to control academic drift and manage duplication may be more limiting to some institutions than to others, particularly to those in the middle of the institution ladder – the regional universities. The missions of the research universities and the community colleges are usually comparatively easily defined. Indeed, the business of mission definition for the ‘middle’ institutions is inevitably more difficult than for the institutions at the two extremes, the missions of which are more naturally clear. Hence, the missions of the middle institutions tend to become what is left when all of the things they are not to be allowed to do – offer doctoral degrees, engage in comprehensive or ‘pure’ research, etc. – are taken out of the equation.

While some states specify roles and missions in statute, a review of the Kansas’ statutes reveals little by way of institutional mission references. For example, the statutes pertaining to two institutions, Kansas State University and Wichita State University (randomly selected for use as examples), reveal little in the way of mission statements for either. In the case of KSU, dated statutory references to the Morrill Act and authorization to accept 90 thousand acres of land for an institution dedicated to

education in agriculture and mechanics suggest KSU's land-grant university status, but they do not disclose much beyond this. No statutory references to Wichita State's role and mission were found.

Individual institutions have mission statements, and some of these combine practice with description and aspiration. The 1992 mission statement of the University of Kansas is in part the following:

“The University of Kansas is a major comprehensive research and teaching university that serves as a center for learning, scholarship, and creative endeavor. The University of Kansas is the only Kansas Regents University to hold membership in the prestigious Association of American Universities (AAU), a select group of 58 public and private universities that represents excellence in graduate and professional education and the highest achievements in research internationally.”

The statement continues to describe the University's dedication to instruction, research, and service and the institution's values – a commitment to excellence, a multicultural environment, and disciplined inquiry.

In its materials, the Board of Regents aggregates institutions into sectors. This is evident, for example, in its statement on institutions on its website:

“The Kansas Board of Regents governs six state universities, and supervises and coordinates 19 community colleges, five technical colleges, six technical schools, and a municipal university.”

Here the six state universities are treated as a class even though they involve several different types. Washburn University also is treated as a class, and a sector, although it is like the comprehensive state universities in several important respects. The Board also links to descriptive institutional statements at its website. These are more on the order of the second form of mission statement described above. If the interest is differentiation and division of responsibility, considerable latitude for interpretation is apparent.

One can be of two minds on the subject of mission statements. Properly done, they can guide services. Clear missions are vital to the management delegation model, the Policy Board Model, recommended earlier. But left unattended, mission statements can reify with time, much in the way that service areas designed to increase access to higher education can become monopoly 'market zones' over time. Higher education needs have begun to change in dramatic ways, and devices such as rigid mission statements and assigned service areas sometimes can get in the way of adaptation and responsiveness.

As a state with large municipalities, on the one hand, and a widely dispersed population, on the other, Kansas faces problems associated with serving concentrated populations and the needs of dispersed “place-bound” students. Responding to both forms will require adjustments in thinking about institutional and system missions. The traditional roles of regional institutions in particular will need to be reconsidered in keeping with a growing awareness of their importance as centers called upon to identify education needs, recruit and contract with other providers, manage community education centers, interact in quality enhancement efforts, and serve as local entities by and through which services are provided.

Institutional roles have traditionally derived from institutional classifications. These also can inhibit responsiveness. Their usefulness was more apparent during the twenty years or so following World War II, a period characterized by intensive institution-building, as community college systems were established, and teachers colleges became state colleges and displayed aspirations for doctoral programs and research institution credentials. At least at the extremes, it can be argued that such academic drift is being managed, and that this is not a sufficient problem to warrant adherence to rigid taxonomies or forms. While many former state colleges are now called universities, instances of their continued evolution to research university and doctoral-granting status are few. Much of the zeal for doctoral programs that fueled the aspirations of regional institutions during the 1970s has faded, at least for now. Not many regional universities have made the transition to research university status, and it is this step that represents the most costly change in any pattern of institutional progression. Similarly, there are few recent instances of the unwarranted proliferation of such costly programs as Medicine, Dentistry, Engineering, etc.

The rigid effects of institution classifications can be demonstrated by the impediments to direct responsiveness and the need to rely on cumbersome inter-institutional arrangements that can form when institutions such as community colleges are located in rural areas. The higher education needs of area residents usually go well beyond those that can be provided within the assigned mission. This is because community colleges usually are viewed as 'junior' institutions and limited to offering associate degrees, although as rural or regional institutions they may operate as the central higher education resource for the area. Such situations can put great pressure on narrow mission interpretations. Hence, in some states rural community colleges are empowered to broker programs by other providers through contractual arrangements. In some they are authorized to offer a limited number of 'indigenous' baccalaureate degree programs (i.e., programs staffed by their own faculty). Distance education opens up other options, and it is through combinations of such solutions that rural institutions, especially community colleges, may expand their capacities as regional providers. But such solutions involve serious mission issues. Congruence between institutional mission and service area needs is one reason why institutional missions should be revisited regularly. The discussion might start with understanding of the different types of institutions of higher learning in Kansas.

The most popular arrangement for classifying American colleges and universities is the taxonomy inaugurated by the Carnegie Commission several years ago. This is now in the process of being revised. Initially, the Commission categorized institutions into five main types and several sub-types: Doctoral-Granting Institutions Research I & II; Doctoral-Granting I & II); Comprehensive Universities and Colleges (I & II); Liberal Arts Colleges (I & II); Two-Year Colleges and Institutions; and Specialized Institutions.

Under the earlier classification, the University of Kansas and Kansas State University, for example, were classified respectively as *Research I* and *Research II Universities*. Under the revised scheme both are classified as *Doctoral/Research Universities – Extensive*. Using the new classifications, the Kansas institutions that fit within them are these:

Doctoral/Research Universities – Extensive: "These institutions typically offer a wide range of baccalaureate programs, and they are committed to

graduate education through the doctorate.” They award 50 or more doctoral degrees per year across at least 15 disciplines.

Kansas State University

University of Kansas – Main Campus

Doctoral/Research Universities – Intensive: “These institutions typically offer a wide range of baccalaureate programs, and they are committed to graduate education through the doctorate.” They award at least ten doctoral degrees per year across three or more disciplines, or at least 20 doctoral degrees overall.

Wichita State University

Master’s Colleges and Universities I: “These institutions typically offer a wide range of baccalaureate programs, and they are committed to graduate education through the master’s degree.” They award 40 or more master’s degrees per year across three or more disciplines.

Emporia State University

Fort Hays State University

Pittsburg State University

Washburn University of Topeka

Master’s Colleges and Universities II: Same as above. These institutions awarded 20 or more master’s degrees per year.

No Kansas public institutions listed.

Baccalaureate Colleges – Liberal Arts: Primarily undergraduate. Award at least half their degrees in the liberal arts fields.

No Kansas public institutions listed.

Baccalaureate Colleges – General: Same as above, except they award less than half their degrees in the liberal arts fields.

No Kansas public institutions listed.

Baccalaureate/Associate’s Colleges: “These institutions are undergraduate colleges where the majority of conferrals are below the baccalaureate level (associate degrees and certificates).” Bachelor degrees account for at least ten percent of the awards. Note: This is an emerging classification, aimed primarily at community colleges authorized to offer at least some baccalaureate programs to the residents of the communities they serve. Utah Valley State College in Provo and Dixie College in St. George, Utah, are good examples of this type of institution.

No Kansas public institutions listed.

Associate’s Colleges: “These institutions offer associate’s degrees and certificate programs but, with few exceptions, award no baccalaureate degrees .” Bachelor degrees represent less than ten percent of conferrals.

All 19 Kansas community colleges and North Central Kansas Technical College.

