



# SJR 98 Study

Board Meeting  
November 17, 2023

# SJR 98 Charge

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## **CPE to address the following areas in the study:**

1. The structure of higher education governance in the Commonwealth, including recommendations on potential changes needed to the state's postsecondary governance structure that would be essential to meet identified needs and result in improved delivery of postsecondary educational services to students.
2. The potential impact and feasibility of establishing a regional, residential, four-year public university in southeastern Kentucky.
3. The feasibility and potential programmatic and fiscal impacts of having KCTCS continue to be responsible for technical education programs but transferring responsibility for traditional academic subjects to the regional universities.

## Introduction and Methodology Overview

### CPE used a combination of quantitative and qualitative methods to analyze each of SJR 98 study areas

#### CPE

- **Study Area 1:** Provided an analysis of the higher education landscape (progress and challenges) in key areas since the higher education reform in 1997 (HB1).
- **Study Areas 2 and 3:** Led quantitative analysis and provided historical background for Study Area 2 (4-year university in SE Kentucky) and Study Area 3 (transfer of KCTCS academic programs).
- **Synthesis and Recommendations:** Synthesized quantitative and qualitative analysis to provide recommendations to state leaders in all three study areas.

#### Primary Research

- **Study Area 1:** Performed analysis on higher education governance structures nationally and in select states
- **Study Areas 1, 2, and 3:** Analyzed stakeholder engagement to inform all study areas (~135 Kentucky stakeholder and ~30 national education leader interviews)
  - State legislators
  - Cabinet secretaries
  - CPE and KCTCS leadership and staff
  - Campus presidents
  - Faculty and students
  - Southeastern KY local government leaders
  - Southeastern KY K-12 administrators
  - National education researchers
  - Governing and coordinating board leadership in other states



## **Study Area 1: Higher Education Governance Structure**

## Study Area 1: Higher education governance structure

Postsecondary governing systems vary but often have statewide boards; governing boards have more authority over institutions and systems than coordinating boards

### Key elements of effective governance identified by stakeholders

Program oversight

Fiscal oversight

Leadership

#### Typical coordinating board authorities

- ▶ Develop state master/strategic plans
- ▶ Develop and/or oversee accountability or performance measures
- ▶ Approve, review, and/or terminate academic programs
- ▶ Compile unified budget request to legislature
- ▶ Administer student financial aid and/or loans (typically the responsibility of an affiliated agency)

#### Typical governing board authorities

*In addition to authorities of a coordinating board, governing boards also typically...*

- ▶ Appoint and evaluate institution presidents
- ▶ Approve institution budgets
- ▶ Set tuition rates and/or caps
- ▶ Approve capital intensive projects
- ▶ Set faculty and personnel policies, including compensation



# Study Area 1: Higher education governance structure

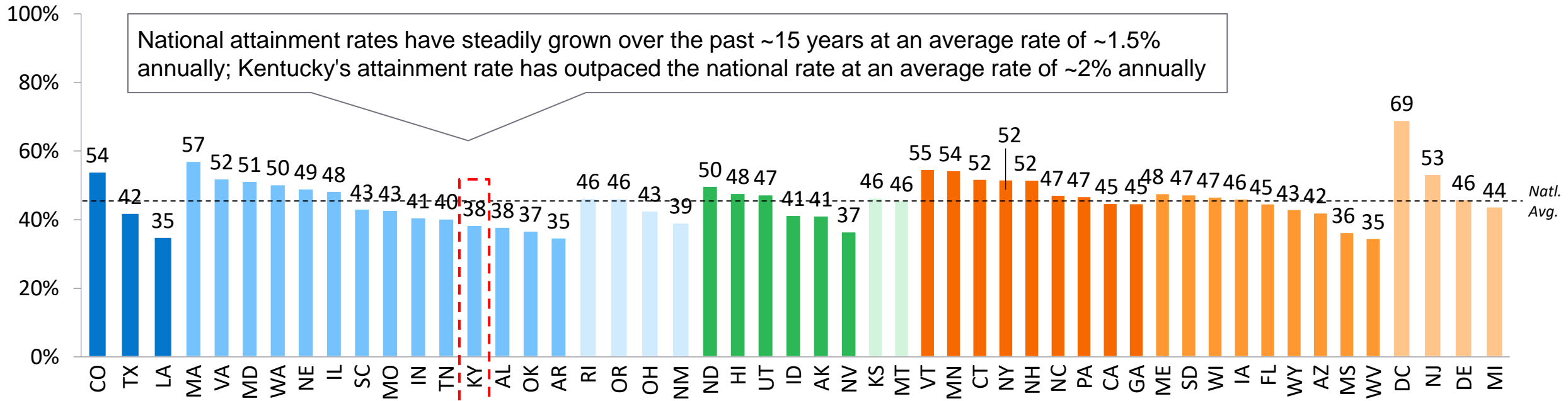
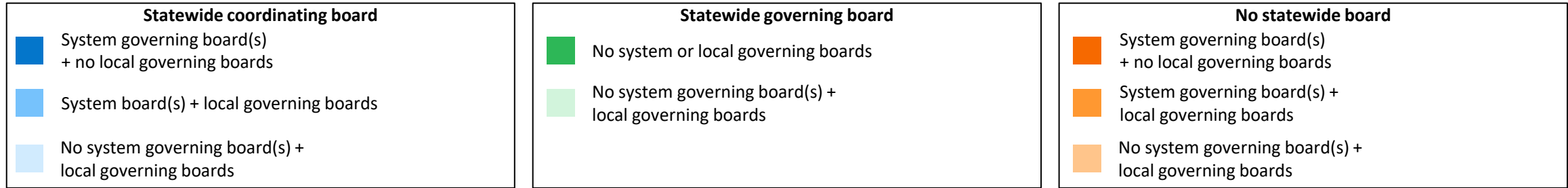
Whether there is a coordinating board, governing board, or no statewide board, each state falls into one of eight sub-categories of higher education governance

	Kentucky's system	Deep dive states	
	Statewide coordinating board (21 states)	Statewide governing board (8 states)	No statewide board (21 states + DC)
No system or local governing boards	N/A	▶ 6 states AK HI ID ND NV <b>UT</b>	N/A
System governing board(s) + no local governing boards	▶ 3 states CO <b>LA</b> TX	N/A	▶ 9 states CA CT <b>GA</b> MN <b>NC</b> NH NY PA VT
System board(s) + local governing boards	▶ 14 states AL AR IL <b>IN</b> <b>KY</b> MA MD MO NE OK <b>SC</b> <b>TN</b> VA WA	N/A	▶ 9 states AZ FL IA ME MS SD <b>WI</b> WV WY
No system governing board + local governing boards	▶ 4 states NM <b>OH</b> OR RI	▶ 2 states <b>KS</b> MT ▶ local governing boards for 2-year institutions only	▶ 4 states DC DE MI NJ

# Study Area 1: Higher education governance structure

Postsecondary outcomes (e.g., college-going rates, completion rates, attainment) vary as much within a single governance structure as across different structures

Attainment rate for ages 25-64, excluding short-term credentials, 2021



## Study Area 1: Higher education governance structure

There are a variety of factors that influence higher education performance and student outcomes, including governance structure

### Examples of factors influencing higher education performance

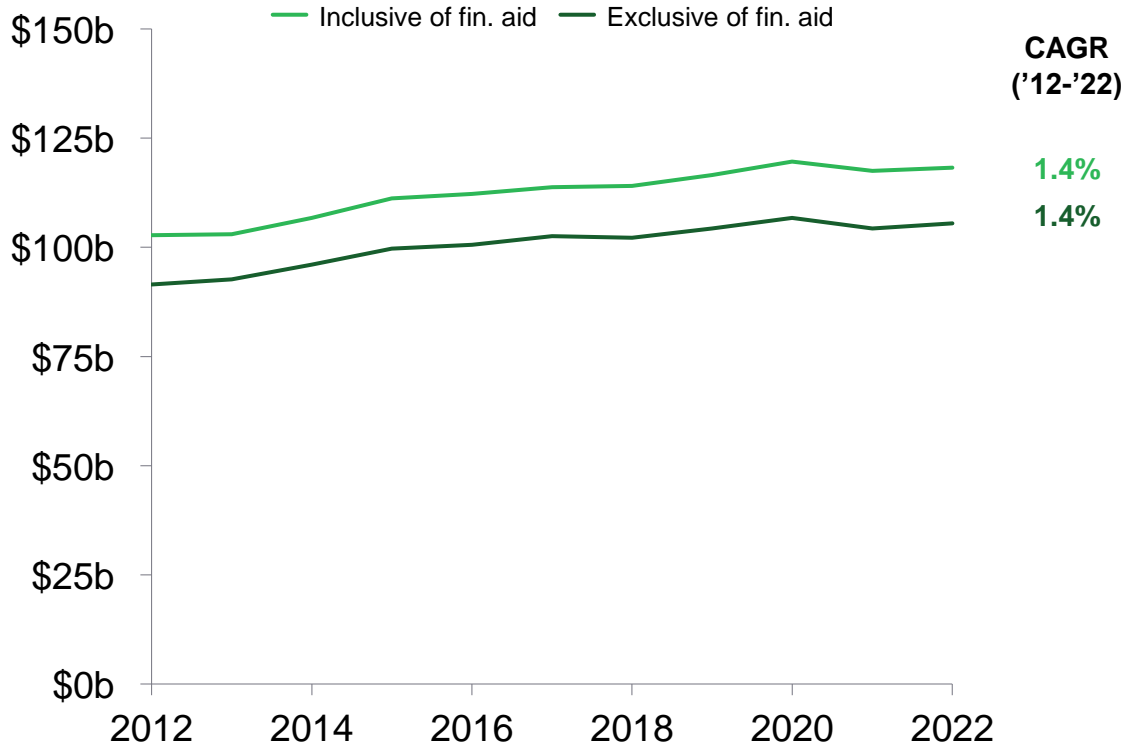
- Level of **public funding** toward education
- Funding **formulas** and types of incentives for institutions
- **Value placed on higher education** by state leadership and communities
- **Perceived value of higher education as a path to prosperity** by students, families, and the public
- Quality and student outcomes of the **K-12 system**
- Availability and quality of **student support services** in postsecondary institutions
- Existence of well-articulated **pathways for students** (e.g., defined at state level and executed through course alignment and transfer agreements)



