

WICHE Commission Meeting • November 12-13, 2001 • Broomfield, Colorado



Agenda Book

Monday, November 12, 2001

8.30 - 9.00 am [Tab 1]

Spruce Room
Garden Level

Executive Committee (Closed)

Informal Review of Executive Director's Performance

9.00 - 10.00 am [Tab 1]

Centennial F
Lobby Level

Executive Committee (Open)



Executive Committee Meeting Minutes, May 2001



Executive Committee Conference Call Meeting Minutes, August 2001



Executive Committee Conference Call Meeting Minutes, September 2001



Audit Report for FY 2001(distributed separately)



Process for Building or Purchasing the WICHE Working and Learning Center

Information Item:

Mental Health Program Update

Discussion Items:

Commission Meeting Agenda

Other Business and Current WICHE Issues

10.00 - 10.45 am [Tab 2]

Centennial F
Lobby Level

Call to Order

Introduction of New Commissioners and Guests



Committee of the Whole Meeting Minutes, May 2001 Commission Meeting

Report of the Chair

Report of the Executive Director

What's Up in the WICHE States?

Report of the Nominating Committee

Monday, November 12, 2001

10.45 - 12 noon [Tab 3]
Centennial F

Theme I Policy Discussion: "2002 Fiscal Outlook for the States and Implications for Higher Education"

Moderator: David Longanecker, executive director

12 noon - 1.30 pm [Tab 4]
Centennial E

Lunch and Theme II Policy Presentation: "High School Reform"

Speaker: Ted Sanders, president, Education Commission of the States

1.30 - 3.00 pm [Tab 5]
Centennial F

Theme II Policy Discussion: "Aligning Curriculum and Standards for High School Exit and College Entrance"

Moderator: Cheryl Blanco, director, Policy Analysis and Research

Speakers: Cynthia Schmeiser, vice president of the Development Division of ACT, and Janis Somerville, senior associate, University System of Maryland and National Association of System Heads (NASH)

3.00 - 3.45 pm

Break

3.45 - 4.15 pm
Meet in hotel lobby

Bus departs hotel for tour and reception at WICHE

4.15 - 6.00 pm
WICHE Office

Reception at WICHE, 2520 55th Street, Boulder

6.00 pm -

Bus departs WICHE, drops passengers at Pearl Street Mall, and returns to hotel

8:30 pm -

Bus departs Pearl Street Mall and returns to hotel

Tuesday, November 13, 2001

7.30 - 8.00 am

Centennial E-F
Foyer

Continental Breakfast

8.00 - 9.15 am [Tab 6]

Centennial E

Issue Analysis and Research Committee



Developing an Online Course-Rating Tool

8.00 - 9.15 am [Tab 7]

Centennial F

Programs and Services Committee

9.15 - 9.30 am

Break

9:30 - 10.30 am [Tab 8]

Centennial F

Theme III Policy Discussion: "Accelerated Options – College in High School"

Moderator: Tad Perry, WICHE Vice Chair (SD)

Speaker: Richard W. Clark, senior associate, Center for Educational Renewal and the Institute for Educational Inquiry, University of Washington

Discussant: Francisco Hernandez, WICHE Commissioner (CA)

10.30 - 10.45 am

Break

10.45 am - 12 noon

[Tab 9]

Centennial F

Committee of the Whole

Report and Action of the Executive Committee



Executive Committee Minutes (see item in Tab 1)



Audit Report for FY 2001 (distributed separately)



Process for Building or Purchasing the WICHE Working and Learning Center (see item in Tab 1)

Report and Action of the Issue Analysis and Research Committee



Developing an Online Course-Rating Tool
(see item in Tab 6)

Report and Action of the Programs and Services Committee

Tuesday, November 13, 2001

10.45 am - 12 noon [cont'd]



Expense Accounts for Unit Directors



Indirect Cost and Compensation Policies

Information Item: FY 2002 Budget Update and Preliminary Budget for FY 2003



Election of Chair and Vice Chair

Remarks from the New Chair

Selection of 2002 Executive Committee Members

Report of the Site Selection Committee

WICHE's 50th Anniversary

Meeting Evaluation

Other Business

Adjournment

Executive Committee

Monday, 8.30 – 9.00 am (closed)
Spruce Room

9.00 – 10.00 am (open)
Centennial F

[Executive Committee Meeting Agendas, November 12, 2001](#)

[Executive Committee Meeting Minutes, May 2001](#)

[Executive Committee Conference Call Meeting Minutes, August 2001](#)

[Executive Committee Conference Call Meeting Minutes, September 2001](#)

[ACTION ITEM: Audit Report for FY 2001 \(distributed separately\)](#)

[ACTION ITEM: Process for Building or Purchasing the WICHE Working and Learning Center](#)

[WICHE Mental Health Program Update](#)

Monday, November 12, 2001

8.30 - 9.00 am
Spruce Room
Garden Level

Executive Committee Agenda, Closed Session

Emily Stonington, Chair (MT)
Tad Perry, Vice Chair (SD)
Everett Frost, Immediate Past Chair (NM)

Diane Barrans (AK)
Linda Blessing (AZ)
Warren Fox (CA)
Tony Rechlitz (CO)
Doris Ching (HI)
Chuck Ruch (ID)
Richard Crofts (MT)
Carl Shaff (NV)
Bruce Hamlett (NM)
David Nething (ND)
Diane Vines (OR)
Robert Burns (SD)
David Gladwell (UT)
Don Carlson (WA)
Jenne Lee Twiford (WY)

Agenda

Informal Review of Executive Director's Performance

Monday, November 12, 2001

9.00 - 10.00 am

Centennial F

Lobby Level

Executive Committee Agenda, Open Session

Emily Stonington, Chair (MT)

Tad Perry, Vice Chair (SD)

Everett Frost, Immediate Past Chair (NM)

Diane Barrans (AK)

Linda Blessing (AZ)

Warren Fox (CA)

Tony Rechlitz (CO)

Doris Ching (HI)

Chuck Ruch (ID)

Richard Crofts (MT)

Carl Shaff (NV)

Bruce Hamlett (NM)

David Nething (ND)

Diane Vines (OR)

Robert Burns (SD)

David Gladwell (UT)

Don Carlson (WA)

Jenne Lee Twiford (WY)

AGENDA



Executive Committee Meeting Minutes, May 21, 2001 Meeting; Conference Call Meetings, August 28, 2001, September 27, 2001



Audit Report for FY 2001 (distributed separately)



Process for Building or Purchasing the WICHE Working and Learning Center

Information Item:

Mental Health Program Update

Discussion Items:

Commission Meeting Agenda

Other Business and Current WICHE Issues

Executive Committee

Meeting Minutes

May 21, 2001

Committee Members Present

Tad Perry, Vice Chair (SD)
Everett Frost, immediate past Chair (NM)

Don Carlson (WA)
Jenne Lee Twiford (WY)

Linda Blessing (AZ)
Warren Fox (CA)
Tony Rechlitz (CO)
Doris Ching (HI)
Carl Shaff (NV)
Diane Vines (OR)
Aileen Clyde (UT)

Guests Present

Jim Twiford

Staff Present

David Longanecker
Marv Myers
Marla Williams

Vice Chair Perry called the meeting of the Executive Committee to order and announced there would be two additional agenda items: 1) Evaluation of the executive director and 2) WICHE's 50th anniversary.

Approval of the Executive Committee Minutes

COMMISSIONERS SHAFF/FROST (M/S) APPROVAL OF THE EXECUTIVE COMMITTEE MINUTES OF NOVEMBER 13, 2000, JANUARY 29, 2001, FEBRUARY 28, 2001, AND APRIL 5, 2001, AND OF THE PLANNING COMMITTEE MINUTES OF NOVEMBER 14, 2000. The motion passed unanimously.

Discussion Item: May 2001 Meeting Schedule Review

David Longanecker reviewed the schedule for the May 2001 meeting.

Discussion Item: November 2001 Meeting Format/Content

David Longanecker said the November 2001 meeting would be held at the Omni Interlocken Hotel in Broomfield, Colorado. Broomfield is about 10 miles from Boulder. He said some ideas for that meeting include: student success in college, the new administration's outlook on education, and holding a regional forum on accountability, and funding immediately following the commission meeting.

Evaluation of the Executive Director

Commissioner Frost presented a draft proposal for evaluating the executive director annually and long term. He said currently the process involves an examination and review of the workplan's progress. He said a long term review should include other factors and garner input from external constituents and WICHE staff. The draft proposal included a policy statement and two draft surveys: one for external constituents and staff, and another for WICHE commissioners. The proposal suggests an annual evaluation focusing on objectives and the workplan, and a long term evaluation, occurring every four years, focusing on these areas:

1) basic job responsibilities; 2) annual performance objectives and the commission workplan; 3) management and leadership style; and 4) professional development objectives.

Several suggestions about the review process were made including:

- Be careful about the use of 360 degree evaluations; staff training prior to using this method would be helpful. Longanecker said an internal staff committee had discussed the use of this process and rejected it. However, he said he felt it was important that commissioners get some feedback from the senior staff about his performance. Staff involvement in the process would be helpful but should be limited and less formal. Questions posed to staff should be carefully constructed and responses filtered. The questions should focus on outcomes and not address personality or style. More thought needs to be given to the idea of doing a 360 degree evaluation.
- Limit the use of the questionnaire to commissioners only, and then evaluate its use prior to distributing it externally or to staff.
- Consideration needs to be given to which external groups would provide input on the executive director's evaluation.
- On the questionnaire: if a less than satisfactory answer is given, specific examples or comments should be requested. The questionnaire should also include the role and mission of the organization.
- Data collected from a survey would be helpful to Executive Committee members prior to meeting to review the executive director in May.
- After the survey is conducted, the officers should examine the data, including the fiscal health of the organization, and the executive director's self-evaluation, and present the Executive Committee with a recommendation for action. A more structured process would be helpful for those commissioners who are not closely involved in WICHE.
- It would be helpful for the Executive Committee representative to receive evaluative comments from the other two commissioners in their states prior to meeting in May to make decisions about the evaluation of the executive director. Executive Committee representatives should solicit this input. Email would be helpful to collect evaluative comments.
- Appoint a small commission committee to explore the process for the long-term review of the executive director.

It was decided that an expanded review of the executive director should be conducted every four to five years, and that all commissioners should have input on the annual review. Commissioners would like access to the executive director's self-evaluation, survey data (if any), input from their state delegations, and a recommendation from the officers, prior to meeting annually to review the executive director's performance. The officers will work on the long-term plan for evaluating the executive director, and the Executive Committee will discuss it further at a future meeting.

WICHE's 50th Anniversary

David Longanecker reported that the actual date of WICHE's 50th anniversary was in question and that it is either in 2002 or 2003. Some states signed the compact in 1952. The compact specifies that it would become effective once more than five states had signed it. In 1953, eight states had signed it. Longanecker said this gives WICHE an opportunity to celebrate the anniversary over an extended period of time. Such a celebration could assist WICHE in obtaining resources to build a facility. Individual states could mark the anniversary on the date they signed the compact. Longanecker asked if the Executive Committee agreed with the idea of marking WICHE's 50th anniversary in a large fashion. He said he would also like to know about key issues in the states, and that by 2002-2003 access and demand will be important issues, and, hopefully, there will be resources in hand to help address those issues.

The Executive Committee agreed that marking WICHE's 50th anniversary was a good opportunity and offered several suggestions for such a celebration:

- Focus on former WICHE students now working in the states, e.g., videotape or profile former students for presentation to state legislators. This could demonstrate WICHE's contribution to each state's business and economic growth. Legislators on the Executive Committee agreed this would be an effective approach in providing solid evidence of what WICHE has done to benefit states. It was also noted that some states are not allowed to have legislative appointees on the commission, and this would help those states involve their legislators in WICHE. Each state could have a Web site to showcase their state's students.
- Seek volunteers to write occasional papers about higher education in the West.
- Focus on each state's anniversary date for joining the compact.
- Focus on significant issues to show WICHE's constituents the organization's past accomplishments, current issues, and future focus.
- Involve former WICHE commissioners.
- Concentrate on the future opportunities that WICHE can help states achieve through education of their residents.
- Showcase WICHE's mission and vision, which include the constant elements of student exchange, quality information, and policy advice to states.
- Continue the executive director's state visits.

When asked about an official historian, Longanecker said that Frank Abbott, former director of the Student Exchange Program, had been working on a history of WICHE, organized by the tenure of WICHE's former executive directors. Abbott has finished the Harold Enarson years and will soon finish the Robert Kroepsch years. Longanecker said some interesting facts could be coupled with a pictorial presentation on the Internet. He said it would also be good to have the former executive directors involved in the celebratory activities.

It was decided that David Longanecker should develop a strategy for a 50-year anniversary celebration for WICHE and present it to the Executive Committee.

Key Issues in the States

Energy. The cost of energy and its impact on institutions and the states and its subsequent effect on bonds and state debt, the general fund, and governors' budgets is a current issue for the states. WICHE could help the states by providing policy analysis in this area. David Longanecker said WICHE's workplan does include finance issues, and that funding for this project looks promising. It was also suggested that WICHE could host a roundtable discussion about what institutions and states are doing to meet their energy costs.

Southern-Border Collaboration. President Bush's interest in working with Mexico and opening United States institutions to Mexican residents at in-state tuition rates is another key issue, particularly for the states bordering Mexico. It was stated that this is an economic public policy issue because in-state tuition does not begin to cover the cost of education. David Longanecker said WICHE has a FIPSE (Fund for the Improvement of Postsecondary Education) grant through CONAHEC (Consortium for North American Higher Education Collaboration) called the Tuition Bank. The Tuition Bank project explores issues around the concept of students attending institutions across borders at the same rate they would have paid in their home country. Since this is a reciprocal concept, it wouldn't necessarily be a violation of the principles of in-state and out-of-state tuition. He said this is uniquely North American between the three countries - the United States, Mexico, and Canada. The United States' institutional financing structure relies very heavily on a differential tuition structure; far more than in Canada or Mexico. This is an embedded part of the way in which the United States finances higher education. There are equity issues that arise if a student from Texas has to pay more than a student from Mexico to attend school in Arizona. The Tuition Bank project will examine these issues and develop ideas to implement this concept. Longanecker said these initiatives would encourage more Americans to study in Mexico.

Regional Tuition. Proposed discussions about regional tuition could include virtual universities, state borders, and state interests. It could have a significant effect on the Professional Student Exchange Programs and the Western Undergraduate Exchange. It was stated (by a legislator) that legislators do not understand the issues of higher education being broader in scope than the state level. At the state level, they are concerned about providing the cost of education for the students in their home states and they don't see the value or the connection to this as a national investment. It is going to take a serious effort to bring together key legislators from the states to have this discussion regarding a regional approach to tuition.

ADA. The Americans with Disabilities Act (ADA) and its impact on higher education - including the Professional Student Exchange Program and the Western Undergraduate Exchange Program - are also key state and institutional issues.

Executive Committee Conference Call Meetings

David Longanecker said he thought the Executive Committee would only need one or two conference call meetings between now and the November commission meeting.

Other

Commissioner Frost asked the executive director to prepare a note of sympathy on behalf of the WICHE Commission to send to Emily Swanson concerning her horse-back riding accident.

The meeting adjourned.

Executive Committee Conference Call

Meeting Minutes

August 28, 2001

Committee Members Present

Emily Stonington, Chair (MT)
Tad Perry, Vice Chair (SD)
Diane Barrans (AK)
Linda Blessing (AZ)
Warren Fox (CA)
Tony Rechlitz (CO)
Doris Ching (HI)
Chuck Ruch (ID)
Dick Crofts (MT)
Carl Shaff (NV)
Bruce Hamlett (NM)
David Nething (ND)
Diane Vines (OR)
Robert Burns (SD)
Don Carlson (WA)
Jenne Lee Twiford (WY)

Members unable to attend:
Everett Frost, immediate past Chair (NM)
David Gladwell (UT)

Others present:
Louise Lynch (AZ)
Dave Harris (AZ)

Staff present:
Suzanne Benally
Cheryl Blanco
David Longanecker
Jere Mock
Marv Myers
Marla Williams

Chair Stonington called the meeting to order.

ACTION ITEM

Expanding Engagement: Public Policy to Meet State and Regional Needs

David Longanecker described the project "Expanding Engagement: Public Policy to Meet State and Regional Needs" (attachment 1). This project would continue WICHE's efforts to engage legislators in higher education policy. If approved by the Ford Foundation, it would be the third in a series of projects to strengthen legislative engagement. Longanecker said the foundation would review this request for continued funding during its September board meeting.

COMMISSIONERS FOX/CARLSON (M/S) APPROVAL TO SEEK, RECEIVE, AND EXPEND FUNDS FROM THE FORD FOUNDATION TO SUPPORT A PROJECT TO EXPAND WICHE'S CURRENT WORK AND HELP STATES BUILD THE CAPACITY FOR CHANGE AND TO INITIATE THAT CHANGE BY CONSENSUS BUILDING AND ACTION-ORIENTED WORK. The motion passed unanimously.

ACTION ITEM

The Western Higher Education Center

David Longanecker described WICHE's plans to seek financial assistance to build "The Western Higher Education Center" (attachment 2). Under the proposed plan, a new working and learning environment for WICHE and other nonprofit higher education organizations in the Boulder area would be built by 2004. It is estimated that a 40,000 square foot facility would be needed; 35,000 square feet will be used for workspace and the remaining 5,000 for a state-of-the-art learning center. Preliminary cost estimates developed by the Neenan

Companies indicate that the design and construction costs would be \$9 million - \$7.7 million for the office space and \$1.3 million for the learning center. WICHE, and the other nonprofit organizations, would issue tax-exempt bonds to finance the workspace costs. Underwriting support would be sought from foundations to secure the bond financing and also to pursue capital grants from foundations to finance the learning center and its equipment.

Ensuing discussion focused on bond financing, design/build methods of construction, and the Executive Committee's authority to approve this action item as submitted. The committee decided that it needed more information about the details of the proposed office facility and that the final approval should be addressed by the entire commission. Longanecker said the action item had been presented at this time because the El Pomar Foundation had expressed an interest in possibly securing the bonds for the project and their board would meet in November to review this possibility. Longanecker said the commission would have a more detailed discussion about the facility during the November meeting. The action requested sought approval to seek, receive, and expend funds to design, finance, and build a new working and learning environment for WICHE and other nonprofit higher education organizations in the Boulder area. The motion was subsequently amended and approved as follows:

COMMISSIONERS BLESSING/SHAFF (M/S) APPROVAL FOR WICHE TO SEEK FUNDING FOR A NEW WORKING AND LEARNING ENVIRONMENT FOR WICHE AND OTHER NONPROFIT HIGHER EDUCATION ORGANIZATIONS IN THE BOULDER AREA. The motion passed unanimously.

DISCUSSION ITEM

Proposed Change in Indirect Cost Recovery and Compensation Policies for Self-Supporting Units

David Longanecker reported that the Western Cooperative for Educational Telecommunications' board had raised questions about the amount of "indirect costs" the cooperative is providing WICHE. He said the cooperative's board is interested in exploring some other arrangement that would allow the cooperative to recoup some of this income for its own purposes, which might include: staff compensation, special projects, and strengthening its reserve. Several committee members expressed support for exploring this proposal further. Longanecker said he would develop a discussion item for consideration during the September meeting of the Executive Committee. If favorably received by the Executive Committee, the item would be advanced to the full commission at the November meeting.

INFORMATION ITEM

Final Budget Figures for FY 2001

Marv Myers reviewed the final budget for FY 2001. He said the budget surplus was \$181,284 above projections, primarily due to an increase in indirect cost recovery associated with approved grants and contracts. He said in many instances, these grants and contracts allow WICHE to shift portions of staff salaries to them, thus relieving the impact on the General Fund. He also reviewed the commission-approved one-time expenditures related to WICHE's office move in July and consultation fees related to exploring the purchase of an Association Management Software package.

INFORMATION ITEM

November Commission Meeting Schedule

The committee reviewed the draft schedule for the November 2001 commission meeting that includes policy discussions focused around issues related to the transition from high school to college.

INFORMATION ITEM

Meeting Date Conflicts for November Commission Meetings

David Longanecker said several national meetings tend to cause problems for some WICHE commissioners because they conflict with the commission's November meetings. It was decided not to change the established commission meeting dates, but to keep these conflicts in mind for future planning.

INFORMATION ITEM

Program and Project Updates Lumina Foundation for Education

Cheryl Blanco reported that a proposal to seek funding related to higher education finance had been submitted to the Lumina Foundation for Education. The proposed project seeks \$400,000 over an 18-month period to examine financial aid structures and finance policies to maximize participation, access, and success for students. WICHE's project partners would be the American Council on Education and the State Higher Education Executive Officers. A decision about the foundation's funding for this project is expected in September.

The Andrew W. Mellon Foundation

Cheryl Blanco reported that the Andrew W. Mellon Foundation had approved a request for funding in the amount of \$45,000 for the U.S.-U.K. Postsecondary Education Policy Dialogue. This meeting, to be held on September 21-22, will continue the collaborative dialogue that began in 1999 as a partnership between two British partners, the Higher Education Funding Council for England and the British Council, and two U.S. partners, the State Higher Education Executive Officers, and WICHE.

Advanced Placement Grant

Cheryl Blanco reported that nine WICHE states are participating in the U.S. Dept. of Education-funded project on Advanced Placement Incentives being administered by WICHE. She added that some states, such as California, had decided to participate independently and directly with the Dept. of Education.

Doctoral Scholars Program

Suzanne Benally reported that the Doctoral Scholars Program has been operating at a minimal level due to a lack of funding. She said the annual "institute" meeting of scholars would be held on October 25-28, in Atlanta. She said efforts continue, in partnership with the New England Board of Higher Education and the Southern Regional Education Board, to seek transitional funding to redesign and continue this program.

WICHE's 50th Anniversary

David Longanecker said plans now call for WICHE to begin its 50th anniversary celebration in November 2002 and to end this activity in November 2003. He said individual states may want to consider celebrating this anniversary based on the date their state originally signed the Compact for Education. He said he may request funding from the budget surplus to staff this activity, and that this item may appear on the September agenda for the Executive Committee.

Other

David Longanecker announced that a new commissioner orientation session would be held on Sunday, Nov. 11, just prior to the start of the November commission meeting and that all interested commissioners, regardless of their appointment date, would be invited to attend.

Adjournment

The meeting adjourned.

ACTION ITEM

Expanding Engagement: Public Policy to Meet State and Regional Needs

Summary

Staff requests approval to seek, receive, and expend funds to support continuation of a project initially funded by the Ford Foundation in 1999 and 2000. The new initiative, the third in this funding series, will build on our current Ford Foundation projects, *Strengthening Legislative Engagement in Higher Education: Public Policy for Transformation and Change* and *Public Policy for Higher Education: Beyond Talk to Action*. The continuation project is designed to expand the work we have started both in terms of key issue areas and the involvement of policymakers. Our goal is to help states build the capacity for change and to initiate that change by consensus building and action-oriented work.

Relationship to WICHE Mission

This project directly supports WICHE's mission to promote innovation, cooperation, resource sharing, and sound public policy among states and institutions in order to expand educational access and excellence for all citizens of the West. The policy emphasis of this project will focus on several state-level issues and facilitate collaboration on concerns around the collision between demand, access, and financial constraints as well as higher education quality and accountability, financing of information technology, workforce issues, and emerging but not clearly identified critical issues.

Background

Ford Foundation support was awarded in 1999 for a two-year project called *Strengthening Legislative Engagement in Higher Education: Public Policy for Transformation and Change*. The project focused on two important higher education policy issues:

- How to adapt state higher education financing structures to accommodate the use of advanced information technology to meet expanding and changing student demand and respond to a newly competitive marketplace for higher education.
- The role of higher education in providing K-12 schools with a supply of highly skilled teachers sufficient to meet the needs of a rapidly growing and diverse school-aged population.

Later in 1999, through additional funding from the Ford Foundation, the project was expanded to focus on issues related to the impact of information technology on Latin American universities. In 2000, a supplemental grant from the Ford Foundation enabled WICHE to extend the scope of its work to encompass two new activities: first, the addition of a third policy focus on the issue of accountability; and second, the creation of a unique partnership between higher education and public policy leaders in the United States and the United Kingdom called the *U.S.-U.K. Postsecondary Education Policy Dialogue*. Current projects end on December 31, 2001.

From the beginning, WICHE's projects have been based on the understanding that state legislatures are critical to the formulation of higher education policy because they enact the laws and define the regulatory environment under which higher education is governed and because they also provide the appropriations that drive public college and university plans and budgets. Project activities were designed to ensure that key state higher education policy players, especially legislators and legislative staff, became better informed about the internal and external forces confronting higher education and to ensure that they understood how these forces related to broader state goals and priorities. The project being recommended here, *Expanding Engagement: Public Policy to Meet State and Regional Needs*, will continue these guiding principles.

Project Description

WICHE's overall goal for *Expanding Engagement* is to strengthen state policymaking in higher education. Project objectives include:

- To work proactively to engage key legislators and legislative staff in productive discussions of important higher education issues.
- To provide information and venues to encourage analysis of needed changes in educational policy at the state level.
- To foster interstate collaboration and joint solutions to shared challenges among Western states.
- To facilitate legislative and other policy changes in higher education state policies.
- To develop state-specific initiatives to address the key issues of the project.

Because the West cannot be characterized as a single entity, we plan to focus more sharply on the most important issues in each participating state or group of states. The following issues are on the horizon for a number of WICHE states and thus will be the focus of this project.

1. The collision between demand, access, and financial constraints. This issue is paramount in three of our states, the most challenging problem facing seven states, and irrelevant in five. These concerns, more than any others, will dominate policymaking in most of our states.
2. Higher education quality and accountability in a time of stable or declining enrollments. In states where enrollments are leveling off or declining rather than growing, this is the most important issue. Concomitant concerns in these states are the economy and how potentially slowing economic conditions will affect the quality and accountability of the state's higher education institutions.
3. Financing of information technology. Results of the *Technology Costing Methodology* project are only now becoming available, and focused efforts are needed to assist states in understanding and utilizing the model. These results, including papers that specifically address the policy applications of using costing data, will foster an informed discussion of this important issue.
4. Workforce issues and higher education. This topic is now high on the agenda of policymakers in all states. Rapidly changing economic conditions, layoffs in critical information technology fields, slowing labor force needs in related fields - all are issues that demand immediate attention and all are linked to higher education.
5. Emerging, undefined issues. We have learned that it is impossible to know what issues may emerge as crucial over the two-year life of a project. We hope to have the flexibility over the

next granting period to respond to "incubator issues" that are just below the horizon at present but may emerge as front-page concerns over the life of the project.

We will continue to employ some of the same tools because we believe they are effective both in informing policymakers and in moving the change process forward. Based on what we have learned in our recent projects, we also propose to make some adjustments in our use of these tools. Continued tools will include state roundtables, regional forums, and the WICHE Fellows Program. Additional approaches designed to meet the project's goals and objectives will be:

- **Subregional Forums.** These meetings will bring together policymakers from groups of states facing similar challenges to their higher education systems. This approach will facilitate WICHE's strong commitment to assisting policymakers through shared information and cooperative planning across states. Subregional forums will allow states with common demands on their educational systems to face these issues together and plan for productive approaches to solving them.
- **Small, High-Level Meetings.** As part of our intention to be more active in cultivating engagement that will facilitate policy change, state focus groups will bring together a few, carefully selected top-level policymakers in individual states to define the issues. The objective of these meetings is to create a community of support at the top by assembling such leaders as the governor, speaker of the House, president of the Senate, state higher education executive officer, and prominent business or tribal leaders to discuss current challenges facing the state and to identify some potential solutions. Such meetings, held prior to developing a roundtable in a state, should set the context and provide an empirical base for further discussions at roundtables.
- **An Internship in Communication Technology and Higher Education Policy.** In addition to continuing and strengthening the current WICHE Fellows Program, WICHE will seek funding to support an intern position to work with the Western Cooperative for Educational Telecommunications (WCET) on the emerging importance of higher education policy on communication technology.

Throughout the project, we will work closely with leaders from both the legislative and executive branches of government and the State Higher Education Executive Officers (SHEEOs), as well as with related regional and national organizations such as the National Conference of State Legislatures, Council of State Governments-WEST, and the National Governors' Association. These partners will expand and enrich the scope of the project, helping us to reach out to all 50 states and to national experts on these issues. Some of our partners will strengthen the policy work through their constituency base; others will bring research and policy expertise to the project.

Staff and Fiscal Impact

This project will be supported primarily by grant funds. Staff estimate the project will require approximately \$450,000 over three years in external funding.

Action Requested

Approval to seek, receive, and expend funds from the Ford Foundation to support a project to expand our current work and help states build the capacity for change and to initiate that change by consensus building and action-oriented work.

ACTION ITEM

The Western Higher Education Center

Summary

Staff request approval for WICHE to seek, receive, and expend funds to design, finance, and build the Western Higher Education Center, a new working and learning environment for WICHE and other nonprofit higher education organizations in the Boulder area, by 2004. A 40,000 square foot facility is needed; 35,000 square feet will be used for workspace and the remaining 5,000 for a state-of-the-art learning center. Preliminary cost estimates developed by the Neenan Companies indicate that the design and construction costs would be \$9 million - \$7.7 million for the office space and \$1.3 million for the learning center. WICHE, and the other nonprofit organizations, would issue tax-exempt bonds to finance the workspace costs. We would seek underwriting support from foundations to secure the bond financing and also to pursue capital grants from foundations to finance the learning center and its equipment.

Relationship to the WICHE Mission

The project directly supports WICHE's mission to promote innovation, cooperation, resource sharing, and sound public policy among states and institutions in order to expand educational access and excellence for all citizens of the West. Our plan is to build a Western Higher Education Center that will create an environment for staff that promotes innovation and productivity supported by leading-edge technology. For our constituents, we hope to build a learning center that offers a host of real-world and virtual tools to enhance the work of the West's higher education professionals and governing board members.

Description

The Western Higher Education Center would serve two important purposes. First, it would provide a contemporary working environment for WICHE and other nonprofit higher education organizations, creating opportunities for staff collaboration around policy research and programs. The first partner in this joint venture would be the National Center for Higher Education Management Systems (NCHEMS), which until recently was colocated with WICHE in University of Colorado facilities and has indicated that it hopes to be a part of any future facility that WICHE secures or builds. WICHE would occupy approximately 18,000 square feet and NCHEMS would require an additional 7,000 square feet, leaving approximately 10,000 square feet for other as yet uncommitted organizations. Though no other organizations have yet committed to occupying this space, a number have indicated substantial interest and excitement about the possibility of doing so.

The center would also include a state-of-the-art learning facility for both lay and professional leaders in higher education to meet, think, and plan together. The learning center would provide a unique setting where groups from five to 50 could meet in well-equipped facilities for leadership forums, small seminars, governing board meetings, and planning retreats. It would incorporate the most contemporary technology (grants will be sought from foundations to fund the required equipment) to provide the best of face-to-face and virtual-learning opportunities. Virtual-learning opportunities would be available for those who could not or chose not to travel to join others in the face-to-face setting, but who still want and need to be a part of the learning opportunity.

We have had preliminary conversations with staff of the El Pomar Foundation regarding our need to have a foundation secure the bond financing for the facility. A site visit to WICHE by a program officer from El Pomar will likely occur in early September; our request would also need to be presented to the foundation's board of trustees.

We have asked the El Pomar Foundation to pledge a portion of its endowed resources to secure the bonds; the foundation would continue to retain full control of the earnings on these assets. The risk is that WICHE and its partners could default on the loan, leaving the foundation with the responsibility to pay off the loan. This risk is minimal - a recent assessment by our financial advisors, George K. Baum & Co. of Denver shows that the cost of the proposed building is financially feasible for our organizations. In the unlikely event of a default, the foundation would obtain valuable property in Boulder. George K. Baum & Co. has indicated to us that standing alone, our organizations would be bondable but not at a preferred rate in the tax-exempt bond market because, despite our years of solid financial operations, our organizations have no equity base (beyond uniformly substantial reserves).

Action Requested

Approval for WICHE to seek funding for a new working and learning environment for WICHE and other nonprofit higher education organizations in the Boulder area.

Fiscal Impact

The estimated cost of the 40,000 square foot facility is \$9 million, based upon \$220 per square foot costs for the workspace and \$260 per square foot costs for the learning center. The cost estimates include land, the building core and shell, tenant finish, architectural design, interest during construction, financing and a construction contingency allowance.