Notably, the Commission does not provide classifications for Kansas' 'other' postsecondary institutions, the technical institutions, presumably because at the time the new scheme was being contemplated these were under the SBE and non-degree granting. Hence, once again these adult institutions fall through the cracks.

STATE UNIVERSITY MISSIONS

Arrangements such as these offer places to start, but they may be more useful for peer institution identification purposes than for use as definitive mission allocation guides. They do, however, lend credence to a view that the Board of Regents could employ more distinctive classifications for the public universities than "state university" and "metropolitan university. The revision could start with a distinction between the Research and Doctoral Universities and the Comprehensive Universities. Both might be further divided into distinctions based on settings: *Urban or Metropolitan Universities* in the cases of Wichita State University (which is also a doctoral-granting research institution) and Washburn University, somewhat similar by virtue of their municipal university experience and the presence of some local funding, and *Regional Universities* in the cases of Fort Hays, Pittsburg and Emporia State Universities. Other decisions about institutional roles, program inventories, and distinctive needs and responsibilities might then be made within this framework.

As noted, what we assume to be the mission statements of the public universities are presented on their websites. Some aspects of the major classification typologies appear in them. Thus, in the case of KSU,

"Kansas State University is a comprehensive, research, land-grant institution first serving students and the people of Kansas, and also the nation and the world. Since its founding in 1863, KSU has evolved into a modern institution of higher education, committed to quality programs, and responsive to a rapidly changing world."

The same descriptive statement applies to Kansas State University – Salina, which, as we understand it, is not a comprehensive, research, land-grant institution.

The University of Kansas makes no reference to its graduate, research, doctoral program qualities in its statement:

"The University of Kansas was founded in 1864 on Mt. Oread in Lawrence. KU takes great pride in its distinguished faculty members and their dedication to guiding the intellectual development of KU students. The faculty encourages students to take advantage of the richness of KUs academic offerings, including more than 100 undergraduate majors and programs."

The same descriptive statement applies to the University of Kansas Medical Center, which has a much more specialized focus. For Wichita State University:

"Wichita State University is committed to providing comprehensive education opportunities in an urban setting. Through teaching, scholarship, and public service, the University seeks to equip both students and the larger community with the educational and cultural tools they need to thrive in a complex world, and to achieve both individual

responsibility in their own lives and effective citizenship in the local, national, and global community.”

The University makes mention of its urban setting and its dedication to preparing people for citizenship in the local setting, as well as others, but it does not attempt to signal its distinctive type beyond this. Emporia State University speaks both to type and purpose in its statement:

“Emporia State University is a comprehensive university primarily serving residents of Kansas by providing leadership in quality instruction related scholarship and service. A student-centered institution, its central mission is to develop lifelong learning skills, impart society’s cultural heritage, and educate and prepare for both the professions and advanced study.”

Fort Hays University is even more specific:

“Fort Hays State University, a regional university principally serving western Kansas, is dedicated to providing instruction within a computerized environment in the arts and sciences, business, education, the health and life sciences, and agriculture. The university’s primary emphasis is undergraduate liberal education, which includes the humanities, the fine arts, the social/behavioral sciences, and the natural/physical sciences.”

This particular mission statement could be a useful guide for making decisions about programs and designations. It speaks to type, service region, and program foci and, in that sense, addresses a number of the components of an effective mission statement.

Pittsburg State University’s statement speaks mainly to its assets:

“PSU boasts a state-of-the-art nationally recognized technology center, a College of Business there faculty’s commitment and hard work helped to achieve AACSB accreditation, a top 10% ranking in the country for the student to computer ratio, and more GTE Academic All Americans than any other NCAA Division II institution this decade (38).”

Finally, Washburn University offers this descriptive summary:

“At Washburn University, Learning for a Lifetime is more than a motto, it’s a call to action. Since 1865, the University has lived up to that call through educational excellence. Washburn’s success is based on the highest standards for faculty, a commitment to individual student achievement, interactivity between campus and community, and an emphasis on technology and the future.”

The statements cited here stand as testimony to the distinctive organizational cultures that operate in the governmental and academic sectors. People in each culture approach the matter of mission in different ways. Missions for Kansas universities should be based on their distinctive qualities. The University of Kansas and Kansas State University obviously are research/doctoral-granting institutions the programs and services of which appeal to people from throughout the state and beyond. Kansas State University is further distinguished by its land-grant institution status and role. The Medical Center is an important aspect of the University of Kansas’ mission. These are distinguishing qualities. The urban university character of Wichita State University and Washburn University present distinguishing features for mission definition for them.

Notably, Wichita State also offers doctoral degrees in some nine fields, including Engineering. WSU is classified as a doctoral-granting research university by the Carnegie Commission. These are important qualities, but its urban nature also is important, and all should be addressed in its mission. Emporia (which offers a doctoral degree in Library Science), Pittsburg, and Fort Hays State Universities are essentially rural regional universities, with important roles to perform both with respect to their immediate communities and to large sections of the state as well. These institutions are different, at least to this extent, and the differences are important. This is the place to start.

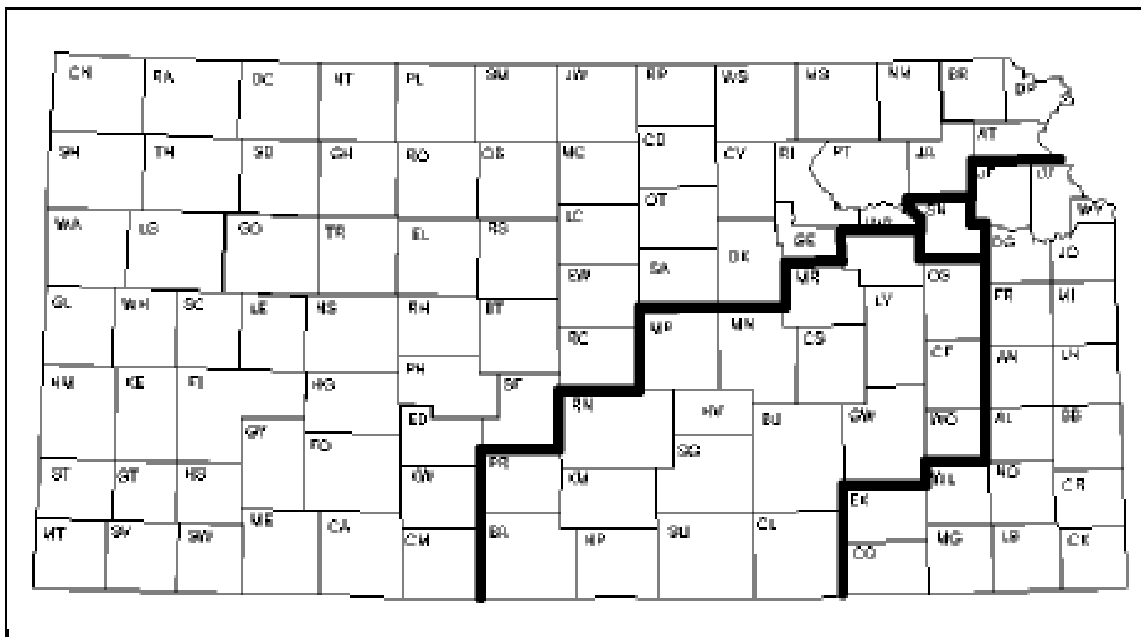
Defining mission statements for individual institutions was not part of our assignment; rather, we were asked to describe missions for the various sectors. The institutional components of the public university sector clearly represent different types. For purposes of planning, at least, they should be viewed more for what they are than as septuplets.

We recommend that the Board of Regents consider distinctive missions for the public universities within the framework presented by the following institutional types: The University of Kansas, Kansas State University are Doctoral-Granting Research Universities; Wichita State University is an Urban Doctoral-Granting Research University; Washburn University is a Comprehensive Urban University; Pittsburg State, Fort Hays State, and Emporia State University are Comprehensive Regional Universities.