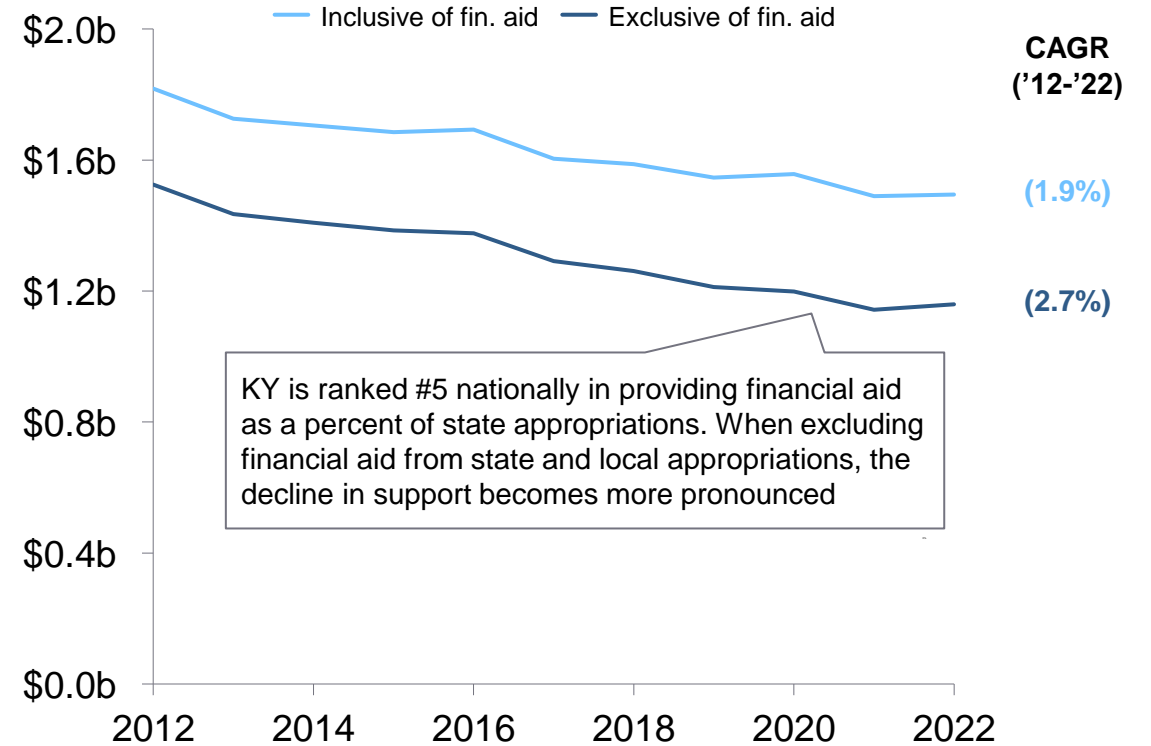
# Study Area 1: Higher education governance structure

## While public funding for higher education has declined in Kentucky over the past decade, it experienced a slight uptick in 2022

U.S. total state and local support adjusted for inflation<sup>1</sup>, 2012-2022



Kentucky total state and local support adjusted for inflation<sup>1,2</sup>, 2012-2022



**Kentucky's state and local support for higher education declined ~2% annually in the past decade, in contrast with the broader U.S. trend of ~1.4% annual increase over the same period**

1. Values are inflation-adjusted to 2022 dollars using CPI data

2. Kentucky values are cost-of-living adjusted

Source: SHEEO

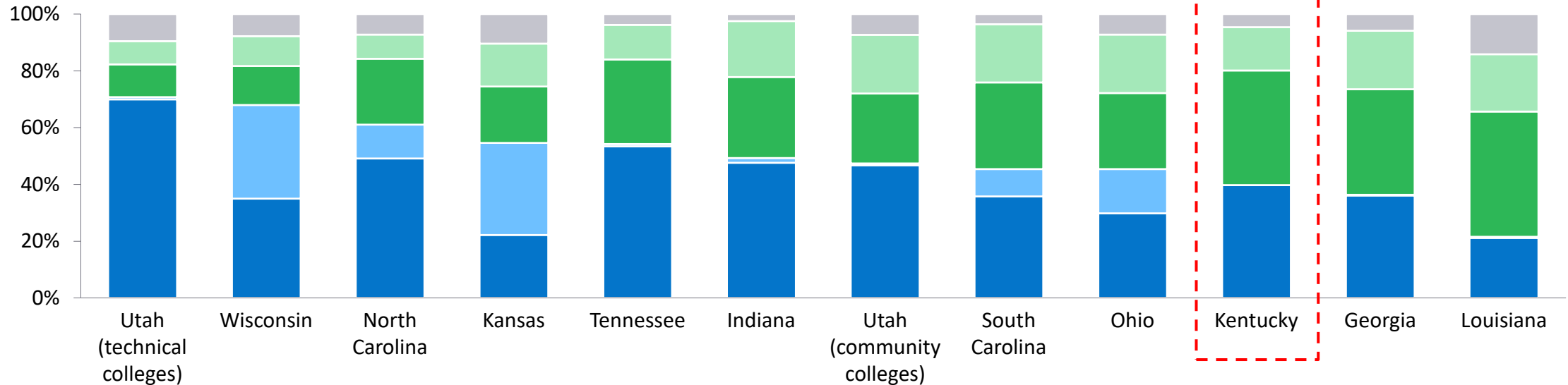
# Study Area 1: Higher education governance structure

## Kentucky ranks 38<sup>th</sup> nationally when considering the proportion of two-year sector revenue that comes from state and local funding

Sources of two-year institution funding, 2021

State funds Local funds Federal funds Tuition Other

State and local funding as a percent of total revenue **averages 49% nationally.**



State and local \$ as a % total	71%	68%	61%	55%	54%	49%	47%	45%	45%	40%	36%	22%
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Source: IPEDS. "Other" includes sales and service of auxiliary enterprises, sales and service of educational activities, independent operations, other sources – operating, gifts and contributions from affiliates, investment incomes, and other nonoperating income

# Study Area 1: Higher education governance structure

In considering the future of higher education governance in Kentucky, four main options exist with varying benefits, risks, and costs to execute