WICHE and the other nonprofit organizations would finance the facility by issuing tax-exempt bonds for \$7.7 million dollars; foundation underwriting will be sought to secure the bonds and foundation grants will be pursued to cover the costs of the learning center construction and its equipment.

Executive Committee Conference Call

Meeting Minutes

September 27, 2001

Committee Members Present

Emily Stonington, Chair (MT)
Tad Perry, Vice Chair (SD)
Diane Barrans (AK)
Linda Blessing (AZ)
Warren Fox (CA)
Tony Rechlitz (CO)
Doris Ching (HI)
Chuck Ruch (ID)
Dick Crofts (MT)
Carl Shaff (NV)
Bruce Hamlett (NM)
David Nething (ND)
Diane Vines (OR)
Robert Burns (SD)
Don Carlson (WA)
Jenne Lee Twiford (WY)

Members unable to attend:
Everett Frost, immediate past Chair (NM)
David Gladwell (UT)

Others present:
Louise Lynch (AZ)

Staff present:
Cheryl Blanco
Sally Johnstone
David Longanecker
Jere Mock
Dennis Mohatt
Marv Myers
Marla Williams

Chair Stonington called the meeting to order.

David Longanecker apologized for allowing the Executive Committee conference call to be scheduled on Yom Kippur, a Jewish holiday. He said he would be sensitive to that in the future.

INTRODUCTION

Dennis Mohatt, Mental Health Program Director

David Longanecker introduced Dennis Mohatt, who joined WICHE on July 1, as the director of the Mental Health Program.

DISCUSSION ITEMS

Proposed Change in Indirect Cost Recovery and Compensation Policies for WICHE's Self-Supporting Units and Expense Accounts for Unit Directors

David Longanecker reported he has been working with the unit directors on two important issues: 1) Indirect cost recovery and compensation issues related to the two self-supporting units within WICHE - the Western Cooperative for Educational Telecommunications (WCET) and the WICHE Mental Health Unit; and 2) the creation of expense accounts for unit directors.

Indirect Cost Recovery Policy

David Longanecker said the notion of a redistribution of indirect cost income had been initiated by the Western Cooperative for Educational Telecommunications' executive board,

and this idea had been briefly discussed during the August conference call meeting of the WICHE's Executive Committee.

WICHE currently charges indirect costs of 15 percent against most contracts, grants, and other externally funded activities. This income has been viewed as the cost of WICHE providing accounting, budgeting, human resources, publications/ mailing, facilities management, editorial/graphic design, and other services to the units. In addition, units are also charged direct costs for office rent, computer support, printing, telephone, etc. Some years, units do very well in obtaining external funding and the associated indirect cost income is fairly high. The first issue is that this income may be more than needed to cover WICHE's costs to administer the projects/grants and support the units. The second issue is whether or not this income, above a certain level, should be shared between WICHE and the self-supporting units (only applies to the WCET and the Mental Health Program). The written discussion item, presented as background material for this conference call, describes a plan to change the distribution of indirect cost income. Under this plan, WICHE would receive indirect costs of \$7,500 for nonfederal grants/contracts and \$15,000 for federal grants/contracts (the differentiation is due to the amount of time required to administer federally funded projects). If the indirect amount is above these amounts, the balance would be split with 80 percent going to the units and 20 percent going to WICHE. In addition, self-supporting units would be allowed to use a portion of the indirect cost recovery funds from non-grant funded projects and activities to provide performance-based bonuses. The bonuses would be up to 20 percent of the annual base salary for key staff. The unit director or executive director would approve these bonuses based on annually-established performance objectives and results. Unit directors would determine how these "split" funds would be appropriated through budgeted items, such as performance-based staff compensation, special projects, or increasing unit reserves.

The budgetary impact of this proposed change during the current fiscal year (FY 2002) would be to return \$99,126 of WICHE's indirect cost recovery to the WCET. There would not be a similar sharing of indirect cost recoveries with the Mental Health Unit at the present time because none of their current grants reach the proposed threshold. The proposed change would reduce WICHE's General Fund budget by nearly \$100,000, but projected revenues in excess of expenditures (a surplus) would be approximately \$40,000 in FY 2002.

Longanecker recommended this new policy be re-evaluated in two years (FY 2004).

Commissioner Kerins, on behalf of Commissioner Crofts, who also serves on the executive board of the WCET, said Crofts is very much in support of this proposed policy change. He said the WCET board also feels very strongly about this policy change. Following clarification questions concerning the proposal, unit directors (both those affected and not affected by this policy) were asked their opinions about this proposed change in policy. The two unit directors who would be affected by this change (Johnstone/Mohatt) said they believed it was a good opportunity for them to build their unit's reserves, to reward and, in some instances, retain exceptional staff, and to pursue special projects for which no other funding is available. The three unit directors who would not be affected by this change (Blanco/Mock/Myers) said they understood the concept and the entrepreneurial nature of these units. The units' survival depends on their ability to obtain external funding. Conversely, the unaffected units are financed by General Fund dollars, and consequently, they enjoy a certain amount of security for themselves and their staff.

Expense Accounts For Unit Directors

WICHE provides the executive director with a \$3,500 expense account to defray job-related expenses (meal expenses for guests, etc.). Unit directors, however, do not have resources for these expenses, even though they are often incurred. In many instances these expenses come from their own pockets if the items are above the established staff travel limits.

David Longanecker said he would like to provide unit directors with up to \$2,500 for expense accounts to defray job-related expenses. Funding for the expense accounts will not increase the unit's budget; rather a reallocation of unit expenditures would support the expense accounts. It was noted that this would represent a change in WICHE's policy.

The Executive Committee agreed both of these items should be presented as action items at the November commission meeting.

DISCUSSION ITEM **FY 2002 Budget Update**

Marv Myers reported that there were not any changes to the FY 2001 budget over what had previously been presented. He said some of the FY 2002 budget figures are different in the following areas: salary and benefits (higher due to staffing changes), office rent (higher due to the lease rate at the new office location), interest income (lower due to the continued drop in interest rates), and indirect cost recovery (lower due to factoring in the proposed policy on indirect costs) resulting in a surplus of \$40,000 rather than \$140,000.

Commissioner Carlson asked for clarification about the staffing changes. David Longanecker reported that with Dewayne Matthews' departure, and the distribution of his duties among Jere Mock (increased to 1.0 FTE-full time), Cheryl Blanco, and himself, the Policy Analysis and Research unit staffing was increased by .5 FTE (half-time). Longanecker added that it is his intention to keep income/expenses at the same level and not to appreciate a substantial surplus.

INFORMATION ITEM **November Commission Meeting Schedule**

David Longanecker described some changes in the November commission meeting schedule since the last Executive Committee conference call.

INFORMATION ITEM **WICHE's 50th Anniversary**

David Longanecker said after researching WICHE's true anniversary date he has determined it is 1952. The Compact for Education states that it would become effective after more than five states had signed it. By January 1953, five states had signed it, by May of 1953, eight states had signed it. In August 1953, it was approved by Congress and signed into law by the president of the United States. Given this information, Longanecker proposes WICHE kick off its 50th anniversary beginning with the November 2002 commission meeting and ending with the November 2003 commission meeting. He said he may present the commission with an action item at the May 2002 meeting requesting funds to staff this effort. In the meantime, the commission will be involved in discussions around plans for this celebration. The Executive Committee was in general agreement about this plan.

INFORMATION ITEM

Nominating Committee Appointed

Chair Stonington announced that the Nominating Committee had been appointed. Diane Vines (OR) will serve as chair of the committee with Robert Burns (SD), Pauline Gubbels (NM) and Carl Shaff (NV) serving as members. She said a call for nominations for the 2002 vice chair will be distributed soon. The Nominating Committee will announce its nomination for vice chair at the November meeting where Tad Perry (SD) will become the chair.

INFORMATION ITEM

Future WICHE Facility

David Longanecker reported that plans for WICHE's future office facility will be discussed by the Executive Committee at the November meeting. Lee White, a former WICHE commissioner and a financial advisor for George K. Baum and Associates in Denver, will attend this meeting to discuss the finances for the facility. Longanecker also reported that Matt Carpenter, a program officer at the El Pomar Foundation in Colorado Springs, had visited WICHE today. The foundation's board of directors will meet in November to consider two proposals: 1) a request that the foundation secure WICHE's bond indebtedness for the building, giving WICHE a "preferred rate" in the tax-exempt bond market and significantly reducing WICHE's interest rate; and 2) a request for financial assistance to create a "Western Higher Education Learning Center," a meeting facility with state-of-the-art technology and design, as part of WICHE's office facilities. Longanecker said additional sources for assistance with these proposals are being sought as well.

Other

It was announced that grant approval notification had been received on the following projects:

- ✍ Legislative Engagement by the Ford Foundation (\$450,000)
- ✍ Higher Education Finance by the Lumina Foundation for Education (\$400,000)
- ✍ The Western Cooperative's Learning Anytime Anywhere Partnerships by the U.S. Department of Education (\$264,500)

Adjournment

The meeting adjourned.

ACTION ITEM

Process for Building or Purchasing the WICHE Working and Learning Center

For the past one-and-a-half years, WICHE has been pursuing the possibility of building or purchasing a facility that would serve the dual purpose of providing a high-quality work environment for its staff and also providing a state-of-the-art small-scale learning and conferencing center for use by WICHE and other higher education organizations and institutions. The facility would be used for seminars, retreats, decision support sessions, and other activities.

At the November 2000 meeting, the commission approved consideration of a specific partnership between WICHE, other prospective organizational partners — the Education Commission of the States (ECS), National Center for Higher Education Management Systems (NCHEMS), State Higher Education Executive Officers (SHEEO), and the University of Colorado at Boulder — for development of a facility on a specific piece of property owned by the University known as Pod J. Unfortunately, WICHE was unable to successfully broker a desirable partnership, and as a result ended up leasing office space in a new facility located at 2520 55th Street in Boulder, approximately two miles east of our previous location.

These new offices provide an exceptionally nice working environment but fail to meet our original objectives in three ways. First, this is leased office space, which prevents WICHE from building its own equity and enhancing the organization's long-term financial condition. Second, the office space provides no opportunity for development of a learning center. Third, the office space is substantially smaller than our previous facility and provides no opportunity for the expansion that we're already experiencing.

Therefore, we have continued to plan for development of a new facility to achieve our full objectives by the end of our current lease, which expires in September 2004. Practically, this means that we have the next 18 months to plan such a facility and secure its financing. The remaining 18 months would be used to purchase and prepare the land and to construct the facility.

During its August 2001 conference call meeting, the Executive Committee adopted a motion to allow staff to seek and secure funding from private philanthropic sources to help finance the facility. A number of members of the Executive Committee, however, felt that there needed to be a more defined process for greater commission involvement in decisions about precisely how such a facility would be financed. Given the prospective size of this investment — \$9 to \$10 million — many commissioners felt that the commission needed to be very vigilant in overseeing such a substantial financial venture.

Subsequent discussions on this topic between the officers of WICHE and the executive director addressed how greater commission involvement could be achieved while still providing staff the flexibility to explore alternatives in a rapidly changing financial marketplace. The most promising option evolving from these discussions was to have the commission charge the officers with this responsibility, which they would discharge as a temporary Office Space Planning Subcommittee of the Executive Committee. The officers would confer with staff and any financial advisors to WICHE on all options being considered and would regularly report to the Executive Committee and the commission. This subcommittee would have the authority to approve actions by staff to move forward on all aspects of the prospective partnership and

financing, except that final approval of the project would require action by the Committee of the Whole.

Action Requested

Approval that commission directs the officers to serve as a temporary Office Space Planning Subcommittee of the Executive Committee. The subcommittee would have the responsibility to confer with staff and WICHE's financial advisors on all options being considered, and would regularly report to the Executive Committee and the commission. This subcommittee would have the authority to approve actions by staff to move forward on all aspects of the prospective partnership and financing, with the exception that final approval of the project would require action by the Committee of the Whole.

WICHE Mental Health Program

PROGRAM UPDATE

OCTOBER 2001

PROGRAM DIRECTOR

Dennis Mohatt has been retained as the new program director for the WICHE Mental Health Program. He began work on July 9, 2001. Family transition to the Boulder area will not occur until at least summer 2002, and during the interim Dennis will usually work four 10-hour days in Boulder, Monday through Thursday. Fridays he is usually available at his home in Lincoln, Neb. at (402) 420-6833. He has access to his WICHE voice mail and email while off-site.

Dennis has nearly 20 years of experience in public mental health, having served in both clinical and administrative positions. His experience has included being a community mental health care director in rural Michigan and Nebraska's health and human services deputy director and designated mental health commissioner. He served on the National Rural Health Advisory Committee under Secretary Shalala from 1993-1997. Dennis has been very active in rural and frontier mental health research and advocacy, including a four-year term as the president of the National Association for Rural Mental Health.

PROGRAM ACTIVITIES

Western States Decision Support Group

The WICHE Mental Health Program is the Western states' liaison with the federal Center for Mental Health Services' (CMHS) Mental Health Statistics Improvement Program (MHSIP). CMHS supports two annual meetings for the Western States Decision Support Group (WSDSG), and WICHE supports a third meeting each year. These meetings are designed to share expertise in the development and implementation of MHSIP performance indicators in each state.

Consultation With the States

Assessing need has been a main effort of WICHE. This entails generating prevalence estimates, analyzing service utilization data, and developing a strategy to estimate met and unmet need. The State of Arizona had WICHE do a presentation on a model for assessing state mental health needs. WICHE has worked with the State of Colorado on a legislatively funded project to assess the population in need of services. Another project has been for the State of Nebraska. In both the Colorado and Nebraska cases, an epidemiologist was employed to generate estimates of adults with serious mental illness and youths with serious emotional disturbance. Other contractors helped combine service utilization data across multiple departments. WICHE worked with these states to develop a strategy to combine these data and estimate unmet need. The plan is to build on these efforts and develop a model to assess need in all Western states.

Staff supports using quantitative and qualitative data in state mental health systems management in other ways. WICHE staff provides technical support for implementing consumer surveys to two states. In Wyoming, staff continues to provide technical assistance to

a private, nonprofit organization conducting surveys of consumers to evaluate services. As part of contracts with South Dakota and Wyoming, staff developed a computer application to enter and analyze data from consumer surveys; the results have been used to develop performance indicators. Staff also conducted evaluations of federal Knowledge Development and Application (KDA) grants in California and Wyoming. And finally, WICHE integrated state data from mental health, substance abuse, and Medicaid to generate unduplicated counts of consumers and develop performance indicators in Nebraska.

Consultation with Boston University

The WICHE Mental Health Program has been working for several years with two different programs at Boston University. The goal of the first project is to implement a culturally competent exemplary practice in university psychiatric residence training programs. A lot of interest has been generated by this project to move a cultural competence model from a mental health program to a university setting. Starting with two universities, the effort expanded to four after the first year. WICHE is evaluating this KDA grant.

The second project, run by BU's Sargent College of Health and Rehabilitation Sciences, involves enhancing the cultural competence of a BU graduate clinical practice curriculum on establishing effective interpersonal relations in rehabilitation counseling. Members of the WICHE panels that created the national standards in Cultural Competence in Mental Health will review the curriculum and suggest needed cultural competence inserts. After incorporating the suggested changes, WICHE will assist BU in pilot testing the curriculum.

WICHE's involvement with these two Boston University projects was perceived as an entry into expanding our expertise in cultural competence into the practical arena of professional health sciences curriculum and training. While the financial reward for our participation has been modest, these projects are a good example of WICHE expertise in cultural competence being valued as a national asset.

Other Activities

WICHE/MHP continues to host the Frontier Mental Health Resources Network Web site and respond to related requests for information. The federal Center for Mental Health Services has not provided ongoing support for these activities; however, the program continues to seek such support from federal and private sources.

Jim Stockdill has represented the WICHE/MHP on the planning committee for the annual conference of the National Association for Rural Mental Health, to be held August 26-29, 2002, in Santa Fe. Jim will continue to participate in this activity.

The program has been approached by the federal Office for the Advancement of Telehealth (HRSA/OAT) to provide consultation to a North Dakota grantee (Northland Health Alliance) relating to identifying exemplary tele-mental health programs and practices, performance objectives, and outcomes. The contract would provide \$32,500 for related consultation activities and preparation of a report.

The National Institutes of Mental Health (NIMH) Office of Rural Mental Health Research has agreed to provide logistical support for travel in connection with a WICHE/MHP sponsored series of regional meetings to focus on Rural Mental Health Research and enhancing linkages

between researchers, the public mental health programs in the West, and community systems of care. We plan to hold one meeting in Boulder during the Spring of 2002 and another in connection with the National Association of Rural Mental Health (NARMH) Annual Conference in Santa Fe in August. In other research related activities, Dennis Mohatt has been asked by the National Association of State Mental Health Program Directors (NASMHPD) to serve on the Executive Steering Committee for their Developing Center for Intervention and Services Research, should this be funded by NIMH. The potential for additional collaboration, and subcontracts, with NASMHPD has been discussed between Dennis and Bob Glover.

FISCAL RESOURCES

The Budget Summary for the WICHE/MHP is attached to this narrative. The program shows a degradation of cash reserves since 1999. The projects outlined above for the states and other entities, if funded and executed, will reverse this degradation. The goal of rebuilding a cash reserve of at least \$225,000, which would be equal to one-year of full dues support, is a program priority. It will take three to five years to rebuild the reserve.

The funding for the program continues to be a mixture of affiliation dues, contracts, and grants. Each year three to four states fail to meet their dues obligation. Currently North Dakota, Montana, and Nevada have each failed to pay their affiliation dues for multiple years. The program director has initiated discussions with officials in these states to seek their active participation, both in the activities of the program and payment of dues.

PROPOSED MENTAL HEALTH PROJECTS

The West is a region defined by vast spaces, expanding urban areas, and diverse cultures. It is also a region where the connections between behavioral science research, public policy, workforce development, and practice are tenuous at best. The WICHE Mental Health Program targets those areas of need in mental health which significantly impact Western society and can be best addressed through regional partnerships.

Cultural Competence Technical Assistance

Providing effective behavioral health services in an increasingly racially and culturally diverse West is of keen interest to the WICHE Mental Health Program. Since the early 1990s, WICHE has led the nation in exploring core racial/ethnic competencies necessary for both mental health programs and individuals to operate effectively with diverse populations. The cultural competency standards developed by WICHE-led work groups have been adopted by the federal Center for Mental Health Services.

The WICHE Mental Health Program proposes to host a major knowledge exchange conference on cultural competency as a next step toward implementing the standards broadly. The conference will bring together leading experts on cultural competence, public mental health policy, and representatives of higher education responsible for designing and operating academic programs for behavioral health professionals. Through a structured exchange of information and focused small group activities, we plan to generate a set of action plans for higher education to use in assisting the states in building a culturally competent workforce.

The Frontier Mental Health Network

The WICHE Mental Health Program seeks to revitalize and expand the work of the Frontier Mental Health Services Resource Network. The initial activities of the network greatly expanded the information base for better understanding the issues of providing quality mental health services in frontier America. Building on this, we propose to make technical assistance available for improving these systems of care for mental health in frontier areas by focusing on interconnected and mutually supporting activities. Knowledge & Information Exchange activities will refresh and maintain the network Web site, so that information and links are current. Advancement of Telehealth activities will: 1) expand our knowledge of existing resources; 2) ensure consumer and practitioner awareness of those resources; and 3) facilitate expanding affordable and accessible telehealth resources through collaborative partnerships. Outreach to Primary Care will build links between the network, state mental health, rural health offices, and primary care associations. Technical Assistance will: 1) establish a cadre of experts to provide direct assistance to the field; 2) create a "train the trainer" consortium linking exemplary frontier systems to those needing assistance; 3) facilitate inter- and intra-state exchange of expertise; and 4) develop Technical Assistance Briefs based on actual field activities.

Supported Education

The WICHE Mental Health Program proposes to develop and pilot a statewide system of supported education for persons recovering from serious mental illness. Serious mental illness is often first identified between the ages of 15 and 24, when most people are just planning or beginning their higher education. With modern medication and psychotherapy, many young people recover from these illnesses but need educational support to succeed in school, qualify for productive employment, and become fully contributing community members. Boston University started the first supported education program in 1981. A few Western community colleges and universities have implemented supported education, but the concept is not well known in the region. A statewide policy development and planning process is vitally needed to make supported education services available to more students with disabilities. WICHE Mental Health would implement this in two Western states and establish closer collaboration between state mental health agencies and higher education systems. The model and results would be distributed across the West.

Knowledge Exchange

The WICHE Mental Health Program proposes to conduct three invitational knowledge exchange roundtables across the West to develop a better regional connection. These events, part of the Western Regional Conference to Promote the Integration of State Policy, Research, and Knowledge Exchange in Rural/Frontier Behavioral Health, will bring together behavioral scientists from higher education, public mental health officials, consumers of mental health services, and other stakeholders. The meetings will include presentations by experts on current efforts; panel discussions by researchers, consumers, and policymakers providing overviews of research and future directions; and breakout sessions examining how best to promote integration. The roundtables will be conducted in the WICHE states, with one held in the intermountain region (North Dakota, South Dakota, Montana, Wyoming, Colorado, and

Idaho); one in the Southwest (Arizona, New Mexico, Utah, and Nevada); and one in the Pacific region: (California, Oregon, Washington, Alaska, and Hawaii). WICHE will publish a proceedings based on the conference findings, disseminating it in print and via the WICHE Web site.

Behavioral Health Needs Assessment

The WICHE Mental Health Program proposes to assess these needs as a means of supporting public behavioral health policy formation and developing objective performance indicators. The project will estimate the prevalence of behavioral health disorders, using a proven synthetic analysis technique. Results from the National Comorbidity Survey (NCS) will provide the core of the analysis to be applied to counties, using Y2K census population data and other census estimates to establish behavioral health need projections. These projections, coupled with state public mental health service utilization data, will greatly enhance the ability of the public mental health system in the West to establish performance standards associated with real need, resource distribution, underserved populations, and accessibility. The assessment results will be shared directly with public mental health personnel and be made available to the public domain via Web site publication.

Western Mental Health Intervention and Services Research Institute

The WICHE Mental Health Program proposes to develop a multi-institutional collaborative intervention and services research institute on rural and frontier mental health. The institute would facilitate a unique dialogue and knowledge exchange network covering a continuum starting with developing research projects, then disseminating the findings, and ending with technical assistance to support their adoption in the field among researchers, public policy officials, practitioners, and consumers across the West. Further, WICHE envisions this as a sustainable rural/frontier center of excellence that would focus on improving existing community practices, promoting innovative solutions, and nurturing and developing new researchers. The institute would build partnerships in rural/frontier research and generally expand the range of research activities in the West beyond the boundaries or agenda of any one research institution or behavioral science paradigm.

Workforce Development

The West's public mental health system is challenged to meet the workforce deployment needs of a diverse and rapidly changing environment. New professionals, as well as those already deployed, frequently struggle to adapt to these changes. Strengthening the linkages between higher education programs that prepare mental health professionals and the public mental health systems that deploy them is a vital component in meeting these challenges.

The WICHE Mental Health Program proposes developing an action plan for increasing collaboration between higher education and the public mental health system through a three-step process. WICHE would: 1) establish a work group of stakeholders to identify practice components key to meeting public mental health practice needs; 2) assess perceptions of stakeholders about current curriculum and student competencies for practice in the West; and 3) convene the work group to review assessment results and form an action plan to enhance higher education and public mental health collaboration on workforce development.

Call to Order

Monday, 10.00 – 10.45 am
Centennial F



Call to Order Agenda, November 12, 2001

New Commissioner Biographical Sketches

Committee of the Whole Meeting Minutes, May 2001

Monday, November 12, 2001

10.00 - 10.45 am
Centennial F

Call to Order Agenda

Introduction of New Commissioners and Guests



Committee of the Whole Meeting Minutes,
May 21-22, 2001

Report of the Chair

Report of the Executive Director

What's Up in the WICHE States?

Report of the Nominating Committee

New WICHE Commissioners — Biographical Sketches

Arizona

Owen F. Cargol is the president of Northern Arizona University in Flagstaff, a post he has held since July of this year. Previous to this, Cargol served for five years as the president of the University of Maine at Augusta, where he assisted in the reorganization of the university, the creation of a new statewide and regional mission, and the addition of numerous degree programs. Cargol also held the post of president at Cleveland State University and worked in various other administrative and educational positions at Louisiana State University, Northern Idaho College, and elsewhere. He received his B.S. degrees from Louisiana State and Oregon State, an M.Ed. from Oregon State, and a D. Ed. from Pennsylvania State, and he completed his post doc at Harvard. He replaces Commissioner Frank Besnette.

Colorado

William F. Byers is the consumer and public relations manager of Grand Valley Power in Grand Junction, CO. Previous to this, he served as the general manager of Grand Mesa Eggs, the president and founder of Ag Management Consultants, and in several other positions. He has been the chairman of the Board of Cooperative Educational Services at Tilman M. Bishop Unified Technical Education Center from 1999 to the present, sits on the advisory board of Mesa State College, and has participated in numerous other community activities related to education. His B.S. in agriculture is from Colorado State University. He replaces Commissioner Debbie Allen.

Idaho

Gary Stivers was named the executive director of the Idaho State Board of Education in September. Prior to this, he was the director of the Idaho Industrial Commission for 11 years, and he served in other positions at the commission since 1978. As director of the Industrial Commission he managed a \$14 million budget and a staff of 138 in Boise and at 12 other regional offices. Earlier, he worked at the Idaho Division of Vocational Rehabilitation for 10 years. He earned his bachelor's and master's degrees in education from Boise State University and the College of Idaho, respectively. He replaces Commissioner Greg Fitch.

Nevada

Jane A. Nichols is the sixth chancellor of the University and Community College System of Nevada, appointed in September 2000. Prior to this, she held the positions of interim chancellor and vice chancellor for academic and student affairs. Before joining UCCSN in 1997, she served as the associate dean of the College of Education at the University of Nevada, Reno, where she'd been a faculty member since 1984, and also as an associate professor in the Dept. of Social Work and acting director of its graduate program. More recently, she served as coordinator of the core curriculum and as director of university assessment from 1990-1995. She earned an Ed.D. in higher education with a concentration in administration and statistics from the University of Tennessee, Knoxville. She also holds a master's degree in social work with emphasis in administration and casework from the University of North Carolina, Chapel Hill; and a B.A. (with distinction) in psychology and a concentration in mathematics from Southwestern at Memphis (now Rhodes College). She replaces Commissioner Paul Page.

New WICHE Commissioners — Biographical Sketches (continued)

Utah

E. George Mantes has served on the Utah State Board of Regents since his appointment by the governor in 1999. From 1990 to 1998, he was a member of the Utah Senate, where he was a two-term minority whip and worked on a number of committees, including those focused on health policy and appropriations. Mantes is currently the president and CEO of Mantes Realty, a commercial real estate company. He received his B.S. degree in marketing from the University of Utah. He replaces Commissioner Aileen Clyde.

**WICHE Commission
Committee of the Whole
Meeting Minutes**

**May 21-22, 2001
Jackson Hole, Wyoming**

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Participant List

COMMISSIONERS

ALASKA

Diane M. Barrans
Executive Director
Alaska Commission on
Postsecondary Education
Juneau
Guest: Kelly Kirkpatrick

Johnny Ellis
State Senator
Anchorage

ARIZONA

Linda Blessing
Executive Director
Arizona Board of Regents
Phoenix

Lawrence Gudis
Senior Regional Vice
President
University of Phoenix
Phoenix

CALIFORNIA

Warren Fox
Executive Director
California Postsecondary
Education Commission
Sacramento

Herbert Medina
Assistant Professor
Department of Mathematics
Loyola Marymount
University
Los Angeles

COLORADO

William G. Kuepper, III
Senior Policy Analyst
Colorado Commission on
Higher Education
Denver
Guest: Janet Kuepper

Joe D. May (former
commissioner)
President
Colorado Community
College and Occupational
Education System
Denver

Anthony John Rechlitz
Lawyer
Levin, Rechlitz and Shimel,
LLC.
Denver

HAWAII

Doris Ching
Vice President for Student
Affairs
University of Hawaii at
Manoa
Honolulu

Clyde Kodani
President
Kodani & Associates, Inc.
Lihue
Guest: Helena Kodani

Raymond S. Ono
Senior Vice President
University Banking Center
First Hawaiian Bank
Honolulu

IDAHO

Greg Fitch
Executive Director
State Board of Education
Boise

Jack Riggs
Lt. Governor and Physician
Boise

Charles Ruch
President
Boise State University
Boise
Guest: Sally Ruch

MONTANA

Richard Crofts
Commissioner
Montana University System
Helena
Guest: June Crofts

Francis J. Kerins
Former President
Carroll College
Helena

NEVADA

Paul Page
Vice President for University
Advancement
University of Nevada
Reno

Carl Shaff
Educational Consultant
Nevada State Department of
Education
Reno

NEW MEXICO

Everett Frost, Immediate Past
Chair
President
Eastern New Mexico
University
Portales
Guest: Janet Frost

Pauline Gubbels
State Representative
Albuquerque

Bruce Hamlett
Executive Director
Commission on Higher
Education
Santa Fe

NORTH DAKOTA

Larry Isaak
Chancellor
North Dakota University
System
Bismarck

Richard Kunkel
Member
State Board of Higher
Education
Devils Lake

David E. Nething
State Senator
Jamestown

OREGON

Nicki Harrington
President
Blue Mountain Community
College
Pendleton

George E. Richardson, Jr.
Manager, Federal and Local
Government Relations and
Community Affairs
NW Natural
Portland

Diane Vines
Vice Chancellor for
Corporate and Public Affairs
Office of the Chancellor
Oregon University System
Portland

SOUTH DAKOTA

Robert Burns
Distinguished Professor
Political Science Department
South Dakota State
University
Brookings
Guest: Donna Burns

David R. Gienapp
Member
South Dakota Board of
Regents
Madison
Guest: Nancy Gienapp

Robert T. (Tad) Perry, WICHE
Vice Chair
Executive Director
South Dakota Board of
Regents
Pierre

UTAH

Aileen Clyde
Vice Chair
State Board of Regents
Springville

David Gladwell
State Senator and Attorney
Ogden
Guest: Ruth Ann Gladwell

WASHINGTON

Don Carlson
State Senator
Vancouver

Marcus Gaspard
Executive Director
Washington State Higher
Education Coordinating
Board
Olympia

WYOMING

John Barrasso, MD
Casper
Guest: Patti Green

Philip Dubois
President
University of Wyoming
Laramie

Jenne Lee Twiford
Principal
Douglas Middle School
Douglas
Guest: Jim Twiford

GUESTS

Patrick Callan

President
National Center for Public
Policy and Higher Education
San Jose, CA

The Honorable Jim Geringer
Governor
State of Wyoming
Cheyenne, WY

Lyle Hillyard
Utah State Senator and
Former WICHE
Commissioner
Guests: Alice Hillyard
Matt Hillyard

Heather Jack
Director of State Relations
National Center for Public
Policy and Higher Education
San Jose, CA

Ed Jolovich
Chair
Wyoming Community
College Commission
Cheyenne
Guest: Alice Jolovich

Dennis Jones
President
National Center for Higher
Education Management
Systems (NCHEMS)
Boulder, CO

Robert O. Kelley
Dean, College of Health
Sciences
University of Wyoming and
Wyoming WICHE Certifying
Officer
Laramie, WY
Guest: Marcia Kelley

Bill Massy
Professor Emeritus, Stanford
University and President, The
Jackson Hole Higher
Education Group, Inc.

Jackson, WY
Guest: Sally Vaughn

Rita Meyer
Chief of Staff to the
Governor of Wyoming
Cheyenne, WY

Ron Sparks, II
Nevada WICHE Certifying
Officer
Reno, NV

STAFF

Cheryl Blanco
Director
Policy Analysis and Research

Sandy Jackson
Program Coordinator
Student Exchange Program

Sally Johnstone
Director
Western Cooperative for
Educational
Telecommunications

David Longanecker
Executive Director

Dewayne Matthews
Director
Programs and Services

Jere Mock
Director
Communications and Public
Affairs
Guest: Bruce Mock

Marv Myers
Director
Administrative Services
Guest: Mary Myers

Jim Stockdill
Interim Director
Mental Health Program

Marla Williams
Administrative Assistant to the
Executive Director and
Executive Secretary to the
Commission

Carol Wimert
Administrative Secretary
Communications and Public
Affairs

Committee of the Whole

Vice Chair Perry called the meeting to order, and announced that Chair Stonington was not able to attend this meeting due to a recent horse-riding accident. He said Chair Stonington was expected to recover fully. He introduced newly appointed Commissioner Bill Kuepper III, of Colorado, and congratulated Commissioners Don Carlson of Washington, Phil Dubois of Wyoming, and Bruce Hamlett of New Mexico on their reappointments to the WICHE Commission.

