BOARD OF TRUSTEES MEETING | AGENDA
BY CONFERENCE CALL
October 3, 2019 | 7:30 am – 8:30 am

Utah System of Technical Colleges
310 South Main St. #1250 | Salt Lake City, UT 84111
801-3410-6000

1. Welcome and Roll Call   Chair Steve Moore

ACTION AND DISCUSSION ITEMS:	**PRESENTER:**
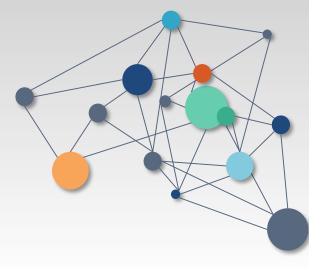
2. Board of Trustees feedback to Higher Education Strategic   Chair Steve Moore
    Commission regarding NCHEMS report.   ITEM 2

3. Audit Recommendations   Commissioner Haines
                                                              Tyler Brinkerhoff

CLOSED SESSION:

The Executive Committee may elect to go into closed session, which will not be open to the public,
pursuant to Utah Code Title 52, Chapter 4, Sections 204, 205 and 206.

ADJOURNMENT:

Principles

- Ensure capable statewide coordination focused on aligning investments with the public's needs
  - Institutions are the means, not the ends
  - In all parts of Utah
- Form follows function
- Enhance efficiency, preserve/improve affordability for students and taxpayers
- Leverage innovative delivery models
  - Flexibly address evolving education and training needs
  - Enhance Utah's growing reputation for innovation
- Strategic use of incentives must complement state-level coordination

Findings & Observations

Observations

- Low college-going rates, and heavy emphasis on bachelor's degrees

- High costs to students for associate's degree programs at dual mission institutions, as well as some certificate programs

- Rapid but concentrated population growth in Utah County, and challenges in delivery in rural communities

- Large gaps in attainment by race/ethnicity

- Evolving workforce demands everywhere, with accelerated growth in information and aeronautics industries, and consistently large gaps in middle skills

- Relatively low wage premium for postsecondary degrees

More Observations

- Weak public agenda – educational attainment goal does not seem to be driving policy

- Lack of clarity around missions/mission differentiation, especially program-level

- Relatively affordable for four-year programs, but lacking a more nuanced analysis

- Some bright spots around collaborative activity, most often across system boundaries, but mostly institutions operating independently

Major Priorities

- Recalibrate efforts to identify and address state and regional postsecondary education needs
- Create the capacity to lead implementation and renewal of the Strategic Planning Commission's work
- Shrink workforce gaps
  - Sub-baccalaureate level – skilled trades and technicians
  - Limited baccalaureate needs for an evolving economy
- Foster flexible delivery
  - Address capacity needs in Utah County
  - Address needs in rural parts of the state
  - To improve efficiency and service to students
- Align efforts to preserve/improve affordability with state goals and labor market needs
- A resource allocation model aligned to state goals

Draft Recommendations & Options

1. Establish goals in statute.

A. Reaffirm 66% goal and better support it with subgoals and metrics; implement a branding campaign.

B. Meet the workforce needs of employers.

C. Address participation and completion of rural residents.

D. Establish an affordability standard and use it in making decisions about investments.

E. Universities will contribute to expansion and diversification of the state economy.

2. Reform statewide postsecondary governance.

- Name postsecondary policy agency to be the "Utah Postsecondary Education Commission" and address its members as "Commissioners" to better reflect the critical role they play
- Reform process for appointment of Commissioners
  - Nominating commission to identify candidates based on criteria and role expertise needs among departing commissioners.
  - Gubernatorial appointments that are confirmed by the Senate
  - No entangling connections to postsecondary institutions
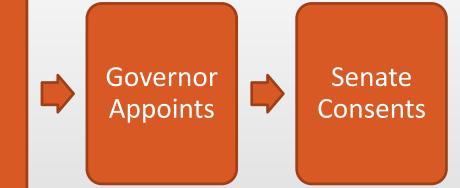 - Nominating commission to be composed of appointments by:
    - Speaker of the House (2)
    - Senate President (2)
    - Governor (3), to include at least 1 current board member of:
      - Former USHE institution
      - Former UTech institution

- Commissioners receive a rigorous orientation, annual training, and have their collective performance periodically reviewed by a qualified outside entity