## Overview of Options <sup>1</sup>

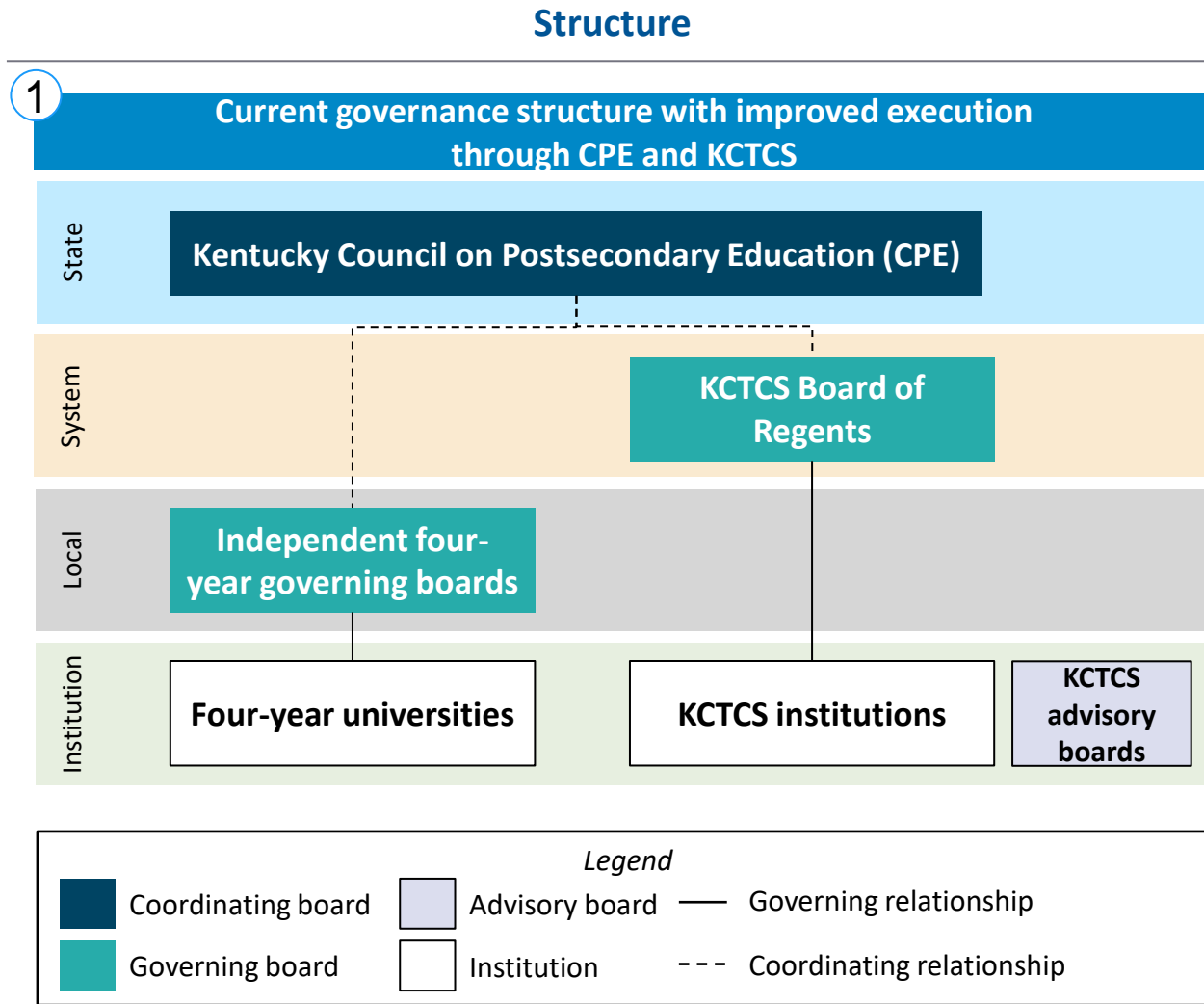
1	2	3	4
<p><b>Current governance structure with <u>improved execution</u> through CPE and KCTCS</b></p>	<p><b>Current governance structure with <u>additional authorities</u> granted to CPE and KCTCS</b></p>	<p><b>New governance structure with <u>addition of a single governing board</u> for four-year institutions <sup>2</sup></b></p>	<p><b>New governance structure that creates a <u>“superboard”</u> or single, statewide governing board <sup>2</sup></b></p>
<i>CPE remains</i>	<i>CPE remains</i>	<i>CPE remains</i>	<i>CPE dissolved</i>
<i>KCTCS remains</i>	<i>KCTCS remains</i>	<i>KCTCS remains</i>	<i>KCTCS dissolved</i>
<i>Eight 4-year boards remain</i>	<i>Eight 4-year boards remain</i>	<i>Single 4-year board</i>	<i>Single superboard</i>
<i>Opp 1: Stronger execution of program and fiscal authorities</i>	<i>New authorities (fiscal oversight, leadership appts)</i>	<i>Opp 1 and Opp 2 from Option 1 apply</i>	
<i>Opp 2: Local CTC boards reconstituted</i>	<i>Opp 1 and Opp 2 from Option 1 apply</i>		

1. Additional state funding would be required to successfully execute each option.

2. Variations of options 3 and 4 include maintaining local institutional governing boards for Kentucky’s R1 universities, University of Kentucky and University of Louisville.

# Study Area 1: Higher education governance structure

Option 1 would require the least additional funding and time investment, but would not increase state-level transparency or create stronger transfer pathways



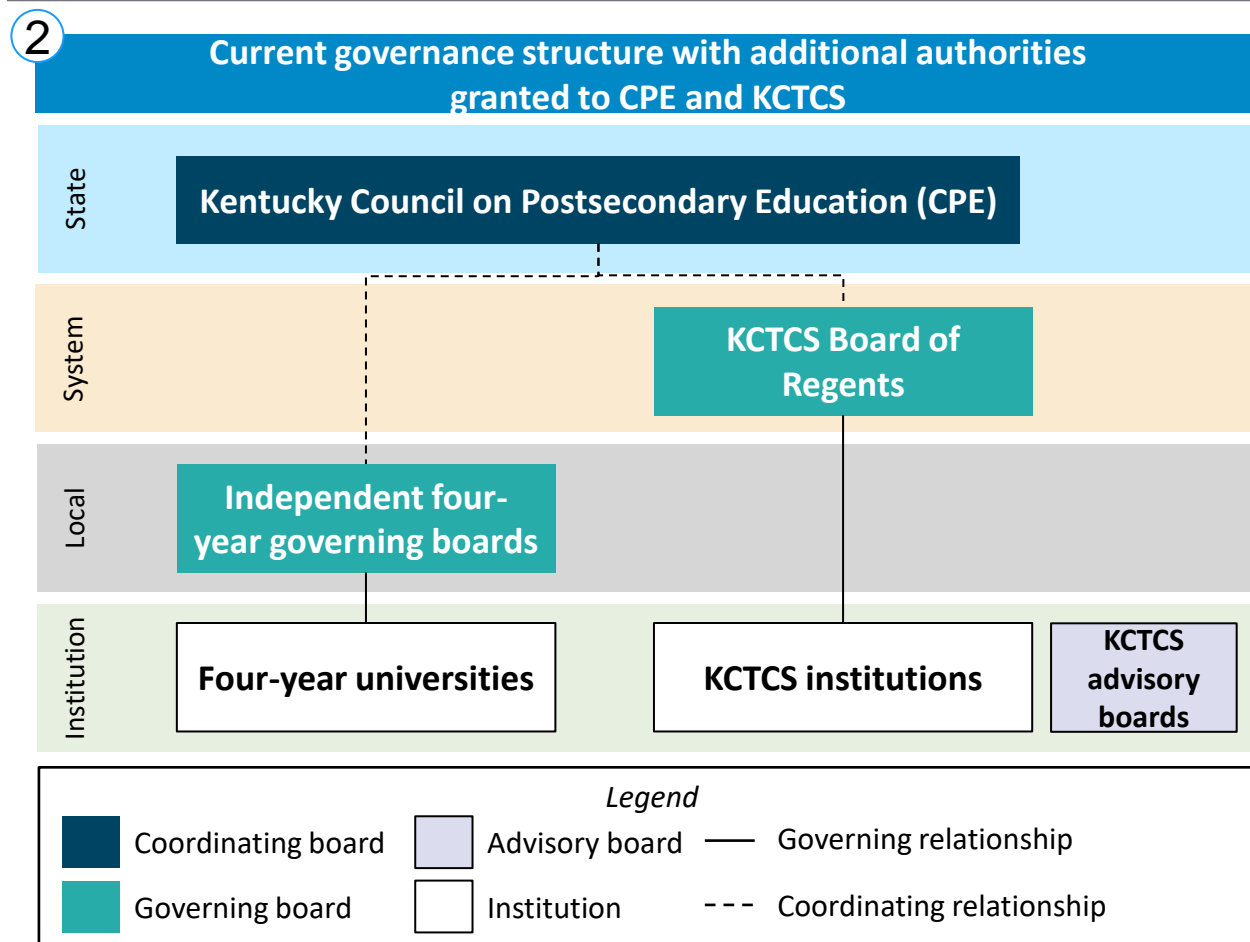
**Potential changes**

- Strategic program oversight:
  - CPE and KCTCS could **conduct more structured and frequent program review**
  - KCTCS could **assess ROI of programs** and the system office drive development of **cohesive employer partnership strategy**
- Institution fiscal oversight:
  - CPE could **analyze institution financial reports** to proactively flag concerns
- The State could consider changes to funding, such as:
  - Incentive funding (e.g., to encourage innovation, regional collaboration)
- CPE could offer **additional training to board members**

# Study Area 1: Higher education governance structure

## Option 2 would require modest funding and time to implement but could improve state-level control while maintaining local responsiveness and institutional missions