STATE UNIVERSITY SERVICE AREAS

The universities have been assigned service regions. In some cases these are shared by more than one institution. Courses that are “at least two-thirds mediated,” such as ITV, are not restricted to a designated service area. These service areas are outlined on the map of Kansas in the following manner.

State University Service Areas



It appears that the Shawnee County service area is that of Washburn University of Topeka. The Western-Northern region is that of FHSU, and, presumably, KSU and KSU-Salina. The Central region is that of ESU and Wichita State University. The Eastern region is that of PSU, and presumably KU and the University of Kansas Medical Center.

Other than to know that the state is divided into four sections, or university service areas, we are uncertain of the nature, scope, purpose, or application of these boundaries. From a distance, they would not seem to have much efficacy for the University of Kansas, Kansas State University, or the University of Kansas Medical Center, all of which could be expected to draw students from across the state, from other states and countries, and have statewide service responsibilities. Wichita State University and Washburn University are Metropolitan Universities (but not exclusively so), for the most part focusing efforts on their respective metropolitan areas, perhaps extending services beyond their localities via electronic media. One also wonders whether the application of these service areas is of much use to the two Regional Universities, Pittsburg and Emporia State, both of which are located in Southeastern Kansas, and both of which probably share the same service region now.

These service areas do not have much public visibility. They were mentioned only once during the meetings with University representatives, and then inconclusively. Were it not for this reference, even after some six weeks of site work, we might not have known of their existence. They appear to be anachronisms, perhaps best packed away.

We note that the existence of university service regions teases aspects of mission. Thus, one assumes that the universities in Kansas have some assigned responsibilities with respect to delivering services to residents within them. They also may serve as zones of influence, comparatively free from competition from other institutions.

The delivery of program services to residents of areas outside of a reasonable commuting distance is an important aspect of mission, and we believe it should be a clear aspect of the missions of the regional institutions. Inter-sector affiliations also are important, not only for program planning, inter-institutional transfers, and resource sharing, but for quality enhancement purposes as well. The presence of university faculty at regular academic discipline meetings and symposia with faculty in community colleges, sharing of curricula and the findings of recent research, interacting as peers, all could be facilitated through closer affiliations. Still other affiliations could take the form of relationships that involved certain community colleges as sending, or transferring, institutions, and certain universities as receiving institutions, easing these processes for students. While some of this is occurring in Kansas, there could be more. More appropriate service areas could be a large part of this.

In our view, the community college districts, or higher education service districts, outlined earlier in this report offer a more useful approach to such inter-sector arrangements than the present university service regions. The regional universities could assume special roles with respect to particular districts and provide enrichment to the mutual benefit of faculty and students in both sectors.

In view of their doubtful efficacy as policy guides for the different types of institutions involved, we recommend that the university service areas be abolished or at least reconsidered and redrawn. Community college or planning districts such as those described earlier in this report hold

greater potential for positive inter-sector relationships aimed at improved transfer, quality enhancement, and other interests.

ASSOCIATE DEGREES IN UNIVERSITIES AND REGIONAL EXCLUSIVITY POLICIES

Several authorities in Kansas complained that too many of the institutions are trying to do the same things. This could exemplify a policy issue for the Board of Regents as a higher education policy board. It also is an aspect of mission. The rather extensive presence of Associate degrees in university inventories is one of the Kansas’ anomalies. Associate degrees not only can be offered in Kansas by universities, they can be offered with virtually no community college involvement, perhaps because unlike the community college academic transfer programs, which require acceptance by the universities, there are few inter-institutional transfer issues involved when universities do it. One of Kansas’ doctoral-granting research universities, KSU, offers Associate degrees, as do Wichita State, Fort Hays State, and PSU. Washburn also offers Associate degrees. In some cases these are Associate of Applied Arts degrees, which are considered nontransferable degrees. The situation in the comparison states with respect to associate degrees in at least some four-year institutions is displayed on Table 22.

Table 22

Associate Degrees in at Least Some Four-Year Institutions

State	Yes	No
Arizona		X
Colorado	X	
Florida		X
Illinois		X
Iowa		X
Kansas	X	
Missouri	X	
Nebraska		X
N. Carolina		X
Oklahoma		X
Oregon		X
Utah		X

The presence of Associate degree programs in four-year institutions is a role and mission issue, and it has strategic implications. Although not widely perceived as such, it also is an example of mission creep, although in this case the creep is downward.

Part of the justification for such programs seems to tie back to the exclusionary policies that preclude community colleges from offering programs in counties with indigenous four year programs without the permission of the four-year institution (or other community colleges from offering programs in community college service areas without permission; universities may offer programs anywhere in their service region without need for local approval). These exclusionary policies do not apply to technical institutions. Another explanation for such programs in universities relates to the former out-of-county charges to students who attend a community college outside of their home county. Students from Sedgwick County, for example, who enroll in a community college program would as a matter of definition obligate the county to pay these charges, since there is no Sedgwick County community college by virtue of the presence of WSU. Thus, either the courses were provided by WSU, or the county would experience the expense.

The issue involves other aspects than associate degrees. Community colleges are usually expected to offer a range of adult education services, often for people who have no interest in a four-year degree. These services encompass developmental, including 'remedial,' education, adult basic education, and continuing education programs. Non-credit courses also are part of the typical community college service inventory. If community colleges are excluded from the home counties of universities, either the university must provide the services (evoking images of remedial education on university campuses), a local technical school if located there must provide them (perhaps contracting with a community college), or they do not happen. This seems a clumsy way to address a probable need.

There appears to be some feeling that if community colleges are allowed into these four-year institution counties, undue duplication and competition will result, possibly to the disadvantage of the university. This is not demonstrated, however, by the experience of localities with universities and community colleges in other states. Examples of community colleges and four-year institutions operating in close proximity to each other, in the same city, county, or 'market,' can be cited as effective examples of comprehensive program delivery services. If the university does not offer associate degrees, allegations of duplication rarely arise.

It also needs to be stated that some university presidents, faced with the task of approving each community college course to be offered in their county, would like to see an end to the requirement that such permission be granted.

With a history of exclusive home county service areas, several universities have associate programs. Changing the situation through mission adjustments is a bit like getting toothpaste back into the tube. It will take some time, and it may be messy. Moreover, some of these are highly specialized and well regarded by employers in the area. Several were brought to our attention during the study, including the Medical Intensive Care Technician and Dental Hygiene programs at Wichita State University. The Legal Assistant program, also at this institution, also was mentioned. There certainly are others.

In our view, universities in Kansas should depart the Associate degree business and concentrate their limited resources on activities that are more clearly university in nature. This is especially the case with the research universities. But we also recognize that this cannot be accomplished overnight. The process might begin with a Regents' policy that precluded the development of future associate programs in these institutions. The related policy could be directed to existing non-specialized associate degree programs in these institutions. Any remaining associate programs at these institutions, in our view, should be specialized, strongly supported by employers and students, and comparatively few in number.

As a closely related measure, the exclusionary policy that impedes the delivery of community college services in these counties should be ended. The community college district or planning regions suggested earlier, whatever the final form, assume an end to these policies (i.e., they do not exclude the home counties of universities). One of the purposes of these service areas is the accomplishment of closer affiliations between two- and four-year institutions in a given region. Phasing Associate programs out of the university inventory would go a long way toward stimulating and accomplishing such associations.

Finally, any specialized associate programs that remain in university inventories should contain a baccalaureate pathway option for students, perhaps in an ‘inverted curriculum’ relationship, with the student completing the specialized program, the ‘major’, at the lower division and the baccalaureate requirements at the upper division.