Report of the Chair

The report of the chair was deferred until November.

Report of the Executive Director

David Longanecker said in addition to the "director's report," he would provide brief updates on WICHE's programs.

Longanecker reported the new commissioner orientation session was held on Sunday, May 20. He said in addition to newly appointed WICHE commissioners, Commissioner Nething of North Dakota attended the session and found it to be informative and useful. Longanecker said he intends to open future orientation sessions to all interested commissioners.

Longanecker said he believes this has been a good and productive year for WICHE. Programs have been developed and ideas for programs have been generated. He said significant development of ideas include the following:

- The NEON (Northwest Educational Outreach Network) proposal, is an initiative of the Northwest Academic Forum. Longanecker said he is concerned about the funding for this proposal. He believes it is an important project and funding opportunities will continue to be explored.
- The American TeleEdcommunications Alliance is promising to help states meet current and future telecommunications infrastructure needs. All four of the regional compacts have signed the contract and discussions are continuing with MiCTA about their willingness to move forward.
- A proposal has been submitted to the Hearst Foundation related to the ADA (Americans with Disabilities Act), but specifically to students with mental illness.
- WICHE's new office location and the revised look of WICHE's printed and Web material continue in the development stages.
- Significant effort has continued to secure funding for finance activities to assist Western states in this critical and challenging arena, as states try to meet increased demands with outdated funding structures.
- The Western Cooperative for Educational Telecommunications has received major funding from the Hewlett Foundation to move into some new areas about successful delivery of telecommunicated knowledge structures.

- The advanced placement initiative is funded and well underway.
- The Pathways to College Project Network is also funded and has generated much interest in the states.
- Existing programs continue to be highly active. Funding for the Doctoral Scholars Program (under Suzanne Benally's leadership) is being sought to continue efforts to increase the number of traditionally underrepresented people of color pursuing careers as faculty members. Longanecker said it is clear that active participation from the states and institutions is needed if this program is going to be sustained.
- CONAHEC (the Consortium for North American Higher Education Collaboration), which was spawned by WICHE a decade ago, is now its own organization. WICHE still provides substantial staff services on a fee-for-service basis. CONAHEC is a very healthy organization and its membership has grown over the last year and a half by about 50 percent.

Future Directions

Longanecker said the future will hold much change for WICHE, and that its direction will be guided by our current and past programs and projects.

He said he is concerned about funding for several projects, including the following:

- Funding for the legislative engagement project, supported by the Ford Foundation, ends in December. The continued funding and direction of this project are currently under negotiation with the Ford Foundation.
- The IT Workforce Forum and the U.S./U.K. meeting have not been funded. Both meetings are planned for this fall, and without funding they will need to be cancelled.

Longanecker said he believes key issues where WICHE should provide assistance to the states are:

- 1) Meeting the demand for higher education with limited public services.
- 2) Accountability.
- 3) Increasing higher education's visibility in state policymaking. He said working with other organizations, such as the Western Governors' Association, the Council of State Governments, and the Education Commission of the States, to increase their awareness of the importance of higher education and these critical issues should help WICHE make a difference in the states. He said leadership is more than a good workplan and a strong staff; it's a strong staff working on a good workplan with the assistance a strong leadership.

Longanecker said he wanted to mention a couple of staff:

- Jim Stockdill came out of retirement during the past few months to help WICHE's Mental Health Program during the interim between directors for this program. Under his leadership, the Mental Health Program has continued its work and successfully completed recruitment process for a new director of the program. He said Stockdill made a tremendous contribution to WICHE by stepping into this role.
- Dewayne Matthews is attending his last commission meeting as a WICHE staff member. He has resigned to accept the position of vice president for state services for the Education Commission of the States. Longanecker said Matthews has been a creative leader and a personal friend who will be missed by WICHE. Hawaii Commissioners Ching, Kodani, and Ono presented Matthews with a parting gift, and Commissioner Frost described Matthews' experience during his employment in New Mexico. Vice Chair Perry, on behalf of the WICHE Commission, expressed best wishes to Matthews in his new role.

Report of the Executive Committee

Commissioner Frost said during its closed session, the Executive Committee reviewed David Longanecker's performance and objectives. The committee recommended that last year's bonus of \$1,200 be made a permanent part of the executive director's salary. It further recommended that a merit increase of 3.5 percent be provided for this fiscal year, resulting in a salary of \$145,059.

Commissioner Frost said during its open session, the Executive Committee approved its meeting minutes and the minutes of the planning committee and reviewed the May and November commission meeting schedules. It also discussed: 1) Plans for WICHE's 50th anniversary celebration; 2) an expanded review of the executive director's evaluation process; and 3) key issues in higher education including energy, U.S./Mexico collaboration, resident and nonresident tuition, and expenses associated with the ADA (American with Disabilities Act). (See committee minutes for detail.)

COMMISSIONERS FROST/FOX (M/S) APPROVAL OF THE REPORT OF THE EXECUTIVE COMMITTEE AND THE COMPENSATION RECOMMENDATION FOR THE EXECUTIVE DIRECTOR. The motion passed unanimously.

Report of the Issue Analysis and Research Committee

Commissioner Ruch said during its meeting, the Issue Analysis and Research Committee approved its meeting minutes. It also approved the FY 2002 Workplan, and a new project, "Finding the Will and the Way," for consideration by the full commission. He said the committee strongly supported the development of the Student Mobility Project, described in a handout distributed at the committee meeting. He said the committee also heard updates regarding WICHE's public affairs and communications, Western Cooperative for Educational Telecommunications, and WICHE's policy analysis and research activities. (See committee minutes for detail.)

COMMISSIONER RUCH/CROFTS (M/S) APPROVAL OF THE REPORT OF THE ISSUES ANALYSIS AND RESEARCH COMMITTEE AND APPROVAL TO SEEK, RECEIVE AND EXPEND

FUNDS TO SUPPORT A PROJECT TO EXAMINE THE IMPACT OF REVENUE AND EXPENDITURE CONSTRAINTS ON THE FUTURE VIABILITY OF HIGHER EDUCATION IN THE WEST. The motion passed unanimously.

Report of the Programs and Services Committee

Commissioner Barrans said during its meeting, the Programs and Services Committee approved its meeting minutes and the advancement of the FY 2002 Workplan for approval by the full commission. She said the committee heard updates regarding the Western Consortium for Accelerated Learning Opportunities (AP Project), Legislative Engagement in Higher Education Policy Project, the Compact for Faculty Diversity, the American TeleEdCommunications Alliance, and the Student Exchange Programs, noting a 20 percent increase in enrollment over last year in the Western Undergraduate Exchange Program. The committee also expressed appreciation for Dewayne Matthew's service to WICHE. (See committee minutes for detail.)

COMMISSIONERS BARRANS/NETHING (M/S) APPROVAL OF THE REPORT OF THE PROGRAMS AND SERVICES COMMITTEE. The motion passed unanimously.

Report of the Benefits Committee

Commissioner Dubois reported that the Benefits Committee was appointed by the chair last year as an ad hoc committee. He said the committee included Don Carlson of Washington, Cece Foxley of Utah, and himself. He said the committee's report was distributed to all commissioners and included a survey of organizations and agencies in the Western states for comparison purposes of the WICHE's benefits package. The committee concluded that WICHE's benefits were comparable in almost all areas, except WICHE should: 1) increase its contribution to staff retirement from 7 to 10 percent; and 2) provide a sick leave conversion plan for staff following retirement to assist in the costs of health-related expenses. He explained the formula for the proposed sick leave conversion plan, and said the committee was not in total agreement about approving this item. He said both enhancements were included in the FY 2002 budget. He said the committee's priorities for staff benefits are: 1) providing salary increases and existing benefits; 2) enhancing WICHE's contribution to staff retirement; and 3) providing the new sick leave conversion benefit.

COMMISSIONERS DUBOIS/CARLSON (M/S) APPROVAL OF THE REPORT OF THE BENEFITS COMMITTEE AND RECOMMENDED DISCUSSION ON ANY ACTION RELATED TO WICHE'S STAFF BENEFITS DURING PRESENTATION OF THIS ACTION ITEM TO THE FULL COMMISSION. The motion passed unanimously.

Action Items

Approval of the November 2000 Meeting Minutes

COMMISSIONERS RECHLITZ/RUCH (M/S) APPROVAL OF THE COMMISSION MINUTES OF NOVEMBER 13-14, 2000. The motion passed unanimously.

Approval of the Fiscal Year 2002 Workplan

David Longanecker said all commission committees had discussed and recommended approval of the proposed Fiscal Year 2002 Workplan (Tab 9 of the agenda book). He said he believes it is an aggressive plan and one that fits the policy agenda needs of the West.

COMMISSIONERS SHAFF/BLESSING (M/S) APPROVAL OF THE FISCAL YEAR 2002 WORKPLAN. The motion was unanimously approved.

Approval of the Fiscal Year 2002 Salary and Benefits Recommendations

Marv Myers reviewed the Fiscal Year 2002 salary and benefits recommendations. He said the recommendations include: 1) merit increases (nonexempt staff at 3.9 percent and exempt staff at 3.5 percent), 2) equity salary adjustments (at .13 percent), 3) salary schedule adjustments (at .43 percent), 4) restoration of the 2 for 1 match for retirement contributions (at .42 percent), and 5) implementation of the new sick leave conversion plan (at .56 percent). The total cost of the proposed salary and benefit recommendation is 5.79 percent of eligible salaries or 5.29 percent of total salaries.

Myers reminded the commission that salary survey information was distributed to all commissioners and an updated information sheet was distributed at the meeting. The survey information includes the 15 states' salary comparisons conducted by the State Higher Education Executive Officers (SHEEO). The information also included a survey of the 15 states conducted by WICHE with information provided by SHEEO offices and institutions in the WICHE states.

Commissioner Dubois, chair of the Benefits Review Committee, stated that he believes the restoration of the retirement contribution was extremely important and said the new sick leave conversion benefit is not a priority and would not be as useful as a recruitment tool. He suggested the \$4,400 cost of the new benefit, which benefits few staff, could be better spent elsewhere. Myers said WICHE currently does nothing to assist retired employees with health care costs or anything beyond retirement contributions. Commission Carlson, a member of the Benefits Review Committee, recommended the commission approve the new benefit because it rewards long-term, loyal staff members.

Vice Chair Perry said there were several options for the commission to consider: 1) adopt the recommendations as presented; 2) adjust the merit increase amount; 3) choose to fund or not fund the retirement restoration; and 4) approve or disapprove the new sick leave conversion benefit.

Commissioner Kerins said the recommendations had been reviewed, studied, and approved

by a number of the commissioners and he believes it would be prudent for the full commission to approve it. Longanecker said while the recommendation is presented as a package, he fully expected there would be some disagreement on some of the recommendations. He said raising questions about the recommendation is entirely appropriate.

Commissioner Gubbels asked if WICHE had had a sick leave conversion benefit in the past. Longanecker said WICHE had not. He said two years ago the retirement benefit was cut during difficult financial times and this proposal would restore that benefit to its original level. He said the restorative and new benefit recommendations were proposed because the survey results showed that WICHE was behind in these benefit areas.

Commissioner Crofts asked if WICHE's health insurance carrier allows retirees to continue insurance coverage. Myers said they do not allow this due to WICHE's small number of employees. Crofts commented that this fact is important as the new sick leave conversion benefit is considered.

Commissioner Fox asked if the Benefits Review Committee had a recommendation on each of the proposed benefits. Dubois said there was a legitimate difference of opinion among the members of the Benefits Review Committee about the sick leave conversion policy for retirees. Commissioner Carlson said the benefit recommendation is a package that was moved on for approval by the Executive Committee to the full commission. Dubois said he would not oppose the sick leave conversion benefit, but if he were considering it for his own institution, he would put the money elsewhere. Commissioner Frost said this recommendation should be approved because of WICHE's unique size and its inability to provide retirees with benefits beyond their termination as an employee. Commissioner Richardson asked if there was some other benefit that would serve the same purpose. Dubois said that when the committee reviewed the overall benefit package, they were not privy to the status of the budget. Commissioner Richardson asked how the staff felt about the benefit package. Longanecker said the staff committee had reviewed the benefit recommendations and had the same priority ranking for the benefits as the commission committee. He said if he could get a 5 percent merit increase he would forgo the new sick leave conversion benefit. He said at the time the benefit recommendations were developed, the budget picture was not as favorable as it has become recently due to the addition of some grants, and, consequently, the 3.5 percent merit increase was proposed during that less-than-favorable budget outlook. He said the reinstatement of the retirement contribution is necessary because WICHE has fallen behind competition, while the sick leave conversion is more discretionary.

COMMISSIONERS BARRANS/KERINS (M/S) APPROVAL OF THE FISCAL YEAR 2002 SALARY AND BENEFITS PACKAGE AS PROPOSED ON THE REVISED HANDOUT. The motion passed unanimously.

Approval of the Fiscal Year 2002 Budget

Marv Myers distributed a revised action item, dated May 19, 2001, for the General Fund Budget Estimate for FY 2001 and Proposal for FY 2002 Income and Expenditures. He said the reason for the revised budget is: 1) The Federal Reserve lowered interest rates once again, which in turn lowers WICHE's projections for interest income (to \$144,000 from \$170,000); the cost of the salary and benefit recommendations has decreased (\$40,028 instead of \$45,965); and the Western Cooperative for Educational Telecommunications received approval for a grant, increasing the indirect cost recovery income (to \$340,000 from \$260,000). Myers went on to explain various line items, noting the expenses associated with WICHE's new office

location and the one-time expenditure requested for Association Management Software.

Commissioner Kerins said the commission should be sensitive to the additional burden and workload that is placed on staff when they are successful in securing external funding.

Longanecker noted the FY 2002 budget projects a surplus of \$139,825. He said this projection is coming at a time when the states will be faced with a significant dues increase and commissioners may have a difficult time explaining this to their states. He said the surplus is driven entirely by indirect income connected with recently approved grants. He said part of what caused WICHE's financial trouble two years ago was relying on projected indirect income that did not always materialize. He said funding of this sort should never be relied upon for base support of the overall organization; rather it should be used for one time expenditures and not ongoing expenses. He said this substantial grant, received in just the last two weeks, will cause the commission to consider its budgeting methods and consider ways to use this surplus to further WICHE's cause and not WICHE's dependency on such sources of income. Longanecker said he would work with the Executive Committee over the summer about this issue and will raise it again with the commission in November. He asked states to contact him if they begin to experience trouble regarding the dues increase.

COMMISSIONERS VINES/FROST (M/S) APPROVAL OF THE FISCAL YEAR 2002 BUDGET AS PRESENTED IN THE MAY 19, 2001 REVISION. The motion passed unanimously, with 36 commissioners in attendance.

Meeting Evaluation

Vice Chair Perry asked the commissioners to return the meeting evaluation form located in the last part of Tab 9.

Other Business

COMMISSIONER ISAAK/ONO (M/S) APPROVAL THAT THE COMMISSION EXPRESSES SINCERE APPRECIATION TO DEWAYNE MATTHEWS FOR HIS NINE YEARS OF COMMITTED, HIGH-QUALITY, AND RESPONSIVE SERVICE TO THE COMMISSION AND THE ENTIRE WICHE REGION AND ALSO EXPRESSES THE COMMISSION'S VERY BEST WISHES FOR CONTINUED SUCCESS IN HIS NEW POSITION WITH THE EDUCATION COMMISSION OF THE STATES. The motion passed unanimously.

The meeting adjourned.

Special Events

Special events held during this meeting were:

- "What's Happening in the WICHE States," a report by WICHE staff
- "Higher Education in the West from A Governor's Perspective," a presentation by Governor Jim Geringer of Wyoming
- "Response to the Report Card in the West and Beyond," with speaker Dennis Jones,

president of the National Center for Higher Education Management Systems (NCHEMS)

- "What Can WICHE States and Commissioners Do?" with speaker Patrick M. Callan, president of the National Center for Public Policy and Higher Education
- Tour and Dinner at the University of Wyoming National Park Service Research Center, hosted by the University of Wyoming President Phil Dubois
- Policy Discussion: "Technology Costing Methodology-The Camel's Nose Under the Tent," with speaker Dennis Jones, president of the National Center for Higher Education Management Systems (NCHEMS)

Theme I Policy Discussion: "2002 Fiscal Outlook for the States and Implications for Higher Education"

Monday, 10.45 am – 12 noon
Centennial F

Discussion Description

*State Budget & Tax Actions 2001 – Preliminary Report:
Executive Summary*, published by The National Conference of State Legislatures

*State Spending for Higher Education in the Next Decade – The Battle to Sustain
Current Support*, published by The National Center for Public Policy and Higher Education
(through Chapter 2)

Monday, November 12, 2001

10.45 am - 12 noon
Centennial F

Theme I Policy Discussion: "2002 Fiscal Outlook for the States and Implications for Higher Education"

Those of you who have been following the development of the agenda for this meeting will note that this session is a recent addition. It seemed appropriate, given the recent evolving financial difficulties facing so many of our Western states, that we spend some time talking about what is happening and how this is likely to affect higher education.

Financial distress was already apparent before the events of September 11, 2001. As recently as our May 2001 meeting in Jackson, Wyoming, however, we were gladly reporting that most of the West had avoided what was beginning to be reflected throughout much of the rest of the country. But by late summer, a number of Western states were hearing rumors or receiving preliminary instructions for budget cuts. And the fiscal fallout from the September 11 national tragedy is further exacerbating the financial dilemma faced by many of the Western states. At the meeting we will bring all commissioners up-to-date on what has happened throughout the West, so that we might share the pain, and we will explore how this is likely to affect higher education, particularly in those states where there is an obvious collision between increasing demand for services and decreasing resources available. We will also discuss how these events are likely to affect WICHE as an organization, and how well our workplan is staged to help WICHE help its member states respond to the difficult times ahead.

Moderator: David Longanecker, executive director



NCSL NEWS

NATIONAL CONFERENCE OF STATE LEGISLATURES WILLIAM T. POUND, EXECUTIVE DIRECTOR

Date: August 1, 2001

Authors: Corina Eckl, 303-830-2200 x229
Arturo Pérez, 303-830-2200 x147

State Budget & Tax Actions 2001

Preliminary Report: Executive Summary

DENVER —These are the highlights of NCSL's annual survey on recent state budget and tax actions. Information is provided for 46 states, including Wisconsin where the budget is awaiting action by the governor. Three states—Massachusetts, New York and North Carolina—had not passed budgets by the time of this report. Tennessee's budget was vetoed by the governor and remains unresolved.

General Fiscal Condition of the States: Weakening

- The strong fiscal conditions of a year ago have been replaced by anemic revenue growth and expanding budget gaps. Seventeen states grappled with budget shortfalls arising in fiscal year (FY) 2001. The slowing economy also forced 20 states to take extraordinary actions to enact balanced budgets for FY 2002.
- Aggregate state balances fell 22 percent from FY 2000 to FY 2001, declining from \$43.7 billion to \$34.1 billion for the 46 reporting states. The aggregate balance combines general fund ending balances with rainy day fund balances.
- Balances as a percent of spending are waning. The \$34.1 billion represents 8.2 percent of FY 2001 general fund spending. While this percentage is positive for states, it is 3.3 percentage points lower than the FY 2000 balance of 11.5 percent. This is the first time since FY 1992 that the ending balance did not meet or exceed the previous year's balance. It also marks the biggest percentage drop since FY 1980, when balances fell from 9 percent to 4.4 percent.
- Thirty-three states saw their balances decline from FY 2001 to FY 2002, 11 saw their balances increase and in two there was no change.
- The number of states with balances above 5 percent is slipping. Of the reporting states, 36 ended FY 2001 with a balance exceeding 5 percent, the level Wall Street analysts recommend. Of these 36 states, 12 ended with balances exceeding 10 percent. The comparable numbers at the end of FY 2000 were 40 and 22, respectively.

- The economic slowdown has had uneven effects on the states, with some being hit much harder than others. As a group, however, the states are managing the current economic situation rather well so far, cushioned by healthy but diminishing reserves.
- State lawmakers took advantage of robust revenue growth in recent years to bolster rainy day funds, and those funds are proving to be important as general fund ending balances disappear. Increasingly, rainy day funds account for the bulk of total state balances. At the end of FY 2000, they accounted for about half of the total. That proportion grew to two-thirds at the end of FY 2001 and is projected to reach almost three-fourths by the end of FY 2002.
- For the 46 reporting states, revenues in FY 2001 grew 4.5 percent above FY 2000 levels. Five states collected less revenue in FY 2001 than they did in the prior year. By contrast, spending grew 9.1 percent, driven in part by rapidly rising Medicaid costs.

Dealing with Budget Shortfalls and Surpluses in FY 2001

The challenge of the past few years was how to deal with budget surpluses, and many states confronted that issue again in FY 2001. But for the first time in nearly a decade, a large number of states (17) also had to deal with mid-year budget shortfalls. The list of actions to eliminate the shortfalls included:

- Implementing targeted or across-the-board budget cuts (nine states)
- Tapping rainy day funds or other reserve funds (six states)
- Canceling or delaying capital projects (four states)
- Increasing state debt obligations (three states)
- Tapping tobacco settlement funds (two states)

Twenty-two states also reported that they took action to address budget surpluses. Actions included:

- Making deposits to the rainy day fund or other reserves (12 states)
- Funding capital projects (eight states)
- Reducing taxes (six states)
- Targeting funding for specific programs (six states)

Enacting Balanced Budgets for FY 2002

Just as ending FY 2001 with a balanced budget was a challenge for a third of the states, enacting one for FY 2002 also proved difficult for many. Twenty states indicated that extraordinary actions were needed to keep revenues and spending in line. Among the actions taken were:

- Tapping rainy day funds or other reserves (10 states)
- Cutting spending (10 states)
- Increasing taxes or other revenues (five states)
- Delaying expenditures (three states)
- Tapping tobacco settlement funds (three states)

Revenue and Spending Projections for FY 2002

- State revenues in FY 2002 are projected to grow 2.4 percent over FY 2001 levels. Appropriations are scheduled to grow 2.3 percent. The aggregate year-end balance is expected to decline to 6.3 percent by the end of FY 2002.
- Medicaid will capture the largest percentage of new spending in FY 2002. With 40 states reporting, Medicaid is budgeted to grow 8.7 percent. This is two to three times higher than the other major categories of state spending: K-12 education (3.7 percent), higher education (3.6 percent) and corrections (3 percent).

Tax Highlights: Seventh Consecutive Year for a Net Tax Reduction

Despite slower revenue growth due to the economic downturn, states will enact net tax cuts for the seventh consecutive year. The 2001 net tax reduction—\$1.8 billion with 46 states reporting—is substantially lower than last year's record \$9.9 billion cut. So far, this year's cut represents 0.3 percent of prior year tax collections.

- \$9.9 billion in 2000 (2.0 percent)
- \$7.3 billion in 1999 (1.7 percent)
- \$7.1 billion in 1998 (1.6 percent)
- \$2.6 billion in 1997 (0.6 percent)
- \$4.0 billion in 1996 (1.0 percent)
- \$3.3 billion in 1995 (0.9 percent)

Nine states cut taxes by 1 percent or more of 2000 collections, with three of these reducing taxes by 3 percent or more. Four states had tax increases of 1 percent or more, with two increasing taxes by at least 5 percent. Thirty-three states took no significant tax actions, with four states not reporting.

State Budget and Tax Actions 2001—Preliminary Report

Introduction

Each summer NCSL's Fiscal Affairs Program surveys members of the National Association of Legislative Fiscal Offices (NALFO) for information on state budget and tax actions that occurred in their most recently completed legislative sessions. This year's survey covers fiscal years (FY) 2001 and 2002. In most states, the budget data provided for FY 2001 are based on estimates; the budget and tax data for FY 2002 are based on projections. The tax data also include voter-approved measures affecting state revenues.

General fund budget and tax information is provided for 46 states, including Wisconsin where the budget is awaiting action by the governor. At the time of this report, budgets had not been adopted in Massachusetts, New York and North Carolina. Tennessee's budget was vetoed by the governor and remained unresolved at press time. The five states noted here were among seven that missed their FY 2002 budget deadlines. Appendix A discusses the factors contributing to these late budgets.

General Fiscal Condition of the States

The strong fiscal conditions of a year ago have been replaced by anemic revenue growth and expanding budget gaps. The first signs of an economic slowdown appeared in the fall of 2000. December revenue collections were of particular concern because they included sales tax revenues from holiday purchases. By February, state revenue collections were in a slide—the higher-than-expected revenue growth that had become almost routine turned painfully to lower-than-expected growth. Initially, state officials paused to consider if the lackluster revenue performance was an aberration or a trend. Although the answer varied among states, most officials conceded that the robust economy of recent years had ended.

Changes in Revenues and Spending in FY 2001

State revenue growth slowed in FY 2001 compared with recent years, growing only 4.5 percent above FY 2000 levels for the 46 reporting states. This compares with 8.7 percent growth in FY 2000 for the same states.¹ Eighteen states reported revenue growth above 5 percent, with five above 10 percent. Three of these states—Alaska, New Mexico and Oklahoma—attributed their revenue growth to robust energy prices. Half of the reporting states saw revenue growth lower than 5 percent, with four at 1 percent growth or less: Indiana (0.6 percent), Iowa (1 percent), Ohio (0.9 percent) and Pennsylvania (0.1 percent). Five states reported that FY 2001 revenues were below FY 2000 revenues: Georgia (-2.3 percent), Maine (-0.5 percent), Michigan (-2.7 percent), Wisconsin (-8.5 percent) and Wyoming (-4.3 percent).

On the spending side, FY 2001 general fund appropriations grew 9.1 percent, with 12 states reporting spending growth above 10 percent. Twenty-one states reported spending growth between 5 percent and 9.9 percent. Two states spent less in FY 2001 than they did in FY 2000: Alaska (-0.4 percent) and Wisconsin (-2.6 percent).

¹ Fiscal Studies Program, Nelson E. Rockefeller Institute of Government, State Revenue Report #41, September 2000

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At the same time that revenues sputtered, many states were facing spending overruns. Medicaid was the biggest culprit in FY 2001. Mid-way through the fiscal year nearly half the states reported that Medicaid spending was exceeding budget levels. In fact, Medicaid spending in FY 2001 grew by 14 percent over FY 2000, even though it originally had been budgeted to grow by 6.4 percent.²

Medicaid wasn't the only budget problem. Overages in corrections spending cropped up in several states. And funding for education, the single largest category of state spending, was insufficient to meet needs in a number of states.

Lower-than-expected revenues, spending overruns or both took a toll on state finances. The overall result is deterioration in state fiscal conditions compared with recent years.

The evidence of the economic slowdown and its effects on state finances varies, as indicated below.

- Seventeen states grappled with budget shortfalls arising in FY 2001. The slowing economy also forced 20 states to take extraordinary actions to enact balanced budgets for FY 2002.
- Aggregate state balances fell 22 percent from FY 2000 to FY 2001, declining from \$43.7 billion to \$34.1 billion for the 46 reporting states. The aggregate balance combines general fund ending balances with rainy day fund balances.
- Balances as a percent of spending are waning. The \$34.1 billion represents 8.2 percent of FY 2001 general fund spending. While this percentage is positive for states, it is 3.3 percentage points lower than the FY 2000 balance of 11.5 percent. This is the first time since FY 1992 that the ending balance did not meet or exceed the previous year's balance. It also marks the biggest percentage drop since FY 1980, when balances fell from 9 percent to 4.4 percent.
- Thirty-three states saw their balances decline from FY 2001 to FY 2002, 11 saw their balances increase and in two there was no change.
- The number of states with balances above 5 percent is slipping. Of the reporting states, 36 ended FY 2001 with a balance exceeding 5 percent, the level Wall Street analysts recommend. Of these 36 states, 12 ended with balances exceeding 10 percent. The comparable numbers at the end of FY 2000 were 40 and 22, respectively.

The economic slowdown has had uneven effects on the states, with some being hit much harder than others. But as a group, the states are managing the current economic situation rather well so far. States could have been in a much more precarious situation had it not been for the prudent action of state lawmakers during the economic expansion.

Determined to avoid fiscal pain reminiscent of the early 1990s—the last time the national economy faltered—state policymakers took advantage of the strong economy to channel excess revenues into capital construction projects, provide extra or one-time funding increases for certain programs and shore up rainy day funds. These well-endowed rainy day funds in particular are providing an important cushion for states as the economy slows.

As their name implies, rainy day funds are used to buttress state budgets when economic problems arise. These funds were not tapped in recent years because the strong economy generated extra revenues, and it was these revenues that states used to fund additional or unexpected spending needs. Some of the excess also was used to bolster rainy day funds. As the economy slows, however, this situation is changing. The extra revenues that states became accustomed to collecting are disappearing. These unspent revenues helped boost

² This information is based on the 40 states reporting Medicaid data

overall state ending balances for several years, but now they are shrinking as a share of state reserves. As the table below indicates, they represented almost half of state reserves at the end of FY 2000. But as the economy has slowed, these revenues are falling, both in actual dollars and as a percentage of total reserves. Had it not been for the prudent actions of state lawmakers to bolster rainy day funds, states would have significantly lower reserves to combat the effects of the slowing economy.

Fiscal Year	Year-end Balance (millions)	Percent of Total Balance	Rainy Day Fund Balance (millions)	Percent of Total Balance	Total Balance (millions)
FY 2000	\$20,160	46%	\$23,513	54%	\$43,673
FY 2001	\$11,445	34%	\$22,646	66%	\$34,091
FY 2002 (est.)	\$ 7,539	28%	\$19,205	72%	\$26,744

Dealing with Budget Surpluses and Shortfalls

The challenge of the past few years was how to deal with budget surpluses, and many states confronted that issue again in FY 2001. But for the first time in nearly a decade, a large number of states (17) also had to deal with mid-year budget shortfalls. The actions varied, with most states cutting spending or tapping other funds to augment the general fund.

- Nine states enacted targeted or across-the-board budget cuts. For example, Alabama implemented a 6.2 percent cut in the Education Trust Fund. Kentucky cut \$121.3 million from its budget, but exempted K-12 education, higher education and Medicaid. Mississippi cut general fund agency appropriations by \$106.8 million. In South Carolina, agencies were hit with a 1 percent across-the-board cut in May to save \$48.1 million. Ohio implemented two rounds of cuts. In December, most agencies experienced a 1 percent to 2 percent cut (the judicial branch, Department of Education and veteran organizations were exempt). In March, agencies were required to cut spending by another 1 percent. The courts and education were not exempt from this round of cuts. Because it appeared doubtful that West Virginia would make its revenue target, the state's new governor cut spending by 3 percent on his first day in office.
- Six states tapped rainy day funds or other reserve funds. Rainy day fund withdrawals were \$46.3 million in Indiana, \$38.8 million in Kentucky, \$77 million in Michigan and \$85 million in Mississippi. Three of these states also tapped other reserves. Indiana transferred \$103.4 million from its Medicaid Reserve, Kentucky took \$29.3 million from excess restricted funds and Mississippi transferred \$12.3 million from special fund agencies. Colorado (\$243.9 million) and South Carolina (\$98.6 million) also tapped other state reserve funds in FY 2001.
- Four states cancelled or delayed capital projects. Colorado delayed new projects until March 1, 2002. Indiana canceled or delayed \$88.3 million in various capital projects. Missouri canceled higher education projects. Through executive order, Virginia's governor froze capital projects.
- Three states increased debt obligations. Michigan boosted debt obligations by \$210 million and switched from cash to debt financing on three state construction projects. Oregon issued more debt as well. In Pennsylvania, officials issued debt for state museums instead of appropriating \$100 million in cash.

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- Two states tapped their tobacco settlement funds. Missouri transferred \$126.9 million and Oregon transferred \$348.2 million from these funds into their general funds.