### Structure

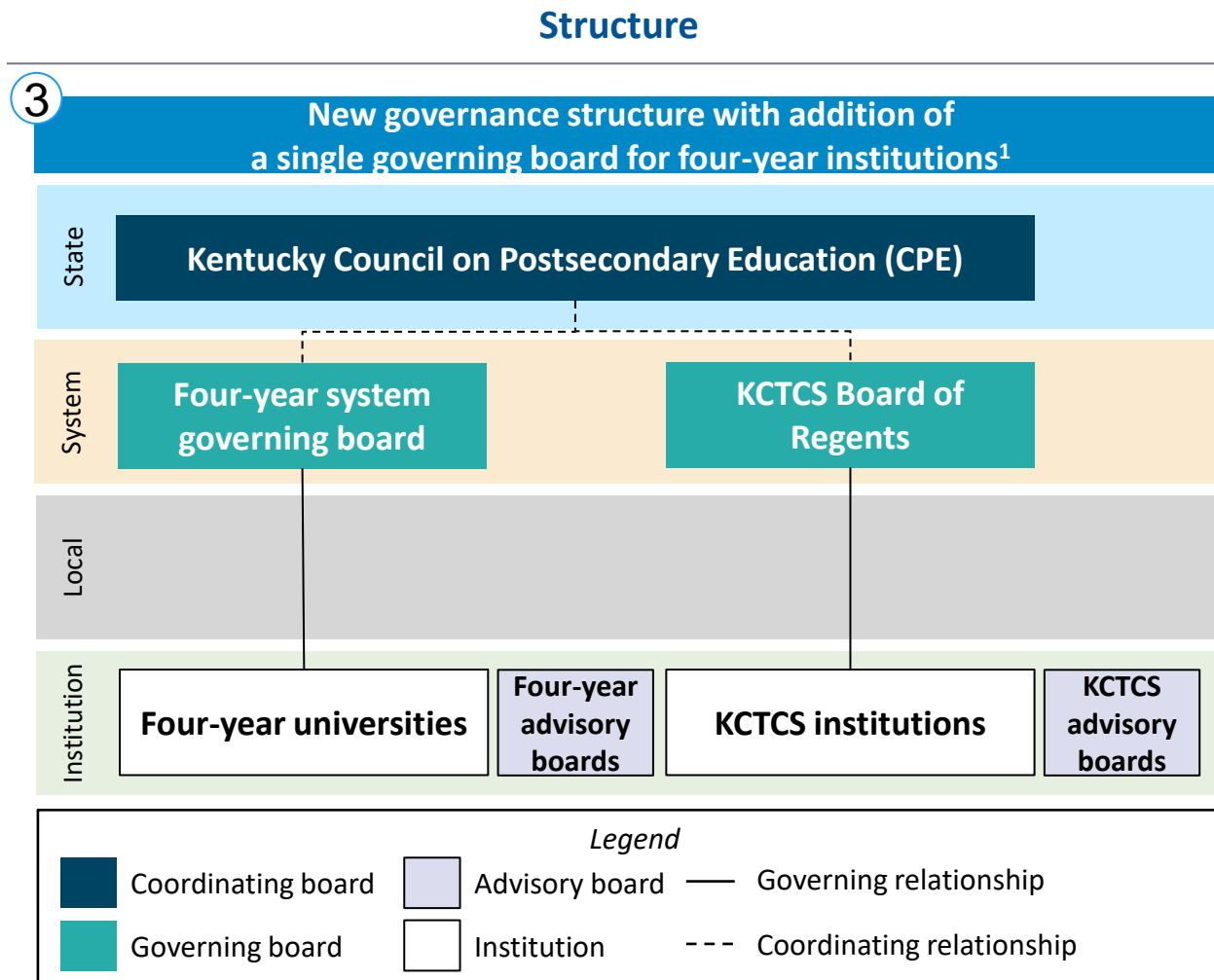


### Potential changes

- CPE could **monitor key financial risk metrics** of institutions through statutory changes that specify reporting metrics and accountability measures
- CPE could have a role in **the nomination of governing board members and the search for and evaluation of institution presidents**
- CPE could have a **more strategic alignment with state financial aid, at the policy level**
- KCTCS could designate a CTC advisory board to serve more than one college (e.g., by region)
- KCTCS could shift authority to approve institution strategic plans back to the KCTCS Board of Regents from institution advisory boards
- *All improvement changes from Option 1 could also apply here*

# Study Area 1: Higher education governance structure

## Option 3 would require substantial funding and potentially decrease local responsiveness but would improve state-level transparency and transfer pathways



- Potential changes**
- **New four-year governing board** would adopt all authorities of local four-year governing boards
  - Examples of these authorities may include:
    - Appointing executives
    - Fundraising
    - Overseeing performance measures
    - Setting faculty and personnel policies
    - Etc.
  - Creation of a **four-year board would require a system office** to manage board functions
  - *All improvement changes from Option 1 could also apply here*

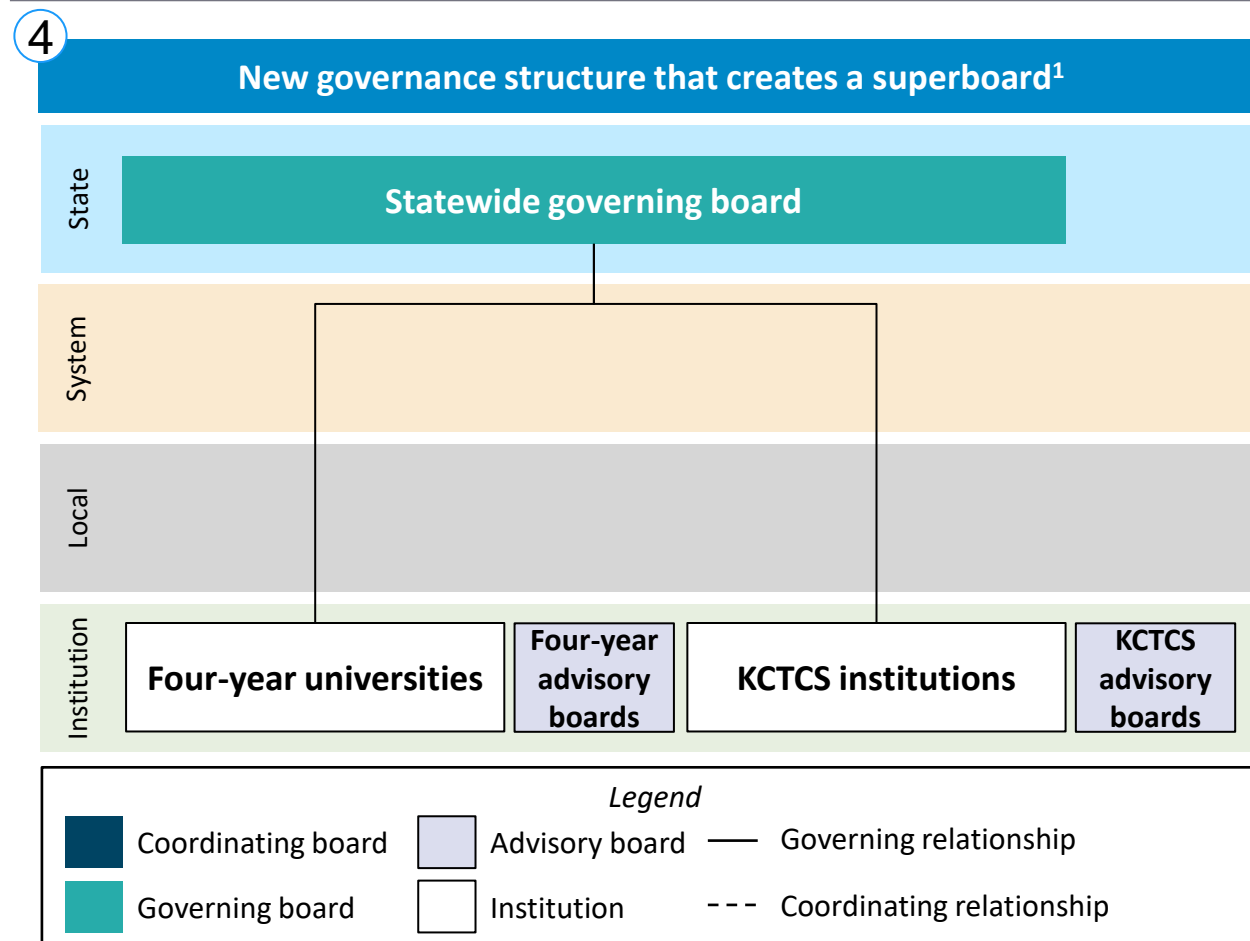
1. Alternatively, the University of Kentucky and University of Louisville could remain independently governed  
Source: National researcher and stakeholder interviews



# Study Area 1: Higher education governance structure

Option 4 would require substantial funding and time to implement and may risk local responsiveness, but it would provide the most state-level transparency

## Structure



























## Potential changes

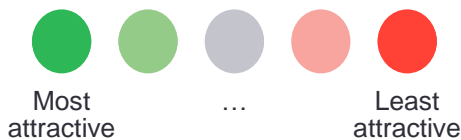
- Superboard would **adopt all authorities of CPE, institution governing boards, and KCTCS governing board**
- Superboard could still delegate responsibilities to institution advisory boards
- Creation of a system office would accompany the superboard

1. Alternatively, the statewide governing board could coordinate over the University of Kentucky and University of Louisville, which could remain independently governed  
Source: National researcher and stakeholder interviews

## Study Area 1: Higher education governance structure

Key considerations present potential tradeoffs, as each of the four main governance options carries its own benefits and risks

Considerations <sup>1</sup>	① Current governance structure with improved execution	② Additional authorities granted to CPE	③ Addition of a single governing board for four-year institutions	④ Superboard
Disruption / time to transition				
Near-term cost to change				
State-level transparency and control				
Local responsiveness				
Stronger pathways / transferability				
Prioritization of distinct missions				



1. Ratings informed by interviews with peer states that made recent governance structures changes and determined by CPE leadership

# Study Area 1: Higher education governance structure (relating to CPE)

## CPE Staff – Findings/Recommendations

**CPE endorses Option 2** which calls for leaving the postsecondary governance structure as is but with better execution in some areas and changes to some statutory responsibilities to strengthen state-level oversight and coordination. Specifically, consideration should be given to:

1. Implementing a process for CPE to actively monitor and regularly report to the General Assembly and Governor on the **financial health of the state's public colleges and universities**.
2. **Strengthening CPE's engagement/role in state financial aid policy and program decisions** to help ensure a balanced and aligned approach to higher education financing and college affordability.
3. **Providing greater investment in state-level higher education incentive funds – in addition to direct appropriations to campuses** – to foster innovation, incentivize collaboration, and respond quickly to regional needs.
4. **Strengthening the review and approval of non-degree academic programs by CPE**, including short-term certificates, as well as more routinely reviewing and terminating programs of limited relevance and quality.
5. Expanding CPE's board training responsibilities and requiring greater involvement from CPE during the recruitment and review process for **candidates for postsecondary governing and advisory boards**.
6. Requiring that the **CPE president (or a representative) be consulted during presidential evaluations** for the state's public universities and the KCTCS system and serve as a voting member on presidential search committees.