We recommend that as a matter of Board of Regents institutional mission policy, with the exception of a small number of specialized associate degree programs that align with a curricular focus or special mission, state universities should not offer Associate degrees. Those programs that are presently provided should be turned over in a phased and timely manner to the state community and technical college system, to be offered as needed by regional two-year institutions. The phasing process should take account of the needs of presently enrolled students, who should be allowed to complete their programs in a timely manner.

We recommend that the Board of Regents seek the repeal of state statutes or elimination of policies preventing the delivery of community college services in counties with four-year institutions, without the permission of the home institution. These counties should be factored into the new district design process recommended elsewhere in this report.

REGIONAL INSTITUTIONS:

As a state with a dispersed population, Kansas is faced with problems meeting the needs of “place-bound” students. The traditional roles of regional institutions, in this case the rural universities, Washburn, and community and technical colleges, will need to be reconsidered in keeping with their importance as suppliers or agents that could be called upon to identify education needs, recruit or contract with other providers, manage community education centers, and serve as the local entities by and through which services are provided.

With continuously rising but unevenly distributed educational attainment levels within the population and a growing recognition that people who reside beyond a reasonable commuting distance of a public institution also have higher education aspirations and needs (the definition of “reasonable community distance” varies: in some states it is 25-50 miles; in Kansas we are told it is two hours, which we interpret as 100-120 miles), it is becoming apparent that fear of duplication, per se, is not a very positive policy goal, or that fairly simple role and mission, program duplication, or program productivity standards have either efficacy or efficiency with respect to this matter.

Institutions in the western sector of Kansas are serving culturally diverse populations, with a high percentage of minorities among them. The southwestern quadrant of Kansas is the only sector with neither a four-year institution nor a four-lane highway. Most of Kansas’ universities are located within a fairly narrow radius of Topeka. While some in Kansas ponder the possibility of too many institutions of all types, people in southwestern Kansas complain of the lack of access to upper-division programs and to the need for a university to help promote economic development and growth in that sector of the state.

There are many ways to address the need. One is through a modified conception of role and mission that focuses on institutions, especially but not exclusively on rural institutions, as higher education agents, or centers, organizations that both provide and arrange higher education services. Another is the Regents’ Center concept utilized in other areas of the state. This is essentially an upper-division delivery mechanism that

can be operated collaboratively by universities and community/technical colleges and through which programs, including graduate cohort programs, can be imported. ("Cohort" programs focus on the program needs of a cohort of students, fulfilling them and then moving onto another center in the manner of a circuit rider). Southwest Kansas may have need for such a Center.

Shortages of baccalaureate and master's programs in southwestern Kansas create problems for place-bound students, and distance education and off-campus programs do not seem to fill the void. Dodge City residents noted that the community colleges in the region try to fill the void, but this is insufficient. They mentioned St. Mary's College of the Plains, which is now closed, but which could serve as a "senior institution" for the offering of upper-division programs, perhaps along the line of the Regents' Center in Kansas City.

In fact, there are a couple of localities in southwestern Kansas that might be candidates for such a Center. Dodge City is one, of course, where the vacated St. Mary's College may be proffered as a potential site. The other is Garden City, located about an hour away, which holds promise by virtue of its more westerly location and proximity to the far western and southern counties, as well as to the residents of Ford, Clark, and Hodgeman Counties. The final decision should be based on a well-developed assessment that takes population density and distance into consideration.

We recommend that the Board of Regents consider the establishment of a Regents' Center in southwestern Kansas, possibly utilizing the program resources of Kansas' regional universities -- Fort Hays State University, Emporia State University, and Pittsburg State University; the center might be located either in Dodge City or Garden City. The decision on location should be based on a need assessment that takes population density, distance, and the location of other institutions into account.

COMMUNITY COLLEGE MISSIONS

Community college role and mission statements reflect many of the characteristics of the university statements. Sometimes individual institution statements are more on the order of belief statements than expressions of institutional mission. There are exceptions. *The State Plan for Kansas Community Colleges* adopted in 1996 by the State Board of Education includes the mission statement for these institutions that was adopted by the Board in 1986. This operates as official policy, pending Board of Regents action on a new or modified policy, and it seems to be of the first form described earlier -- a well-considered statement of the things these institutions should do.

Mission Statements for Community Colleges

"The mission of Kansas community colleges is to provide equal access to quality education programs and services at low cost to those who may benefit from services of the institutions. The specific educational function of the community college system is to provide access to the following:

"Courses and associate degree programs to prepare students to earn baccalaureate degrees at four-year colleges and universities.

"Courses, associate degree programs,, certificates, and other vocational-technical training to prepare students for jobs.

“Courses, associate degree programs, certificates, and other vocational-technical training to prepare students to update their job skills, to advance in their jobs, or to retrain in new job fields.

“Courses, associate degree programs, and other instruction for the personal development and enrichment of students, including academic, cultural, civic, practical skills, and recreational programs.

“Instruction in basic and remedial skills to prepare students for the college’s academic and vocational-technical programs and to become productive citizens.

“Instruction in basic skills for special purposes such as general educational development (GED), adult education, and English as a second language to help those who need such instruction to become productive citizens.

“Customized educational and training programs and courses to assist business and industry to train their employees in job-related skills.

“Technical and consulting services to business and industry and to local agencies to promote the economic development of their service areas.

“Facilities, services, and other resources to local community groups, educational institutions, business and industry, and other agencies as a community service.

“Assistance to local agencies in providing special programs and services for special clientele such as the physically and mentally handicapped, senior citizens, and gifted students according to the needs of the community.

“Student support services such as counseling, testing, career planning and placement, tutoring, child care, health care, and housing, to current and prospective students to assist them in benefiting from the college’s educational programs.

“Student activities such as student publications, governments, athletics, drama, and other student clubs to complement the educational program.”

This is one of the most complete mission statements we saw in Kansas. It addresses in detail most of the major functions normally ascribed to community colleges in this country. The statement might have been worded more economically as “each community and technical college shall offer comprehensive educational, training, and service programs to meet the needs of the communities and students served by combining with equal emphasis, high standards of excellence in academic transfer programs; realistic and practical programs in occupational and technical education; adult and development education and services; and community services of an education, cultural, and recreational nature.”

One missing element in the present statement is direct reference to the open door feature of these institutions, which is an important value: i.e., “Offer an open door to every citizen, regardless of academic background or experience, at a cost normally within the student’s economic means.” In our view, these institutions also should have the responsibility to serve as a primary access point to higher education in Kansas. This is a natural corollary to the state’s emerging selective admissions policies for the universities.

It involves not only an open door, but also a special role for them as regional higher education agents, especially in those cases of isolated institutions in rural Kansas. Where needed, they should be encouraged to arrange for the delivery of services in their institutions and in their region, and they should have the authority to contract with other providers for these services. As the local higher education provider or agent, the initiating responsibility should be theirs, i.e., they should be the contractor, seeking first the services of other Kansas public institutions, but if these are not sufficient or available, the services of others or provide it themselves.

While individual institution mission statements could continue to vary in response to local needs and conditions, the sector mission statement should embrace the open door and regional agent concepts, along with the features represented on the SBE list.

TECHNICAL INSTITUTION MISSIONS

The purposes of vocational education also were described in considerable detail by the SBE:

“The mission of vocational education in Kansas is one of providing persons with access to opportunities to acquire competencies for employment in the workplace and/or provide a foundation for further individual career development through additional education. The mission of vocational-education also is to actively promote economic development opportunities throughout the state.”

The Board then distributes vocational education functions among the three components of the system (high schools, area vocational schools, and community colleges). It is the functions assigned to the area vocational schools that are of most interest here. The vocational-education functions assigned to the community colleges are represented in their mission statement.