Appointment of Commissioners

Nominating Commission

- Qualifications
- Role expertise
- No disqualifying conflicts

Governor Appoints

Senate Consents

2. Reform statewide postsecondary governance.
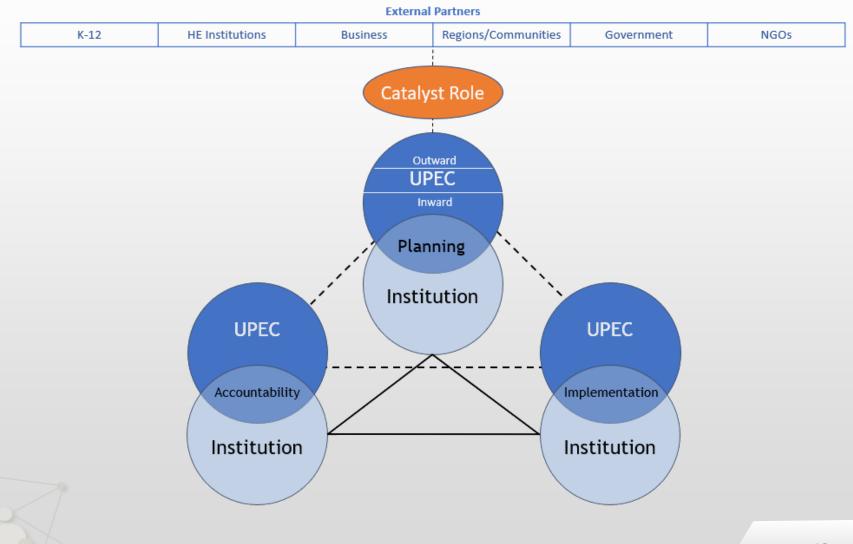
Necessary authorities and responsibilities

A. Approve institutional missions and related changes
    1. Populations to be served
    2. Programs by level and broad fields
    3. Special focus (e.g., Land Grant) and expectations for research and public service
B. Review performance of institutions regarding their missions
C. Require that institutional boards use a consistent process for approval of new programs
D. Oversee institutional authorization and quality assurance
E. Require that institutional boards use a consistent process for recruitment and selection of presidents; participate in and provide back-office support to presidential selection and evaluation processes
F. Develop and implement a strategic finance plan
    1. Allocate state resources to institutions.
    2. Provide guidelines for setting tuition levels.
    3. Administer state financial aid programs.
    4. Develop strategic capital plan and prioritization process.

2. Reform statewide postsecondary governance.

Necessary authorities and responsibilities (con't)

G.   Address academic issues that span institutions

  1.   Prior Learning Assessments
  2.   Clear pathways for articulation and transfer
  3.   Collaborative delivery
  4.   Distance delivery
  5.   Work-based learning

H.   Manage shared administrative services

I.   Conduct data collection and analysis

  1.   Participate in data collection and research activities across departments of state government (e.g., SLDS)
  2.   Identify educational requirements of future workforce demands
  3.   Identify and monitor performance metrics and prepare annual progress reports

J.   Manage a process for educational reform

  1.   Competency-based education for all technical programs (and later, all general education programs)
  2.   Co-requisite developmental education, guided pathways, etc.

Role Differentiation

Alternatives for State Coordination Under Recommendation #2

State Coordination Option 1

Utah Postsecondary Education Commission

Utah System of Higher Education

Utah Technical College System

State Coordination Option 1
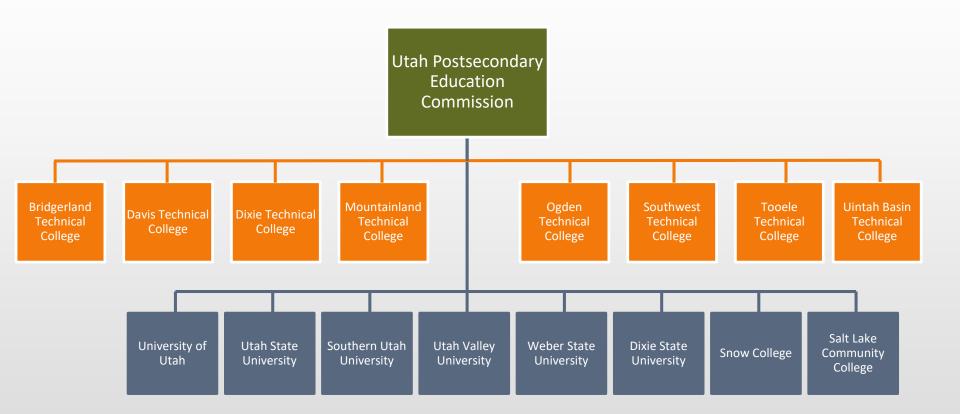
- Utah Postsecondary Education Commission assumes above-outlined authorities and may delegate them as appropriate to USHE or UTech Systems