## Study Area 1: Higher education governance structure (relating to KCTCS)

Kentucky could also leverage several strategies to address concerns about KCTCS implied in SJR 98 and mentioned frequently by Kentucky stakeholders in interviews

### System “bloat” and inefficiency

- Evaluation of the **scope of services provided by the system office versus colleges / campuses**
- **Opportunities for greater efficiency across the system**, both on the administrative (e.g., shared services) and academic side. *KCTCS has identified opportunities and has begun implementation*
- Refocused **Board of Directors (BoD) to be regional in nature** by designating advisory boards to serve multiple colleges by geography
- **Responsibility for budget review, strategic plans, and presidential searches shifted back** to system office and Board of Regents from local BoDs

### Workforce alignment and ROI of 2-year degrees and certificates

- **More stringent program review** (i.e., assessment of the ROI of programs to the local communities visible to students, colleges, and communities)
- **More strategic approach to establishing and nurturing employer partnerships** (e.g., system office could act as enabler and supply/demand aggregator)
- **Clear articulation of roles of Board of Regents vs. local Boards of Directors** (e.g., BoDs could focus on providing industry and community input)

### Academic pathway effectiveness / transferability

- **Single accreditation** to ease administrative burden to institutions and increase program alignment
- **Stronger pathway and transfer strategy and process**, facilitated by CPE



These strategies may require a reorganization of the existing KCTCS system office. The ultimate goal would be to reduce bureaucracy and create a strong yet nimble infrastructure that is responsive to campus and community needs through effective prioritization of programs and initiatives and efficient execution.

# Study Area 1: Higher education governance structure (relating to KCTCS)

## CPE Staff - Findings/Recommendations

Based on research findings and analysis, CPE recognizes and supports the need to better align responsibilities and expectations between CPE, the KCTCS central office and the individual CTCs.

- Specifically, **CPE recommends an assessment of the role and responsibilities of local CTC boards of directors.** Consideration might be given to transitioning the local boards into multi-campus regional advisory boards to help drive collaboration and regional development.
- Research highlights several opportunities to strengthen the role and effectiveness of the central office, which CPE supports, including **building out a comprehensive employer engagement strategy,** developing a **more robust program review and approval process** focused on ROI of degrees and certificates, and **strengthening transfer pathways.**
- CPE also recommends that **consideration be given to KCTCS pursuing a single SACS accreditation** to ease administrative burden to institutions and increase program alignment among campuses.
- Finally, research findings highlight that Kentucky CTCs are among the worst funded in the nation in terms of state and local operating appropriations per FTE. **CPE recommends additional state investment in KCTCS (without diminishing the state's investment in the public universities) to ensure a strong, effective, and affordable system of CTCs.**





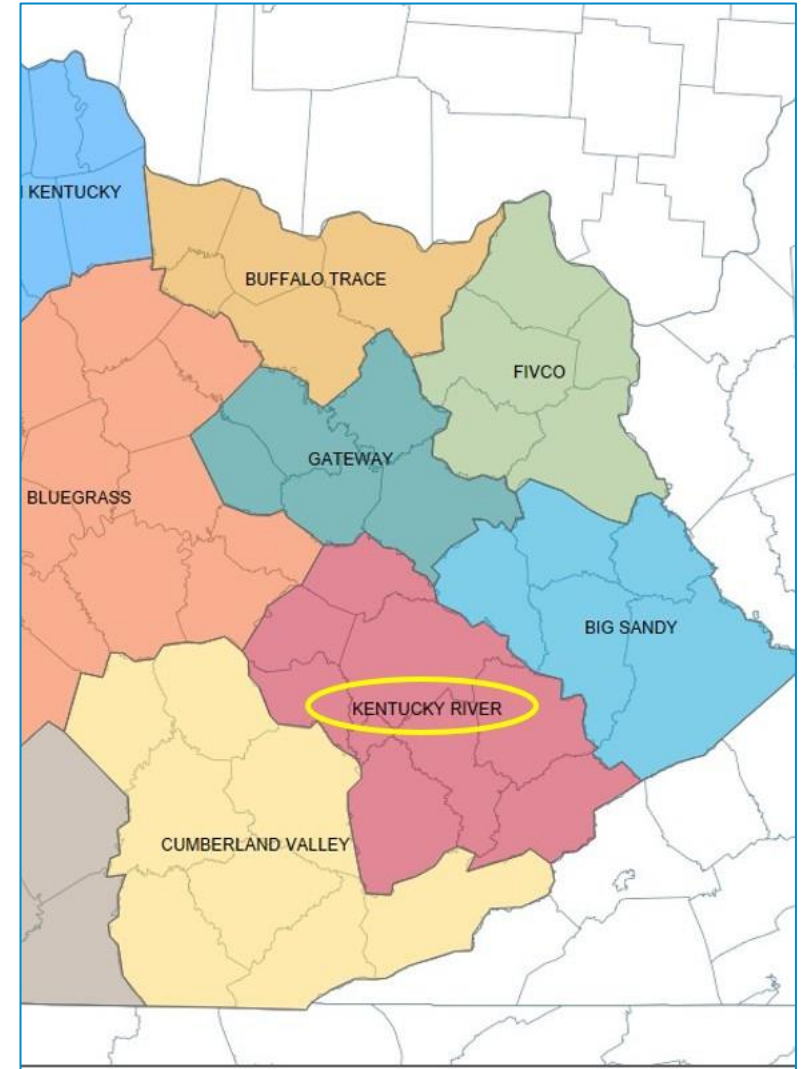
## **Study Area 2: Four-Year Institution in Southeast Kentucky**



## Study Area 2: Four-year institution in Southeastern Kentucky

### The Kentucky River ADD has emerged as CPE's area of focus for expanding access to public 4-year postsecondary offerings in southeast Kentucky