A few states reported shortfalls in selected agencies or other developments that required mid-year adjustments. In Delaware, the administration required certain agencies to reduce spending by 2.5 percent with the funds being redirected to problem areas—primarily Medicaid, public education and ongoing statewide technology projects. In Maryland, the General Assembly enacted a tax amnesty program, with a portion of the proceeds earmarked to address funding deficiencies for mental health services. In Pennsylvania, the revenue surplus fell short of the winter estimate by almost \$119 million, so lawmakers suspended a \$49 million transfer to the rainy day fund and issued debt for some projects. The state still was able to enact a targeted tax cut. Texas did not have a situation where spending exceeded revenues, but there were a few programs, chiefly Medicaid and prisons, in which costs exceeded appropriations. The overages were addressed primarily by taking unneeded funds from other state agencies.

Twenty-two states also reported that they took action to address budget surpluses.

- Twelve states made deposits to their rainy day funds or other reserves. Two states made sizeable transfers to their funds, such as Georgia's \$170.4 million deposit and New Mexico's \$144.9 million deposit. The other transfers were more modest and included Alabama (\$5 million), Connecticut (\$30.7 million), New Hampshire (\$20 million), New Jersey (\$21.9 million), Ohio (\$13.1 million), West Virginia (\$12 million) and Wyoming (\$17.7 million). In both Ohio and West Virginia, mid-year budget cuts left very small surpluses that made the rainy day fund deposits possible. A few states also made deposits to other state reserves. Maryland transferred \$14.6 million to such reserve funds. Vermont transferred \$10 million to a health care fund. Wyoming made a biennial allotment of \$30 million to higher education for an endowment fund.
- Eight states used extra revenues to fund capital projects. For example, Connecticut funded school construction, transportation and open space acquisition. Georgia provided \$558.9 million, including \$90.9 million in bonds, for public school construction as well as higher education projects and road improvements. Maryland provided funding for higher education, public school construction, transportation and local projects. The state also sold an additional \$30 million in general obligation bonds to support programs that would otherwise have been paid for by the general fund. Utah funded higher education facilities construction and capital improvements for state parks.
- Six states reduced taxes to help offset excess revenues. Georgia provided \$166 million for property tax relief. Hawaii provided a high-tech business tax credit and exempted aircraft leases from the general excise tax. Idaho cut a variety of taxes. Maryland boosted the Earned Income Tax Credit. Minnesota provided a sales tax rebate of \$791 million. Pennsylvania enacted a new education tax credit for business, expanded the poverty exemption and took various other actions for a total cut of \$64.4 million.
- Six states targeted funding to specific programs. Connecticut funded energy programs and municipal revenue sharing. Idaho provided funds for rural economic development grants and state parks. Texas targeted a variety of programs including Medicaid, teacher health insurance and state employee and teacher retirement. Utah funded public education technology and training and provided support for the Industrial Assistance Fund. Vermont funded public safety and several small programs. Wyoming targeted water development.

Enacting Balanced Budgets for FY 2002

Just as ending FY 2001 with a balanced budget was a challenge for a third of the states, enacting one for FY 2002 also proved difficult for many. State analysts project that FY 2002 revenues will grow 2.4 percent, almost half as much as FY 2001 revenue growth. Appropriations are scheduled to grow 2.3 percent.

Twenty states indicated that extraordinary actions were needed to balance revenues and spending. Among the actions taken were:

- Ten states tapped rainy day funds or other reserves. For example, Kentucky will use half its rainy day fund, or \$120 million, to help balance its budget. Indiana expects to use \$200 million from the Lottery and Gaming Surplus Account, \$26.3 million from the rainy day fund and \$51.7 million from the Tuition Reserve Fund. Michigan will transfer \$155 million from its rainy day fund. Ohio will use \$100 million from the Family Services Stabilization Fund, among other funds. South Carolina will tap agency revenue accounts. Other states tapping reserves are Maine, Mississippi, Rhode Island and Washington.
- Ten states reduced appropriation levels, although education and health care often were exempt from the cuts. For instance, funding for most state agencies in Arkansas was reduced below FY 2001 levels, except for K-12 and higher education, human services and corrections. Iowa reduced the FY 2002 budget by \$43 million below FY 2001 spending. Kentucky enacted a 3 percent across-the-board cut, but excluded K-12 education, higher education and Medicaid. Michigan reduced appropriations by \$200 million. South Carolina implemented agency base reductions totaling \$176.5 million, although public education and colleges and universities were exempted. Ohio cut appropriations by 1.5 percent, but excluded the Department of Education, Board of Regents, Department of Corrections and the Department of Mental Health.
- Five states increased taxes or other revenues. Indiana repealed a personal property tax credit and delayed implementation of another credit to garner \$118.9 million. Kansas increased motor vehicle traffic fines to raise about \$16 million annually. Both Maine and Rhode Island increased their cigarette taxes. New Jersey closed a corporate income tax loophole to raise \$420 million and started a new lottery game to raise \$50 million. Additional tax changes are discussed later in this report.
- Three states delayed expenditures. Indiana delayed a higher education payment of \$65.3 million and a tuition support distribution of \$202.5 million. Maine deferred expenditures by changing the timing of reimbursements for property taxes on business equipment. Washington suspended general fund deposits to the Tort Liability Reserve Fund, the state ferry system and the transportation fund.
- Three states tapped tobacco settlement funds. Maine used \$29.4 million from tobacco settlement monies and Michigan used \$72 million. Wisconsin sold the revenue stream from its tobacco settlement allocation and made a \$450 million transfer from the permanent endowment fund created by tobacco settlement monies to the general fund.

Other actions states took to enact balanced FY 2002 budgets included enhanced tax compliance efforts (Kansas, Maine and Ohio), tapping disproportionate share funds from the federal government (Kansas and Washington), shifting from cash to bond finance (Kansas), eliminating selected state agencies (Ohio), and deauthorizing bond projects (Delaware).

Spending Priorities in FY 2002

This report tracks growth for four major categories of spending: elementary-secondary (K-12) education, higher education, corrections and Medicaid. For several consecutive years, appropriations for education outpaced other major categories of state spending. But Medicaid began challenging education for the top spot last year and is expected to be the fastest growing category of state spending again in FY 2002. With 40 states reporting, Medicaid is budgeted to grow 8.7 percent over FY 2001 spending. This growth rate is two to three times higher than the other major categories of state spending: K-12 education (3.7 percent), higher education (3.6 percent) and corrections (3 percent).

Tax Highlights in 2001

Despite slower revenue growth due to the economic downturn, states will enact net tax cuts for the seventh consecutive year. The 2001 net tax reduction—\$1.8 billion with 46 states reporting—is substantially lower than last year's record \$9.9 billion cut, however. So far, this year's cut represents 0.3 percent of previous year's tax collections, compared with 2.0 percent in 2000.

With 46 states reporting (missing Massachusetts, New York, North Carolina and Tennessee), nine states cut taxes by 1 percent or more of 2000 collections. Of these, only Idaho, Minnesota and Oregon reduced taxes by 3 percent or more. Four states had tax increases of 1 percent or more. Both Arizona and New Hampshire increased taxes by at least 5 percent. Thirty-three states took no significant tax actions.

Personal income tax cuts of \$1.4 billion accounted for most of the total net reduction. Cuts in sales taxes amounted to \$325 million. Reductions in estate taxes, property taxes and other miscellaneous taxes will save taxpayers \$462 million. All other tax categories show a net increase.

The category accounting for the largest increase is fees at \$328 million. Nearly twice as many states raised fees as last year. Most increases were related to motor vehicles, either for drivers' licenses or for emissions tests.

Personal Income Tax. Personal income taxes were reduced in 20 states. Michigan and Oregon led the way with cuts of \$393 million and \$309 million, respectively. Michigan continued a five-year phase down in rates while Oregon rebated nearly \$250 million as stipulated by their surplus revenue kicker provision. Voters in Oregon gave themselves an additional tax cut when they approved an initiative last November that increased the federal income tax deduction from state income taxes. Maryland, Rhode Island and Hawaii also continued to phase in personal income tax rate reductions that had been approved in prior years. This year, Idaho lawmakers approved a number of income tax relief measures including a reduction in rates. Most states cut taxes by way of expanded exemptions and credits. In addition, federal tax changes resulted in adjustments in Rhode Island and Vermont—the two states that calculate personal income tax as a percent of federal tax liability. Both states modified their tax laws to base their taxes on federal taxable income instead. *Net reduction: \$1.2 billion.*

Corporation and Business Taxes. Twelve states cut corporate and business taxes while six states increased them. Michigan registered the largest cut at \$239 million as they continue the 23-year phase-out of the single business tax. Connecticut, Idaho and Pennsylvania also reported significant business tax cuts. New Jersey reported the biggest increase when a major loophole for certain limited liability corporations was closed, resulting in a net increase of \$384 million. New Hampshire also reported a large increase in this category. *Net increase: \$46 million.*

Sales and Use Tax. Fourteen states reduced sales and use taxes while five raised them. For the fourth consecutive year Minnesota will be returning some of its surplus revenues in the form of sales tax rebates. Connecticut suspended the sales tax on hospital patient care for two years and Hawaii continued with a three-year reduction of the sales tax on business to business transactions. South Carolina increased the sales tax on food by 1 cent after reducing it last year. Virginia delayed a 0.5 percent reduction of the sales tax on food when revenue growth fell short of the threshold required to continue the phased in tax cut. Arizona expects that a voter-approved 0.6 percent sales tax rate increase will generate \$486 million for education. The sales tax rate also was increased in Arkansas by one-half cent in exchange for a property tax reduction of approximately \$300 per homestead. A sales tax controversy dominated California budget talks as lawmakers debated whether to make permanent an automatic quarter cent sales tax reduction (with a \$1.2 billion annual revenue impact) that kicked in on Jan. 1, 2001. In the end, no legislative action was taken and the rate will go back up to 5 percent on Jan. 1, 2002. *Net reduction: \$325 million.*

Health Care Provider Taxes. West Virginia began a nine-year phase out of certain health care provider taxes and Utah repealed the assessment on nursing facilities. Minor changes in Arkansas, Florida, Rhode Island, Texas and Vermont resulted in an overall increase in this category. *Net increase: \$56 million.*

Cigarette and Tobacco Taxes. Maine, Rhode Island, West Virginia and Wisconsin all increased taxes on cigarettes or tobacco products. Wisconsin's increase—which is expected to generate about \$61 million—will fund a prescription drug program for seniors. Maine raised the cigarette tax with two separate bills; the first from 74 cents per pack to 94 center per pack, and in the second bill, up to \$1 per pack. Rhode Island also increased taxes to \$1 per pack, up from 71 cents. *Net increase: \$102 million.*

Alcoholic Beverages Taxes. Only Arkansas took any action on alcoholic beverage taxes. Lawmakers there adopted a special excise tax on beer and dedicated the revenue to childcare. *Net increase: \$2.9 million.*

Motor Fuel and Vehicle Taxes. Kansas and Minnesota both increased motor fuel taxes. Kansas expects to raise an additional \$16 million annually after increasing its motor fuel excise taxes one-cent per gallon. Lawmakers in Minnesota increased motor fuel taxes by \$2.5 million. *Net increase: \$19 million.*

Other Taxes. New Jersey entered into the third year of a five-year property tax rebate program. Connecticut and Louisiana continue to phase out the inheritance tax. Voters in South Dakota authorized a measure to eliminate the state inheritance tax, while lawmakers in New Hampshire repealed the state legacy tax in 2003. Estate taxes also were reduced in Ohio. Florida took further action to reduce the state property tax on intangibles. Tax rates for riverboat casinos were raised in Louisiana while the minimum tax on land based casinos was renegotiated for an increase of \$106 million. *Net reduction: \$462 million.*

Fees. Seventeen states raised fees in 2001 compared to nine states last year. Increased motor vehicle and drivers' license renewal fee accounted for the majority of activity in this category. Minnesota and Texas raised court fees and Louisiana and Texas raised college tuition. *Net increase: \$328 million.*

Other Revenues. In addition to tax and fee changes, states approved a number of non-tax revenue actions. For example, Maryland and Ohio approved tax amnesty programs expected to increase tax collections by \$30 million and \$17 million, respectively. New Mexico waived penalty and interest charges for taxes in 21 counties considered a disaster area as a result of forest fires last summer. Kansas enhanced efforts to aggressively enforce tax collections and Wisconsin hopes to improve tax collection efficiency with a new computer system. *Net increase: \$91 million.*

Appendix A: Seven States Miss Budget Deadlines

Seven states—**California, Massachusetts, New York, North Carolina, Oregon, Tennessee and Wisconsin**—did not have budgets in place at the start of FY 2002. Although policymakers had less discretionary revenue to allocate than last year, it would be unfair to blame entirely the economic slowdown since most of the seven have a tradition of late budgets. Disagreements between political parties, legislative chambers and the executive and legislative branches remained the major cause of budget delays.

California legislators approved a \$101 billion budget on July 24. With a slowing economy and energy crisis dampening revenue growth, general fund spending is set to decline in FY 2002—after increasing more than 20 percent in FY 2001. The budget impasse largely came down to a party-line dispute over two issues. The first was an automatic sales tax increase set to take effect Jan. 1, 2002, if the state's ending balance fell below 4 percent of general fund expenditures. The second was the use of \$1.3 billion in transportation funds to balance the state budget. Although Senate and Assembly Republicans were unable to prevent either action from occurring, they won concessions that could have both measures overturned within a year. Voters will consider a ballot measure in March 2002 that would prohibit lawmakers from directing transportation funds toward general fund appropriations. In addition, the minimum balance that triggered the sales tax hike—a general fund surplus of less than 4 percent—was lowered to 3 percent.

In **Massachusetts**, House and Senate leaders are negotiating to resolve differences in budgets approved by each chamber. But the agreement that emerges from conference committee has an additional hurdle to clear. Gov. Jane Swift (R) already has announced her intention to trim approximately \$200 million from what is expected to be a \$23 billion budget.

New York legislators reached a general agreement on an approximately \$81 billion budget, although no legislative action has been taken yet. With the budget stalemate approaching a record length—New York's fiscal year began on April 1—lawmakers decided to pass a scaled-back version of Gov. George Pataki's (R) budget proposal. This version maintains spending levels from the previous budget for most programs while stripping tax cuts and new initiatives from the governor's proposal. Legislators hope to consider a supplemental budget later in the year.

North Carolina policymakers continue to work out the details of an approximately \$14 billion budget. The House leadership released a \$440 million tax increase proposal on July 23 that would fill a \$167 million budget gap and fund state mandated local tax cuts. The proposal would increase the local option sales tax by a half-cent, levy a 6 percent sales tax on liquor and create a new income tax bracket—8.75 percent on incomes in excess of \$200,000. Prospects for the tax proposal are uncertain with Gov. Mike Easley (D) expected to release his own tax package soon.

Oregon legislators passed a two-year \$12.1 billion budget on July 7, a week after the start of the fiscal year. Unlike previous sessions—when arguments about education spending delayed budget approval—policymakers reached agreement on a two-year \$5.2 billion education package early in the negotiations. Instead, the budget was delayed over Gov. John Kitzhaber's (D) prescription drug cost control proposal. In the end, an agreement was reached when Kitzhaber agreed not to veto a number of bills supported by Republican lawmakers—including business tax cuts—and they supported a slightly modified version of the governor's proposal.

Tennessee legislators approved a \$19.6 billion budget on July 12. Policymakers faced a FY 2002 general fund deficit of between \$550 million and \$880 million. They considered major tax reform—including adoption of an income tax and an increase in the sales tax rate—during the session, but were unable to agree on substantive changes amidst vociferous protests by anti-tax advocates. The budget was balanced by cutting \$100 million in spending and directing \$560 million in tobacco settlement payments to the general fund. Gov. Don Sundquist (R) vetoed the budget on July 26. Legislators are expected to address the veto when they reconvene in August.

Wisconsin legislators approved a two-year \$47 billion budget on July 26—almost a month late, but still earlier than its two previous budgets. Policymakers were challenged with writing a biennial budget that bridged a \$760 million gap. They used budget reserves, a cigarette tax increase and proceeds from the sale of the state's tobacco settlement payment stream to balance the books, while providing prescription drug coverage for low-income seniors and exempting military pensions from the income tax.

Figure 1: State Year-End Balances: FY 2001
As a Percentage of General Fund Expenditures

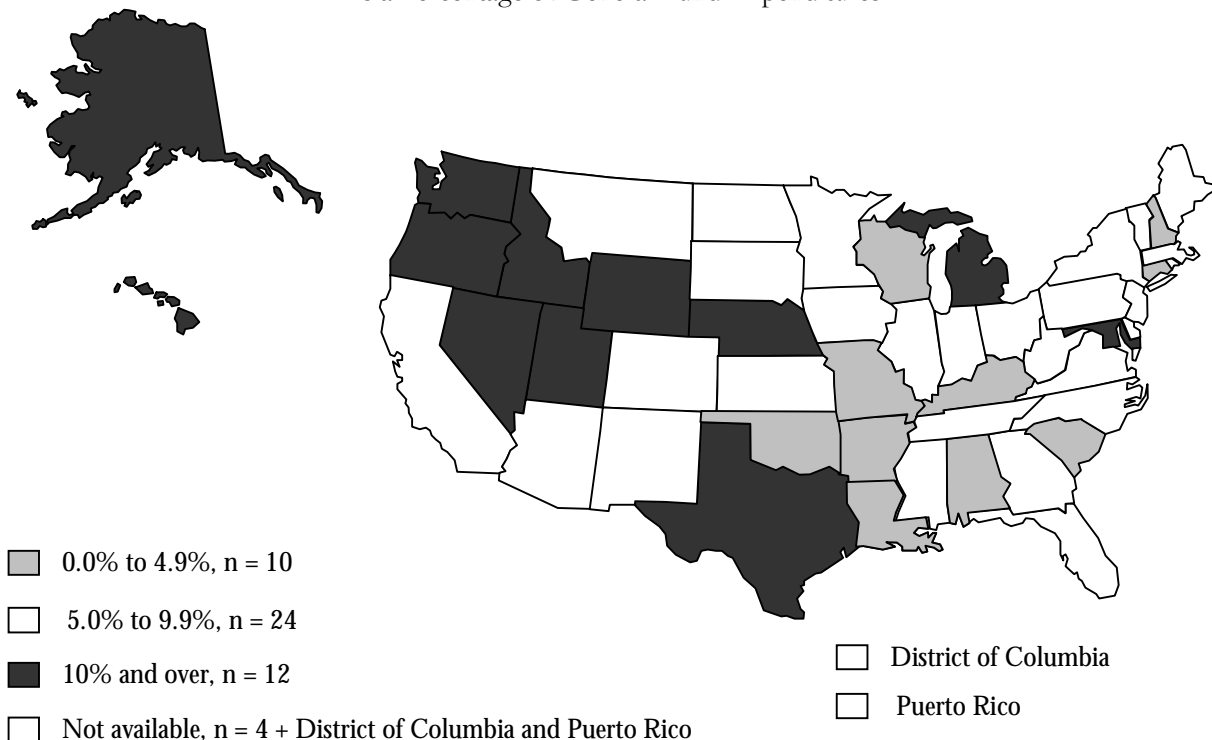


Figure 2: State Year-End Balances
 As a Percentage of General Fund Expenditures
 FY 1978-2002

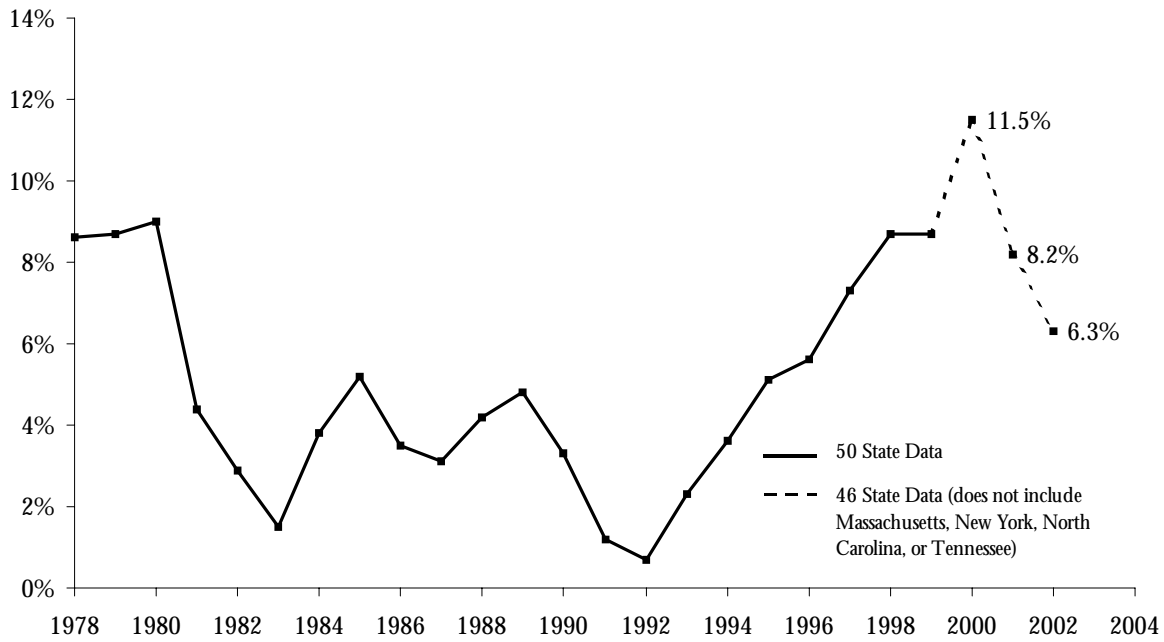
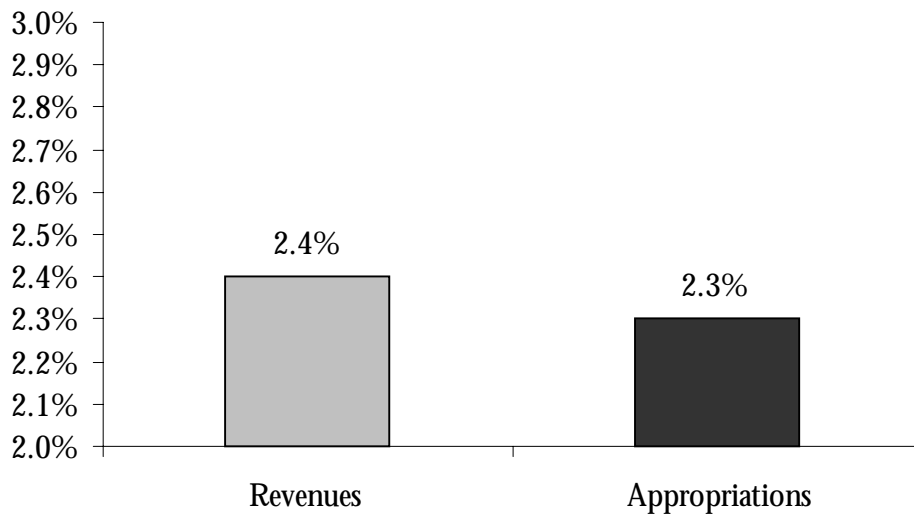


Figure 3: Projected Percentage Changes in General Fund Revenues and Appropriations
 FY 2001 to FY 2002



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Figure 4: Summary of Changes in General Fund Appropriations for FY 2002 Compared to FY 2001 Spending

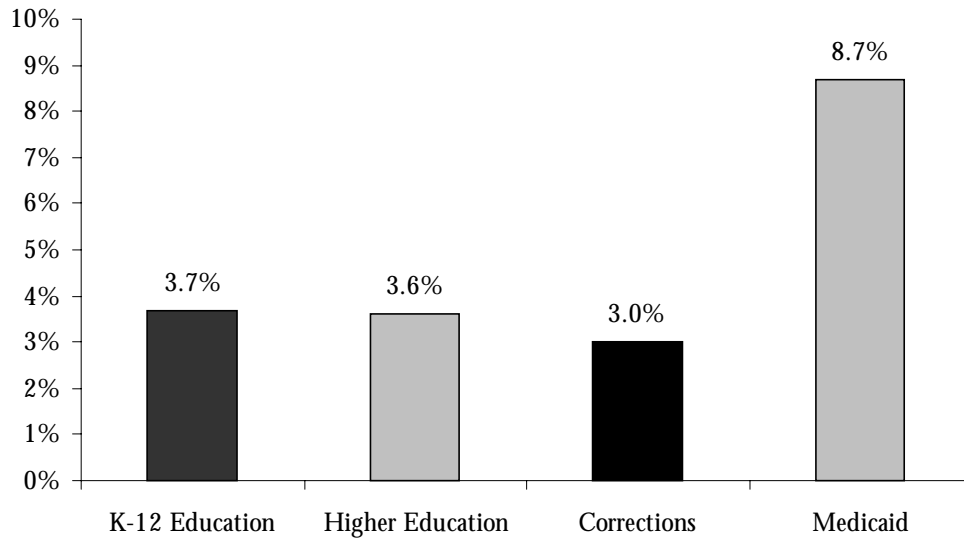
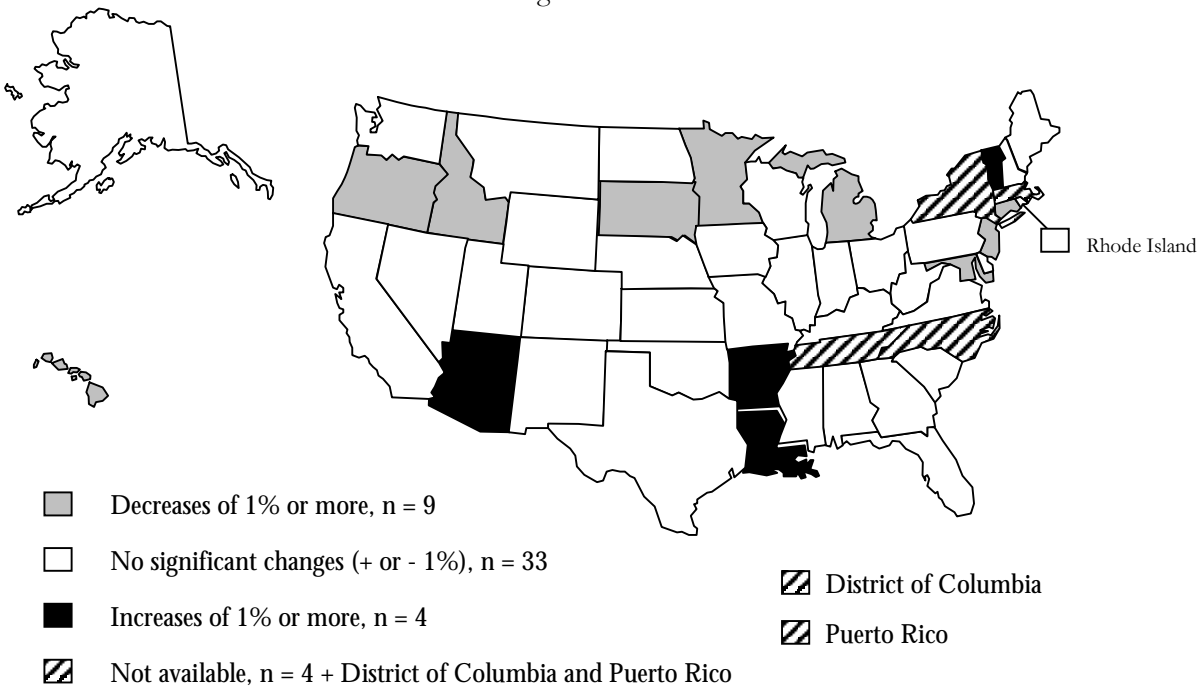


Figure 5: Net State Tax Changes As a Percentage of 2000 Tax Collections



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Figure 6: 2001 Net State Tax Changes
By Type of Tax, in millions

Personal income	\$-1,214.5
Corporation income	45.5
Sales and use	-324.5
Health care	56.1
Motor fuel	18.9
Cigarette and tobacco	102.0
Alcoholic beverage	2.9
Miscellaneous	-462.2
Net Change	\$-1,775.8

* * *

Theme II Policy Presentation: "High School Reform"

Monday, 12 noon – 1.30 pm
Centennial E



Presentation Description

Biographical Sketch: Ted Sanders

Summary: "The Lost Opportunity of Senior Year:
Finding a Better Way," National Commission on the High School Senior Year

Monday, November 12, 2001

12 noon - 1.30 pm
Centennial E

Lunch

Theme II Policy Presentation: "High School Reform"

Speaker: Ted Sanders, president, Education Commission of the States

The recently released report *Raising Our Sights: No High School Senior Left Behind* (called *The Lost Opportunity of Senior Year* in its preliminary form and available online at <http://www.commissiononthesenioryear.org/>) documents all too well how much of the senior year of high school is wasted by so many high school students. At a time when education is more important than ever and public resource constraints make it increasingly difficult to maintain broad access to high quality education, particularly at the postsecondary level, it makes sense to think about ways in which the high school experience and early college years can be coordinated more effectively. This can be accomplished, in part, through accelerated learning opportunities and through greater alignment of high school exit and college admission standards, both of which are being discussed at this meeting. During this session, Ted Sanders will discuss how the overall high school experience can be changed to make this time more productive to improve student performance. No one is better prepared to address this issue than Ted Sanders. He brings a wealth of experience at the elementary/secondary levels and the postsecondary education level, plus experience at the local, state, and federal levels. He has a particularly passionate interest in improving secondary education and will bring this experience and interest to our discussion of this issue.

Ted Sanders, president of the Education Commission of the States, has wide experience as an educator, including work as a classroom teacher, chief state school officer in three states, acting U.S. secretary of education (a cabinet post) and university president. Sanders joined ECS in February 2000; earlier he was president of Southern Illinois University for five years. From 1991-95, he was Ohio superintendent of public instruction, and from 1989 to 1991, he served as deputy U.S. secretary of education. Sanders served as Illinois state superintendent of education from 1985 to 1989, after having spent about six years in that position in Nevada. Earlier, he taught in the Mountain Home, ID, and Bureau of Indian Affairs public school systems, and worked for the New Mexico Dept. of Education. Among his numerous awards, Sanders hold honorary doctorates from Eastern Illinois University, Wayland Baptist University, the National College of Education and the University of Nevada-Las Vegas. He is the author of numerous articles, book chapters, guest editorials, and professional papers.



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From Rest Stop to Launching Pad:

**To Make High School Meaningful, National Commission Urges More College Preparation,
New Alternatives to Senior Year, and Better Linkages Between All Levels of Learning**

Panel Says All Students Should Be Prepared for at Least Two Years of Postsecondary Education

WASHINGTON, DC – October 4, 2001 – The problems of America’s high school seniors go deeper than the ‘senioritis’ that takes hold after college acceptance and require a comprehensive remedy involving all levels of education, from preschool to postsecondary education, according to the final report of the National Commission on the High School Senior Year released today.

A central tenet of the report, *Raising Our Sights: No High School Senior Left Behind*, is that new demands of the economy now require all U.S. students to take at least two additional years of formal education and training after high school. But today, high school is not preparing enough students for postsecondary learning or careers after college, and the United States is slipping behind other nations as the world leader in the percentage of young people who graduate from college. “Just 44 percent of our high school students take a demanding academic program; the other 30 million are being prepared for a future that has already vanished, in courses of study that lack rigor and coherence,” the report says.

To ensure that more students are ready for postsecondary education, schools must make a “college-preparatory-like” curriculum the default learning track for all, with states requiring that school districts obtain parental permission before assigning high school students to lower level courses. In addition, the nation must establish more (and more rigorous) alternatives to the traditional classroom-centered senior year, says the 29-member panel. (*See attached listing of members.*)

Recognizing that the senior year does not stand in isolation, the Commission’s recommendations are directed across the entire education system to make the culmination of high school more successful and productive. Investments in quality early childhood education and teacher preparation are as critical to raising student achievement as are offering more rigorous high school courses, the Commission believes.

Today, 18 states have P-16 Councils to increase student access to postsecondary education, improve student success, and align curriculum. Nonetheless, the Education Trust estimates that only 10 states have aligned high school graduation and college admission requirements in English and only two states have done so in math. More states need to introduce these councils and further expand efforts to better align standards for high school promotion and graduation, college admission and enrollment in courses, the Commission says.

“The nation must take a preschool to postsecondary approach to ensure that all students have the skills necessary to triumph at the next level of learning. Unless we create an aligned system and

ensure that all students have rigorous college-prep study, we will doom millions of young people to lower income and limited career options,” says Gov. Paul Patton (D-KY), the commission’s chair.

According to the report, women who drop out from high school can expect to earn, on average, \$31,500 less per year less than women who earn graduate degrees. For men, the earnings gap is even larger – more than \$50,000 a year.