“Instruction in developmental education to assist students enrolled in the school’s vocational-technical programs to successfully complete the program.

“Employability and job specific skill training to prepare students for employment.

“Technical training to assist persons for advancement in a current occupation or to retain for a new occupation.

“Customized training programs to assist business and industry designed to train employees in job-related skills.

“Technical and consulting services to business and industry and to local agencies designed to promote economic development in the state.

“Assistance to local agencies in providing special programs and services for special needs clientele; such as individuals who have mental or physical disabilities.

“Student support service designed to assist students enrolled in the area vocational/area vocational-technical schools program.”

Essentially, there is nothing on the list that would also not be reasonably expected in the vocational-technical components of the comprehensive community college. Thus, we believe that this aspect of the mission statement can apply to both types of institutions – in this case community and technical colleges, in a unified system.

We recommend that the community colleges and technical institutions of Kansas be the state’s open door institutions, and, as such, pursue a mission as the principal points of access to higher education. A comprehensive inventory of program services should be available in each community college or higher education service district. This should encompass academic transfer programs; realistic and practical programs in occupational and technical education; adult and development education and services; and community services of an educational, cultural, and recreational nature.

COMMUNITY COLLEGE DISTRIBUTION AND REGIONAL HIGHER EDUCATION AGENT ROLE

We encountered many references to an abundance of institutions in Kansas, especially in the southeastern sector (“five community colleges and one 4-year institution in a 50 miles radius, all serving a population that is declining”), but not many seem to feel that Kansas has too many institutions overall, mainly because of the importance of each institution to the locality it serves. The real issue is utilization, and this suggests forming multi-campus districts, as suggested earlier, or mergers or affiliations as a better answer than closing assets.

Expressions of concern over enforced mergers between community colleges and technical institutions were received at a number of the meetings in Kansas. We believe that the approach recommended above, a community and technical college system and a state mapped by newly drawn district lines could moot much of the issue. The goal is to provide a comprehensive program of community and technical college services – defined as a complement of academic transfer, technical training, community services, and adult basic education program services – in each district, whether offered by one institution or in a coordinated, complementary fashion through affiliations or a multi-campus system under a district board.

We did not encounter a single instance in which a merged community college and technical institution was operating in anything other than an effective educational fashion. In fact, there were no serious complaints directed at community colleges. Where problems were found, they usually attended the technical institutions, and they often were associated with limitations placed upon them, limitations relating to governance (local school boards), authority to offer general education, and degree granting authority, all of which bear accreditation implications, and all of which are addressed in other recommendations.

Talk of mergers evokes sensitivities among folks in Kansas. But there are rather apparent instances in which consolidations, e.g., into a system and service delivery through comprehensive districts, would represent improvements. Again, the southeastern sector of Kansas is the region most often referenced in conversations about the subject. Depending on which boundary is used, at least eight of Kansas' 19 community colleges are located in this region. Six are located in the nine counties that comprise the southeastern corner of the state.

Three free-standing technical institutions also serve the area, along with two of the state universities, important in this conversation because one of them offers lower division programs and degrees. Thus, thirteen of Kansas' 36 public institutions, more than one-third, are located in the 24 counties that comprise the region, 23 percent of the counties of the state.

When people ask if Kansas has too many institutions, it is usually this situation to which they refer. The state may have a lot of institutions for its population. But it also has a lot of distance. Again, we believe that each community/technical college district should offer a comprehensive range of programs. In some cases this might mean elevating a technical institution to a comprehensive (in this case 'technical') community college status. In others it might mean mergers, and in still others it might mean multi-campus systems under a single district board. The southeastern corner offers potential with respect to the last of these.

Certain paradoxical aspects of the American community college describe an important way in which educational needs are changing. These institutions are limited to the associate degree (a founding decision that may say more about inter-institutional politics than deeply embedded values) but some also operate as the central higher education center for a region. An argument can be advanced for the presence of some baccalaureate or other forms of professional programs in rural community colleges.

We would like to see rural colleges empowered and funded to provide or contract for programs by other providers. These would be arrangements in which the community college serves as the contractor. We also are open to the idea of some indigenous baccalaureate programs provided by the qualified members of the community college's faculty, but we think these should form in a manner that combines the institution's lower division technical curriculum in particular fields with its liberal arts transfer curriculum, perhaps in an inverted curriculum, they should be based on clear and compelling evidence of need, and, as is the case with our opinions about associate degree programs in universities, they should be few in number.

At a meeting with representatives of the southeastern sector community college, the president said that he would like to see community colleges, especially those in rural Kansas, with the assistance of technology take a stronger role in the preparation of teachers. He also spoke of an 'applied baccalaureate.' Which would be a three-year (36 months with summer internships) program in these institutions. Also suggested were more affiliations between community colleges and public universities, as was a requirement for affiliation for all technical institutions, either with a community college or a four-year institution.

These institutions must address divergent mission demands. Some are truly "community higher education providers," while others are "regional higher education centers." A major contention of this commentary is that the present popular range of choices is limited and no longer in alignment with the discernible higher educational needs Kansas is trying to

meet. New conceptions of institutional roles are necessary, and these should fit the circumstances and needs of regions and communities served. Each community and technical college's role should be revisited in this context, and consideration should be given to authorizing the institutions to contract for, or provide, or both, the variety and range of services that residents of their districts need.

Several southeastern region community college respondents referred to the strong affiliations they had with Pittsburg State University, and these impressions were affirmed by people at PSU. Partnerships in a number of program areas were mentioned. These included Nursing, Graphics, and the Bachelor of Technology, among others. Such affiliations are not limited to PSU, but they do represent the sorts of relationships that are desirable and promising. The rural universities in particular should be encouraged to pursue them.

Finally, with respect to border institutions, PSU draws students from adjacent Missouri and Oklahoma, and the contiguous sectors of these states are considered within PSU natural market area or catchment basin. Colby people noted that theirs is the largest service area of any community college, with 14 counties. Colby also draws students from adjacent Nebraska and Colorado. This prompted a discussion of border areas, and one legislator identified border reciprocity arrangements as a way of dealing with place-bound student needs that would attract legislative interest. Border reciprocity seemed to be a popular concept for people in southeastern KS institutions. Non-resident pricing policies are another possibility worthy of consideration.

We recommend to the Board of Regents that the roles and missions of those community colleges located in rural settings be guided by the concept of "Regional or Community Higher Education Provider." For purposes of strategic planning, Kansas should rely less on firm institutional classifications and more on facilitating mission flexibility and program relevance suited to the needs of the areas served by the providers.

We recommend that consideration be given to the use of tuition as a means to attract students to Kansas as part of the state's economic growth and development programs, based on an assumption that many who come may stay and work in the state after graduation. Resident student tuition and fee rates and boarder reciprocity programs could be important means to this end. This issue should be included among those to be addressed in the Board of Regents' planned study of tuition in Kansas.

The substantive sections of this report conclude at this point. The next and final chapter reviews the major findings and brings the recommendations together into a single enumerated list.

“A New Horizon”
Kansas Postsecondary Education Planning Study:
Governance and Missions

“I have not yet seen any problem, however complicated, which, when looked at in the right way, did not become still more complicated.”

Paul Anderson

CHAPTER VI. CONCLUSIONS AND RECOMMENDATIONS

This study revealed one inescapable reality: as a state, Kansas does well in higher education terms. This is not what we expected, and, from an analytical perspective, perhaps not what we wanted to find, since it is always easier to offer recommendations for improvements in a state in which the problems are clear and unavoidable: ineffective statewide boards, under utilized or poorly performing institutions, poor indicators of performance, etc. Such problems do not characterize Kansas.

