

MINUTES OF THE  
HIGHER EDUCATION APPROPRIATIONS SUBCOMMITTEE  
AND JOINT HIGHER EDUCATION/PUBLIC EDUCATION SUBCOMMITTEE  
FRIDAY, JANUARY 29, 1999, 2:00 P.M.  
Room 223, State Capitol Building

Members Present: Sen. Robert Montgomery, Committee Co-Chair  
Rep. Afton Bradshaw, Committee Co-Chair  
Sen. Leonard Blackham  
Sen. Paula Julander  
Sen. Millie Peterson  
Sen. Terry Spencer  
Rep. Patrice M. Arent  
Rep. Melvin R. Brown  
Rep. Mary Carlson  
Rep. Margaret Dayton  
Rep. Carl. R. Saunders  
Rep. Jack E. Seitz  
Rep. Richard M. Siddoway  
Rep. LaWanna "Lou" Shurtliff  
Rep. Gordon E. Snow

Staff Present: Boyd A. Garriott, Senior Legislative Fiscal Analyst  
Debra Headden, Legislative Fiscal Analyst  
R. Michael Kjar, Senior Legislative Fiscal Analyst  
Gary Ricks, Legislative Fiscal Analyst  
Kevin Walthers, Legislative Fiscal Analyst  
Rolayne Day, Secretary  
Shirley Smith, Secretary

Others Present:

**Higher Education Meeting**

Commissioner Foxley  
Norm Tarbox, USHE  
Regent Aileen Clyde  
Regent Pamela Atkinson  
Charlie Johnson, Board of Regents Chair  
President Paul Thompson, WSU  
President Frank Budd, SLCC  
Dr. Michael Peterson, Associate Commissioner USHE

**Joint Public/Higher Education Meeting**

Rob Brems, USBOE  
President Lynn Davidson, Granite Board of Education  
Karen Garrett, SLC School Board  
President Frank Budd, SLCC  
Larry Bunkall, President, Utah Manufacturing Assoc.  
Dr. Max Lowe, Associate Commissioner USHE  
Bart Warner, Freightliner of Utah  
Terrell Lewis, Student  
Kevin Lewis, Student  
Shane Lewis, Student  
Samuel Harrison, Student  
Paul MacKay, Student  
Rep. Marlin Snow  
John L. Watson, Chair, State Board of Education  
Charlie Johnson, Board of Regents Chair  
Ron Stanfield, Cert. Coord., State Office of Education.  
Dr. Brad Winn, USHE

List of Others Present on File:

Committee Co-Chair Montgomery called the meeting to order at 2:05 p.m.

1. Approval of Minutes

**MOTION:** Sen. Peterson moved to accept minutes of the January 27, 1999, meeting.

The motion passed unanimously with Sens. Blackham and Julander and Reps. Bradshaw, Arent, Brown, and Saunders absent at the time of voting.

1. Management Information Systems—Norm Tarbox was the USHE staff member on the technology task force. One of the major findings was that the process that higher education has to go through to collect data is cumbersome. Challenges faced in collecting data are outlined in a handout distributed by Mr. Tarbox. The nature of each institution is different and the systems don't relate to each other. It is a high priority of the regents to remedy the problems and they have made great progress. To make substantial progress, however, requires more funding for personnel at each institution.
2. Roles and Missions—Regent Aileen Clyde chaired the task force on roles and missions. It is an umbrella over the other task forces because what they find out affects the roles and missions of the institutions. The criteria for evaluating institutional mission changes from community colleges to state colleges is complete. Four important criteria are access, quality, cost, and convenience. More and more there are demands that people be able to achieve higher educational needs at their convenience. Some are place bound and are not free to move to an institution.

Regent Clyde said criteria for advancing an institution's mission was developed as part of the regents' strategic planning. They need to maintain and enhance key higher education elements and they must be prepared with a process to meet growing needs of higher education. All must be done within what the State can afford.

Any institution wanting to move to four year status must first examine their local position; second, they go to the regent's for their evaluation; third to a statewide analysis; and finally they must look at the system wide impact of the change. The regents would then look at institutional readiness including faculty, programs, financial resources, facilities, and the primary institutional mission and culture.