“As the world of work becomes more complex and opportunities increasingly depend on one’s level of education, students shunted into non-academic tracks are being written off,” said Cheryl Kane, executive director of the Commission. “The Commission seeks to ensure that no high school senior will be left behind and that a high school diploma will once again become a mark of accomplishment, a sign that a graduate can enter college and the workforce with the skills and standards necessary to succeed from day one.”

Permeable Boundaries, Better Alternatives

To accomplish this, the Commission recommends that the nation create more permeable boundaries between high school, postsecondary education and the world of work to enable students to shift from learning to work and back again, according to their own readiness and needs. Those who can meet the standards for high school graduation in fewer than four years should be encouraged to do so, according to the Commission, while some students may need five years to finish. All students, however, should be provided with a "demanding array" of educational alternatives in high school. Besides dual enrollment in high school and college, this might mean service-learning opportunities, rigorous work-based learning (internships), or completing a "capstone" or research project. Ideally, every student would do all of these.

“These changes recognize that seniors are almost adults and make the senior year more of a transition to the worlds of college and work rather than yet another year behind bigger versions of the same desks they’ve sat in since first grade,” Kane said.

Annual Learning Plans for All Students

Besides implementing higher standards for student performance, the Commission urges more attention to the prior preparation, as well as the individual needs, of every student. Beginning in the middle school years, probably in grade 6, teachers, administrators, counselors, and students and parents should begin work on a formal "learning plan" for every student. This plan should be flexible and updated annually, the Commission states. And in order for these plans to serve as a tool to prepare students to reach their goals, teachers must know—and schools must adapt their courses and standards to reflect—what colleges and employers want and expect graduates to do.

By the time students reach high school they should be well on their way to meeting common standards required for graduation, although all entering students may not finish high school at the same time and in the same way. While standards should be rigorous enough to ensure that no high school senior is left behind, students should not be forced to march, lock step, through high school, if they are to master the skills required for further education and work.

KEY FINDINGS & RECOMMENDATIONS

*Key recommendations are presented as part of the Commission's "Triple A Plan", which calls for increased **alignment** between all levels of education, higher **achievement** through college-preparatory study, and expanded and more rigorous **alternatives** to the traditional senior year, so students can explore options and prove their knowledge and skills through a capstone project, internship or other means.*

ALIGNMENT

While more than 70 percent of today's graduates continue on to postsecondary education, only half of those who enroll on a four-year campus leave with a degree, largely due to inadequate preparation in secondary school. Exams taken at one level are largely ignored at the next, and postsecondary institutions frequently admit students without the background to handle college-level work as high school graduation requirements are not tied to college admissions standards. Moreover, college admissions tests – the SAT and ACT – are not aligned with new higher state and national standards. At the same time, the colleges that prepare the next generation of teachers have not kept up with the new reforms sweeping K-12 schools.

To address these challenges, the report recommends the creation of a seamless “P-16” system, from preschool to postsecondary education, in which standards, curriculum and assessment efforts are aligned and integrated. The report specifically urges the creation of state P-16 councils to increase student access to (and success in) postsecondary education by creating significant and systematic linkages between the different levels of education and aligning standards together. It also would address teacher standards, recruitment, and training. This would raise the sights of everyone at every level of the system to take into account new requirements, challenges, and expectations. Already 24 states have begun work on such a “seamless system.” Maryland, Georgia, and Oregon are among the most widely acclaimed models of the 18 states that have an aligned “P-16” system.

ACHIEVEMENT

American high schools prepare too few students to master the unknown future. While 90 percent of freshmen say they expect to complete college, only about two in five (44 percent) take the college preparatory curriculum that equips them for high achievement. High schools traditionally act as sorting machines, rationing top-level academics like a limited resource and determining who will receive the knowledge necessary for success. Fewer than half of teachers (38 percent) say that helping all students prepare for college is very important. What President Bush calls “the soft bigotry of low expectations” devastates the life chances of students who “receive algebra without equations, science without laboratories, and literature without reading.” Yet high schools (and parents and students) wrongly continue to act as though making it through the weaker “general studies” curriculum provides sufficient preparation for college or work.

To address these challenges, the Commission urges states to require schools to give all students “college-preparatory” courses as the default, establish a demanding and rigorous curriculum, ensure that elementary and middle schools prepare their graduates for demanding work on the next level, and improve teacher training institutions to prepare their graduates to teach all children to meet these higher standards. State P-16 councils can increase awareness about the need for education beyond high school and the importance of reshaping high school from an institution that sorts

students into one that helps all of them succeed. At the same time, they must provide additional support to those at risk of not succeeding in demanding courses and a formal “learning plan” for what each student hopes to accomplish.

ALTERNATIVES

Many seniors find their last year boring and repetitious, especially once they have been accepted into college, the goal for which they had worked throughout school. Education’s new emphasis on standards and accountability provides an opportunity to replace “seat time” in the senior year with more demanding options. The report says, “Educators should work to provide the widest possible array of demanding educational alternatives for all students” ranging from vocational internships to enrolling in college courses.

The Commission recommends that young people finish school at their own pace, moving on as they complete required standards including a portfolio of work and a “capstone” senior project. This would help solve the problem of duplication that leads high schools to offer college-level Advanced Placement courses while colleges offer basic secondary-level remedial courses. It also recommends that state and local educators reshape the senior year around sound alternative paths to provide credit toward graduation and ease students’ transition from high school to college and work. Flexible use of time should greatly expand the opportunities for high school students to experience the challenges of college-level work while providing options for service- and work-based learning for credit. In the process, schools should connect students to adults who can help them explore their options.

Theme II Policy Discussion: "Aligning Curriculum and Standards for High School Exit and College Entrance"

Monday, 1.30 – 3.00 pm
Centennial F

Discussion Description

Biographical Sketches: Cynthia Schmeiser and Janis Somerville

"Ticket to Nowhere – The Gap Between Leaving High School and Entering College and High-Performance Jobs," *Thinking K-16*, a publication of The Education Trust

Monday, November 12, 2001

1.30 - 3.00 pm
Centennial F

Theme II Policy Discussion: "Aligning Curriculum and Standards for High School Exit and College Entrance"

Among the critical concerns around K-16 issues is student preparation for college-level work. Most states have found a disconnect between what it takes for students to get out of high school and college admission standards. This session will examine key policy questions related to student preparation and information that informs decision making to improve readiness for college. Janis I. Somerville, senior associate with the University System of Maryland and the National Association of System Heads (NASH) will discuss results of The Education Trust's recent report, *Ticket to Nowhere: The Gap Between Leaving High School and Entering College and High-Performance Jobs*. Cynthia Schmeiser, vice president of the Development Division at ACT, will report on recent work at ACT related to student preparation and persistence.

Moderator: Cheryl Blanco, director, Policy Analysis and Research

Cynthia Board Schmeiser is vice president of the Development Division at ACT and is responsible for the development of ACT's assessment instruments. Schmeiser has served as president and on the board of directors of the National Council on Measurement in Education (NCME); she also chaired its Testing and Test Use Committee, Membership Committee, and the committee that developed its code of ethics. She has served on the editorial boards for numerous publications and has written on standard setting, ethics, test development, classroom assessment and large-scale assessment. She received her master's and doctorate degrees in educational measurement and statistics from the University of Iowa.

Janis I. Somerville is the senior associate with the University System of Maryland and the National Association of System Heads (NASH), the association of CEOs of the 53 state systems of public higher education. Since 1997 she had directed the NASH/Education Trust K-16 network of education and civic leaders who are implementing statewide K-16 improvement efforts to improve student achievement at all levels and close historic achievement gaps between students of different racial and economic backgrounds. Somerville began her career as a high school teacher in New Jersey. She also served as the senior academic officer for undergraduate education at Temple University and at the University of Pennsylvania. In 1989, she founded the Philadelphia Schools Collaborative, a joint venture

Monday, November 12, 2001

of area foundations and the School District of Philadelphia to bring K-12, college, and community resources together in a comprehensive high school restructuring and college access improvement initiative. She later developed Maryland's statewide Partnership for Teaching and Learning K-16. She received her B.A. from the Pennsylvania State University and M.B.A. from Harvard University.

3.00 - 3.45 pm

Break

3.45 - 4.15 pm

Meet in hotel lobby

Bus departs hotel for tour and reception at WICHE

4.15 - 6.00 pm

WICHE Office

Reception at WICHE, 2520 55th Street, Boulder

6.00 pm -

Bus departs WICHE, drops passengers at Pearl Street Mall, and returns to hotel

8:30 pm -

Bus departs Pearl Street Mall and returns to hotel



Thinking K-16

Vol. 3, Issue 2

A Publication of The Education Trust

Fall 1999

TICKET TO NOWHERE

The Gap Between Leaving High School and Entering College and High-Performance Jobs

DEAR READER: EACH FALL, THOUSANDS of high school graduates and their parents are shattered to learn that the high school diploma they collected the previous June is not quite what they thought it would be. Instead of a ticket to college or work, that diploma is, at best, a ticket...back to high school.

Many of these students may, indeed, have been *admitted* to college. But they scored so low on the college's placement examination that they wound up in remedial courses. Others

may have found employment, but wound up either in a dead-end job or in one of the thousands of on-the-job classes to master the basic skills that they should have developed in high school. And, contrary to popular mythology, this is not a problem limited to the graduates of decaying urban school districts who enter four-year

colleges. As a recent Washington Post report pointed out, even in wealthy suburban school districts like Montgomery County, Maryland, many of the graduates who enter the local community college end up in remedial courses.

This issue of Thinking K-16 focuses on the changes we need to make in *both* higher education and K-12—in our standards, our assessments, and our graduation requirements—to turn this pattern around.

Our conclusion that current requirements ask way too little of high school students (and their teachers) may at first seem to put us at odds with some of our readers. Many of you are worried about getting your students to existing standards; the last thing you want to hear is that those standards are too low.

Before we begin, then, let us be clear about three matters:

- First, we are deeply aware that getting the signals straight—that is, the standards and assessments right—is only one small step toward our goal of improving student achievement and closing the gap between groups. Fixing the tests and other requirements, in other words, will not by itself fix the problem. Teachers and administrators will need lots of help in replacing outdated and low-level

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curricula, in burnishing their own knowledge and skills, and in rethinking instruction and school organization. We believe, however, that thinking of standards in a “K-16” way lays a critically important foundation for the remaining pieces of the work. For that work will undoubtedly require change in the way that higher education does business, too.

- Second, we are acutely aware that the young people on whom we are most focused as an organization—poor students and students of color—are more likely than others to fall short of any standard of academic achievement. Traditionally, of course, most advocates for such children have shied away from high standards and high stakes and many will inevitably see this as a risky strategy. But we have spent years fighting to convince educators serving poor and minority

children to replace watered-down curricula with something much better. We have concluded that the only way to banish courses like our current favorite, “Fractions without Denominators,” to the junk heap of days gone by is to remove, once and for all, continued permission to divide students into “collegebound” and “non college bound” tracks with different standards for each group. In our view, closing the achievement

gap depends on educating all students as if they were bound for college *and* the workplace.

- Finally, through our work exploring and documenting inequities within the education system, we know that it will be much harder for many schools and districts serving concentrations of poor and minority children to get their students to high-level standards than for schools serving students with every advantage. In many of the former schools, the curriculum has slipped to very low levels, instructional materials are insufficient and out of date, and teachers are more likely to be undereducated in the subjects they are teaching. Yet this challenge must strengthen our resolve, not sap our courage. We know that these students can achieve these high standards. Our job as a nation is to make sure they get an education calibrated to achieve that end. By focusing the energies of both K-12 and higher education, and by putting the needs of these schools first, we can close the gap, once and for all.

Kati Haycock
Director

We are grateful to the Knight Foundation for their support in producing this issue of Thinking K-16, which reports on a joint project of the Education Trust and the National Association of System Heads.

Thinking of standards in a “K-16” way lays a critically important foundation for the work.

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The Education Trust was created
to promote high academic

achievement for all students at all levels, kindergarten through college. While we know that all institutions could better serve their students, our work focuses on the schools and colleges most often left behind in efforts to improve education: those serving Latino, African American, Native American and low-income students.

The Education Trust works alongside policymakers, parent, education professionals, and community and business leaders, in districts across the country, who

are trying to transform their schools and colleges into institutions that genuinely serve all students.

Thinking K-16 is published with the intent to share lessons learned in these communities with policymakers as well as with educators and members of the public concerned with the quality of education provided our neediest young people.

TICKET TO NOWHERE

A “*ALL STUDENTS MEETING HIGH STANDARDS*” HAS become a mantra for those of us concerned with quality and equity in American education. But unless we seize this moment—the moment in which state education leaders are turning their attention, finally, beyond K-8 to high school standards, curriculum guidelines, assessments and graduation requirements—the phrase will become yet another scrap of shopworn education reform rhetoric. For without consistent and concerted pressure, the relevant commissions and committees are likely to yield up soft answers to the most fundamental question of all: *How high is high enough?*

STANDARDS THAT MATTER

We are hardly the first to point out the need for state standards to be rigorous if they are to drive real, rather than superficial, changes in curriculum, instruction and school organization. The Council for Basic Education, Achieve, and the American Federation of Teachers, among others, have all pressed long and hard for high standards. But definitions of rigor, it seems, often vary from reviewer to reviewer, and from region to region, leaving state residents without a reliable yardstick to evaluate whether state standards and the policy framework based on them are good enough.

Our nation is no longer well served by an education system that prepares a few to attend college to develop their minds for learned pursuits while the rest are expected only to build their muscles for useful labor. In the twenty-first century, all students must meet higher achievement standards in elementary, secondary, and postsecondary schools and thus be better prepared for the challenges of work and citizenship.

Excerpt from a statement signed by:
The State Education CEOs from
California, Georgia, Illinois,
Kentucky, Maryland, Massachusetts,
Missouri, Nebraska, Nevada, New
York, North Carolina, Oregon, Texas,
Vermont, and West Virginia

see page 10

This issue of Thinking K-16 puts forward what might have seemed, even a decade ago, to be a preposterous idea: that for today’s needs and tomorrow’s needs, the most dependable measure of whether standards are good enough may well be the simplest one of all—will the students who meet the state’s new requirements for high school graduation be prepared to enter college without remediation, should they choose to do so?

STANDARDS AS THE LINCHPIN IN A K-16 SYSTEM

Most states did not, of course, approach their original standards-setting task with the goal of college readiness in mind. Their work was guided not by statements from college faculty of what first-year students should know and be able to do or even by the notion that high school graduation was for most students but a way station on the journey toward further education. Rather, standards development in most

states was guided by documents from national disciplinary bodies listing what was most important in their disciplines and by equivalent documents on important workplace skills. Throughout all these documents, and the state standards based on them, there is an assumption—sometimes explicit, sometimes only implied—of college for some, jobs for others.

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This dichotomy is woven deeply into the fabric of our educational system. However, the education community seems to be among the last to cling to it. American young people and their parents have rejected the notion of “college for some” outright. They know that to secure a foothold in the emerging economy, they will need at least some college education. And young people, with encouragement and support from their parents, are signing on to get that education at unprecedented rates.

COLLEGE ATTENDANCE SOARING

Currently about three-quarters of high school graduates will go to college within two years of graduation.¹ If present growth rates continue, more than 80% of today’s sixth graders will end up in college.²

But unless the secondary school experience of these young sixth graders differs radically from that of the students who preceded them, many of them will arrive utterly unprepared for college-level work and will spend their first year or more taking high school level courses.

Nearly half of all college students take at least one remedial course.³ A full one third of the freshmen won’t make it to their sophomore year⁴ and fewer than half will complete a degree. Among minority students, remediation rates are even higher and completion rates are even lower.⁵

This problem occurs not for the reasons that most Americans seem to think—that these students are somehow not smart enough for college or that they didn’t work hard enough in high school. Rather, it often occurs simply because the K-12 system remains mired in a previous era, educating only some kids as if they are bound for college, while the majority are assigned to a “vocational” or “general” curriculum.

BLAME ENOUGH TO GO AROUND

It is easy to point a finger of blame at American high

schools for continuing to operate a two- (or even three-) track system more appropriate for the Industrial Era than the Information Age. If three-quarters of current high school seniors—and even more of their younger siblings—will be going on to college, why *aren’t* high schools making sure these students complete a curriculum and meet standards that prepare them for success in college? Moreover, since report after report from business leaders insists that business needs workers with the same skills that higher education wants its freshmen to have,⁶ how can there be any excuse for not teaching *all* students to those standards?

Looked at from the high school perspective, however, these messages are far from clear. Higher education may say that it is critically important for entering students to have mastered certain knowledge and skills, but colleges continue to admit huge numbers of students who haven’t mastered them. In addition, colleges don’t agree among themselves about the exact nature of needed knowledge and skills, and consequently, where high school ends and “college-level” work actually begins.

The business community is no better. Organizations like the Business Roundtable and National Alliance of Business may urge schools to focus on high-level reading, writing, mathematics and analytic skills. But members of the local Chamber are as likely to stress the importance of things like punctuality, courtesy, teamwork, and basic reading and math skills.

These mixed messages confuse not only educators but the public more generally. They also give high schools just the permission they need to continue operating in the same old ways.

PROGRESS, BUT NOT NEARLY ENOUGH

As a nation, we have been nibbling away at this problem for nearly twenty years. Since the release of

¹ For the purposes of this discussion, we assume that “admission without remediation” means at least mastery of Algebra 2 because this course is most commonly required by postsecondary institutions for placement into credit-bearing mathematics. “Remediation” in higher education does not have a consistent definition, particularly in mathematics. Some highly selective institutions require calculus as entry-level knowledge; anything less is “remedial.” Other institutions treat college algebra as the entry level with intermediate algebra, or Algebra 2, as the first remedial course. Many community colleges assign college credit to intermediate algebra and consider “developmental mathematics” remedial. Another complication is that one level of mathematics may suffice for admission and placement into college credit mathematics, but may not be enough for entry to quantitative majors like mathematics or physics.

A Nation at Risk, ever increasing numbers of high school graduates—rich and poor, minority and white—have completed the core academic curriculum recommended in that report. This so-called “New Basics” curriculum includes four years of English, three years each of mathematics, science and social studies, and one-half year of computer science, but does not specify the content of these courses.⁷ The result is that even among those who do complete the recommended *number* of core units, many are not taking the right courses—those that prepare students for college. And, in truth, the courses that pass for “college prep” in some schools are but watered down versions of similarly named courses in other schools.

If we are going to break this pattern, we need levers to bring about change faster and more substantially than ever before. That’s where the new high school standards, assessments and accountability systems based on them come in.

STATES GETTING OUT OF LINE

Some of us see the standards movement as a way to finally unite the concepts of excellence and equity—a way to end, once and for all, the myopic practice of sorting students from the earliest grades into the “college bound” and the rest. For standards to succeed, however, they must not only have the qualities normally set forth by the standards gurus, including clarity, parsimony and the like. They and the assessments based on them must also be unyielding in their rigor. In other words, they must faithfully and firmly represent the knowledge and skills necessary to begin work at the next educational level. Just as eighth grade standards should be designed to assure that students are ready for high school, so, too, should high school standards assure readiness for college.

Over the last two years, a group of K-12 and higher education chief executives who share this same conviction have been working together to forge a new path. They are devising or revising their state standards and assessments to tightly link high school completion with college readiness (see “With Renewed Hope—And Determination” beginning page 10). The education CEOs’ commitment received heavy reinforcement at the 1999 National Education

Summit where the attending governors and corporate CEOs agreed “to align higher education admission standards with new high school graduation standards and reduce or phase out remediation at four-year institutions.”⁸

While the work in the leading states is by no means complete, it provides some images of how to fit the standards, the assessments and the graduation requirements into a K-16 system that will promote achievement and rigor for all. From their work to date, we know that there is no one right way to approach this issue. Rather, there are a variety of ways that can be tailored to the climate, politics and educational traditions of each state.

NEW YORK

New York is perhaps the furthest along of all. Drawing heavily on their long experience with rigorous Regents’ Examinations, state education leaders decided that the best thing they could do to raise standards for high school students was to extend the Regents’ examination and curriculum system to all students instead of offering it to just the elites as before. Beginning with the graduating class of 2000, students will have to pass Regents’ Examinations in English language arts and mathematics in order to graduate from high school. In subsequent years, they will have to pass examinations in other subjects to gain that diploma.

What is critically important about these exams is that they were developed with the explicit goal of measuring much of the same knowledge and skills measured by college admissions and placement exams. Students who passed the English examination, for example, should be ready to move directly into credit-bearing courses in college. And higher education seems to concur. After reviewing these examinations, the Trustees of the City University of New York agreed in the summer of 1999 to use students’ Regents’ English language arts results (albeit with a somewhat higher cut score than is required for high school graduation) in place of their own placement tests. A similar decision is expected from the State University of New York.

Continued on page 6

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MARYLAND

In Maryland, faculty representatives from both K-12 and higher education came together within disciplines to agree on what students needed to know at the boundary of high school and college. Now, leaders in both K-12 and the university system of Maryland are working on the development of assessments that will also be rigorous enough to be used both for high school graduation and to inform the admission and placement process. The goal is to assure that all Maryland high school graduates have the skills and knowledge they need to begin college-level work should they choose to do so.

MASSACHUSETTS

Massachusetts provides yet another example, especially in English language arts. Indeed, in a development unimaginable even a few short years ago, English faculty across two- and four-year colleges recently ended their search for a first-ever statewide writing placement test by deciding that the best available option was the new state high school graduation assessment!⁹

Students in the above states—as well as in Oregon, Texas, Florida and several other states that are moving in this direction—are very fortunate. In place of the usual mixed signals from K-12, higher education and business, a single set of clear signals is beginning to emerge about what is important for students to be able to do, and what is not. There will be no surprises.

Unfortunately, most states are not nearly so clear about what is expected of high school graduates and first-year college students (see page 16 for a content analysis of commonly used K-12 and college tests). In these states, students who know everything they need to know to pass the state K-12 tests can fall quite short on college examinations and end up spending valuable college time learning what they could, and should, have learned in high school.

COURSE REQUIREMENTS

The same mismatch we see in high school and college testing is evident when you compare course requirements for high school graduation to courses

needed for university admission in the same state. The tables on pages 14-15 show that some states—Oklahoma and Tennessee, for example—are at least beginning to line the two up, thereby increasing the chance that all high school graduates will be prepared for college-level work.

In most states, however, there is no such alignment. In mathematics, the typical state requires graduates to complete two or three years of mathematics, but the content of those courses is not specified. Students who meet (or even exceed) their mathematics requirement with Algebra 1, Geometry, and Algebra 2 have no problem because those courses fulfill the minimum mathematics requirement for most universities (and the minimum that even two-year colleges require for credit-bearing coursework). But for the student who completes the three-year requirement with “Math of Money,” “Consumer Math,” and “Review of Arithmetic” (real courses, we kid you not), a nightmare is ahead. They may well have met the state’s requirements, but they are decidedly NOT ready for college.

Mathematics isn’t the only problem area. In science, most universities insist on three years, including at least two years of laboratory science; for high school graduation, though, most states require not even a single lab course. English language arts (ELA) courses are typically required by both systems for all four years of high school. But even though ELA course titles vary little, the content of these courses can differ a lot. Students who satisfy ELA requirements with literature courses that involve lots of writing are unquestionably better prepared than the students whose English classes involve almost no writing at all. (In our own classroom work, we have run into more than a few high school English courses where students actually draw more than write.)

In Asia and in most European countries, both students and parents would view similar discrepancies as wholly unacceptable, for access to postsecondary education—and, often, even graduation from high school—is dependent upon performance on rigorous high school exit examinations.¹⁰ In the U.S., though, the mere existence of a system of “second chance” open door institutions has made people far more

willing to tolerate slack in the high school curriculum. If they don't learn it in high school, goes the logic, they can always come back and learn it in a community college.

But such thinking begs many questions, not the least of which is, "Why should they have to?" More to the point, it ignores the present reality of community colleges. Far from the "standard-less" institutions that they are often believed to be, community colleges have lots of standards. Admission to their more competitive programs (nursing, physical therapy, and the like) is often *more* difficult than gaining admission to a nearby four-year college. Moreover, students seeking entry into less selective programs may be admitted to the college as a whole with only three years of jump-over-the-box math, but before they even register for their first class they must take a placement test that requires them to have skills at the Algebra 2 level or beyond. Yes, even those who don't pass the placement examinations can enter, but will they ever graduate? Not if they need more than one or two remedial courses.¹¹

What students are required to take in high school turns out to have decisive, long-term implications for their futures. Indeed, recent research conducted by Clifford Adelman at the U.S. Department of Education makes the extent of those implications painfully clear. "Among all of the factors in college success," he says, "the single most important by far is the quality and intensity of the high school curriculum."¹²

MOVING FORWARD IN COMMUNITIES AND STATES

As we said in the beginning, this is a moment for all of those who care about excellence and equity to join in the conversation about the goals of high school, and the standards, assessments and graduation requirements that will support those goals. Depending on local history and culture, communities may not come to an immediate agreement that all kids should be prepared for college. But they might get such agreement for today's sixth graders or, perhaps, for today's first graders.

Conversations on this subject can be hard, especially among educators across the two systems. Some people worry that, no matter what K-12 agrees to, higher education will want more. Our recent experiences with such conversations, however, cause us to be more optimistic. Faculty in both systems are dispirited about underperformance and, in the interest of greater clarity for students and teachers, seem far more eager than before to come to consensus.

In any event, the conversation is worth having. At the very least, states and communities should be able to build the bridges between higher education and K-12 faculty that are necessary to pull the two sets of standards closer together, providing a firm foundation to close the gap later on.

This report looks at various aspects of the high school to college gap, including:

- Relevant data on college going and college preparation;
- A statement from leading K-12 and university system CEOs on the importance of assuring that all high school graduates have the skills they need to succeed in college;
- A state-by-state comparison of high school graduation requirements and university admissions requirements;
- A comparison of the content in selected K-12 and college tests; and,
- Recommendations for steps that states and communities can take to close the gap between high school and college expectations.

The alignment of our two education systems is overdue. But it is not too late to begin. We hope that states and communities will launch a K-16 conversation immediately, with the goal of sending a single, coherent message to students, teachers and parents about the knowledge and skills America's youth need for a secure future. This way a high school diploma can truly be a ticket to somewhere.

WHO MOVES ACROSS SYSTEMS

What the Data Show

72% Of High School Seniors in 1992 Went On To Postsecondary Within Two Years of Leaving High School

22% entered two-year colleges
 43% entered four-year colleges
 7% entered other postsecondary institutions

NCES Condition of Education, 1997, U.S. Department of Education, Washington DC, p. 64, from NELS:88 longitudinal study

Large Numbers of Them Had To Take Remedial Courses:

	All Colleges	High Minority Colleges
Reading	13%	25%
Writing	17	29
Mathematics	27	35
Reading, Writing or Mathematics	29	43

NCES Condition of Education, 1997, from Remedial Education at Higher Education Institutions in Fall 1995. p.102

Many College Freshmen Did Not Return For Sophomore Year

Four-year colleges 27%
 Two-year colleges 44%

Mortenson, "Freshman-to-Sophomore Persistence Rates by Institutional Control, Academic Selectivity and Degree Level, 1983 to 1998," Postsecondary Opportunity, Number 74 (Oskaloosa IA: August 1998)

Students Who Required Extensive Remediation Graduated From College At Lower Rates

	Earned BA
No remedial courses	54%
One remedial course	45
Three remedial courses	18
More than two semesters of reading	9

Adelman, Cliff in National Crosstalk, Vol. 6, No. 3, Summer 1998, National Center for Public Policy and Higher Education, San Jose CA

1992 College Freshmen Who Graduated Within Six Years

	Earned BA
African American	37%
Asian	66
Latino	48
Native American	37
White	59
Total	56%

NCAA Division I, class entering 1992, NCAA, Indianapolis, IN, 1997

Students From Low-income Families Were Less Likely To Be Enrolled In The College-preparatory Track

Low-income	28%
Middle-income	49
High-income	65

NCES, A Profile of the American High School Senior in 1992, Washington DC: US Department of Education, June 1995. p. 36

African American And Latino Students Were Also Less Likely To Be Enrolled In The College-preparatory Track

African American	43%
Asian	56
Latino	35
White	50

NCES, A Profile of the American High School Senior in 1992, Washington DC: US Department of Education, June 1995. p. 36

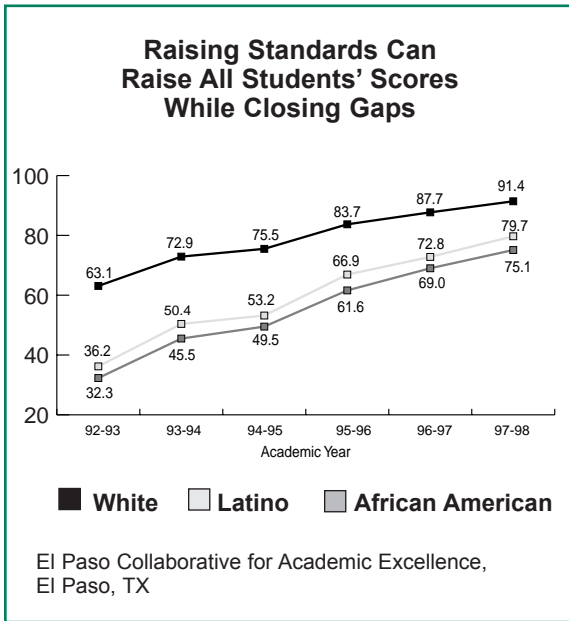
1992 HIGH SCHOOL GRADUATES ATTENDED COLLEGE IN HIGHER NUMBERS THAN WERE ENROLLED IN COLLEGE PREPARATORY COURSES

Went Directly to College	72%
Completed College Prep Curriculum	47%

NCES Condition of Education, 1997, U.S. Department of Education, Washington DC, from NELS:88 longitudinal study

All Student Can Succeed When Placed In Rigorous Course

More and more evidence from across the country proves that all students can meet high levels of academic performance when they are taught to high levels.



Taking High-level English Courses Matters for Vocational Students

Vocational Seniors Completing:	1996	Average Reading Score*	1998	Average Reading Score*
High-Level English	28%	283	43%	292
Regular/Applied English	65%	265	56%	276
Basic English	9%	251	5%	263

*NAEP scale score

Southern Regional Education Board, High Schools That Work, 1998

TOO FEW SENIORS DEMONSTRATE STRONG ACADEMIC SKILLS:

The most recent trend data from the National Assessment of Educational Progress (NAEP) show that gaps between groups of students are still wide.

READING AT AGE 17 – NAEP 1996

	African American	Latino	White
Learn from specialized reading materials	2%	2%	8%
Understand complicated information	16	18	37
Interrelate ideas and make generalizations	49	44	42
Show partially developed skills and understanding	28	30	12

WRITING AT GRADE 11 – NAEP 1996

Effective, coherent writing	1**%	1%	3%
Complete, sufficient writing	16	18	34
Beginning focused, clear writing	53	51	51
Incomplete, vague writing	28	28	12

MATHEMATICS AT AGE 17 – NAEP 1996

Multistep problem solving and algebra	1**%	2**%	9%
Moderately complex procedures and reasoning	30	38	60
Numerical operations and beginning problem solving	60	52	30
Beginning skills and understandings	9	8	1

**interpret with caution

NAEP 1996 Trends in Academic Progress, U.S. Department of Education Office of Educational Research and Improvement, NCES 97-985, Washington DC, September 1997

DIPLOMAS THAT MATTER

The Need to Align Course Requirements

It doesn't take more than about a half-hour with a high school master schedule, course descriptions and the relevant state standards to conclude that some courses are much more closely aligned with the standards than others. In each of the core academic disciplines, some courses will get you there, some will get you close, and some will get you, at best, to only the standards for eighth grade, or even fourth.

Despite this fact, states have been slow to bring their course requirements for high school graduation into line with their standards. Mathematics provides perhaps the clearest example. While virtually all state standards for high school seniors include knowledge of algebra and geometry, only 13 states actually require students to take those courses (or an integrated version thereof) in order to graduate. There are similar discrepancies in other disciplines, as well.

Bringing high school graduation requirements into line with state standards is an important step. But it won't be a sufficient step for students if those standards don't line up with what higher education expects.

At the moment, almost all four-year colleges require students to complete specified courses in at least Mathematics, English/Language Arts and Science in order to be admitted. Their requirements to be placed into credit-bearing (as opposed to remedial) courses may in fact be even higher than those for admission. And the latter affect not only students bound for four-year colleges, but those bound for two-year colleges as well.