Here the task is not so much a matter of fixing something that is broken as suggesting ways in which things that are working can be made to work better. In such a setting, the center of gravity inevitably favors inertia, and support for change can be hard to come by. In our view there are reasons for Kansans to consider such calls. The state is doing well, but that may be almost in spite of how it does it. We have tried to offer some advice on how it might be done better.

In thinking about these recommendations, it is important to remember the charge that underlies this study: we were asked to consider governance and administration and roles and missions. Issues involving such matters as funding, pricing, distance education, etc. are matters for other studies, although we were obviously unable to ignore them entirely. Thus, there are a number of other vitally important items on the Board of Regents' planning agenda, and they will get to them in planned order, but many are outside of the scope of this study. Our mandated focus is on governance and missions.

There is some agreement in Kansas on what constitute the major issues related to our assignment. They include

The governance, coordinative, and supervisory roles of the Kansas Board of Regents, its relationships with the sectors and institutions, including Washburn University, and organizing for the post SB 345 task;

Economic development, workforce preparation, and, particularly, how the newly added community colleges and technical institutions might be more fully utilized to tackle the tasks associated with that; and

Institutional and sector roles and missions in the new context.

All are important, but the first of these, the governance role of the Board of Regents, is primary. SB 345 not only inaugurated a new and important mission for the Board of

Regents, it also presented a dilemma for the Board as it interpreted that mission. In our view, in organizing for the task, the Board has two options. One of these is to move in the direction of greater centralization and consolidation. The other relies on delegation and decentralized decision processes.

While centralization is an option for the Regents, we suggest that such a solution is not practical, nor is it needed. Not only would it involve dislocations in the governance forms that are familiar in Kansas, it would require substantial increases in state funding for additional staff at all levels to make the model work. Equally important, it would require a change in the funding balance to one that was substantially or entirely state based.

The other option, which for a number of reasons is the one we prefer, is to establish a new shared governance responsibility relationship with all of the sectors. This would begin with a delegation of management responsibility to the institutional or district levels within a policy framework provided and maintained by the Board, and accompanied by a form of contractual accountability. The Board of Regents would become a “Policy” board, as distinct from an “Administrative” or “Regulatory” board. In effect, it would extend to the presently governed institutions – the six state universities – the managerial latitude presently experienced by all of the other components of Kansas’ higher education system. Such a model may be the only workable option at this point in Kansas’ history.

The following recommendations begin with and ensue from this, encompassing a unified community and technical college system and aspects of sector and institutional missions. They are respectfully presented for the consideration of the members of the Board of Regents and others who live and work in the Great State of Kansas.

Thus, we recommend that The Board of Regents consider constituting itself as a policy board for the Kansas Higher Education System. This would entail a role that stresses policy leadership and the exercise of coordination functions on the part of the Board and entrustment or delegation of responsibility for most aspects of management and administration to the institutional level for all of the institutions that constitute the system, provided that the expenditure of state funds by these institutions would have to be on matters that accord with the state policies adopted by the Regents. As the statewide higher education policy board, the Board of Regents should consider the following recommended steps.

- 1. The Board of Regents delegate management responsibility for most aspects of management and administration to the institutional level. Such delegation of management authority should be accompanied with appropriate accountability provisions in the form of institutional implementation agreements or contracts, performance benchmarks, and fiscal and academic audits to ensure that the institutions are operating in accordance with Board policies and pursuing their assigned missions. Implementation agreements, or contracts, would specify what is to be accomplished by the institution with respect to state goals, priorities, policies, and mission objectives, and which indicators will be used to demonstrate compliance and progress. The process should be segmented: the criteria should be established and the agreement reached, and then the delegation should occur.*

2. *All institutions of postsecondary education that receive state funds should be obligated to follow the state higher education policies established by the Board.*
3. *As part of this approach, the Board of Regents should delegate to the six state universities much of the managerial authority presently exercised at the institutional level by other components of the higher education system. This would exempt them from aspects of close state regulation in exchange for meeting established policy goals and demonstrating performance with progress measures and academic audits. The relationship would build upon the block operating grant and tuition ownership initiatives. Institutions would exercise this authority within the parameters of Board of Regent's policy framework.*
4. *The Board of Regents should pursue similar relationships with the other institutional components of the public higher education system.*
5. *Also as part of this program, we recommend that the Board of Regents support the exemption of the six state universities from such centralized administrative requirements as printing, personnel, and prior architectural review. This extension of responsibility also would include authority to process all payroll and other disbursements locally, administer their own human resource plans, acquire goods and services, including printing, in the most efficient manner available, bank and invest funds locally, and have responsibilities for capital improvement projects, including selection of architects and engineers, inspection.*
6. *The Board of Regents should be the central point of contact with the Governor and Legislature on matters of higher education policy.*
7. *We recommend that the Board of Regents consider asking the Legislature to eliminate the three-commission aspect of SB 345 and authorize the Board of Regents to organize itself in the manner it deems appropriate.*
8. *The Board may need additional staff, but it also will need to maximize the effectiveness the staff it has. The assignment of staff to routine administrative tasks should be the exception rather than the rule, applying mainly to those situations required by Federal rules and regulations.*
9. *There may be other steps the Board can take to maximize the efficiency of its staffing complement. The need for centralized program approval for program initiatives that fit within sector and institutional missions in view of the managerial model and implementation agreements described in previous*

recommendations might be reconsidered. The Board should consider a "New Program Alert System," in which the proposing institution issues a new program alert bulletin to all other institutions, and the Board reviews only those cases in which the alert prompts a challenge. This should apply principally to lower-division programs. The Board should retain its program approval role for extraordinary initiatives, programs that appear to be outside of the institutional mission, programs that do not align with overall Board policy, and programs that do not fit within an institution's implementation agreement.

- 10. We recommend that as part of The Board of Regent's transition to a statewide higher education policy board that it disregard the concept of 'supervise' with respect to those institutions that were previously under the administrative authority of the State Board of Education. It may have to continue aspects of the field audit program established by the State Board of Education, but should it continue the audits, rather than employing a central staff to perform them, it should consider contracting this function out.*
- 11. We recommend that the Board of Regents consider taking the necessary steps to bring Washburn University into the State University System, following the Wichita State University experience. This might require replacement of some local tax support with state funds. The Board, as a policy board, should become the governing board for Washburn in a relationship similar to that recommended for the other state universities. The city and county commissioners could serve as the elected taxing authority for a continuation of some local funding, again in a manner similar to the Wichita State University experience, and a local board to oversee the expenditure of such funds.*
- 12. We encourage the Board of Regents to consider authority for the state universities that do not presently receive tax support from their local counties to gain such support through their local officials to a level and in a manner similar to the Wichita State University experience. These funds would be used for local enrichments and facilities in a manner similar to income produced from an endowment fund or a foundation.*
- 13. We recommend that the Board of Regents establish a comprehensive higher education data or management system and that work presently being devoted to that end be vigorously encouraged and adequately funded.*
- 14. We recommend that the transfer of credit issue be a permanent agenda item at the meetings of the appropriate inter-institutional committees and Regent task forces in Kansas. Particular attention should be directed to the acceptance of associate degrees as prima facie evidence of the successful completion of lower-division studies, including the AAS degree as a preparatory program for the Bachelor of*

Technology degree, problems attending the acceptance of lower-division community college credits in upper-division programs, inter-institutional agreements on lower-division distribution requirements, and other measures that can put to rest reports of students' inter-institutional transfer problems. Whether there is need for a common course numbering system for use in the public institutions of higher learning is another natural agenda item. These groups also should monitor progress on articulation matters on a continuing basis. The independent institutions should be invited to participate in these conversations.