Rep. Arent said that since it is clear resources are insufficient for the institutions we now have, would it ever be possible for an institution to expand. Regent Clyde said the regents' role was to put criteria in place so that institutions expand when they can maintain quality. There are less expensive ways to provide higher education in under served locations. As programs expand, they tend to get more expensive. There are four four-year institutions in this state that have room for more students, but that doesn't answer the convenience issue. We need to do a better job of helping students know where they might best be served for their higher education goals. Where there is high local demand, however, they don't feel they can say no to requests for additional programs.

Rep. Carlson asked how Utah compares with other states regarding population proximity to various levels of higher educational institutions. She is not convinced that just because a community is growing they need a four-year institution. Regent Clyde said they haven't looked at other states for that issue. One of the strong themes at a recent WICHE meeting was that Utah is fortunate to have a system with nine institutions where students understand the differences in the institutions. We have a good system but we shouldn't get stuck in the idea that it cannot grow and change. Technologically-delivered education can ease the demand, but the convenience issue needs to be addressed. Regent Clyde said they need to do a better job informing citizens about what is available. There are areas with many different community colleges in the West, but they lack the distinction that our system has. Rep. Snow wants to make sure that student accessibility and convenience is put into the equation to help students get a higher education.

Regarding Dixie becoming a four-year college, Commissioner Foxley said there is a process in place at the regent level and they don't want it pre-empted by legislation. The Dixie expansion bill will be discussed on Monday in the House at 10:30 a.m. The regents want to address the needs of each of the communities in terms of education and training.

Sen. Spencer asked what role community financial support has in determining when a school can change status. Regent Clyde said that isn't something the regents want to encourage as a criteria because that isn't the way you plan for higher education. It is important to have community support, but it isn't what an institution needs for on-going funding. Commissioner Foxley said they are very grateful for communities that rally around their institutions.

Boyd Garriott asked if there is any criteria for subdividing an institution within a community. Commissioner Foxley said they look at costs. The system puts centers and sites into place for branch campuses because of the roles and necessities in the community. They try to look at the needs of the community. Many states overbuilt in the 50's and

60's and then had to close institutions; Utah hasn't done that. Utah's challenge has been to meet the needs of communities as they have grown.

Sen. Julander asked how much the faculty has to change when you move from a community college to a state college. She said we already have difficulty attracting faculty because the salaries are so low. Regent Clyde said with the criteria in place, they have the ability to predict, plan, and afford.

Co-Chair Bradshaw assumed the Committee Chair.

Regent Pamela Atkinson said there is a great deal she likes about Utah, but she doesn't like that some parents try to push their children into four-year institutions. It is incredible what Applied Technology Education (ATE) is doing in this State and we have to help ATE students feel they have succeeded. They are trying to enhance the image of ATE, elevate its status, and have higher education work hand in hand with public education. We can no longer have a pyramid with universities at the top and ATE at the bottom; we need continuum where you can go from one to the other. They are exploring ways to share buildings at different times of the day. Regent Atkinson noted that eight of the nine institutions offer some type of ATE training. There are a lot of similarities and commonalities that can help save the State money and provide trained personnel for businesses who are crying out for people in ATE fields.

3. Accountability and Performance Measures—Mr. Garriott said intent language from last year required that representatives from the Fiscal Analysts' Office, the legislature and the Governor's Office meet to determine what could be done about accountability and performance measures. The question for the Committee is how to tie performance in higher education with funding. Public education already does something like this. The task force needs to define performance measures that are attractive to this Committee and raise student instruction.

Regent Chair Charlie Johnson said the regents met with Executive Appropriations last summer about performance indicators and measurement devices. People are for accountability and tying performance to funding. The question is whether it is additional funding (a carrot) or funding that is taken away (a stick). That was never resolved. Setting that aside, the regents are going to develop and drive forward performance indicators. He discussed a proposal that would have more funding go to the Board of Regents for distribution in order to change direction or incentive. Mr. Johnson said there is very little reward for behavior in the system right now. If the Legislature trusts the Board of Regents and they want to see some changes, give more money to the Board of Regents.