Of course, just because a course bears a certain title doesn't always mean that it teaches the right content. Sometimes the "algebra" students learn in courses with that name is a pale imitation of what colleges and businesses expect. Nor does course completion necessarily translate into student mastery of the content.

Once standards-based education has taken hold in both K-12 and higher education, we may be able to dispense with all these course requirements and focus instead on the knowledge and skills that these courses are supposed to provide. In a standards-based system, students will be able to proceed at their own pace, use a variety of instructional mediums, and move along whenever they can

demonstrate proficiency. Their school day (or, for that matter, night) will no longer have to be divided into the same old 45-minute chunks, nor need their school year be divided into semesters. Then truly, learning—not seat time—will be what matters.

Until then, however, any gaps between the courses that K-12 requires for graduation and higher education requires for admission/placement can have devastating implications for students. We need a rigorous academic core curriculum for *all* students. It doesn't have to be *taught* in the same old ways, but it needs to be taught to all.

STATES	High School Graduation		College Admission	
	Math	English	Math	English
Alabama	4 units	4 units	N/A	N/A
Alaska	1 alg, 1 geom, 2 other 2 units	Engl 9, 10, 11, 12 4 units	N/A	N/A
Arizona	2 units	4 units	4 units algebra I, II; geometry; advanced (alg II as prereq)	4 units composition and literature
Arkansas	3 units alg I or applied math	4 units	4 units	4 units
California	2 units	3 units	3 units algebra, geometry intermediate algebra	4 units
Colorado	est. locally	est. locally	N/A	N/A
Connecticut	3 units	4 units	N/A	N/A
Delaware	2 units	4 units	N/A	N/A
Florida	3 units	4 units	3 units algebra I and above	4 units 3 w/ substantial writing
Georgia	3 units alg I	4 units	3 units 2 courses in algebra; 1 in geometry	4 units grammar, literature, advanced composition
Hawaii	4 units	3 units	N/A	N/A
Idaho	4 semester credits	9 semester credits	3 units algebra I, geometry (or appl math I,II), algebra I	4 units composition and literature
Illinois	2 units	3 units	3 units college prep: algebra, geometry, trigonometry	4 units communication and literature
Indiana	2 units	4 units	N/A	N/A
Iowa	est. locally	est. locally	N/A	N/A
Kansas	2 units	4 units	3 units algebra I, II and geometry	4 units substantial writing; reading seminal literature

STATES	High School Graduation		College Admission	
	Math	English	Math	English
Kentucky	3 units alg I, geom	4 units	3 units algebra I, II and geometry	4 units English I, II, III, IV
Louisiana	3 units max of 2 intro courses	4 units	N/A	N/A
Maine	2 units	4 units	N/A	N/A
Maryland	3 units alg and geom	4 units	3 units algebra I, II and geometry	4 units
Massachusetts	est. locally	est. locally	3 units algebra I, II and geometry	4 units
Michigan	est. locally	est. locally	N/A	N/A
Minnesota	est. locally Minnesota uses proficiency standards rather than course requirements	est. locally	3 units 2 of alg (1 in intermediate or advanced); geometry	4 units composition and literature
Mississippi	3 units alg I	4 units	3 units algebra I, II and geometry	4 units with substantial communication skills
Missouri	2 units	3 units	3 units algebra I, II	4 units 2 with emphasis on composition/writing
Montana	2 units	4 units	3 units	4 units
Nebraska	est. locally	est. locally		
Nevada	2 units	4 units	3 units beyond pre algebra	4 units
New Hampshire	2 units	4 units	N/A	N/A
New Jersey	3 units	4 units	N/A	N/A
New Mexico	3 units	4 units grammar and lit	N/A	N/A
New York (CUNY)	2 units integrated math	4 units	2 units 3 recommended: algebra, geometry, trigonometry	2 units 4 recommended
New York (SUNY)			N/A	N/A
North Carolina	3 units alg I	4 units	3 units algebra I, II and geometry	4 units grammar, literature, compo.
North Dakota	2 units	4 units	3 units algebra I and above	4 units
Ohio	2 units	3 units	3 units algebra I, II and geometry	4 units
Oklahoma	3 units alg I and above	4 units grammar, comp, lit	3 units from alg I, II, geom, trig, math analysis or calculus	4 units grammar, literature, composition
Oregon	2 units	3 units	3 units algebra I, II and geometry	4 units language, literature, speaking/listening, writing
Pennsylvania	est. locally	est. locally	N/A	N/A
Rhode Island	2 units career track	4 units	3 units	4 units
South Carolina	4 units (by 2001)	4 units	3 units algebra I, II and geometry	4 units all must be coll. prep
South Dakota	2 units	4 units writing, lit, speech	3 units advanced math (alg, geom, trig, or other)	4 units grammar, literature, composition
Tennessee	3 units alg I and above	4 units Engl I, II, III, IV	3 units 2 algebra, 1 advanced math	4 units English I, II, III, IV
Texas	3 units alg I	4 units		
Utah	2 units	3 units	3 units 2 beyond elementary alg.	4 units composition and literature
Vermont	** for total of 5 credits	4 units ** combined with science	N/A	N/A
Virginia	3 units 2 in alg I and above	4 units	N/A	N/A
Washington	2 units	3 units	3 units algebra I, II, and geometry	4 units at least 3 in composition and literature
West Virginia	3 units 2 in alg I and above	4 units Engl 9, 10, 11, 12	2 units algebra I and above	4 units
Wisconsin	2 units	4 units	3 units	4 units
Wyoming	3 units	4 units	3 units	4 units

ACTIONS FOR COMMUNITIES AND STATES

As state and local education leaders turn their attention to rethinking the standards for high school graduation, they have an unprecedented opportunity to make all this standards stuff really mean something for students and promote both excellence and equity. But this can occur only with joint action by K-12 and higher education.

Recommendation 1. Take the wraps off current requirements.

One of the biggest problems is that the folks who are most important in the teaching and learning equation—high school teachers and students—often do not know about the differences between what higher education demands, in terms of both courses and test content, and what K-12 requires for a diploma. The wraps need to come off. Everybody in every community needs clear information on both course requirements and the content of each relevant test. Many states already share some of this information widely; some, like California, go so far as to publish and distribute detailed lists of the exact skills and knowledge that are expected of entering freshmen. However, which items from these lists will be emphasized on the admissions and placements tests is often a mystery. Yet the tests are often what matters most. All of the tests should be made public and shared widely.

Recommendation 2. All high school students should be required to complete a rigorous, college-preparatory academic core.

In recent years, states have been increasing their course requirements for high school graduation. But while students are now taking more math, more English and more science, they are often not taking the

right courses—courses that will equip them with the knowledge and skills that they need for college and for decent jobs.

There are two parts to making this happen:

- First, higher education needs to get clear on what it needs: not simply what it wants, but what students really need to be successful in general education. The point here is not that K-12 should simply defer to whatever is on this list, but to create, as the University of Maryland’s Don Langenberg often says, a kind of “creative tension” between the two systems that will help both clarify expectations and ratchet them higher over time.
- Then, together higher ed and K-12 need to provide those courses and the training that teachers will need to be successful with all students. These changes need to be reinforced by parallel changes in accountability systems and high school graduation requirements.

Some will argue that there is no room in the high school curriculum for these changes. We beg to differ. As courses like Algebra 1 move down into middle school, it’s hard to argue that in four years of high school we can’t get all students through two more years of college preparatory math. As things are, American young people make surprisingly modest gains in achievement over their high school years.²⁰ By requiring all students to complete rigorous college preparatory classes instead of just any old class that fills an open slot, schools can stretch student minds—and stretch their results.

Recommendation 3. Eliminate redundancies and mixed messages in assessments at the juncture of high school and college

There are at least four ways that higher education and K-12 leaders can move forward on the problems in assessment.

Continued on page 30

Continued from page 29

Option A: K-12 system adopts assessment measuring the skills and knowledge that students need to succeed in college.

Two states, New York and Massachusetts, seem to have adopted assessments that measure the reading and writing skills that colleges say they need, and come close to closing the mathematics gap as well. Maryland and Florida have pledged to do the same thing, although their exams are not yet in place. In cases like these, state higher education institutions can probably use the results of these examinations in the admissions and/or placement process with at least as much confidence as they use current admissions and placement tests. (This doesn't mean that the cut scores for high school graduation and college admission need to be the same, at least initially. The point is aligned content.)

Such use would undoubtedly increase the importance of the K-12 exams for teachers, parents, and, especially, students. Indeed, it may be the only way that states have—short of denying a diploma—that will get students to take these exams seriously and work hard to pass them.

Option B: Higher education system uses K-12 assessment for admission and/or placement, even if that exam does not measure some domains considered important for college

Recent research in West Virginia seems to suggest that students who achieve at a reasonably high level on the state K-12 assessment succeed in college, even though the K-12 assessment decidedly does not measure the knowledge and skills the colleges say they need. Other states may want to study the predictive validity of their K-12 assessment for success in the first year in college. They, too, may find that their exams have at least the same predictive value as the SAT or ACT and, therefore, save students and families some money.

Texas may, in fact, do just that. The Texas Legislature has just mandated the development of a new eleventh grade assessment that will be much more rigorous than the current high school exit exam. It will include Algebra and Geometry, but it may stop short of assessing some of the content normally covered in college placement tests. At the direction of the Legislature, however, the new examination will be used in the admissions/placement process.

Option C: K-12 uses higher education assessment

In Oregon, the higher education system has developed a performance-based admissions standards system (PASS) that is currently being put into place. Because this system is scored and administered by high school teachers, it is beginning to drive practice in K-12. The K-12 system could accelerate that progress by adopting all or part of the PASS system for high school graduation.

Option D: Students admitted and placed based on whichever assessment yields best performance

Some years ago, the University of Wisconsin System authorized an admissions experiment designed to allow certain progressive high schools to present their graduates' credentials for admission in non-traditional ways. To assure that students from these high schools were not penalized, they could be admitted based either on a proficiency-based system or on the traditional basis. Then, over the course of the next several years, the system tracked the performance of these students, focusing especially on those admitted one way who would not have been admitted the other way. It turned out that students admitted on the non-traditional criteria did at least as well as students admitted in the normal ways.

Where the leadership in a state is unsure of which approach to take, students could be given the choice of credentials to present: performance on the K-12 assessment or performance on the normal college admissions and/or placement exams. Over time, research could provide some answers as to which of these approaches produces the best results.

Recommendation 4: Reward high-performing students by enabling them to begin college work early; provide extra time and help for high-school students who are struggling.

Over the last decade, college-level courses—Advanced Placement, IB, and the like—have been the fastest growing part of the high school curriculum. At the same time, the biggest growth in the college curriculum has been in high school-level courses!

This doesn't make any sense. With a coherent system of standards-based assessments, we could reorganize

ourselves to do both of the things that common sense would seem to suggest: enable high school age students to begin real college work whenever they are ready, and provide intensive, focused assistance for those who need extra time and extra help to reach high standards.

Other Steps?

Lessons from states moving ahead with the K-16 alignment work should prove instructive for the rest of the country. Clearly, this isn't easy stuff. There's no cookie cutter to apply, no formula to follow. But for many students the current system is frustrating, confusing, and downright discouraging. This confusion dampens effort, no question about it. Surely we ought to see if we can straighten out the signals.

NOTES

¹ National Center for Education Statistics, *Condition of Education 1997*, p. 64. Attending within two years of high school graduation.

² Extrapolation based on immediate college-going rate data in Mortenson "College Continuation Rates for 1998 High School Graduates"; *Postsecondary Education Opportunity (June, 1999)* and two-year college-going rate data from the National Longitudinal Studies.

³ Adelman, Clifford *Answers in the Tool Box*. US Department of Education; June, 1999.

⁴ Mortenson, "Freshman-to-Sophomore Persistence Rates by Institutional Control, Academic Selectivity and Degree Level, 1983 to 1998," *Postsecondary Education Opportunity*, Number 74 (Oskaloosa IA: The Mortenson Research Seminar on Public Policy Analysis of Opportunity for Postsecondary Education, August 1998)

⁵ National Collegiate Athletic Association, *1997 NCAA Divisions I and II Enrollment and Persistence Rates Report* (Overland Park, Kansas: NCAA, 1997).

⁶ See, for example, Standards Mean Business (National Alliance of Business) and Formula for Success (Business Coalition for Education Reform).

⁷ National Commission on Excellence in Education, *A Nation At Risk*, U.S. Department of Education, Washington D.C., 1983, p. 24

⁸ from the 1999 Action Statement adopted October 1, 1999.

⁹ Report from the Project to Assess and Improve Practices for Writing Assessment across Public Higher Education to the Massachusetts Board of Education, 1999

¹⁰ For more information on examinations in other countries, see Barton, Paul "Too Much Testing of the Wrong Kind; Too Little of the Right Kind

in K-12 Education", ETS, (1999); Eckstein, Max and Harold J. Noah *Secondary School Examinations International Perspectives on Policies and Practices* (Yale University Press); Stevenson, Harold and Shin-ying Lee, *International Comparisons of Entrance and Exit Examinations* (1997).

¹¹ According to Clifford Adelman in *Answers in the Tool Box*, only 18% of college students requiring three or more remedial courses and 9% of college students requiring more than two semesters of remedial reading manage to complete a baccalaureate degree, compared with 54% of students requiring no remediation and 45% of those requiring only one remedial course.

¹² Adelman, Cliff op cit

¹³ In New York state, for example, students who need remediation at the City University of New York will be prevented from entering CUNY's four-year campuses beginning in fall 2000. Similarly, remedial students in the California State University System will be precluded from returning to campus if they can't complete all required remediation within one year of entry.

¹⁴ complete descriptions of all these tests and the team's analysis of their qualities will be found on the Education Trust website: www.edtrust.org

¹⁵ only the Level A Regents' examinations was analyzed for this study. An optional "Level B" will be available for students in the 1999-2000 academic year which will address higher mathematics content. English language arts has one level only.

¹⁶ The College Board, "Taking the SAT II: Subject Tests, 1997-98," College Entrance Examination Board and Educational Testing Service, 1997. p. 11

¹⁷ There is no reason why impromptu writing has to be without purpose and audience: the prompt could ask students to write a letter or a newspaper editorial persuading readers to support a proposed ordinance affecting their town or their school, for example.

¹⁸ The University of California Subject A examination is a good example of a writing placement test that focuses on the kind and level of writing required in college. Another example comes from Temple University in Philadelphia. Entering first-year students at Temple are given a sheet of paper about four weeks ahead of the examination date, containing four passages from textbooks or high-level journalism, each proposing a theory or explanation to major problems of society. The students are told to study these passages and to make notes on the sheet of paper. When they arrive for the examination, they may bring the sheet of paper with the notes. They are given two of the passages, from which they must choose one, and are asked to a) summarize the argument, and b) respond to it with a reasoned argument of their own. Clearly this writing assessment provides information on the student's reading proficiency; ability to summarize; and ability to produce the kind of writing needed in college.

¹⁹ according to an unpublished paper by the Education Trust ("College Placement Test in Mathematics: A Report to the California State University" June 1999), "most [placement tests] require students to demonstrate substantial mastery of the mathematics normally taught in Algebra 2 in order to gain exemption from remedial mathematics."

²⁰ National Center for Education Statistics, *Reading and Mathematics Achievement: Growth in High School*. Issue Brief, December 1997.

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Upcoming Events

Local K-16 Council Leaders'
Winter Meeting
March 2000
Reno, Nevada

NASH State K-16 Systems' Meeting
July 2000
To Be Announced

Issue Analysis and Research Committee

Tuesday, 8.00 – 9.15 am

Centennial E



[Issue Analysis and Research Committee Agenda, November 13, 2001](#)

[Issue Analysis and Research Committee Meeting Minutes, May 2001](#)

[ACTION ITEM: Developing an Online Course-Rating Tool](#)

[FY 2002 Workplan](#)

Tuesday, November 13, 2001

7.30 - 8.00 am

Centennial E-F Foyer

Continental breakfast

8.00 - 9.15 am

Centennial E

Issue Analysis and Research Committee Agenda

Members:

Chuck Ruch (ID), Chair
Cece Foxley (UT), Vice Chair
Emily Swanson (MT), Ex Officio
Tad Perry (SD), Ex Officio
Johnny Ellis (AK)
Lawrence Gudis (AZ)
Francisco Hernandez (CA)
William Byers (CO)
Clyde Kodani (HI)
Jack Riggs (ID)
Frank Kerins (MT)
Raymond Rawson (NV)
Pauline Gubbels (NM)
Richard Kunkel (ND)
Nicki Harrington (OR)
Bob Burns (SD)
Marcus Gaspard (WA)
John Barrasso (WY)

AGENDA

Presiding: Chuck Ruch (ID), Chair



A. Issue Analysis and Research Committee Meeting Minutes, May 21, 2001



B. Developing an Online Course-Rating Tool

C. Discussion Item: Lumina Grant "Changing Direction: Integrating Higher Education Financial Aid and Financing Policy"

D. Discussion Item: Ford Grant "Expanding Engagement: Public Policy to Meet State and Regional Needs"

E. Information Item: Unit Updates. Staff will provide an update and respond to the committee's questions concerning ongoing activities on the FY 2002 workplan

1. Western Cooperative for Educational Telecommunications - Sally Johnstone
2. Policy Analysis and Research - Cheryl Blanco

Issue Analysis and Research Committee

Meeting Minutes

May 21, 2001

Members present:

Charles Ruch, Chair (ID)
Johnny Ellis (AK)
Lawrence Gudis (AZ)
Bill Kuepper (CO)
Clyde Kodani (HI)
Jack Riggs (ID)
Frank Kerins (MT)

Bruce Hamlett (NM)
Richard Kunkel (ND)
Nicki Harrington (OR)
Bob Burns (SD)
Marcus Gaspard (WA)
John Barrasso (WY)

Members absent:

Francisco Hernandez (CA)
Raymond Rawson (NV)
Cece Foxley, Vice Chair (UT)

Staff present:

Cheryl Blanco
Sally Johnstone
Jere Mock

Chair Ruch convened the Issue Analysis and Research Committee on May 21, 2001, asking participants to introduce themselves. The minutes of the November 14, 2000, committee meeting and the conference call of April 6, 2001, were approved without revisions.

Chair Ruch reviewed an action item on the FY 2001 Workplan, explaining how the plan is structured and the differences among the three sections. Jere Mock pointed out that text of the full workplan is included in the agenda book. Members asked for further explanation of some items, but did not remove, add, or rearrange items in the workplan matrix. There was a question about the large number of projects, especially those requiring external funding, and staff capacity to handle the potential load. In relation to the activities of the Policy Analysis and Research unit, Cheryl Blanco indicated that if all materialized about the same time, that would be a challenge; the plan, however, is to phase new projects in and build additional staff resources into the proposals through external funding. Members suggested that the activities be prioritized within the three major sections and that time frames be added. The workplan was approved without revision.

Chair Ruch directed the members to the action item titled "Finding the Will and the Way: Managing Higher Education Within Revenue and Expenditure Constraints." Blanco briefly summarized the project and noted that this project tracks well with another proposal previously approved by the committee on finance and financial aid. This initiative would look at the impact of revenue and expenditure constraints on the future viability of higher education in the West. Commissioner Burns suggested that both public and private institutions be part of this project and that consideration be given to including proprietary institutions. A question was also raised about identifying institutional costs. The item was approved.

The discussion item on a potential project that centers on student mobility evoked considerable dialogue and suggestions for staff. Blanco gave a brief overview of staff thinking behind such a project, indicating that its purpose might be "to build states' capacity to measure and understand the impact of student mobility and, thus, more effectively address related public policy issues." The project would examine student mobility at various points around the college experience: 1) mobility of recent high school graduates as they enter college; 2) the swirling effect produced as college students move in and out of higher education institutions; and 3) the movement of recent college graduates from their institution to their state of employment. Commissioners offered several observations to guide staff, including the importance of defining mobility, looking at online learning and its impact on mobility, student retention, portability of courses and financial aid, transferability, value of mobility for students and institutions, and time to degree. Committee members supported a project in this area and encouraged staff to proceed in developing a proposal.

At the request of Chair Ruch, Jere Mock gave an update on activities in the Communications and Public Affairs unit. She reported that staff in the unit provide support for other units' projects; she drew their attention to the new annual report in a desk calendar format (copies were included in commissioners' registration packets), the redesigned Web site, the NorthWest Academic Forum (NWF), and the NEON (Northwest Educational Outreach Network) project proposal.

Sally Johnstone gave an overview of the Western Cooperative for Educational Telecommunications (WCET) and updated the committee on its activities, noting the Technology Costing Methodology (TCM) project, the various member services, and online student support systems. She pointed out that the cooperative recently received a two-and-one-half year grant from the William and Flora Hewlett Foundation. Among the grant's objectives is to address the needs of institutions around e-learning technologies by creating Web-based tools to help educators analyze and compare vendor-produced course management tools and other software products. In addition, the project will develop and implement a system for evaluating distance-learning courses and convene policy seminars on emerging issues related to the successful integration of technology into higher education.

Blanco mentioned a few remaining items concerning the Policy Analysis and Research unit, including plans for a policy forum in the fall on the information technology workforce, progress of a proposal submitted to the Lumina Foundation for Education on Changing Direction: Integrating Higher Education Financial Aid and Financing Policy, and the success of the weekly Policy Alerts e-mail messages. Plans are underway to initiate a Stat Alert e-mail series in July 2001.

The committee had no further business and adjourned.

ACTION ITEM
Developing an Online Course-Rating Tool
Pilot Phase

Summary

This project responds to the need to simplify the evaluation process for higher education institutions buying and licensing course materials and courses from private vendors and other institutions. We propose to create a course-rating system that will include expert reviews by academics from the appropriate disciplines and instructional designers, as well as consumers. These will be organized in a Web-based decision tool to reduce the number of courses a buying institution's faculty would have to examine in detail.

Background

Early on, many colleges and universities saw the development of Web-based courses and programs as an inexpensive means to reach off-campus students efficiently and/or to expand market share. Experience has proven otherwise, and there is now a good deal of evidence that developing high quality Web-based materials and courses that utilize the potential of the Web as a learning tool is an expensive proposition. In order to take advantage of the potential of the Internet and the Web, institutions must build and staff their IT infrastructures and skilled Web designers, and network technicians are becoming too expensive for many institutions. They also must assist their faculty in instructional design for this new medium and in the development of specific Web-enabled demonstrations. Preliminary results from a WCET project supported by the Fund for the Improvement of Postsecondary Education to determine a methodology to measure the costs of educational technologies shows that the only way an institution can actually cover the cost of the development of high quality courses is through economies of scale.

This will mean that only a relatively small number of colleges and universities and commercial firms will be able to support the development costs of high quality Web-based materials. As a result, most colleges and universities will become consumers of Web-based materials in much the same way that they are consumers of textbooks.

The William and Flora Hewlett Foundation funded a planning grant in May 2001 that enabled WCET to consult with institutions that purchase courses, sellers of materials, and individuals with experience in the development and administration of the various elements that would need to be considered in the development of such a tool. From that planning we constructed the project described here.

Relationship to WICHE's Mission

The project supports WICHE's mission by improving access to quality higher education through distance learning.

Project Goal

The goal is to serve the needs of institutions seeking to license or buy courses from vendors or other institutions. It will also set the benchmarks for quality online courses.

Project Objective

The primary objective is to create an easy to use Web-based tool for colleges and universities to use in evaluate courses that are considering using with their own students. A secondary objective to begin setting benchmarks for good quality online courses.

Principal Project Activities

This two-year pilot project will include the formation and coordination of teams that will:

- ⌘ Develop the course review system.
- ⌘ Develop an automated database.
- ⌘ Develop policies and procedures for inclusion in the database and for the use of the tool.
- ⌘ Develop a psychologically sound decision tool for use with the database.
- ⌘ Develop a business plan for full implementation.

Anticipated Project Outcomes

The project will result in the prototype of a Web-based decision tool for evaluation online courses. The database supporting the tool will be populated with real courses that have gone through the full review process. A business plan will also be developed to guide the way to implementation of the tool on a broader scale.

Budget

The total budget for the two-year pilot phase of this project will be approximately \$2,000,000.

Action Requested

Approval to seek, receive, and expend funds from the William and Flora Hewlett Foundation.

WICHE FY 2002 Work Plan: Priority Themes & Activities

<i>Existing Activities (GF= general fund)</i>				
<u>ACCESS</u>	<u>ACCOUNTABILITY</u>	<u>FINANCE</u>	<u>INNOVATION & INFO-TECHNOLOGY</u>	<u>WORKFORCE</u>
<p>Student Exchange Programs: PSEP, WRGP, WUE</p> <p>Doctoral Scholars and Faculty Diversity Initiatives (Pew, Ford, Anonymous)</p> <p>Accelerated Learning Initiatives (U.S. Dept. of Education)</p> <p>U.S./U.K. Project (Ford, British Funding Council)</p> <p>International Student Mobility (FIPSE)</p> <p>Pathways to College Network (GE Fund, James Irvine Foundation, FIPSE and others)</p> <p>University of Hawaii project to develop a needs-based grant program (w/NCHEMS)</p> <p>The collision between demand, access, and financial constraints and quality and accountability during stable or declining enrollments (Ford)</p>	<p>Regional Fact Book: <i>Policy Indicators for Higher Education</i> (GF)</p> <p>Policy forum on accountability and policy inventory (Ford)</p> <p><i>Policy Insights</i> on a range of higher education issues (GF)</p> <p>Development of guidelines in distance-delivered education for the regional accrediting agencies</p>	<p>Annual <i>Tuition and Fees</i> report (GF)</p> <p>WCET's <i>Technology Costing Methodology</i> project handbook (FIPSE)</p>	<p>Support of the NorthWest Academic Forum's regional initiatives (NWAF)</p> <p>Western Cooperative for Educational Telecommunications initiatives</p> <p>EL NET expansion (FIPSE)</p> <p>American TelEd Communications Alliance (self-funding)</p>	<p>Policy roundtable on teacher education issues in CA (Ford)</p>

New Directions
(proposals have been approved by the commission and submitted)

ACCESS

ACCOUNTABILITY

FINANCE

INNOVATION &
INFO-TECHNOLOGY

WORKFORCE

Policy roundtable in Nevada on strategic planning issues (Ford)

Collaboration with NCHEMS, SHEEO and WICHE on database maintenance and exchanges

Expanding the *Technology Costing Methodology* project (FIPSE)

Multi-year policy projects on higher ed finance and financial aid (Lumina Foundation)

Policy Forum on Info-Technology and Workforce

Developing the Northwest Educational Outreach Network for NWAFF

WCET work to improve information on electronic learning resources (Hewlett)

Policy Forum on Info-Technology and Workforce

On the Horizon
(proposals not yet submitted to the commission or past proposals that are being recast)

ACCESS

ACCOUNTABILITY

FINANCE

INNOVATION &
INFO-TECHNOLOGY

WORKFORCE

PSEP revision and revitalization

Policy work and technical assistance strategies to expand access for students with disabilities

Research on the relationship between income and race/ethnicity and how they affect student access and retention

Research on student mobility (Commission gave approval to seek funding)

Institute for legislators and trustees on higher ed issues

Follow-up initiatives responding to the National Center on Public Policy and Higher Education's report cards

Reform efforts aligning K-12 and higher education

Policy work on resident and nonresident tuition policies

Examination of the impact of revenue constraints on future viability of higher ed in the West

Exploring the development of portal technologies

Improving public policy for teacher education/teacher mobility

Developing student exchange program responses to critical workforce shortages

Programs and Services Committee

Tuesday, 8.00 – 9.15 am

Centennial F



[Programs and Services Committee Agenda, November 13, 2001](#)

[Programs and Services Committee Meeting Minutes, May 2001](#)

[Biographical Sketches: James Voss and Lance Perryman](#)

[Western Regional Graduate Program \(WRGP\) – Program Nomination Process](#)

[Status Report: The American TelEdCommunications Alliance](#)

Tuesday, November 13, 2001

7.30 - 8.00 am

Centennial E-F Foyer

Continental Breakfast

8.00 - 9.15 am

Centennial F

Programs and Services Committee Agenda

Members:

Diane Barrans, (AK), Committee Chair
Phil Dubois (WY), Committee Vice Chair
Emily Stonington (MT), Ex Officio
Tad Perry (SD), Ex Officio
Owen Cargol (AZ)
Herbert Medina (CA)
Bill Kuepper (CO)
Raymond Ono (HI)
Gary Stivers (ID)
Richard Crofts (MT)
Jane Nichols (NV)
Bruce Hamlett (NM)
Larry Isaak (ND)
George Richardson (OR)
David Gienapp (SD)
George Mantes (UT)
Ken Jacobsen (WA)

Agenda

Call to Order: Diane Barrans, Chair



Programs and Services Committee Meeting
Minutes, May 21, 2001

Program Updates:

A. WICHE Student Exchange Programs

1. Reorganization of the Programs and Services unit and staffing changes
2. Recognition of Colorado State University College of Veterinary Medicine & Biomedical Sciences' Dean Emeritus Dr. James L. Voss and introduction of his successor, Dr. Lance Perryman
3. Student Exchange Program Statistical Report - preliminary data

4. Report on the June 2001 meetings of the WICHE Certifying Officers and the Veterinary Medicine Advisory Council
 5. Western Regional Graduate Program – 2001-2002 Nomination Process Status
 6. New publications – Professional Student Exchange Program brochure, Western Regional Graduate Program brochure, Western Undergraduate Exchange brochure
 7. Timeline for consideration of the Professional Student Exchange Program (PSEP) support fees for the biennium, 2003 - 2004 and 2004 - 2005
- B. American TelEdCommunications Alliance
1. Status report
- C. Compact for Faculty Diversity
1. Results of the Compact's 2001 Institute on Teaching and Mentoring
 2. Future plans for the Compact
- D. Communications Activities
1. New WICHE publications
 2. Other projects

Committee on Programs and Services

Meeting Minutes

May 21, 2001

1. CALL TO ORDER

The meeting was called to order at 8:30 a.m. by Commissioner Phil Dubois, vice chair. He said that Commissioner Diane Barrans, chair, was attending the meeting of the Executive Committee and would join the meeting shortly. She arrived at approximately 8:45 a.m. The following commissioners and WICHE staff were present:

Commissioners:

Diane Barrans (AK), chair
Philip Dubois (WY), vice chair
Herbert Medina (CA)
Joe May (CO)
Raymond Ono (HI)
Greg Fitch (ID)
Paul Page (NV)
Pauline Gubbels (NM)
Larry Isaak (ND)
George Richardson (OR)
David Gienapp (SD)
David Gladwell (UT)

Others:

Robert Kelley (WY)
Ron Sparks (NV)

Staff:

Sandy Jackson
Dewayne Matthews

2. ACTION ITEM: Approval of the minutes of the November 14, 2000, committee meeting and the March 29, 2001, committee conference call meeting.

Commissioner Isaak moved for approval of the minutes of the meetings. The motion was seconded by Commissioner Page and carried unanimously.

3. PROGRAM UPDATE: Western Consortium for Accelerated Learning Opportunities

Dewayne Matthews, director of Programs and Services, reported that WICHE has received a grant of \$800,500 from the U.S. Dept. of Education for this program. He said the purpose of the program is to expand the availability of and participation in advanced placement, dual enrollment, the international baccalaureate, and other forms of accelerated learning. He said that nine WICHE states are participating in the consortium: Arizona, Colorado, Hawaii, Idaho, Montana, New Mexico, Oregon, South Dakota, and Utah.

Commissioner Dubois asked why Wyoming was not a participant in the consortium. Matthews replied that Wyoming had not responded to an invitation to participate, but that it was hoped the state could be included in the second year of the project. Dubois said that it would be very desirable to have Wyoming participate in the project and that he hoped it could be accomplished as soon as possible.

4. PROGRAM UPDATE: Legislative Engagement in Higher Education Policy Project

Matthews reported that WICHE has received grants totaling \$375,000 from the Ford Foundation for this program, which supports state higher education roundtables, a regional policy forum (scheduled for November), and other activities. He said the program has a particular focus on the issues of teacher education, finance and technology, and accountability. Matthews reported that the project, or the earlier Kellogg-supported project, had provided support to state higher education roundtables held in Arizona, Hawaii, Idaho, Montana, New Mexico, North Dakota, South Dakota, and Washington. He said that a roundtable on the topic of teacher education would be held in June in California, and that plans had been made for additional roundtables in Nevada and South Dakota.