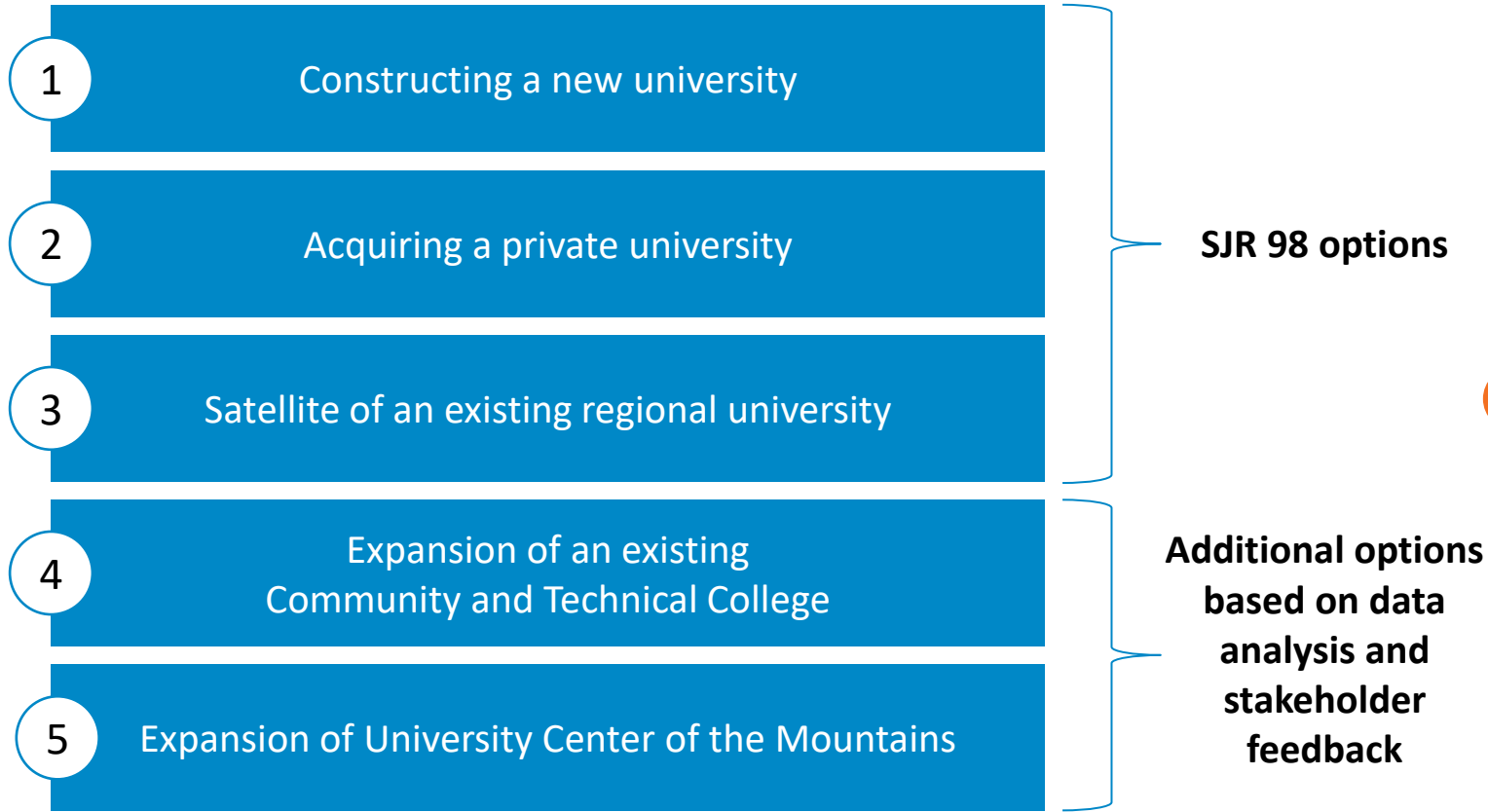
- The **KY River ADD** is among the most distressed areas in the state and has among the highest educational need:
  - among the highest proportions of working-age adults with a **high school diploma or less**.
  - among the **poorest counties in the nation** based on median household income.
  - the highest proportion of **individuals living in poverty**.
- The KY River ADD has a **higher concentration of young people** (ages 17 and under) compared to neighboring area development districts.
- The KY River ADD has **no public four-year institutions** (main campus or satellite) located in the region and only one non-sectarian private institution, which is selective and has a small enrollment.
- The infrastructure near **Hazard (Perry County)** offers the **best accessibility** for potential students in the region at the intersection of KY-80 and KY-15.



# Study Area 2: Four-year institution in Southeastern Kentucky

SJR 98 put forward three options for consideration. Stakeholder engagement surfaced two additional options

Seen as less viable based on stakeholder input<sup>1</sup> and data analysis



Seen as more viable based on stakeholder input<sup>1</sup> and data analysis



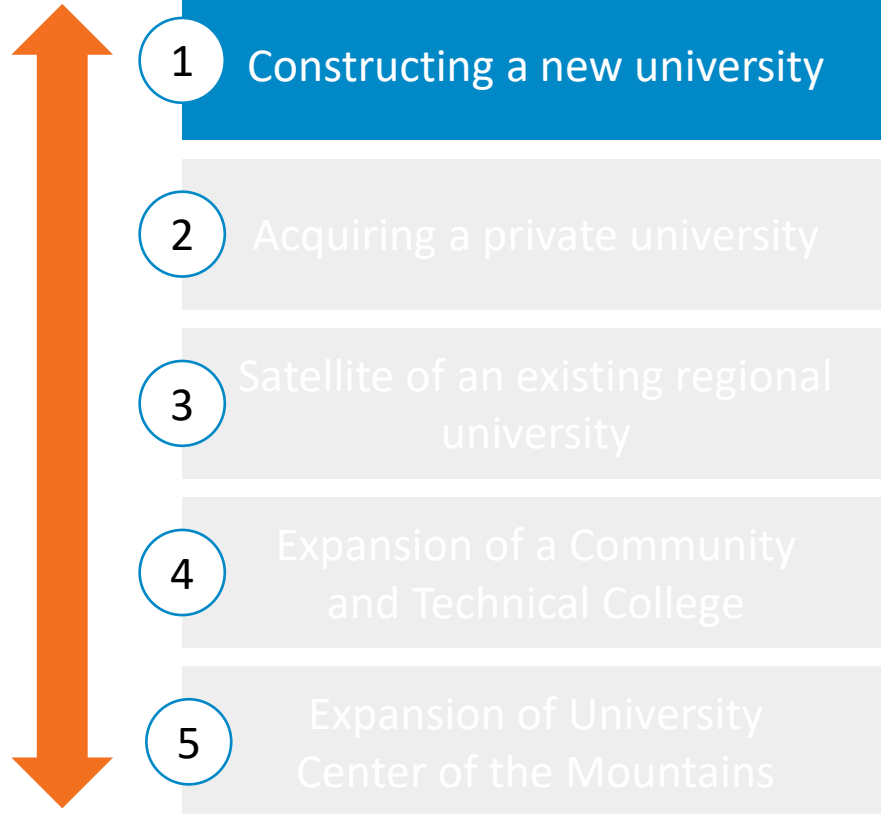
**Stakeholder input<sup>1</sup>:**  
While postsecondary education and training opportunities are critical to strengthen the region's economy, an investment in higher education in Southeastern KY may not yield the desired results without a comprehensive economic and workforce development strategy for the region.

1. Feedback is based on perspectives from Kentucky stakeholder interviews (e.g., postsecondary institution presidents, policy makers and government officials, faculty, governance leadership, and employers)

# Study Area 2: Four-year institution in Southeastern Kentucky

## Option 1 – Constructing an entirely new university

Seen as less viable based on stakeholder input<sup>1</sup> and data analysis



Seen as more viable based on stakeholder input<sup>1</sup> and data analysis

- Stakeholders agreed that **option 1 (entirely new, comprehensive university) would be costly to the state and could have a negative impact on funding available to existing institutions**
- The population in the KY River ADD is projected to decline - 9.2% by 2030 and -27.6% by 2050<sup>2</sup>, suggesting an entirely new university may not be fiscally prudent;
- **CPE reviewed post relatively recent “from scratch” universities builds in other states and found there is no precedent for establishing an entirely new university in a region or period of declining population.**

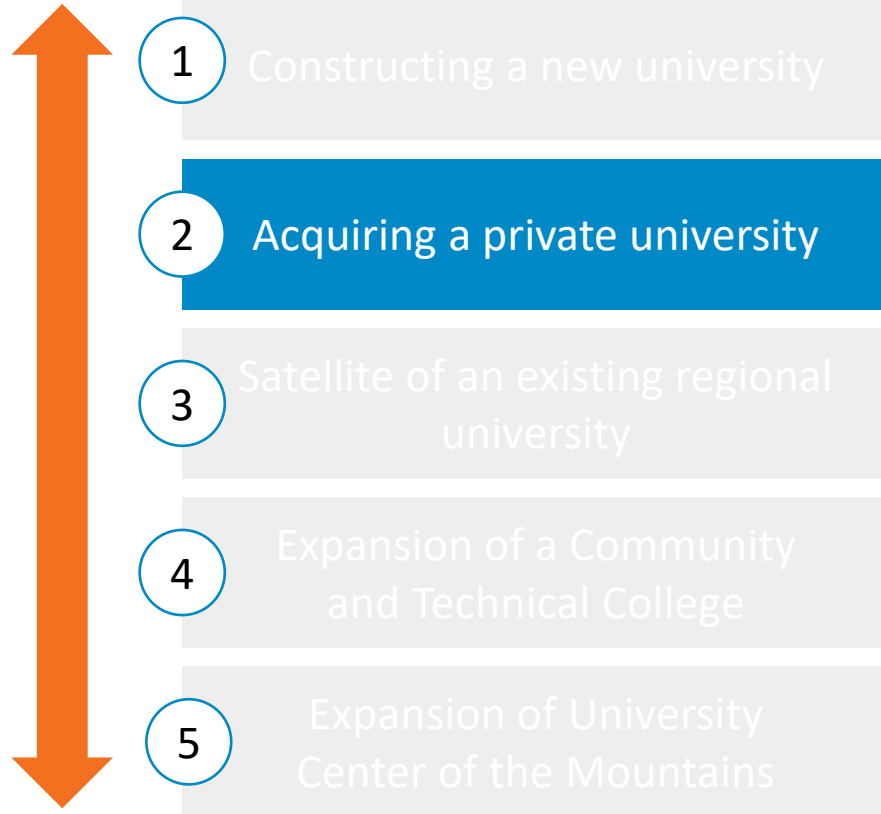
1. Feedback is based on perspectives from Kentucky stakeholder interviews (e.g., postsecondary institution presidents, policy makers and government officials, faculty, governance leadership, and employers)

2. [Kentucky State Data Center, Projections, Vintage 2022, Population by Sex and Five-Year Age Group](#)