Sen. Montgomery said there is a strong interest in performance-based funding. Whether it can be done in the many disciplines is a question. Mr. Johnson said a small amount of funding could be given to the regents at first to see if they can do anything with it. Sen. Spencer asked if any of the institutions have investigated whether some of the rules/regulations, etc. are irrelevant or just extra loops that students and/or schools have to jump through? Mr. Johnson said there are some of those in existence. The answer is to give the system more flexibility to govern and use money as they see fit. Everyone is chasing growth because that is the only way they can get more funding, but some institutions shouldn't be growing.

Commissioner Foxley said institutions go through needs assessment continually. President Paul Thompson, WSU, said they reviewed 180 programs, offices, etc. on their campus in 1996. They evaluated and dropped programs and reorganized and cut some staff. It was a painful process but it has made them more efficient. Mr. Johnson said during that time they also had an enrollment decrease.

President Frank Budd, SLCC, said they have had a tremendous growth except for this year. The pressure has been to add more students to existing programs. To continue programs that are no longer needed is not productive nor efficient to the institution.

President Thompson said the business community participates in program advisory committees to help programs define and refine their curriculum to meet the needs of the community. They work with the business community to help attract and train people for business demands.

Mr. Johnson discussed the master planning task force on accountability (handout). They looked at whether test scores for advanced degrees are improving. They are looking at how community college transfer students do

compared to students that take their first two years at four-year institutions. They are also looking at faculty and staff workloads.

Dr. Michael Peterson, Associate Commissioner, discussed a pilot CAAP test used to evaluate general education competencies of sophomore students and to evaluate the general education quality of the institutions. There is a price tag of about \$100,000. The analysts have identified it as one of the areas additional funding should be used for. The system would like to begin this Spring. Mr. Johnson said it is a test of the institutions, not necessarily a test of the students. They want to know if they have really improved their students.

Rep. Carlson asked what the base is for the CAAP test. Dr. Peterson said ACT has done a limited amount of work to use the ACT test as the pretest for CAAP (ACT developed the CAAP test). CAAP may be used as a pretest for entering freshmen and then again as a post test for finishing sophomores.

Mr. Johnson said the regents are accountable for oversight of the entire system. The regents request the chance to put their system into practice and ask that H.B. 32 (Dixie College expansion) not be passed.

Rep. Saunders said legislators have been lobbied on the Dixie movement to a four-year institution. He said it costs a student about \$6,000 to get a four-year degree in St. George and about \$9,000 at SUU. The model is at UVSC where the faculty follows a community college work load and the use of adjunct faculty for lower costs. He said it is important for the regents to make the decision because they look at the entire picture.

Rep. Snow asked whether the regents are going to put a lot of students at new institutions in the growth areas or try to move students to existing institutions for their education. Mr. Johnson said that is one of the things they have been discussing. They are looking at distance education, university centers, etc.

#### **MEETING OF THE JOINT HIGHER EDUCATION AND PUBLIC EDUCATION APPROPRIATIONS SUBCOMMITTEES**

Co-Chair Bradshaw called the combined meeting of the Higher Education Appropriations and the Public Education Appropriations Subcommittee to order at 3:30 p.m.

1. **Presentation of ATE Issues by the Legislative Fiscal Analysts**—Higher Education Fiscal Analyst Debra Headen said ATE education is a cooperative effort between the USHE and the State Board of Education. Public Education Analyst Gary Ricks said the education and training of both children and adults falls into two categories—public education primarily deals with children and higher education deals with adults. There are some areas of overlap, in particular in the ATC's and the ATC Service Regions (ATCSR). Mr. Ricks read a portion of the administrative rules governing ATCs and ATCSRs.

If funding becomes available, the higher education analysts' recommend funding for the four ATCSRs in the amount of \$350,000 who increased enrollments by approximately 50% in FY 98. The higher education component of the ATCSRs is found in eight of the nine institutions in the State system. If further funding becomes available, the analysts' recommend funding \$750,000 from the General Fund to be distributed to the eight institutions for ATE equipment.