- USHE and UTech are otherwise maintained

- UPEC has limited staff – sufficient to provide commissioners with independent and trustworthy counsel. It may acquire additional needed support and information from USHE and UTech staff.
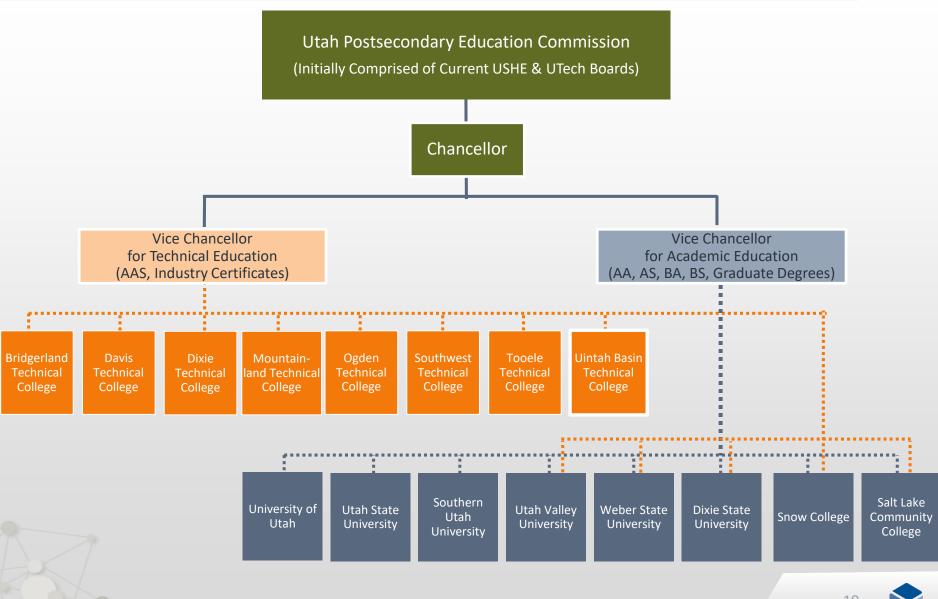
State Coordination Option 2

State Coordination Option 2

- Institutions operate under the coordinating authority of the UPEC

- UPEC submits a consolidated budget request to the state

- Institutions operate under the authority of their own governing boards, which perform functions not expressly reserved to UPEC to:
  - Select and evaluate institutional presidents
  - Allocate resources internally
  - Develop and approve programs within established missions under UPEC-approved process
  - Execute contracts
  - Etc.

State Coordination Option 3

State Coordination Option 3

- UPEC serves a broad array of coordinating functions, with limited governing functions related primarily to mission and leadership
- Each institution retains its own governing board, exercising all authorities not explicitly reserved to UPEC
- UPEC has final approval over the selection of institutional presidents
- UPEC has separate committees for developing statewide agendas for academic programs and for technical education and guiding their implementation
- Dual-mission institutions, Snow, and SLCC are expected to implement policies set forth by UPEC in both academic and technical education areas (ideally to be facilitated by separate vice chancellors)

3. Develop a strategic finance plan.

A. Incorporates tuition revenue and student financial aid, as well as appropriations to institutions

B. Equitable bases
   1. "Opening the doors"
   2. Addresses program mix and student body characteristics that drive meaningful variation in costs
   3. These bases are NOT "base budget adequacy" measures, but rather a fair starting line for more intentional incentive funding

C. Provides incentives for collaboration

D. Rewards alignment with state priorities (e.g., performance funding)

E. Establishes a funding mechanism for rural delivery

F. Aligns capital planning and expenditures to state goals, and requires ongoing operational costs to be fully covered by institutional funds

4. Focus attention on workforce and career readiness.

A. Develop workforce readiness certifications for high school students

B. Focus on needs of incumbent and under- or unemployed adults

C. Certifications must lead to integrated skills and stackable credentials

D. Charge CTE-delivering institutions with responsibility to raise awareness about the value of CTE
   1. Coordinate CTE programming in high schools and develop related incentives
   2. Engage employers in industry-wide workforce training that (via CBE/PLA) can yield credits toward stackable credentials
   3. Public information campaign in connection with Dept. of Workforce Services and GOED

E. Lead implementation of work-based learning programs in partnership with industry and other state agencies (DWS, GOED)

5. Adopt competencies as the basis for all sub-baccalaureate awards.

A. Manage process for faculty and employers to develop competencies, but leave implementation to systems/institutions

B. Ensure full seamless transfer across all institutions

C. Centralize Prior Learning Assessment, with required acceptance of PLA-awarded credit; ensure all matriculating students receive credit through PLA as appropriate

6. Coordinate distance delivery.

A. Identify state and regional needs
B. Accelerate adoption by
    1. Standardizing technology platforms
    2. Enhancing course development capacity by deploying content experts, instructional designers, and other personnel
C. Maintain and publish catalogue of programs and courses
D. Create a process for "buying" delivery of high-priority programs, including
    1. Program
    2. Modality
    3. Frequency/periodicity of start times
E. Ensure appropriate instructional and student support resources are available through some combination of providers