# Study Area 2: Four-year institution in Southeastern Kentucky

## Option 2: Acquiring a private college or university

Seen as less viable based on stakeholder input<sup>1</sup> and data analysis



Seen as more viable based on stakeholder input<sup>1</sup> and data analysis

- **Private institution leaders did not express interest in acquisition** because either their institution is not in financial distress, would earn less tuition revenue as a public university, or has a unique mission maintained as a private institution.
- CPE's analysis showed locations of **existing SE KY private universities provide limited or no coverage in the KY River ADD**; thus, an acquisition would not eliminate geographic barriers to access
- Prior analysis (2011) of a potential private university acquisition highlighted **numerous legal, cultural and financial challenges.** <sup>2</sup>

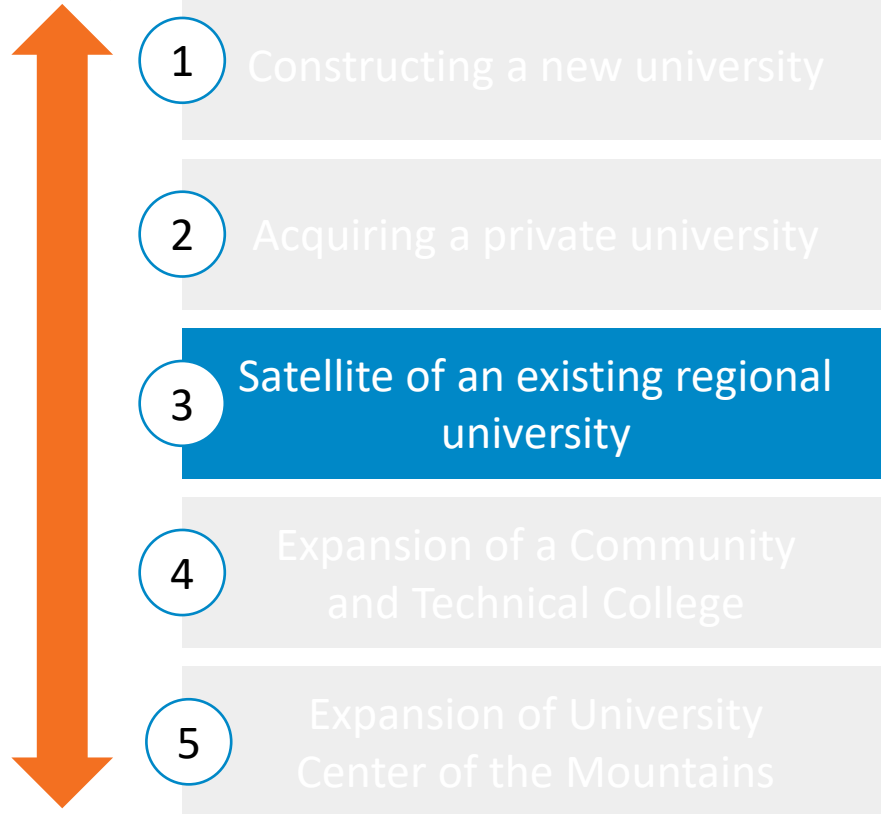
1. Feedback is based on perspectives from Kentucky stakeholder interviews (e.g., postsecondary institution presidents, policy makers and government officials, faculty, governance leadership, and employers)

2. "Report on the Advisability and Feasibility of Moving the University of Pikeville into the State University System", NCHEMS, 2012

# Study Area 2: Four-year institution in Southeastern Kentucky

## Option 3: Satellite of an existing regional university

Seen as less viable based on stakeholder input<sup>1</sup> and data analysis



Seen as more viable based on stakeholder input<sup>1</sup> and data analysis

- While stakeholders acknowledged this option would likely be less costly than others, stakeholders **perceive satellite campuses as lacking the local community ties** necessary to succeed in Southeastern Kentucky
- Stakeholders expressed concern that if a regional university faces financial distress in the future, a **satellite campus in rural Southeastern Kentucky could potentially be one of the first cuts in the budget**
- CPE evaluated student success outcomes at the existing satellite campuses in the KY River ADD and found that in the past 10 years:
  - **Fall undergraduate headcount enrollment dropped** for all three campuses – 83% at ECU Corbin, and 68.6% at MoSU Prestonsburg, and 66.2% at ECU Manchester<sup>2</sup>.
  - **Degree production declined** for students taking at least one course by 54.5% at MoSU Prestonsburg, 43% at ECU Corbin, and 21.9% at ECU Manchester<sup>2</sup>.

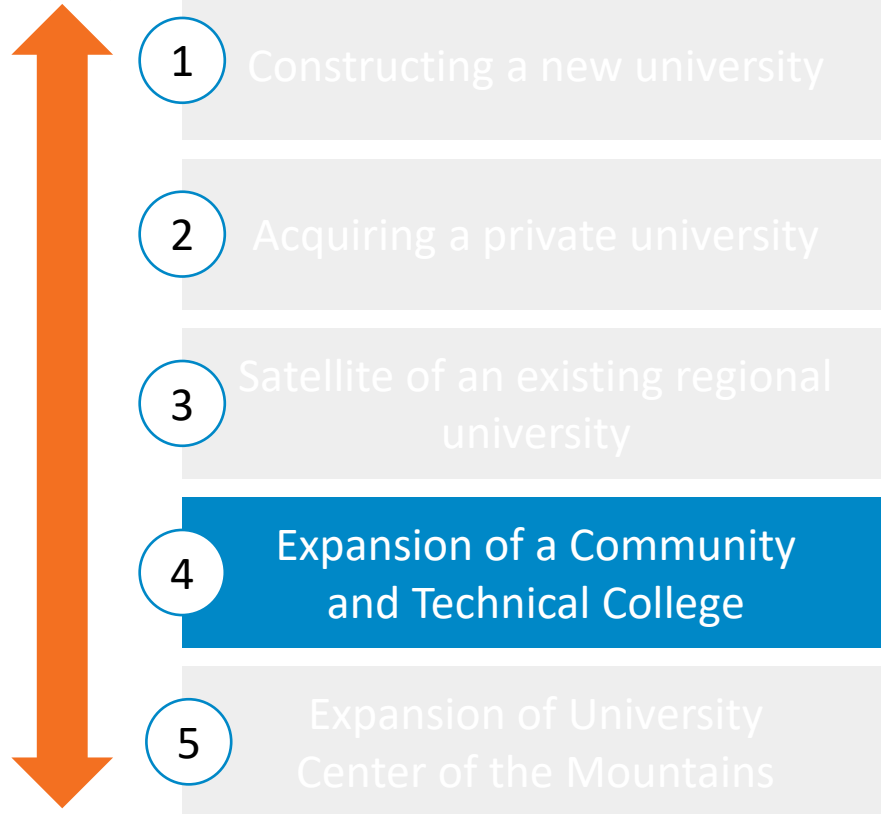
1. Feedback is based on perspectives from Kentucky stakeholder interviews (e.g., postsecondary institution presidents, policy makers and government officials, faculty, governance leadership, and employers)

2. KYStats

# Study Area 2: Four-year institution in Southeastern Kentucky

## Option 4 – Expansion of Hazard CTC

Seen as less viable based on stakeholder input<sup>1</sup> and data analysis



Seen as more viable based on stakeholder input<sup>1</sup> and data analysis

- Option 4 emerged during interviews when **stakeholders expressed interest in expanding Hazard CTC** to offer bachelor's programs aligned to specific current and future workforce needs in the region.
- **Stakeholders identified additional questions to explore** regarding the governance of an expanded CTC as a four-year or two-year institution, risk of continued blurred missions between sectors, the cost to deliver courses, the impact on other campuses, the challenge of attracting faculty, and the impact of projected population declines in the region.
- **CPE's financial modeling and cost benefit analyses assumed** an expansion of HCTC into stand-alone college/university that offers both technical programs and targeted bachelor's programs.
- **CPE also analyzed recent construction cost data to estimate the cost of a small apartment style dormitory.** Non-traditional housing (scholar houses) might also be considered.