2. **Distribution of Applied Technology Funding between Salt Lake Community College and the Wasatch Front South Applied Technology Service Region**—Mr. Ricks said SLCC has an agreement with the Wasatch Front South ATCSR regarding funding (\$249,000) that is transferred to SLCC from the USHE base budget to supplement the cost of secondary students. In FY 2000, SLCC will no longer be able to provide this transfer of funding for ATC programs at the Wasatch Front South Applied Technology Center (WFSATCSR). The WFSATCSR is very dependent on this funding to provide programs for secondary students. Approximately 96% of ATE students were secondary students at the WFSATCSR. Mr. Ricks said the Fiscal Analyst is recommending a transfer from higher education to public education to continue the funding for secondary students. The WFSATCSR recommends dividing funding into two parts—one part for ATC training for secondary students under a consortium of five school districts with the governance of the Utah State Board of Education; the second part would be for adult students

operated by SLCC under the governance of the Utah State Board of Regents. USHE Rules and Mission Task Force agrees with this two-part funding plan.

3. **Discussion of the Issue of Who Should Fund Adult and Secondary Education**—Ms. Headden said the Analyst recommends \$249,000 be transferred from the USHE base budget for ATCSRs to the WFSATCSR for FY 2000. If additional funding becomes available, the Analyst further recommends that \$249,000 be appropriated from the General Fund to the USHE for ATCSR programs to replace the funds that were transferred.

Fiscal Analyst Kevin Walthers discussed a report indicating that the WFATCSR's could not enroll all of the students who wanted to take ATE classes at their facilities. The report also recommends building three ATCs along the Wasatch Front. Salt Lake School District offers 89 courses in many different programs and Granite School District offers 29,000 unduplicated head-count students enrolled in ATE courses. Mr. Walters proposed that a study be conducted through his office that would assess the costs, needs, and demand for secondary ATE programs. He said his office could have a report by August 1999. Rob Brems, USBOE, said he would welcome an opportunity to meet with the Analysts to find solutions to the problems.

President Lynn Davidson, Granite Board of Education, said the Boards of Education in the five school district are willing to participate financially to bring ATE to students who will not be attending college.

Karen Garrett, SLC School Board, said reading the ATC/ATCSR report made her aware that many students are not being served. She also feels placing ATE classes in high schools are not working.

President Frank Budd, SLCC, asked to be placed on the agenda Monday, February 1. Sen. Montgomery, asked Pres. Budd if SLCC can alleviate the demand for ATE at SLCC. President Budd responded that over the years the SLCC has not been able to successfully meet high school demands. There have been 60,000 students and SLCC does not have the space to accommodate that many students. President Budd said they will partner with Jordan School District at the new Jordan campus where a portion of the campus will be leased to the Jordan School District and when high school students are done, the college will use the facility.

Larry Bunkall, President of the Utah Manufacturing Association spoke of the need for companies to secure a well-trained work-force.

4. **Presentation of Public Education's Applied Technology Request by the SBOE**—Dr. Max Lowe, USHE, requested that one-time funds allocated in last year's legislative session for ATE equipment be converted to on-going funding in order to ensure the stability and integrity of ATE programs.

Bart Warner, Freightliner of Utah, introduced three DATC students who have been successful in the ATE program. Terrell Lewis, Kevin Lewis and Shane Lewis each told of the importance of their training. In addition, Samuel Harrison and Paul MacKay spoke of the positive experience in ATE programs.

Rep. Marlin Snow spoke of the desperate need for technology training in the State. There are workforce needs that need to be met.

5. **Presentation of Higher Education's Applied Technology Request by State Board of Regents**—John L. Watson, Chair, Utah State Board of Education, emphasized the importance of ATE for all Utah students. Charlie Johnson, Chair, Board of Regents, supported Mr. Watson's comments and emphasized the importance of cooperation between public and higher education.

6. **Discussion on Teacher Preparation in Colleges of Education**—Ron Stanfield, Certification Coordinator, State Office of Education, said teacher preparation is necessary to help students in the public schools. Educators need to know what to do and how to do it in order to be successful in the teaching profession. Mr. Stanfield then introduced Brad Winn, USHE.

**MOTION:** Rep. Brown moved to adjourn.

The motion passed unanimously.

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Co-Chair Bradshaw adjourned the meeting at 5:20 p.m.

Minutes were reported by Rolayne Day, Secretary.

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Sen. Robert Montgomery, Committee Co-Chair

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Rep. Afton Bradshaw, Committee Co-Chair