7. Address affordability challenges to achieve state goals.

A. Adopt an affordability standard that accounts for costs of attendance; a reasonable work commitment; family resources; and all grants, waivers, and tax credits

B. Require FAFSA completion for any state or institutional aid, including waivers

C. Improve state grant programs to provide better information earlier to eligible recipients and to account for costs of attendance
   1. Phase out Regents and New Century Scholarships and redirect funding to the Utah Promise Scholarship
   2. Raise award limits to better account for living expenses and books and supplies
   3. Insist that institutions use a consistent methodology for determining award levels, and publish that methodology
   4. Adopt a common application for state grant programs
   5. Adopt statewide rationing and prioritization principles
   6. Replace time-based eligibility limits with credit-based limits, and that credits awarded based on competency are not subject to the limit
   7. Require transferability of credits for which state grant dollars are used
   8. Ensure eligibility up to the bachelor's degree
   9. Require institutional matches via grants or waivers at a level appropriate to the institutional mission

7. Address affordability challenges to achieve state goals.

D. Create a state work-study program
   1. Funded half by state and half by employers (or associations of employers)
   2. Support students in high-need technical fields with paid, linked academic experiences (e.g., internships, co-ops, apprenticeship-type programs)
   3. Students receive credit
   4. Eligibility is limited to those with unmet need and can be hired by an employer through an application process facilitated by the state postsecondary agency
E. Require that tuition waivers are included in calculations against the affordability standard
F. Adopt differentiated pricing at dual-mission institutions by providing grants/waivers to lower-division students, perhaps based on need, in a manner that is fully transparent to the public

8. Address capacity challenges in Utah County.

Criteria for solutions:

- UVU remains a teaching-focused comprehensive institution
- UVU's graduate programs are targeted on specific, local workforce demands
- Demand for high-quality technical education and training is met
- Broad access is maintained (i.e., admission policies at UVU do not become selective)
- Seamless student mobility from sub-baccalaureate to baccalaureate programs, including for students from Mountainland
- Priority on serving low-income, first-generation, students of color, adults
- Consultation with employers
- Inter-institutional collaboration and alternative delivery models are priorities over long-term capital obligations (though they ultimately may be necessary after careful analysis)

Alternatives to Address Capacity Challenges in Utah County

Utah County Option 1

- Continue UVU as a dual-mission institution.

- Establish UVU as a demonstration site for effective use of technology/innovative programming models to bend the cost curve, especially at the sub-baccalaureate level

- Such efforts sharply reduce the need for capacity at multiple locations, some of which would be duplicative

- UVU receives support from the state postsecondary agency to serve as an innovation center for alternative delivery

Utah County Option 2

- Create a new community college to serve Utah County, assuming the sub-baccalaureate part of UVU's mission.

- Consider separating Mountainland from UTech; authorize it to award degrees, maintain competency-based contact hour programs but add credit-hour programs

- Establish a durable prohibition that UVU may not engage in basic research, education at the doctoral level, or establish schools of professional practice in medicine, law, pharmacy, etc.

Utah County Option 3

- Require UVU to deliver sub-baccalaureate programming on separate sites from its baccalaureate programming

- Effectively establishing a community college "mini-system" with differentiated missions, differentiated faculty/staff and personnel policies

- Close collaboration with Mountainland

9. Address capacity challenges in rural Utah.

Criteria for solutions:

- Funding and state assets (e.g., all campus sites and distance delivery infrastructure) are flexibly utilized to ensure adequate capacity

- Need to develop workplaces, not just workforces

- Programs balance the general with the specific (i.e., remote occupations often demand broader range of skills from fewer workers)

- Lack of steady demand for programs means periodic cohorts

- Voice and input from rural communities, including a pool of state funds over which they have authority

- Stackable programs, transferrable credits

- Must be systematic, not reliant on priorities of transitory leadership

Rural Delivery Options

- Utilize the statewide presence of Utah State's extension by better calibrating its mission to fulfill twenty-first century demands, by either
  - Requiring it to identify and respond to rural needs while state postsecondary agency monitors USU's performance, or
  - Requiring it to identify needs, with UPEC coordinating responses and providing resources via incentive funding
- Adjust Snow College's mission to be a comprehensive community college with an explicit focus on rural needs for CTE programming
- Establish a fund for rural communities to invest in programming needs they identify as priorities; state postsecondary agency provides a match and monitors performance

10. Conduct a policy review to identify barriers to the achievement of state goals.

- Statutes
- System (existing USHE and UTech) policies
- State and system regulations
- Institutional practices