Commissioner Isaak said that he hoped the project could support a roundtable in North Dakota this fall, to discuss the implementation of the legislation enacted in the state as a result of the roundtable held last year.

5. INFORMATION ITEM: Compact for Faculty Diversity – New Directions and Possibilities

Matthews reported that for the past several years, the WICHE Doctoral Scholars Program, part of the national Compact for Faculty Diversity, has been seeking external funding to continue its efforts to bring greater racial and ethnic diversity to college and university faculty through support for minority graduate students preparing for faculty careers. Matthews said that these efforts have had some success, with funding received from the Sloan Foundation, the National Institutes of Health, and other funders. However, he said that efforts need to continue to develop a viable and long-term funding base for the compact, and that staff are developing a new approach to support graduate departments in adopting the practices proven to lead to successful faculty careers for their graduates.

Matthews said that Suzanne Benally, director of the WICHE Doctoral Scholars Program, has been developing an initiative to continue realizing the goals of strengthening successful participation and graduation of U.S. underrepresented minority students in graduate education and increasing the number of these doctorate scholars entering faculty positions. According to Matthews, the thrust of a new initiative will be to focus on building departmental, institutional, and regional capacity for strengthening minority graduate education. Another key element will be to improve the retention of minority faculty entering the professoriate. Building these capacities regionally is particularly important in the West, because generally Western-state universities do not have high concentrations of minority doctoral students. Matthews said that the proposed project would have WICHE partner with doctoral-granting universities throughout the region to incorporate best practices for graduate education into departments and institutions. Several institutions have expressed interest in participating, including the University of Washington and the University of Oregon. Matthews said that Benally will contact other universities in all WICHE states to gauge their interest in participating. He said that staff plan to develop a proposal for external support for these initiatives and submit it to the executive committee. If approved, the proposal will be submitted to potential funders for their consideration.

6. PROGRAM UPDATE: American TelEdCommunications Alliance

Matthews reminded the committee that at its November meeting, the commission approved WICHE's participation in a consortium of the four regional higher education compacts for the purchase of information technology services and products for higher education. Matthews

reported that the consortium, now called the American TelEdCommunications Alliance (ATAlliance) had been formally created by its members: WICHE, the Midwestern Higher Education Commission (MHEC), the New England Board of Higher Education (NEBHE); the Southern Regional Education Board (SREB); and MiCTA (a nonprofit education organization originally created in 1982 as the Michigan Collegiate Telecommunication Association). He said the ATAlliance should increase availability at a reasonable cost to educational telecommunications, including Internet access, wireless communications, interactive video classrooms (design, equipment, and maintenance), and data bandwidth services.

Matthews said that the members of the ATAlliance had recently met in Atlanta to develop the prospectus and bylaws. He said each of the five potential founding members had approved their participation in the program and that it should begin operations this summer.

7. PROGRAM UPDATE: Western Undergraduate Exchange

Matthews reported that enrollment in the Western Undergraduate Exchange had once again increased substantially this year. He said WUE enrollment for 2000-2001 totals 13,883 students, an increase of 19.3 percent over last year's total of 11,739. Matthews presented a report showing that this year WUE is saving students and their families over \$57.5 million in tuition. He said that some of the increased enrollment for 2000-2001 reflects the increased participation of students from Arizona, California, and Washington. Arizona and Washington are the newest states to participate in WUE, and the enrollment figures show a continued growth in participation as students in those states become more aware of the opportunities available through WUE. The enrollment of California students reflects the decision of several states to make WUE programs available to California residents, as authorized by the commission in 1999. Matthews noted that the cost saving data show that all WICHE states, including California, can point to significant cost savings to their residents as a result of their participation in WUE.

Commissioner Gienapp moved for approval of the FY 2002 workplan. The motion was seconded by Commissioner Medina and carried unanimously.

8. PROGRAM UPDATE: Professional Student Exchange Program

Sandy Jackson reported that the process of enrolling students for Fall 2001 in participating programs in the Professional Student Exchange Program was well underway. She reported that legislative action this year would result in a fairly stable funding base for PSEP in 2001-2002, but that the numbers of students participating would probably show a modest decline.

9. ADJOURNMENT

There being no further business, the meeting was adjourned by Committee Chair Barrans.

Biographical Sketches:
James Voss and Lance Perryman of the Colorado State University
College of Veterinary Medicine and Biomedical Sciences

James L. Voss served as dean of the College of Veterinary Medicine and Biomedical Sciences at Colorado State University (CSU) from 1986 until his retirement this year. He joined the CSU faculty in 1958 as an instructor and later served as assistant professor, associate professor, professor, and chairman of the Dept. of Clinical Studies before he was appointed dean of the college. Dr. Voss's speciality interests include equine reproduction and internal medicine. He has served on numerous key committees at the university. He has also served as president of the Colorado Veterinary Medical Association, the American Association of Equine Practitioners, the Association of American Veterinary Medical Colleges, and as a member of the House of Delegates of the American Veterinary Medical Association. He is currently a member of the AVMA's Council on Education and the National Commission on Veterinary Economic Issues. Dr. Voss has authored or coauthored over 190 scientific and popular publications and presented over 180 seminars and scientific papers at various local, national, and international meetings. He has been married for 46 years to Kathleen Voss and they have three adult children.

Under Jim Voss's leadership, the College of Veterinary Medicine and Biomedical Sciences at Colorado State University has accommodated more of WICHE's professional student exchange students than any other institution in the West. In the process, Dr. Voss has earned the respect and the gratitude of institutions and students in nine states for the sensitivity and fairness with which he has helped keep the support fees as low as possible, and for caring for students regardless of which animals they really love to have as patients, or which state they call home.

Lance E. Perryman recently was appointed dean of the CSU College of Veterinary Medicine and Biomedical Sciences. Prior to this he was professor and head of the Dept. of Microbiology, Pathology, and Parasitology, in the College of Veterinary Medicine at North Carolina State University in Raleigh. Earlier he was associate dean for research and graduate education and director of the animal health research center in the College of Veterinary Medicine at Washington State University in Pullman. He also has held positions as adjunct professor in the School of Medicine at the University of Washington. He has served as president of the American Association of Veterinary Immunologists and the American College of Veterinary Pathologists, and he served for several years on the Council of Research for the American Veterinary Medical Association. He received his D.V.M. from Washington State University, his M.S. from The Ohio State University, and a Ph.D. from Washington State University.

The Western Regional Graduate Program (WRGP)

2001 - 2002 Program Nomination Process

The Western Regional Graduate Program (WRGP) consists of very high quality master's and doctoral degree programs that are not widely available throughout the West. To be eligible for WRGP, programs must be distinctive on two criteria: they must be of demonstrated quality, and they must be offered at no more than three institutions in the WICHE region (exclusive of California). WRGP is particularly strong in programs targeted to the emerging social, environmental, and resource development needs of the West and in innovative interdisciplinary programs. Through WRGP, graduate students who are residents of the 14 participating states may enroll in participating programs in public institutions on a resident tuition basis, or at a reduced tuition in private institutions. Along with this obvious benefit to students, WRGP offers states and institutions a means to foster the development and support of innovative programs by enlarging the potential student pool. Like all WICHE student exchanges, WRGP has enjoyed strong support from policymakers in the states as a way to better utilize regional educational resources.

Institutions in the 14 participating states have been invited to nominate additional graduate programs for inclusion in the WRGP. The nominations are accepted biennially, the deadline for this round is Dec. 17.

CRITERIA FOR PROGRAM SELECTION

To be included in the Western Regional Graduate Program, a graduate program must:

1. Be offered by a regionally accredited institution in a Western state other than California (participating states include Alaska, Arizona, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, North Dakota, Oregon, South Dakota, Utah, Washington, or Wyoming. California does not participate in WRGP).
2. Be a program of high quality and demonstrable strength in terms of faculty, curriculum, library or other resources, student enrollments and placements, or other factors.
3. Be distinctive with respect to total program, specialization, or resources, and fill a need not met by more than three other (four total) programs in the participating states. However, institutions may also nominate, and the Advisory Council may approve, programs that reflect significant needs of other participating states within the WICHE region.
4. Be in a field not included in the WICHE Professional Student Exchange Program (PSEP).
5. Be one of not more than eight programs in WRGP in any doctoral-level institution; universities with a separately organized health sciences center (which includes a medical school) may also offer up to eight programs in the health sciences center. Master's-level institutions may offer four programs. (If the number nominated plus the institution's programs already listed in WRGP exceed these numbers, the institution will be asked to prioritize the present and nominated programs for inclusion in WRGP.)
6. Enjoy strong institutional support and the expectation of continued support.
7. Give some degree of preference to qualified students from participating states.

6. Enjoy strong institutional support and the expectation of continued support.
7. Give some degree of preference to qualified students from participating states.
8. Charge students from participating states not more than resident tuition (in private institutions, a tuition reduction of at least 25 percent), and hold such students harmless in event the program ceases to be part of WRGP.

2001 — 2002 WRGP NOMINATION TIMELINE

- | | |
|--------------------------------|---|
| Phase I
through
mid-Dec. | WICHE initiates nomination round. Instructions are sent to all WICHE-region institutions that offer graduate degrees. Nominations are due to WICHE by December 17, 2001. |
| Phase II
Jan./Feb. | WICHE staff compiles nominations. The nominations along with program review worksheets are sent to institutions and governing or coordinating boards for review and comment. Comments are due to WICHE by February 15. |
| Phase III
Feb./March | Summaries of field comments are sent to directors of the nominated programs, and in March to governing or coordinating boards with an invitation to the institution to affirm or withdraw the nomination. Responses are due to WICHE by late March. |
| Phase IV
April | Staff prepares summary sheets and recommendations for the regional Student Exchange Program Advisory Council. The council acts on nominations and institutions are notified of the council's decisions. |
| Phase V
Sept. | Revised WRGP promotional materials are prepared, published, and distributed. |

Status Report: The American TelEdCommunications Alliance

At its November 2000 meeting, the commission approved WICHE's participation in a consortium of the four regional higher education compacts created to provide low-cost access to telecommunications and technology products and services for higher education. The executive directors of the four regional organizations and the president of the MiCTA Service Corporation, a national nonprofit telecommunications association that serves as the program administrator for the alliance, came together in April 2001 as the board of directors of the new alliance. Their meeting focused on addressing the legal and operational issues related to creating this new initiative. Following the meeting, the Midwestern Higher Education Commission (MHEC) assumed lead responsibility for drafting the organization's bylaws and several operating agreements, and it was also appointed to serve as fiscal agent. Throughout this process, WICHE and the other regionals have been actively involved in reviewing and modifying each of the founding documents.

The second meeting of the board of the new ATAlliance was convened on October 8, 2001 via a conference call and the founding documents were approved, including bylaws of the American TelEdCommunications Alliance, the founding member agreement with the MiCTA Service Corporation, and an agreement between the American TelEdCommunications Alliance and the MiCTA Service Corporation that authorizes MiCTA to serve as the alliance program administrator. A joint staff committee of the alliance was also authorized to provide support to the board and to collaborate with the program administrator in many activities. Over the next several months the staff group will develop a framework of administrative procedures for the alliance including methods and procedures for handling membership applications, expenditures, financial and performance audits, and other activities. A business plan will be developed along with strategies for marketing the alliance.

Membership in the national alliance is open to colleges and universities, schools, state agencies, libraries and other nonprofit organizations. By paying a \$75 annual membership fee, members may participate in the contracts and programs of the alliance. Emphasis will be given to establishing effective contracts for basic and advanced telecommunications services in support of education. The contracts are aimed at providing lower costs, wider access, and higher quality services than could otherwise be obtained. Contracts have been negotiated, or are in the process of being negotiated, with vendors providing long distance access, internet access, wireless LAN (local area network) and WAN (wide area network) equipment and integration, interactive voice and multimedia products and services, local telephone service, and video network access. More details on these and other programs available to alliance members, can be obtained by calling the MiCTA Service Corporation at 1-888-870-8677 or visit the MiCTA web site at www.micta.org.

As next steps, WICHE will form a regional steering committee of state-level and institutional representatives to assist in reviewing the RFP processes undertaken by MiCTA to evaluate compliance with state and institutional procurement requirements. The committee will also help to promote membership in the alliance, participate in the negotiations and voting on endorsements of proposed vendor services resulting from the RFP processes requested or sanctioned by WICHE, and help inform institutions and nonprofit organizations within the region of the product and service contracts available through the alliance.



Theme III Policy Discussion: "Accelerated Options – College in High School"

Tuesday, 9.30 – 10.30 am
Centennial F

Discussion Description

Biographical Sketches: Tad Perry, Richard Clark, and Francisco Hernandez

Summary: "Dual Credit: A Report of Programs and Policies
that Offer High School Students College Credit" by Richard Clark

Tuesday, November 13, 2001

9:30 - 10:30 am
Centennial F

Theme III Policy Discussion: "Accelerated Options – College in High School"

All states have created opportunities for high school students to experience college-level work during their last year or two of high school. The most common options include dual enrollment, concurrent enrollment, advanced placement, and the International Baccalaureate (IB) program. Such programs raise several policy questions, with questions related to quality, cost, and accessibility topping the list. With the increased emphasis in the West on broadening participation for underrepresented populations, policymakers and educators are exploring the role of accelerated options in expanding opportunity for target groups. To provide a context for this discussion, Richard Clark, senior associate with the Center for Educational Renewal and the Institute for Educational Inquiry at the University of Washington, will share findings from his research on these programs. WICHE Commissioner Francisco Hernandez will respond with comments and a general discussion among commissioners will follow.

Moderator: Tad Perry, WICHE Vice Chair (SD)

Speaker: Richard W. Clark, senior associate, Center for Educational Renewal and the Institute for Educational Inquiry, University of Washington

Discussant: Francisco Hernandez, WICHE Commissioner (CA)

Robert T. "Tad" Perry has been the executive director of the South Dakota Board of Regents and a WICHE commissioner since 1994. Previously, he served as chief operating officer at Indiana's Partnership for Statewide Education, a consortium of public universities for the delivery of distance education. He has also held a number of positions at Ball State University in Muncie, Indiana, including faculty member and chair of the Dept. of Political Science; special assistant to the vice president for business affairs; executive assistant for fiscal relations; assistant provost; and associate vice provost. He received his master's and Ph.D. in political science from the University of Missouri at Columbia.

Richard W. Clark directs two initiatives of the Center for Educational Renewal in the College of Education at the

University of Washington. The initiatives include the journalism, education, and the public good fellows program that hosts seminars designed to increase the mutual understanding of educators and journalists regarding the critical role each plays in our society. He also directs the Secondary School Renewal initiative, a project that develops and tests materials and processes that will help leaders in secondary schools as they work to strengthen their programs and their professional development. Clark also serves on the steering committees of the Center for Educational Renewal and the Institute for Educational Inquiry at UW. An educational consultant and author, he has worked with P-12 and college educators in 35 states. For many years he worked closely with the Coalition of Essential Schools on various research and writing projects. In addition to his background as a teacher and administrator, he has eight years of experience as a broadcaster. He is the author of *Professional Development Schools* (Jossey-Bass, 1999), among other publications.

Francisco Hernandez has been the vice chancellor of the University of California, Santa Cruz since 1994 and a WICHE commissioner since 2000. He is responsible for the quality of student life through residential life programs, student services, and enrollment services. In addition, he has been involved with the administration of higher ed facilities for 20 years and has 10 years of teaching experience. Most recently, he taught courses on minorities in higher education at the University of California, Santa Cruz. He is a member of the American Association for Higher Education, the Hispanic Association for Chicana and Chicano Studies, and the Hispanic Association of Colleges and Universities. He earned a bachelor's of arts from the University of California, Berkeley, and a master's and doctorate from Stanford University.

10.30 - 10.45 am
Centennial F

Break

SUMMARY

Dual Credit: A Report of Progress and Policies that Offer High School Students College Credits

by Richard W. Clark
Institute for Educational Inquiry, June 2001

This paper provides a brief overview of a study, supported by The Pew Charitable Trusts, of programs through which high school students acquire dual credits (high school and college) and presents recommendations for action related to such programs. There are five parts to the paper: (1) an introduction, which defines the subject and describes the components of the study; (2) a report of findings; (3) a report and analysis of benefits and problems as well as a discussion of issues; (4) a discussion of implications of the findings for various stakeholders; and (5) suggestions for action.

We use the term *dual credit* to describe four types of programs: Type I, exam preparation; Type II, school based; Type III, college based; and Type IV, career preparation. These different varieties of programs are described in the attached table and discussed in depth in the report. There were five components to the study. We conducted an extensive review of the literature on the topic. We surveyed a sample of college admissions officers, obtaining responses from institutions in 44 states, Guam, and the District of Columbia. We interviewed officials in all 50 states, focusing in these interviews as well as in the surveys of admissions officers on Type II and III programs. We interviewed and surveyed schools and colleges in the 16 settings of the National Network for Educational Renewal (NNER). And we convened a review panel to examine our preliminary findings and get suggestions for gathering additional data.

This study revealed that there are many dual-credit programs that enroll a large and growing number of high school students. We also learned that there is a definite "love-hate" relationship concerning such programs. It is a topic about which there are strong feelings.

Proponents claim many benefits for dual-credit courses, including saving money, increasing access to postsecondary education, helping students with the transition to postsecondary schooling, improving the high school curriculum, strengthening the coherence between high school and college curricula, improving the quality of technical training for workers, and helping colleges recruit students.

Problems also exist. For example, some doubt that the quality of high school courses really equals that of college courses, whereas others say that even if a course is identical, the quality of the experience is different. Some express concern about the impact on a high school of having some students in college-level courses while others do not share classes with these students. Some challenge the claim that dual-credit programs improve access to college, suggesting that minorities and students from low-income groups are underrepresented in such programs. Still others raise concerns about whether college acceptance of dual credits is as great as claimed, and others even question whether the savings are as promised.

As a result of having completed this study, we believe that there are significant implications for the high school curriculum and the extent to which various students are "tracked" within that curriculum. We suggest that the growing presence of dual-credit courses may be a harbinger of a major shift in the sequence of formal schooling in this country, including the possibility of a considerable reduction in enrollment in baccalaureate programs or at least a change in the timing and process through which students arrive at four-year colleges. We also discuss implications for policymakers as they try to represent the public interest in relation to such programs.

Finally, we stress the need for more and better evaluation of dual-credit initiatives. Most state and college representatives responding to our inquiries painted a bleak picture of the current state of evaluation.

We suggest that action should be taken to create a center for the further study of dual-credit programs and their impact. Further, we suggest that there should be experimentation with new models of P-16 education that incorporate dual-credit programs, with consideration given to convening a national conference focused on this issue and support extended for examination of ways to strengthen the general education of 16 to 20 year olds.

Overview of Four Types of Dual-Credit Programs				
	Exam Preparation	School-Based	College-Based	Career Preparation
How credit's obtained	Credit obtained after completion of course and passing exams	Credit obtained and transcribed as if taken from college	Credit obtained and transcribed as are other courses taken from college	Credit may require further college faculty member review prior to being transcribed
Location	Course usually taught in high school; sometimes taught in community or other college	Course usually taught in high school but may be taught in high school	Course usually taught on college campus but may be taught in high school	Course usually taught in high school but may be taught in separate technical school site or college site; can include internship experiences at business sites
Teacher	Usually taught by high school teacher who has received special training; sometimes taught by either college or high school teacher who does not have special training	Taught by teacher who is employee of school district but approved as an instructor by the collaborating college	Taught by teacher who is employee of the college and, in rare instances, by teacher who is approved by collaborating school	Taught by teacher approved by college and employee of location where course is taught
Examples	Advanced Placement (AP), International Baccalaureate (IB)	Syracuse University Project Advance (SUPA) and related programs that are part of National Alliance of Concurrent Enrollment Partnerships (NACEP), college-in-high school (Washington)	Running Start (Washington), Middle College (various), Postsecondary Options programs (Ohio, Minnesota and elsewhere in Midwest)	Tech Prep (Perkins law supported), Career Academies, Professional/ Technical courses offered as "college-in-high school" courses

Committee of the Whole

Tuesday, 10.45 am – 12 noon

Centennial F



Committee of the Whole Meeting Agenda, November 13, 2001

ACTION ITEM: Expense Accounts for Unit Directors

ACTION ITEM: Indirect Cost Recovery and Compensation Policies

FY 2002 Budget Update and Preliminary Budget for FY 2003

Meeting Evaluation


Tuesday, November 13, 2001


10.45 am - 12 noon
Centennial F


Committee of the Whole

AGENDA


1. Report and Action of the Executive Committee

 Executive Committee Meeting Minutes (see items in Tab 1)

 Audit Report for FY 2001 (distributed separately)

 Process for Building or Purchasing the WICHE Working & Learning Center (see item in Tab 1)

2. Report and Action of the Issue Analysis and Research Committee


 Developing an Online Course-Rating Tool (see item in Tab 6)

3. Report and Action of the Programs and Services Committee

4.  Expense Accounts for Unit Directors

5.  Indirect Cost Recovery and Compensation Policies

6. Information Item: FY 2002 Budget Update and Preliminary Budget for FY 2003

7.  Election of Chair and Vice Chair

8. Remarks from the New Chair

9. Selection of 2002 Executive Committee Members

10. Report of the Site Selection Committee

11. WICHE's 50th Anniversary

12. Meeting Evaluation

13. Other Business

14. Adjournment

ACTION ITEM

Expense Accounts for Unit Directors

Summary

The Executive Committee, during its September 27, 2001, conference call meeting approved this item for advancement to the Committee of the Whole. This action item proposes the establishment of expense accounts for WICHE's unit directors.

Background

Currently, WICHE provides its executive director with a \$3,500 expense account to defray job-related expenses (meal expenses for guests, etc.). Unit directors, however, do not have resources for these expenses, even though they are often incur them. This action item proposes that unit directors be provided with up to \$2,500 for expense accounts to defray job-related expenses. The funding of these expense accounts will not result in an increase in any unit's General Fund support. While this would not represent an increase in the General Fund budget, it would change WICHE's policy, and consequently commission approval is being sought.

Action Requested

Approval to establish expense accounts for WICHE's unit directors in the amount of \$2,500 per fiscal year to defray job-related expenses.

ACTION ITEM

Indirect Cost Recovery and Compensation Policies

The Executive Committee, during its September 27, 2001, conference call meeting approved this item for advancement to the Committee of the Whole. This action item proposes a redistribution of indirect costs received on grants and contracts.

Indirect Cost Recovery

Currently, WICHE charges indirect costs of 15 percent against most contracts, grants, and other externally funded activities. The resources recovered through these charges help support the costs of general administrative services, including: accounting, budgeting, human resources, mailing services, facilities management, editorial and graphic design services, and others. Each unit is also charged for clearly allocable costs, such as office rent, computer support, printing, telephone, etc. Concerns have been raised that our indirect cost recovery policies may be unfair to our two self-supporting units, as they can end up paying WICHE more than the actual costs of shared services when the units are successful in obtaining substantial grants and contract revenues.

As a result, a few months ago the WCET Executive Board asked that WICHE consider a new approach that would allow the WCET to retain a reasonable portion of indirect cost recoveries generated by WCET activities. This would allow the cooperative to build up its reserves and to support important projects that are not directly funded by outside sources. The discussion was expanded to include the WICHE Mental Health Unit, another self-supporting group. Although all unit directors have participated in these discussions, the recommended changes would not apply to the other WICHE units because they, unlike the two self-supporting groups, receive General Fund support.

After substantial discussion and examination of various alternatives, we propose a policy change that will share indirect cost recoveries that are above a specific threshold - the threshold will represent a reasonable approximation of the actual indirect cost impact on WICHE on a project basis. The amount of the threshold will be determined by whether the project is a federal or nonfederal grant.

Sharing: We are proposing a sharing of indirect cost recoveries above the identified thresholds because we agree that the self-supporting units incur indirect costs aside from those incurred by WICHE for which they should accrue benefit from the resources they have acquired. We also believe that WICHE should receive a portion of the indirect cost recoveries above the threshold levels, thus fostering a continued organizational partnership arrangement. Specifically, we propose that the WCET and the Mental Health units will receive 80 percent of indirect cost recoveries above the proposed thresholds, and WICHE will receive 20 percent.

Thresholds to Cover Actual Costs and Be Differentiated for Federal and Nonfederal Activities: We have proposed that the first \$7,500 recovered from nonfederal projects and the first \$15,000 recovered from federally supported indirect cost recoveries would accrue to WICHE to cover the costs of providing services to help manage these grants and projects. We have differentiated between federal and

nonfederal projects because of the substantially greater actual costs to WICHE of administering federal grants and contracts.

Project-by-Project Basis: We propose pursuing this on a project-by-project basis - rather than on an annual allocation or some other method - because each externally funded project imposes real, measurable costs on WICHE.

As illustrated by the attached table, the budgetary impact of this proposed change during the current fiscal year (FY 2002) would be to return \$99,126 of WICHE's indirect cost recovery to the WCET. There would not be a similar sharing of indirect cost recoveries with the Mental Health Unit at the present time because none of their current grants reach the proposed threshold. The proposed change would reduce WICHE's General Fund budget by nearly \$100,000, which would leave the general fund with projected revenues in excess of expenditures (a surplus) of approximately \$40,000 in FY 2002.

Compensation

The WCET Executive Board has also raised a concern that WICHE's current compensation plan limits its ability to reward exceptional staff. Given lucrative opportunities for these high-demand professionals elsewhere, the ability to adequately compensate them for extraordinary performance becomes a staff-retention issue. WICHE's salary structure is also somewhat lower than those of similar organizations. This is particularly problematic for the WCET because it recruits staff and directly competes with for-profit institutions and high-tech companies. To respond to this dilemma, I am proposing that the self-supporting units be allowed to use a portion of the indirect cost recovery funds from nongrant funded projects and activities to provide **performance-based bonuses**. The bonuses would be up to 20 percent of the annual base salary for key staff. The unit director or executive director would approve these bonuses based on annually established performance objectives and results.

If approved, it is recommended that this new policy be re-evaluated in two years (FY 2004).

Action Requested

Approval to change WICHE's policy on distribution of indirect cost income. The following thresholds will apply: nonfederal grants, \$7,500, and federal grants, \$15,000, in the amount of 80 percent to the responsible self-supporting unit and 20 percent to WICHE. In addition, compensation for exceptional staff may be adjusted by up to 20 percent as a performance-based bonus.

Proposal for Sharing Indirect Cost Allocations with Programs - WCET for FY 2002

All Amounts on a per Fiscal Year Basis

Sept. 20, 2001

		Non-Federal Funds	Federal Funds
A	Dollar threshold for the Base Indirect:	\$ 50,000 ^a	\$ 100,000 ^a
B	Percentage threshold for the Base Indirect:	15.0%	15.0%
C	Resulting Base Indirect:	\$ 7,500	\$ 15,000
D	Share Rate to Program above Base Indirect:	80.0%	80.0%

Acct. #	Project Name	Indirect Rate	Est'd. Total Direct Expendtrs.	Charged Indirect	Base Indirect	Indirect to be Shared	Share Rate to Program	Share Amount to Program
1	Non-Federal Funds:							
2	20-00 WCET Primary Account	1.5%	\$ 456,039	\$ 6,841	\$ 6,841	\$ -	80.0%	\$ -
3	20-11 WC - Annual Meeting	15.0%	\$ 116,113	\$ 17,417	\$ 7,500	\$ 9,917	80.0%	\$ 7,934
4	21-00 WC - MDE	15.0%	\$ 87,050	\$ 13,058	\$ 7,500	\$ 5,558	80.0%	\$ 4,446
5	22-00 WC - Consulting	10.0%	\$ 60,000	\$ 6,000	\$ 6,000	\$ -	80.0%	\$ -
6	23-00 WC - Hewlett Foundation (4 accts.)	15.0%	\$ 746,624	\$ 111,994	\$ 7,500	\$ 104,494	80.0%	\$ 83,595
	Non-Federal Sub-Total	10.6% Avg.	\$ 1,465,826	\$ 155,310	\$ 35,341	\$ 119,969		\$ 95,975
7	Federal Funds:							
8	24-52 WC - FIPSE - TCM 2nd Yr.	8.0%	\$ 122,489	\$ 9,799	\$ 9,799	\$ -	80.0%	\$ -
9	24-61 WC - FIPSE - LAAP	8.0%	\$ 236,741	\$ 18,939	\$ 15,000	\$ 3,939	80.0%	\$ 3,151
	Federal Sub-Total	8.0% Avg.	\$ 359,230	\$ 28,738	\$ 24,799	\$ 3,939		\$ 3,151
10	TOTAL	10.1% Avg.	\$ 1,825,056	\$ 184,048	\$ 60,140	\$ 123,908		\$ 99,126

a In the future, adjusted periodically to reflect inflation, in \$25,000 increments.

INFORMATION ITEM

FY 2002 Budget Update and Preliminary Budget for FY 2003 Income & Expenditures

\$99,000 --- Full Member Dues --- \$104,000
\$99,000 --- Affil. Member Dues --- \$104,000

A	B C D E				F G H I J						
	FY 2002				FY 2003						
	FY 2002 Budget (a)	FY 2002 Estimate	Estimate Better or (Worse) than Budget \$ %		"1st Version" FY 2003 Budget	Comparing FY 2003 to FY 2002 Better or (Worse) than FY 2002 Budget \$ %		Better or (Worse) than FY 2002 Estimate \$ %			
1	Income:										
2	Member dues	1,485,000	1,485,000	0	0.0%	1,560,000	75,000	5.1%	75,000	5.1%	
3	Interest	(b) 144,000	122,000	(22,000)	-15.3%	(b) 114,000	(30,000)	-20.8%	(8,000)	-6.6%	
4	Indirect cost recovery	340,000	453,000	113,000	33.2%	365,000	25,000	7.4%	(88,000)	-19.4%	
5	Publication sales, transfers, misc.	12,000	12,000	0	0.0%	12,000	0	0.0%	0	0.0%	
6											
7	Total Income	1,981,000	2,072,000	91,000	4.6%	2,051,000	70,000	3.5%	(21,000)	-1.0%	
8	Expenditures:										
9	SEP - Programs	296,476	296,476	0	0.0%	296,318	158	0.1%	158	0.1%	
10	Policy Analysis & Research	277,642	254,920	22,722	8.2%	303,062	(25,420)	-9.2%	(48,142)	-18.9%	
11	Communications & Public Affairs	275,913	275,913	0	0.0%	285,537	(9,624)	-3.5%	(9,624)	-3.5%	
12	Commission Meeting Expense	100,235	100,235	0	0.0%	(c) 129,860	(29,625)	-29.6%	(29,625)	-29.6%	
13	Executive Director's Office	341,797	341,797	0	0.0%	350,467	(8,670)	-2.5%	(8,670)	-2.5%	
14	Administrative Services	(d) 467,819	467,819	0	0.0%	(d) 488,162	(20,343)	-4.3%	(20,343)	-4.3%	
15	Miscellaneous Expenses	(e) 74,203	74,197	6	0.0%	(e) 75,040	(837)	-1.1%	(843)	-1.1%	
16	Staff Salary & Benefit Cost Increases for FY 2002	(f) 55,000	na	na	na	(f) 55,000	na	na	na	na	
17	Staff Turnover/Vacancy Estimate (1.5% of Salaries & Bn	(12,910)	(12,910)	0.0%	0	(15,000)	2,090	-16.2%	na	na	
18	Program Development Fund	20,000	20,000	0	0.0%	20,000	0	0.0%	0	0.0%	
19	Total Expenditures	1,841,175	1,818,447	22,728	1.2%	1,988,446	(147,271)	-8.0%	(169,999)	-9.3%	
20	Surplus (Deficit) for the Fiscal Year	139,825	253,553			62,554					
21	Better or (Worse) than Budget or Estimate			113,728	6.2%			(77,271)	na	(190,999)	-75.3%
22	Reserves:										
23	Beginning of the Fiscal Year:										
24	Minimum Reserve	(g) 205,440	205,440	0	0.0%	(g) 238,614	33,174	16.1%	33,174	16.1%	
25	Reserves in Excess of the Minimum	305,468	305,468	0	0.0%	391,352	85,884	28.1%	85,884	28.1%	
26	Total Reserves - Beginning of the Fiscal Year:	510,908	510,908	0	0.0%	629,966	119,058	23.3%	119,058	23.3%	
27	Changes During the Fiscal Year:										
28	Surplus (Deficit) during Fiscal Year (Line 20 - above)	139,825	253,553	113,728	81.3%	62,554	(77,271)	(1)	(190,999)	-75.3%	
29	Consultant - Association Mgmt. Software	(h) (1,000)	(5,000)	(4,000)	400.0%	(h) 0	1,000	-100.0%	5,000	-100.0%	
30	Records Retention or Assoc. Mgmt. Software	(h) (50,000)	(50,000)	0	0.0%	(h) 0	50,000	-100.0%	50,000	-100.0%	
31	Office Move	(h) (36,599)	(37,844)	(1,245)	3.4%	(h) 0	36,599	-100.0%	37,844	-100.0%	
32	Office Furniture & Equipment	(h) (41,651)	(41,651)	0	0.0%	(h) 0	41,651	-100.0%	41,651	-100.0%	
33	Net Changes During the Fiscal Year	10,575	119,058	108,483	1025.8%	62,554	51,979	(56,504)			
34	End of the Fiscal Year:										
35	Minimum Reserve	(g) 205,440	205,440	0	0.0%	(g) 238,614	33,174	16.1%	33,174	16.1%	
36	Reserves in Excess of the Minimum	316,043	424,526	108,483	34.3%	453,906	137,863	43.6%	29,380	6.9%	
37	Total Reserves - End of the Fiscal Year:	521,483	629,966	108,483	20.8%	692,520	171,037	32.8%	62,554	9.9%	
38	Change in Total Reserves - Increase or (Decrease)	10,575	119,058			62,554					
39	Better or (Worse) than Budget or Estimate			108,483	20.8%			51,979	-491.5%	(56,504)	47.5%
	<small>(From the Beginning of the Fiscal Year to the End of the Fiscal Year)</small>										

(a) Budget approved by the commission in May of 2001, adjusted for actual carry over from FY 2001 and adjusted for actual salary increases by unit.