15. *A review of Kansas' tuition and student financial aid policies and programs is among the items to be addressed in Goal #5 of the Regents' Postsecondary Education Plan. We believe that such a review is imperative, and we recommend that the Board treat it as a high priority and schedule it for the earliest feasible time.*
16. *Similarly, many aspects of governance merge into matters of funding. Discussion of certain funding considerations, such as the manner in which community colleges in Kansas are financed, could not be avoided in the present report, but a more comprehensive assessment of Kansas' approach to higher education funding is warranted. Such a study also is indicated in the Regents' Goal #5. We believe this study should be conducted as soon as possible. Other items on the Board of Regents' policy agenda, including distance education and lifelong learning also represent areas in need of energetic consideration.*
17. *We recommend that the Board of Regents assume a leadership role with respect to the state's job training and economic growth and development efforts by serving as a the convener of regular meetings of a "Job Training and Economic Growth and Development Roundtable" composed of agency and organization representatives from all of the interested official parties. The creation of such a Roundtable is part of this recommendation. The objectives would be greater coordination of effort and improved cohesion among the state's programs.*
18. *We recommend that the State of Kansas consolidate the community colleges and technical institutions into a single state Community and Technical College System under the Board of Regents.*
19. *We recommend that the Board of Regents' relationships with the community colleges follow the same model recommended for the state universities, that is, administrators of these institutions should have similar managerial latitude in an arrangement accompanied by block operating grant budgets, tuition ownership, and administrative responsibility within the*

policy framework established by the Board of Regents.

- 20. Funding for community colleges entails issues of governance. There are several options available for consideration. One involves full funding by the state. The resources would be obtained through a statewide equalization program with a local enrichment option borne by residents of the home county. Consideration also could be given to state assumption of the preponderance of funding for these institutions through continuation of the property tax buy down program that was begun with the passage of SB 345. A third option centers on a gradual approach to a unified system through local affiliations and mergers. The first alternative represents the most comprehensive and recommended option. As part of its postsecondary education funding study, the Board of Regents should consider all three, however, and determine which best meets circumstances in Kansas. Whichever option is pursued, sufficient time for a suitable transition will be needed.*
- 21. We recommend that the Board of Regents undertake a review of the community college service areas established by the State Board of Education, redrawing and reconstituting them as community college and higher education service districts with a view to facilitating a more appropriate distribution of responsibility for the delivery of community college and technical institution programs and inter-sector institutional associations in a coordinated manner.*
- 22. We recommend that the Board of Regents seek to ensure that all Kansas' technical institutions are designated "colleges" or made part of community colleges or community college districts, allowed to provide or otherwise assure access to general education services to their students, and authorized to offer the AAS and a technical college transfer degree.*
- 23. We recommend that the Board of Regents consider the creation of a "Kansas Occupation Education Information System" in Kansas. Such systems are available in other states, and these could serve as useful models.*
- 24. We recommend that the Board of Regents consider distinctive missions for the public universities within the framework presented by the following institutional types: The University of Kansas, Kansas State University are Doctoral-Granting Research Universities; Wichita State University is an Urban Doctoral-Granting Research University; Washburn University is a Comprehensive Urban University; Pittsburg State, Fort Hays State, and Emporia State University are Comprehensive Regional Universities.*
- 25. In view of their doubtful efficacy as policy guides for the different types of institutions involved, we recommend that the Board of Regents eliminate the existing university service*

areas. Community college or planning districts such as those described earlier in this report offer more potential for positive inter-sector relationships aimed at improved transfer, quality enhancement, and other interests.

26. We recommend that as a matter of Board of Regents institutional mission policy, with the exception of a small number of specialized associate degree programs that align with a curricular focus or special mission of a university, state universities should not offer Associate degrees. Those programs presently provided should be turned over in a phased and timely manner to the state community and technical college system, to be offered as needed by regional two-year institutions. The phasing process should take account of the needs of presently enrolled students, who should be allowed to complete their programs in a timely manner.
27. We recommend that the Board of Regents seek the repeal of state statutes or elimination of policies preventing the delivery of community college services in counties with four-year institutions, without the permission of the home institution. These counties should be factored into the new district design process recommended elsewhere in this report.
28. We recommend that the Board of Regents consider the establishment of a Regents' Center in southwestern Kansas, possibly utilizing the program resources of Kansas' regional universities -- Fort Hays State University, Emporia State University, and Pittsburg State University; the center might be located either in Dodge City or Garden City. The decision on location should be based on a need assessment that takes population density, distance, and the location of other institutions into account.
29. We recommend that Board of Regents designate the community colleges and technical institutions of Kansas as the state's open door institutions and assign to them a mission as the principal points of access to higher education. A comprehensive inventory of program services should be available in each community college or higher education service district. This should encompass academic transfer programs; realistic and practical programs in occupational and technical education; adult and development education and services; and community services of an educational, cultural, and recreational nature.
30. We recommend to the Board of Regents that the roles and missions of those community colleges located in rural settings be guided by the concept of "Regional or Community Higher Education Provider." For purposes of strategic planning, Kansas should rely less on firm institutional classifications and more on facilitating mission flexibility and program relevance

suited to the needs of the areas served by the providers.

31. *We recommend that consideration be given to the use of tuition as a means to attract students to Kansas as part of the state's economic growth and development programs, based on an assumption that many who come may stay and work in the state after graduation. Resident student tuition and fee rates and boarder reciprocity programs could be important means to this end. This issue should be included among those to be addressed in the Board of Regents' planned study of tuition in Kansas.*

STUDY TEAM MEMBERS

William Chance, Project Manager: Dr. Chance is Executive Officer of the Northwest Education Research Center (*NORED*). Both as a former state higher education official in Washington and as a research practitioner, Chance has worked with all forms of educational sectors, public and private, two-year and four-year, academic and vocational, higher and K-12. Research studies have addressed statewide and institutional governance structures, long-range planning; roles and missions; postsecondary education finance; workforce training; the public policy higher education agenda; environmental scanning; economic development; and rural revitalization, among others.

Chance has worked closely with institutions of higher learning of all types, state higher education boards, higher education associations, private and public, governors' offices, state legislatures, local school districts, blue ribbon commissions and other citizens' groups, state departments of education, foundations, in many states.

He is former Executive Director of Washington State Committee on Education Policies, Structure, and Management, a blue ribbon education study commission in Washington and former Deputy and Interim Executive Director of Washington's Council on Postsecondary Education.

Chance also is a former member of the research faculty of the University of Washington, a past "Scholar in Residence" to the Western Governors' Association, and author of the book entitled, ". . . *the best of educations*", which was prepared under the auspices of the John D. and Catherine T. MacArthur Foundation.

He has a PhD in Political Science from Ohio State University and is a resident of Olympia, Washington.

Dr. Lyman Glenny, Project Team Member: Dr. Glenny was one of the most widely recognized authorities on higher education governance in the country. He has written or overseen the development of comprehensive higher education plans or reports on higher education policy for the Western Interstate Commission on Higher Education, the International Council on Educational Development, the Education Commission of the States, the California Postsecondary Education Commission, the National Education Association, the Carnegie Council on Policy Studies in Higher Education, the U.S. Office of Education, the American Council on Education, the Association of Executive Officers of Statewide Coordinating and Governing Boards, the Educational Testing Service, the College Entrance Examination Board, the National Center for Education Statistics, the National Center for Higher Education Management Systems, the National Institute of Education, the Southern Regional Education Board, the National Endowment for the Humanities, the U.S. Department of Justice, and many others. He also prepared a report on state coordination and federal powers for the government in Australia.

Dr. Glenny was former Director of the Center for Research and Development in Higher Education of the University of California at Berkeley and former Executive Director of the Illinois Board of Higher Education. He had extensive faculty experience in higher education, specializing in organization theory, constitutional and administrative law, American political thought, and higher education administration and finance at the

Universities of Iowa and California, and Sacramento State College. He published widely in these fields, as well as in such areas as higher education coordination and planning, program planning, budgeting, higher education management systems, quality and accountability, and student financial aid, among others.