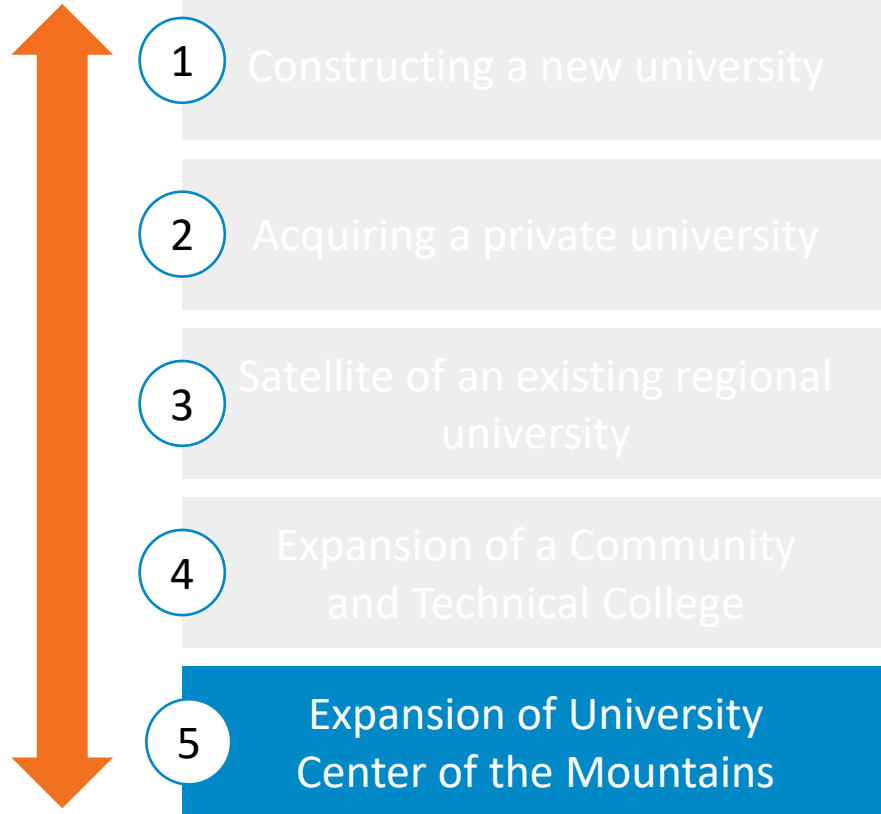
1. Feedback is based on perspectives from Kentucky stakeholder interviews (e.g., postsecondary institution presidents, policy makers and government officials, faculty, governance leadership, and employers)



# Study Area 2: Four-year institution in Southeast Kentucky

## Option 5 – Expansion of University Center of the Mountains

Seen as less viable based on stakeholder input<sup>1</sup> and data analysis



Seen as more viable based on stakeholder input<sup>1</sup> and data analysis

- While overall awareness remained low, **stakeholders familiar with the University Center of the Mountains (UCM) model expressed interest in** expanding this model as option 5, though more data and research is needed to understand the model’s existing outcomes
- While **UCM helps expand access to bachelor’s and graduate programs** in the region, it is not a university. It helps aggregate and facilitate transfer of credit and enrollment in programs offered by other universities.
- UCM could be a promising model for expansion and improvement, but **there is no dedicated budget for the collaborative**, it lacks a data system to monitor student progress, and the lack of “on-the-ground” faculty limits its direct economic impact on the community and region.
- **Collaborative postsecondary centers in other states provide potential models to strengthen UCM** to ensure strong program alignment with local workforce needs, hybrid and in-person programs, and ongoing assessments of impact and performance.

1. Feedback is based on perspectives from Kentucky stakeholder interviews (e.g., postsecondary institution presidents, policy makers and government officials, faculty, governance leadership, and employers)

## Study Area 2: Four-year institution in Southeastern Kentucky

### CPE Staff – Findings/Recommendations

1. CPE's analysis points to the **need for improved access to targeted bachelor's level programs in the SE region** due to the high level of economic and educational need.
2. However, **staff does not recommend any of the three options identified in SJR 98** (brand new university, satellite campus of a comprehensive university, or acquiring a private university) for reasons discussed earlier.
3. **Option 4, the expansion of HCTC into a stand-alone college/university** offering both technical programs and targeted bachelor's programs, is a promising model for the region. However, staff cannot provide an unqualified recommendation without greater stakeholder engagement, further analysis of the benefits and risks, and a deeper understanding of student demand.
4. **CPE staff endorses a more visible and impactful UCM**, perhaps in tandem with the option above.
5. While staff supports an increased four-year presence in Southeast Kentucky, it does so with the following strong caveat: **without a comprehensive economic and workforce development strategy, a new university will not yield the desired results for the region.**



## **Study Area 3: Responsibility for Technical & Academic Programs**

# Study Area 3: Responsibility for technical and academic programs

## Perceived Impact on Students<sup>1</sup>

### Potential Benefits

- Completing academic courses at comprehensive universities may make the transition to and completion of 4-year programs easier for some students by eliminating the administrative challenges of transferring credit.

### Potential Risks

- CTCs currently offer 100 and 200 level courses at lower tuition rates than 4-year institutions. A change to university **tuition rates may be cost-prohibitive** for many students. Access to dual credit courses may be similarly impacted.
- **Physical access to programs may be reduced** – particularly for place-and time-bound students – if associate-level courses and programs are transferred to comprehensive universities.
- **Some students in transfer programs have greater opportunities for success at CTCs as an entry point** into postsecondary education due to the location, the smaller size, and specialized support systems which might be lost in a transfer of programs.
- Students in KCTCS technical programs (certificates and AAS programs) benefit from **access to academic and transfer pathways that would be unavailable (or would have to be duplicated) should the system be separated.**



# Study Area 3: Responsibility for technical and academic programs

## Perceived Impact on Institutions<sup>1</sup>

### Potential Benefits

- Comprehensive universities would likely experience increases in enrollment.
- Comprehensive universities would likely have an increase in revenue, assuming tuition for transferred programs would be set at university levels.

### Potential Risks

- The change in student mix for comprehensive universities would **require expanded student services** to target more high-need, underprepared students.
- **CTCs could potentially see their overall enrollment and revenues decline.**
- **Four-year campuses might experience financial pressure** if tuition for academic courses were offered at the same rate as CTCs (due to their higher delivery costs).
- **Operating and maintaining current KCTCS physical plant assets** could be a financial burden to comprehensive universities and to the state.
- **Mapping and translating student data** would be a significant undertaking. Centrally held KCTCS student records (Peoplesoft) would need to be translated and integrated by regional comprehensives (with various SIS).
- Maintaining technical programs at their current level **would require additional state resources** because technical programs have a higher cost to deliver than AA/AS programs.
- **Both two-year and four-year institutions** would need to respond to detailed SACSCOC requirements.

1. Feedback is based on perspectives from Kentucky stakeholder interviews (e.g., postsecondary institution presidents, policy makers and government officials, faculty, governance leadership, and employers)

# Study Area 3: Responsibility for technical and academic programs

## Perceived Impact on the Commonwealth<sup>1</sup>

### Potential Benefits

- The proposed change may lead to higher transfer and completion rates for students in AA/AS programs due to a tighter alignment with university programs.
- A more singular focus by KCTCS on technical programs may strengthen alignment with workforce demands.

### Potential Risks

- The increase in AA/AS students at comprehensives, but not R1s, would require **changes to the state's performance funding model**.
- Likewise, a new funding system (and more funding) will most likely be **required to support technical colleges**.
- UofL and UK are not included in the proposed restructuring, which may complicate **higher education environments in Louisville and Lexington** where many partnerships exist with JCTC and BCTC.
- **AAS (technical) programs require core general education (GE) courses**. The unified KCTCS allows shared programming, services and faculty to meet these GE needs, which would require duplication if a split occurs (and therefore higher cost to the state).
- The proposed separation of technical and academic programs could result in **heightened stigma** associated with enrolling in technical programs (a highlighted problem in the 1997 reforms) and negatively impact enrollment.
- The **power of KCTCS as a unified system**, including the benefits of shared programs, backroom functions, and a common mission/vision, would be diminished.

1. Feedback is based on perspectives from Kentucky stakeholder interviews (e.g., postsecondary institution presidents, policy makers and government officials, faculty, governance leadership, and employers)

## Study Area 3: Responsibility for technical and academic programs

### More in-depth analysis is needed to better understand the impact of transferring KCTCS academic programs to the comprehensive universities

#### Financial Impact

- How would **existing debt at KCTCS** colleges be shared with the comprehensive universities?
- What are the **potential costs for comprehensive universities** in terms of additional student support services, faculty, and administration, mapping and translating student data, etc.?
- What **compensation** will the comprehensive universities offer new faculty/instructors needed to offer additional introductory level coursework?
- How will institutions balance this cost with **the need to keep student tuition affordable** (i.e., close to KCTCS tuition rates)?

#### Operations

- Do students that currently enroll in transfer programs at KCTCS want to enroll in introductory coursework at regional comprehensives instead? **Will enrollment levels be maintained?**
- **How would the existing infrastructure be divided or shared** among technical programs and comprehensive universities?
- Would comprehensive universities continue to **operate current facilities?** What role would technical colleges play in maintaining or renting existing infrastructure?
- How will this change **affect the metropolitan areas of Louisville and Lexington?** What is the role of the R1's under the proposed split?

#### Programs

- Since technical programs have **general education requirements**, how would these requirements be met?
- How will students **move between four-year institutions?** How would the split impact current transfer behaviors?



## Study Area 3: Responsibility for technical and academic programs

### CPE Staff, Findings/Recommendations

- **Without a deeper evaluation and much broader stakeholder engagement, CPE does not endorse dissolving KCTCS and transferring the system's academic offerings to the comprehensive universities.**
- As the gateway into postsecondary education and training for many Kentuckians, KCTCS holds a significant mission within the higher education landscape in the Commonwealth in the areas of access, workforce training, and transfer programming.
- Before considering the radical step of dismantling the KCTCS system and moving its academic programs to the state's public comprehensive universities, a deeper analysis is required to assess the impact on Kentucky students, campuses and the Commonwealth.
- Additionally, comprehensive strategies must be developed to manage the many potential risks, and substantial and sustained involvement from key stakeholders will be critical in making this important decision.



# SJR 98 Study

Board Meeting  
November 17, 2023