(b) Budget for FY 2002: Average daily balance of \$3,976,000 at 3.63%. Estimate for FY2002: Ave. daily balance of \$4,019,000 at 3.05%.

Budget for FY 2003: Average daily balance of \$4,035,000 at 2.84%.

(c) Includes WICHE Commission Meeting in Juneau, Alaska in June of 2003.

(d) Includes the following functions for all units and projects within WICHE: Accounting, payroll, auditing, financial management, facilities management, purchasing, H.R., and mailing service

(e) Includes property & liability insurance, legal fees, unallocated rent, and other miscellaneous costs not allocated to unit budgets (plus \$10,000 for moving expenses for WICHE's new executive director, whose move is now planned for FY 2002).

(f) Estimate of base salary and benefit cost increases during FY 2003.

(g) The minimum reserve level authorized by the commission (12% of budgeted expenditures, per May 2000 meeting).

(h) Approved by the commission at the Nov. 2000 meeting in Seattle, WA. For line 30, a total of \$15,000; for line 31, a total of \$50,000; for line 32, a total of \$50,000, and for line 33, a total of \$80,000.

Meeting Evaluation

WICHE Commission Meeting
November 12-13, 2001
Broomfield, Colorado

Use the other side of the form or additional pages, if necessary. Thanks.

Please give us your suggestions on the following areas:

Program (presentations and discussions, Committee of the Whole structure, and speakers):

Agenda Book (format, content):

Schedule (structure, schedule, pace of meeting):

Facilities (hotel, sleeping rooms, food):

Future topics for policy discussions:

Other comments you care to make:

Your name (optional) _____

Reference Material



[The WICHE Commission](#)

[2001 Committee Assignments](#)

[WICHE Staff](#)

[Higher Education Acronyms](#)

The WICHE Commission

WICHE's 45 commissioners are appointed by their governors from among state higher executive officers, college and university presidents, legislators, and business leaders from the 15 Western states. This regional commission provides governance and guidance to WICHE's staff in Boulder, Colorado. Sen. Emily Stonington of Montana is chair of the WICHE Commission; Tad Perry, executive director of the South Dakota Board of Regents, is vice chair.

Alaska

Diane M. Barrans, executive director, Alaska Commission on Postsecondary Education, Juneau
Johnny Ellis, state senator, Anchorage
Mark Hamilton, president of the University of Alaska Statewide System, Fairbanks

Arizona

Linda Blessing, executive director, Arizona Board of Regents, Phoenix
Owen Cargol, president, Northern Arizona University
Lawrence M. Gudis, senior regional vice president, University of Phoenix, Phoenix

California

Warren Fox, executive director, California Postsecondary Education Commission, Sacramento
Francisco Hernandez, vice chancellor, University of California, Santa Cruz
Herbert Medina, associate professor, Mathematics Dept., Loyola Marymount University, Los Angeles

Colorado

William F. Byers, consumer and public relations manager, Grand Valley Power, Grand Junction
William G. Kuepper, III, senior policy advisor, Colorado Commission on Higher Education, Denver
Anthony J. Rechlitz, lawyer, Aurora

Hawaii

Doris Ching, vice president for student affairs, University of Hawaii, Honolulu
Clyde T. Kodani, president, Kodani & Associates, Lihue
Raymond S. Ono, senior vice president, University Banking Center, First Hawaiian Bank, Honolulu

Idaho

Jack Riggs, lieutenant governor and physician, Coeur d'Alene
Charles Ruch, president, Boise State University
Gary Stivers, executive director, Idaho State Board of Education

Montana

Richard Crofts, commissioner, Montana University System
Francis J. Kerins, president emeritus, Carroll College, Helena
Emily Stonington (WICHE chair, 2001), state senator, Bozeman

Nevada

Jane A. Nichols, chancellor, University & Community College System of Nevada
Raymond D. Rawson, state senator, Las Vegas

Carl Shaff, educational consultant, Nevada State Department of Education

New Mexico

Everett Frost (WICHE chair, 2000), president emeritus, Eastern New Mexico University, Portales
Pauline Gubbels, state representative, Albuquerque
Bruce D. Hamlett, executive director, Commission on Higher Education, Santa Fe

North Dakota

Larry Isaak, chancellor, North Dakota University System, Bismarck
Richard Kunkel, member, North Dakota Board of Higher Education, Devils Lake
David Nething, state senator, Jamestown

Oregon

Nicki Harrington, president, Blue Mountain Community College, Pendleton
George E. Richardson, Jr., manager of federal and local government relations and community affairs, NW Natural, Portland
Diane Vines (WICHE chair, 1997), vice chancellor for corporate and public affairs and board secretary, Oregon University System

South Dakota

Robert Burns, distinguished professor, Political Science Dept., South Dakota State University, Brookings
David R. Gienapp, lawyer and president, South Dakota Board of Regents, Madison
Robert T. (Tad) Perry (WICHE vice chair, 2001), executive director, South Dakota Board of Regents, Pierre

Utah

Cecelia H. Foxley, commissioner of higher education, Utah System of Higher Education, Salt Lake City
David Gladwell, state senator and attorney, Layton
E. George Mantes, member, Utah State Board of Regents, Salt Lake City

Washington

Don Carlson, state senator, Vancouver
Marcus S. Gaspard, executive director, Washington State Higher Education Coordinating Board, Olympia
Ken Jacobsen, state senator, Seattle

Wyoming

John Barrasso, M.D., Casper
Philip L. Dubois, president, University of Wyoming, Laramie
Jenne Lee Twiford, principal, Douglas Middle School, Douglas

2001 Committee Assignments

Executive

Emily Stonington, Chair (MT)
Tad Perry, Vice Chair (SD)
Everett Frost, immediate past Chair (NM)
Diane Barrans (AK)
Linda Blessing (AZ)
Warren Fox (CA)
Tony Rechlitz (CO)
Doris Ching (HI)
Chuck Ruch (ID)
Richard Crofts (MT)
Carl Shaff (NV)
Bruce Hamlett (NM)
David Nething (ND)
Diane Vines (OR)
Robert Burns (SD)
David Gladwell (UT)
Don Carlson (WA)
Jenne Lee Twiford (WY)

Issue Analysis and Research

Chuck Ruch (ID), Committee Chair
Cece Foxley (UT), Committee Vice Chair
Emily Stonington (MT), Ex Officio
Tad Perry (SD), Ex Officio
Johnny Ellis (AK)
Larry Gudis (AZ)
Francisco Hernandez (CA)
William Byers (CO)
Clyde Kodani (HI)
Jack Riggs (ID)
Frank Kerins (MT)
Raymond Rawson (NV)
Pauline Gubbels (NM)
Richard Kunkel (ND)
Nicki Harrington (OR)
Robert Burns (SD)
Marc Gaspard (WA)
John Barrasso (WY)

Programs and Services

Diane Barrans (AK), Committee Chair
Phil Dubois (WY), Committee Vice Chair
Emily Stonington (MT), Ex Officio
Tad Perry (SD), Ex Officio
Owen Cargol (AZ)
Herbert Medina (CA)
Bill Kuepper (CO)
Raymond Ono (HI)
Gary Stivers (ID)
Richard Crofts (MT)
Jane Nichols (NV)
Bruce Hamlett (NM)
Larry Isak (ND)
George Richardson (OR)
David Gienapp (SD)
George Mantes (UT)
Ken Jacobsen (WA)

Nominating Committee

Diane Vines (OR), Chair
Robert Burns (SD)
Pauline Gubbels (NM)
Carl Shaff (NV)

WICHE Staff

Executive Director's Office

David Longanecker, executive director
Marla Williams, administrative assistant/
executive secretary to the commission

Administrative Services

Marv Myers, director
Heidi Alina, administrative assistant III
Faye Jensen, human resources coordinator
Bryce Logemann, computer technician
Desiree Martinez, accounting specialist
Craig Milburn, accounting manager
Norma Walker, senior accounting specialist
Jerry Worley, network services manager

Mental Health

Dennis Mohatt, program director
Chuck McGee, project director
Diana Vari, staff associate I

Programs & Services/Communications

Jere Mock, director
Candy Allen, graphic designer
Suzanne Benally, senior project director,
Doctoral Scholars
Anne Finnigan, communications associate
Anne Ferguson, administrative assistant I
Sandy Jackson, program coordinator,
Student Exchange Programs
Deborah Jang, publishing and design
manager
Suzanne Michaud, administrative assistant I
Carol Wimert, administrative assistant IV

Policy Analysis & Research

Cheryl Blanco, director
Sharon Bailey, policy associate II
Caroline Hilk, administrative assistant IV
Ying Ling, research associate II
Michelle Medal, administrative assistant I

Western Cooperative for Educational Telecommunications

Sally Johnstone, director
Sue Armitage, LAAP project assistant
Marianne Boeke, staff associate II
Sherri Artz Gilbert, administrative coordinator
Jeremy Goldsmith, Web and research
coordinator
Karen Middleton, senior project coordinator
Russell Poulin, associate director
Patricia Shea, assistant director for member
services
Rachel Sonntag, administrative assistant II
Jennifer Wolfe, conference assistant

CONAHEC Staff (w/offices at WICHE)

Margo Stephenson, associate project director
Laurie Klusman, administrative assistant II
Sean Manley-Casimir, assistant project
director, Internet resources

The WICHE Web site www.wiche.edu includes a staff directory with phone numbers and email addresses.

Higher Education Acronyms

Higher ed is addicted to acronyms, so much so that the actual names of organizations are sometimes almost lost to memory. Below, a list of acronyms and the organizations they refer to (plus a few others).

AACC	American Association of Community Colleges	www.aacc.nche.edu
AACTE	American Association of Colleges for Teacher Education	www.aacte.org
AAC&U	Association of American Colleges and Universities	www.aacu-edu.org
AAHE	American Association on Higher Education	www.aahe.org
AASCU	American Association of State Colleges and Universities	www.aascu.org
AAU	Association of American Universities	www.aau.edu
ACE	American Council on Education	www.acenet.edu
ACT	(college admission testing program)	www.act.org
ACUTA	Association of College & University Telecommunications Administrators	www.acuta.org
AED	Academy for Educational Development	www.aed.org
AERA	American Educational Research Association	www.aera.net
AGB	Association of Governing Boards of Universities and Colleges Center for Public Higher Education Trusteeship & Governance	www.agb.org www.agb.org/center/
AIHEC	American Indian Higher Education Consortium	www.aihec.org
AIR	Association for Institutional Research	www.airweb.org
ASPIRA	(an association to empower Latino youth)	www.aspira.org
ASHE	Association for the Study of Higher Education	www.ashe.missouri.edu
CASE	Council for Advancement and Support of Education	www.case.org
CGS	Council of Graduate Schools	www.cgsnet.org
CHEA	Council for Higher Education Accreditation	www.chea.org
CHEPS	Center for Higher Education Policy Studies	www.utwente.nl/cheps
CIC	Council of Independent Colleges	www.cic.org
COE	Council for Opportunity in Education	www.trioprogams.org
CONAHEC	Consortium for Higher Education Collaboration	www.wiche.edu/conahec/english
El Net	(North American Educational Leadership Network)	www.elnet.org
CSG-WEST	Council of State Governments – West	www.westrends.org
CSHE	Center for the Study of Higher Education	www.ed.psu.edu/cshe
CSPN	College Savings Plan Network	www.collegesavings.org
ECS	Education Commission of the States	www.ecs.org

ED U.S. Dept. of Education links:

ED-NCES	National Center for Education Statistics	http://nces.ed.gov
ED-OERI	Office of Educational Research	www.ed.gov/offices/OERI
ED-OESE	Office of Elementary & Secondary Education	www.ed.gov/offices/OESE
ED-OPE	Office of Postsecondary Education	www.ed.gov/offices/OPE
ED-OSERS	Office of Special Education & Rehabilitative Services	www.ed.gov/offices/OSERS

FIPSE	Fund for the Improvement of Postsecondary Education	www.ed.gov/offices/OPE/FIPSE
LAAP	Learning Anytime Anywhere Partnership	www.ed.gov/offices/OPE/FIPSE/LAAP
EDUCAUSE	(An association fostering higher ed change via technology and information resources)	www.educause.edu
ETS	Educational Testing Service	www.ets.org
GHEE	Global Higher Education Exchange	www.ghee.org
HACU	Hispanic Association of Colleges and Universities	www.whes.org/members/hacu.html
HEA	Higher Education Abstracts	www.cgu.edu/inst/hea/hea.html
IHEP	Institute for Higher Education Policy	www.ihep.com
IIE	Institute of International Education	www.iie.org
IPEDS	Integrated Postsecondary Education Data System	www.nces.ed.gov/ipeds
McCrel	Mid-continent Research for Education and Learning	www.mcrel.org
MHEC	Midwestern Higher Education Commission	www.mhec.org
MSA/CHE	Middle States Association of Colleges and Schools, Commission on Higher Education	www.middlestates.org
NACUBO	National Association of College and University Business Officers	www.nacubo.org
NAEP	National Assessment of Educational Progress	www.nces.ed.gov/nationsreportcard
NAFEO	National Association for Equal Opportunity in Higher Education	www.nafeo.org
NAFSA	(an association of international educators)	www.nafsa.org
NAICU	National Association of Independent Colleges and Universities	www.naicu.edu
NASC	Northwest Association of Schools and Colleges, Commission on Colleges	www.cocnasc.org
NASFAA	National Association of Student Financial Aid Administrators	www.nasfaa.org
NASPA	National Association of Student Personnel Administrators	www.naspa.org
NASULGC	National Association of State Universities and Land-Grant Colleges	www.nasulgc.org
NCA-CASI	North Central Association Commission on Accreditation and School Improvement	www.nacasi.org
NCHEMS	National Center for Higher Education Management Systems	www.nchems.org
NCSL	National Conference of State Legislatures	www.ncsl.org
NCPPE	National Center for Public Policy and Higher Education	www.highereducation.org

NEASC-CIHE	New England Association of Schools and Colleges, Commission on Institutions of Higher Education	www.neasc.org
NEBHE	New England Board of Higher Education	www.nebhe.org
NGA	National Governors' Association	www.nga.org
NPEC	National Postsecondary Education Cooperative	www.nces.ed.gov/npec
NUCEA	National University Continuing Education Association	www.nucea.edu
RMAIR	Rocky Mountain Association for Institutional Research	www.unlv.edu/PAIR/rmair
SACS-CoC	Southern Association of Schools and Colleges, Commission on Colleges	www.sacscoc.org
SHEEO	State Higher Education Executive Officers	www.sheeo.org

SHEEO Offices in the West, by State:

Alaska

ACPE	Alaska Commission on Postsecondary Education	www.state.ak.us/acpe/acpe.html
UAS	University of Alaska System	www.alaska.edu

Arizona

ABOR	Arizona Board of Regents	www.abor.asu.edu
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California

CPEC	California Postsecondary Education Commission	www.cpec.ca.gov
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Colorado

CHE	Colorado Commission on Higher Education	www.state.co.us/cche_dir/heche.htm
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Hawai'i

UH	University of Hawai'i	www.hawaii.edu
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Idaho

ISBE	Idaho State Board of Education	www.sde.state.id.us/osbe/board.htm
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Montana

MUS	Montana University System	www.montana.edu/wwwbor/docs/borpage.html
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New Mexico

NMCH	New Mexico Commission on Higher Education	www.nmche.org
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Nevada

UCCS	University & Community College System of Nevada	www.nevada.edu
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North Dakota

NDUS	North Dakota University System	www.ndus.nodak.edu
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Oregon

OUS	Oregon University System	www.ous.edu
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South Dakota

SDBOR	South Dakota Board of Regents	www.ris.sdbor.edu
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Utah

USBR Utah State Board of Regents www.utahsbr.edu

Washington

HECB Higher Education Coordinating Board www.hecb.wa.gov

Wyoming

WCCC Wyoming Community College Commission www.commission.wcc.edu

UW University of Wyoming www.uwyo.edu

SREB Southern Regional Education Board www.sreb.org

SREC Southern Regional Electronic Campus www.electroniccampus.org

UNCF United Negro College Fund www.uncf.org

WAGS Western Association of Graduate Schools www.wiche.edu/wags/index.htm

WASC-ACCJC Western Association of Schools and Colleges,
Accrediting Commission for Community and Junior Colleges www.accjc.org

WASC-Sr Western Association of Schools and Colleges, Accrediting Commission
for Senior Colleges and Universities www.wascweb.org/senior/wascsr.html

WCET Western Cooperative for Educational
Telecommunications www.wiche.edu/telecom

WGA Western Governors' Association www.westgov.org

WICHE Western Interstate Commission for Higher Education www.wiche.edu

The WICHE Commission

WICHE's 45 commissioners are appointed by their governors from among state higher executive officers, college and university presidents, legislators, and business leaders from the 15 Western states. This regional commission provides governance and guidance to WICHE's staff in Boulder, Colorado. Sen. Emily Stonington of Montana is chair of the WICHE Commission; Tad Perry, executive director of the South Dakota Board of Regents, is vice chair.

Alaska

Diane M. Barrans, executive director, Alaska Commission on Postsecondary Education, Juneau
Johnny Ellis, state senator, Anchorage
Mark Hamilton, president of the University of Alaska Statewide System, Fairbanks

Arizona

Linda Blessing, executive director, Arizona Board of Regents, Phoenix
Owen Cargol, president, Northern Arizona University
Lawrence M. Gudis, senior regional vice president, University of Phoenix, Phoenix

California

Warren Fox, executive director, California Postsecondary Education Commission, Sacramento
Francisco Hernandez, vice chancellor, University of California, Santa Cruz
Herbert Medina, associate professor, Mathematics Dept., Loyola Marymount University, Los Angeles

Colorado

William F. Byers, consumer and public relations manager, Grand Valley Power, Grand Junction
William G. Kuepper, III, senior policy advisor, Colorado Commission on Higher Education, Denver
Anthony J. Rechlitz, lawyer, Aurora

Hawaii

Doris Ching, vice president for student affairs, University of Hawaii, Honolulu
Clyde T. Kodani, president, Kodani & Associates, Lihue
Raymond S. Ono, senior vice president, University Banking Center, First Hawaiian Bank, Honolulu

Idaho

Jack Riggs, lieutenant governor and physician, Coeur d'Alene
Charles Ruch, president, Boise State University
Gary Stivers, executive director, Idaho State Board of Education

Montana

Richard Crofts, commissioner, Montana University System
Francis J. Kerins, president emeritus, Carroll College, Helena
Emily Stonington (WICHE chair, 2001), state senator, Bozeman

Nevada

Jane A. Nichols, chancellor, University & Community College System of Nevada
Raymond D. Rawson, state senator, Las Vegas

Carl Shaff, educational consultant, Nevada State Department of Education

New Mexico

Everett Frost (WICHE chair, 2000), president emeritus, Eastern New Mexico University, Portales
Pauline Gubbels, state representative, Albuquerque
Bruce D. Hamlett, executive director, Commission on Higher Education, Santa Fe

North Dakota

Larry Isaak, chancellor, North Dakota University System, Bismarck
Richard Kunkel, member, North Dakota Board of Higher Education, Devils Lake
David Nething, state senator, Jamestown

Oregon

Nicki Harrington, president, Blue Mountain Community College, Pendleton
George E. Richardson, Jr., manager of federal and local government relations and community affairs, NW Natural, Portland
Diane Vines (WICHE chair, 1997), vice chancellor for corporate and public affairs and board secretary, Oregon University System

South Dakota

Robert Burns, distinguished professor, Political Science Dept., South Dakota State University, Brookings
David R. Gienapp, lawyer and president, South Dakota Board of Regents, Madison
Robert T. (Tad) Perry (WICHE vice chair, 2001), executive director, South Dakota Board of Regents, Pierre

Utah

Cecelia H. Foxley, commissioner of higher education, Utah System of Higher Education, Salt Lake City
David Gladwell, state senator and attorney, Layton
E. George Mantes, member, Utah State Board of Regents, Salt Lake City

Washington

Don Carlson, state senator, Vancouver
Marcus S. Gaspard, executive director, Washington State Higher Education Coordinating Board, Olympia
Ken Jacobsen, state senator, Seattle

Wyoming

John Barrasso, M.D., Casper
Philip L. Dubois, president, University of Wyoming, Laramie
Jenne Lee Twiford, principal, Douglas Middle School, Douglas

2001 Committee Assignments

Executive

Emily Stonington, Chair (MT)
Tad Perry, Vice Chair (SD)
Everett Frost, immediate past Chair (NM)
Diane Barrans (AK)
Linda Blessing (AZ)
Warren Fox (CA)
Tony Rechlitz (CO)
Doris Ching (HI)
Chuck Ruch (ID)
Richard Crofts (MT)
Carl Shaff (NV)
Bruce Hamlett (NM)
David Nething (ND)
Diane Vines (OR)
Robert Burns (SD)
David Gladwell (UT)
Don Carlson (WA)
Jenne Lee Twiford (WY)

Issue Analysis and Research

Chuck Ruch (ID), Committee Chair
Cece Foxley (UT), Committee Vice Chair
Emily Stonington (MT), Ex Officio
Tad Perry (SD), Ex Officio
Johnny Ellis (AK)
Larry Gudis (AZ)
Francisco Hernandez (CA)
William Byers (CO)
Clyde Kodani (HI)
Jack Riggs (ID)
Frank Kerins (MT)
Raymond Rawson (NV)
Pauline Gubbels (NM)
Richard Kunkel (ND)
Nicki Harrington (OR)
Robert Burns (SD)
Marc Gaspard (WA)
John Barrasso (WY)

Programs and Services

Diane Barrans (AK), Committee Chair
Phil Dubois (WY), Committee Vice Chair
Emily Stonington (MT), Ex Officio
Tad Perry (SD), Ex Officio
Owen Cargol (AZ)
Herbert Medina (CA)
Bill Kuepper (CO)
Raymond Ono (HI)
Gary Stivers (ID)
Richard Crofts (MT)
Jane Nichols (NV)
Bruce Hamlett (NM)
Larry Isak (ND)
George Richardson (OR)
David Gienapp (SD)
George Mantes (UT)
Ken Jacobsen (WA)

Nominating Committee

Diane Vines (OR), Chair
Robert Burns (SD)
Pauline Gubbels (NM)
Carl Shaff (NV)

WICHE Staff

Executive Director's Office

David Longanecker, executive director
Marla Williams, administrative assistant/
executive secretary to the commission

Administrative Services

Marv Myers, director
Heidi Alina, administrative assistant III
Faye Jensen, human resources coordinator
Bryce Logemann, computer technician
Desiree Martinez, accounting specialist
Craig Milburn, accounting manager
Norma Walker, senior accounting specialist
Jerry Worley, network services manager

Mental Health

Dennis Mohatt, program director
Chuck McGee, project director
Diana Vari, staff associate I

Programs & Services/Communications

Jere Mock, director
Candy Allen, graphic designer
Suzanne Benally, senior project director,
Doctoral Scholars
Anne Finnigan, communications associate
Anne Ferguson, administrative assistant I
Sandy Jackson, program coordinator,
Student Exchange Programs
Deborah Jang, publishing and design
manager
Suzanne Michaud, administrative assistant I
Carol Wimert, administrative assistant IV

Policy Analysis & Research

Cheryl Blanco, director
Sharon Bailey, policy associate II
Caroline Hilk, administrative assistant IV
Ying Ling, research associate II
Michelle Medal, administrative assistant I

Western Cooperative for Educational Telecommunications

Sally Johnstone, director
Sue Armitage, LAAP project assistant
Marianne Boeke, staff associate II
Sherri Artz Gilbert, administrative coordinator
Jeremy Goldsmith, Web and research
coordinator
Karen Middleton, senior project coordinator
Russell Poulin, associate director
Patricia Shea, assistant director for member
services
Rachel Sonntag, administrative assistant II
Jennifer Wolfe, conference assistant

CONAHEC Staff (w/offices at WICHE)

Margo Stephenson, associate project director
Laurie Klusman, administrative assistant II
Sean Manley-Casimir, assistant project
director, Internet resources

The WICHE Web site www.wiche.edu includes a staff directory with phone numbers and email addresses.

Higher Education Acronyms

Higher ed is addicted to acronyms, so much so that the actual names of organizations are sometimes almost lost to memory. Below, a list of acronyms and the organizations they refer to (plus a few others).

AACC	American Association of Community Colleges	www.aacc.nche.edu
AACTE	American Association of Colleges for Teacher Education	www.aacte.org
AAC&U	Association of American Colleges and Universities	www.aacu-edu.org
AAHE	American Association on Higher Education	www.aahe.org
AASCU	American Association of State Colleges and Universities	www.aascu.org
AAU	Association of American Universities	www.aau.edu
ACE	American Council on Education	www.acenet.edu
ACT	(college admission testing program)	www.act.org
ACUTA	Association of College & University Telecommunications Administrators	www.acuta.org
AED	Academy for Educational Development	www.aed.org
AERA	American Educational Research Association	www.aera.net
AGB	Association of Governing Boards of Universities and Colleges Center for Public Higher Education Trusteeship & Governance	www.agb.org www.agb.org/center/
AIHEC	American Indian Higher Education Consortium	www.aihec.org
AIR	Association for Institutional Research	www.airweb.org
ASPIRA	(an association to empower Latino youth)	www.aspira.org
ASHE	Association for the Study of Higher Education	www.ashe.missouri.edu
CASE	Council for Advancement and Support of Education	www.case.org
CGS	Council of Graduate Schools	www.cgsnet.org
CHEA	Council for Higher Education Accreditation	www.chea.org
CHEPS	Center for Higher Education Policy Studies	www.utwente.nl/cheps
CIC	Council of Independent Colleges	www.cic.org
COE	Council for Opportunity in Education	www.trioprogams.org
CONAHEC	Consortium for Higher Education Collaboration	www.wiche.edu/conahec/english
El Net	(North American Educational Leadership Network)	www.ernet.org
CSG-WEST	Council of State Governments – West	www.westrends.org
CSHE	Center for the Study of Higher Education	www.ed.psu.edu/cshe
CSPN	College Savings Plan Network	www.collegesavings.org
ECS	Education Commission of the States	www.ecs.org

ED U.S. Dept. of Education links:

ED-NCES	National Center for Education Statistics	http://nces.ed.gov
ED-OERI	Office of Educational Research	www.ed.gov/offices/OERI
ED-OESE	Office of Elementary & Secondary Education	www.ed.gov/offices/OESE
ED-OPE	Office of Postsecondary Education	www.ed.gov/offices/OPE
ED-OSERS	Office of Special Education & Rehabilitative Services	www.ed.gov/offices/OSERS
FIPSE	Fund for the Improvement of Postsecondary Education	www.ed.gov/offices/OPE/FIPSE
LAAP	Learning Anytime Anywhere Partnership	www.ed.gov/offices/OPE/FIPSE/LAAP
EDUCAUSE	(An association fostering higher ed change via technology and information resources)	www.educause.edu
ETS	Educational Testing Service	www.ets.org
GHEE	Global Higher Education Exchange	www.ghee.org
HACU	Hispanic Association of Colleges and Universities	www.whes.org/members/hacu.html
HEA	Higher Education Abstracts	www.cgu.edu/inst/hea/hea.html
IHEP	Institute for Higher Education Policy	www.ihep.com
IIE	Institute of International Education	www.iie.org
IPEDS	Integrated Postsecondary Education Data System	www.nces.ed.gov/ipeds
McCrel	Mid-continent Research for Education and Learning	www.mcrel.org
MHEC	Midwestern Higher Education Commission	www.mhec.org
MSA/CHE	Middle States Association of Colleges and Schools, Commission on Higher Education	www.middlestates.org
NACUBO	National Association of College and University Business Officers	www.nacubo.org
NAEP	National Assessment of Educational Progress	www.nces.ed.gov/nationsreportcard
NAFEO	National Association for Equal Opportunity in Higher Education	www.nafeo.org
NAFSA	(an association of international educators)	www.nafsa.org
NAICU	National Association of Independent Colleges and Universities	www.naicu.edu
NASC	Northwest Association of Schools and Colleges, Commission on Colleges	www.cocnasc.org
NASFAA	National Association of Student Financial Aid Administrators	www.nasfaa.org
NASPA	National Association of Student Personnel Administrators	www.naspa.org
NASULGC	National Association of State Universities and Land-Grant Colleges	www.nasulgc.org
NCA-CASI	North Central Association Commission on Accreditation and School Improvement	www.nacasi.org
NCHEMS	National Center for Higher Education Management Systems	www.nchems.org
NCSL	National Conference of State Legislatures	www.ncsl.org
NCPPE	National Center for Public Policy and Higher Education	www.highereducation.org

NEASC-CIHE	New England Association of Schools and Colleges, Commission on Institutions of Higher Education	www.neasc.org
NEBHE	New England Board of Higher Education	www.nebhe.org
NGA	National Governors' Association	www.nga.org
NPEC	National Postsecondary Education Cooperative	www.nces.ed.gov/npec
NUCEA	National University Continuing Education Association	www.nucea.edu
RMAIR	Rocky Mountain Association for Institutional Research	www.unlv.edu/PAIR/rmair
SACS-CoC	Southern Association of Schools and Colleges, Commission on Colleges	www.sacscoc.org
SHEEO	State Higher Education Executive Officers	www.sheeo.org

SHEEO Offices in the West, by State:

Alaska

ACPE	Alaska Commission on Postsecondary Education	www.state.ak.us/acpe/acpe.html
UAS	University of Alaska System	www.alaska.edu

Arizona

ABOR	Arizona Board of Regents	www.abor.asu.edu
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California

CPEC	California Postsecondary Education Commission	www.cpec.ca.gov
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Colorado

CHE	Colorado Commission on Higher Education	www.state.co.us/cche_dir/heche.htm
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Hawai'i

UH	University of Hawai'i	www.hawaii.edu
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Idaho

ISBE	Idaho State Board of Education	www.sde.state.id.us/osbe/board.htm
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Montana

MUS	Montana University System	www.montana.edu/wwwbor/docs/borpage.html
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New Mexico

NMCH	New Mexico Commission on Higher Education	www.nmche.org
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Nevada

UCCS	University & Community College System of Nevada	www.nevada.edu
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WCCC	Wyoming Community College Commission	www.commission.wcc.edu
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WAGS	Western Association of Graduate Schools	www.wiche.edu/wags/index.htm
WASC-ACCJC	Western Association of Schools and Colleges, Accrediting Commission for Community and Junior Colleges	www.accjc.org
WASC-Sr	Western Association of Schools and Colleges, Accrediting Commission for Senior Colleges and Universities	www.wascweb.org/senior/wascsr.html
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WGA	Western Governors' Association	www.westgov.org
WICHE	Western Interstate Commission for Higher Education	www.wiche.edu