Lyman Glenny has a PhD in Political Science from the State University of Iowa. Dr. Glenny passed away in September, 2001. He was a member of the Kansas study team until the time of his death.

Patrick M. Callan, Project Advisor: Patrick M. Callan is President of the National Center for Public Policy and Higher Education. The Center was established in March 1998 as an independent, nonprofit nonpartisan organization to promote public policies that support educational opportunity, affordability, and quality in American higher education.

From 1992 through 1997, Mr. Callan was Executive Director of the California Higher Education Policy Center. The California Center was recognized for its analyses and for calling public attention to important higher education issues.

Prior to leading the California and the National Centers, Callan was Vice President of the Education Commission of the States, and served as Executive Director of the California Postsecondary Education Commission, the Washington State Council for Postsecondary Education, and the Montana Commission on Postsecondary Education.

Mr. Callan has been a member of numerous national, regional and state commissions and has written and spoken extensively on education and public policy. He has authored numerous articles and publications on financing and governing higher education, educational opportunity, public accountability, and leadership. Most recently, Callan co-edited *Public and Private Financing of Higher Education: Shaping Public Policy for the Future*, and *Designing State Higher Education Systems For a New Century, A Study of State Preparation and Governance of Higher Education*. He has served as an advisor to blue ribbon commissions, state education and higher education boards, governors' offices and legislative committees in more than half the states. In January 1998 Callan was recognized nationally in *Change* magazine as one of the senior leaders of American higher education. He is a resident of San Jose, California.

James M. Furman, Project Team Member: James M. Furman is former Executive Officer, Ohio Board of Regents; Executive Director, Washington State Council on Higher Education; and Executive Director, Illinois Board of Higher Education. In each of these posts he was a key participant in and responsible for the preparation of a state higher education master plan and the formulation of statewide college and university program and budget recommendations.

He is former Vice President and Assistant to the President of the John D. and Catherine T. MacArthur Foundation. He played a principal role in the development of program strategies for the foundation when it was forming. The MacArthur Foundation is one of the largest philanthropies in the world, with assets of more than \$4 billion and an annual grant program in excess of \$150 million. He presently serves as a member of the Foundation's Board of Directors.

Mr. Furman also has served on numerous national boards and commissions. He was President of the State Higher Education Executive Officers, Chairman of the National Center for Higher Education Management Systems, member of the Governor's Commission on Tax Reform (Illinois), White House Fellows Panel (Midwest region), the

Committee on Scope, Structure and Productivity of Illinois Higher Education; and the National Task Force on Higher Education and the Public Interest. He also served as a Member of the Board of Directors of the California Higher Education Policy Center. He also currently serves as a member of the Board of Directors of the Education Assistance Foundation in Seattle, Washington.

He has bachelor and masters degrees from The Ohio State University and is the recipient of seven honorary doctor degrees in Education, Humane Letters, and Law. He is a resident of Seattle, Washington, and Scottsdale, Arizona.

Dr. Donald E. Heller, Project Advisor on Tuition and Student Financial Assistance Policies: Dr. Heller is Assistant Professor in the Center for the Study of Higher and Postsecondary Education at the University of Michigan School of Education. He also served as a member of the *NORED* team that conducted the year 2000 study of higher education governance for the State of Colorado.

Prior to his appointment at Michigan, Dr. Heller was a visiting lecturer at the Amherst and Boston campuses of the University of Massachusetts. Dr. Heller earned an Ed.D. in Higher Education from the Harvard Graduate School of Education (HGSE), and holds an Ed.M. in Administration, Planning, and Social Policy from HGSE and a B.A. in Economics and Political Science from Tufts University. Before his academic career, Dr. Heller spent a decade as an information technology manager at the Massachusetts Institute of Technology.

Dr. Heller teaches and conducts research on issues relating to higher education economics, public policy, and finance, as well as academic and administrative uses of technology in higher education. The primary focus of his work is on issues of access and choice in postsecondary education, examining the factors and policies that help to determine whether or not individuals attend college, and what type of higher education institution they attend. He has consulted on higher education policy issues with university systems and policymaking organizations in Michigan, California, Massachusetts, Tennessee, and New Hampshire. Dr. Heller's research has been published in *The Journal of Higher Education*, *The Review of Higher Education*, *The Journal of Student Financial Aid*, and *The Review of African American Education*. He is the editor of the book, *The States and Public Higher Education Policy: Affordability, Access, and Accountability* (Johns Hopkins University Press, December 2000). Dr. Heller resides in Ann Arbor, Michigan.

Dr. Anne-Marie McCartan, Project Team Member: Dr. McCartan brings expertise with respect to community colleges and two-year systems in particular, and higher education strategic planning in general, to the study. Dr. McCartan was a member of the *NORED* team that conducted the study of higher education governance for the Colorado Commission on Higher Education and the state legislature in the year 2000.

Dr. McCartan is Provost and Dean of Faculty of Richard Bland College of The College of William and Mary. This institution serves over 1200 students with transferable general-education courses and degree programs. Prior to this position, she served as vice chancellor for Academic Services & Research for the Virginia Community College System.

During 1996-97, Dr. McCartan was acting president of Rappahannock Community College, a two-campus college serving Virginia's Northern Neck and Middle Peninsula. Previously, she served as Coordinator of academic affairs at the State Council of Higher

Education for Virginia and has held administrative posts with Roxbury Community College in Boston and with the California Community Colleges in Sacramento

A native of Washington State, she served on the Governor's Advisory Council for Title I of the 1972 Higher Education Act and as governmental relations coordinator for the Graduate and Professional Student Association of the University of Washington in 1976-77.

Dr. McCartan received her Doctor of Education degree in 1986 from Harvard University. She also holds a Master of Public Administration and a Bachelor of Arts from the University of Washington in Seattle.

She was a visiting assistant professor of education at The College of William and Mary in 1991 and has taught graduate and undergraduate courses at Virginia Commonwealth University and the University of Massachusetts,

Dr. McCartan has published a number of articles on community college issues and adult education. Her dissertation on community colleges was awarded "dissertation of the year" in 1987 by the American Association of Community Colleges. She resides in Richmond, Virginia.

Dr. Raymond N. Kieft, Project Team Member: Dr. Raymond Kieft has experience in higher education at all three levels of higher education governance: individual institution, multi-campus system, and state policy and coordinating board. He serves as Senior Policy and Academic Officer for the Colorado Commission on Higher Education, where he has been responsible for the state's Quality Indicator System, which is utilized to determine the distribution of new operating funds among the institutions. He also worked recently with the Education Commission of the States on a review of Florida institutions' roles and missions and their relationship to efficiency and effectiveness in the delivery of baccalaureate programs.

Included among the positions held prior to joining the Colorado Commission are President of Framingham State College, President of Mesa State College, Executive Vice President of the State College System in Colorado, Vice President of Academic Affairs of the University of New England, Associate Vice Provost for Instruction and Research for Central Michigan University, and Professor of Mathematics at Wheaton College.

While in Massachusetts, Dr. Kieft served on the Governor's Transition Team, the Governor's Design Team for Professional Development and Support, and the Council of Presidents. In Colorado, he served on the Colorado 2000 Steering Committee and the Colorado Task Force on Higher Education and Entrepreneurship. He has served as a consultant for several institutions and higher education organizations, co-authored two books on academic planning and published articles on various higher education topics, and been a member of several Boards of Directors of civic and non-profit organizations.

Dr. Kieft received his doctorate in mathematics from the University of Northern Colorado, his masters in mathematics from Colorado State University, and his bachelors from Calvin College. He is a resident of Denver, Colorado.

