

# KY COUNCIL ON POSTSECONDARY EDUCATION WORK SESSION



November 17, 2023 – 10:00 a.m. ET  
Kentucky State University, Cooperative Extension Building, Rm 238AB

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**I. Welcome Remarks**

**II. Discussion of Recommendations on SJR 98 Study**

**III. Adjournment**

*This Council will take a lunch break at noon and reconvene for a business meeting at 1:00 p.m. ET.*

**TITLE:** Discussion of Recommendations on SJR 98 Study

**DESCRIPTION:** CPE staff will review the findings and recommendations conducted in response to Senate Joint Resolution 98 (2023), however no action will be taken at the work session.

**STAFF CONTACT:** Lee Nimocks, Sr. Vice President and Chief of Staff

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### **PROJECT OVERVIEW**

Senate Joint Resolution 98 (2023) directed CPE to complete a comprehensive study of Kentucky postsecondary education by December 1, 2023. The study charged the Council to address the following areas:

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.

A combination of quantitative and qualitative methods to analyze each of the SJR 98 study areas. The study was conducted by Council staff and consultants from Ernst and Young.

### **REPORT & RECOMMENDATIONS**

Section 2 of the resolution states that the "President of the Council on Postsecondary Education shall report the comprehensive study required by Section 1 of this Joint Resolution with findings and recommendations to the Legislative Research Commission to be distributed to the relevant subject matter committees, including but not limited to the Interim Joint Committee on Economic Development and Workforce Investment and the Interim Joint Committee on Education by December 1, 2023."

# EXECUTIVE SUMMARY

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## PURPOSE OF THIS REPORT

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Senate Joint Resolution 98 (SJR 98) directs the Council on Postsecondary Education (CPE) to assess whether Kentucky's current postsecondary system is adequate to meet the state's current and future human capital and workforce needs. More specifically, it charges CPE with determining: 1) the efficacy of Kentucky's current postsecondary governance structure; 2) the feasibility of a new four-year public university in southeastern Kentucky; and 3) the feasibility and impact of narrowing KCTCS's scope to technical education and training only, with the comprehensive (regional) universities assuming responsibility for general education and transfer programs.

Implicit in this task is the assumption that the reforms enacted by the *Kentucky Postsecondary Education Improvement Act of 1997* (HB 1) may not be working as intended or producing the results we need. **In this way, SJR 98 serves as a referendum on House Bill 1, as well as an opportunity to make bold changes that reposition Kentucky for greater economic competitiveness in the next quarter century.**

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## REPORT METHODOLOGY

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Ernst and Young LLP (EY) was hired as a third-party consultant to provide objective insights about the effectiveness of various higher education governance structures across the nation, including Kentucky's. EY conducted interviews with around 135 Kentucky stakeholders and 30 national leaders – including legislators, cabinet secretaries, postsecondary faculty and staff, employers, and students – that informed each of SJR 98's three study areas. Our report leans heavily on EY's observations and research, which are described in detail in a separate report (Appendix A).

CPE contracted with the University of Kentucky's Center for Business and Economic Research (CBER) to examine the potential economic effects a new university might have on southeastern Kentucky, as requested in study area two. Their report estimates the potential direct, indirect, and induced effects on employment and income associated with an increased four-year university presence in the region. Their analysis also explores how shifting university-related spending and enrollment from other areas of the state to southeastern Kentucky could affect Kentucky as a whole. CBER's report is included as Appendix B.

CPE staff took the lead in conducting quantitative research and analysis to inform the report's recommendations. As requested in study area one, CPE conducted a state landscape analysis examining both postsecondary progress and demographic and economic trends. CPE consulted the Kentucky Postsecondary Education Data System (KPEDS), the U.S. Department of Education's Integrated Postsecondary Education Data System (IPEDS), the Kentucky Center for Statistics (KYSTATS), the U.S. Census Bureau, and other national

and state data and policy organizations in compiling this research. To aid in readability, the report focuses only on the major findings of the landscape analysis. More detailed policy briefs supporting these findings can be found in Appendix C.

The study mandated by SJR 98 is multi-faceted and complex, with many different options and impacts to consider. Given the compressed, eight-month timeline, **CPE advises that further study will be needed to fully determine the feasibility, cost, and impact of some of the report's endorsements and recommendations.**

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## THE LEGACY OF HB 1

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To fully understand the rationale behind Kentucky's current postsecondary governance structure, one must revisit the reforms enacted in 1997. At that time, only a quarter of the workforce had college credentials, making Kentucky ill equipped to capitalize on emerging opportunities in the knowledge-based economy. The jobs poised for growth demanded higher-order analytical and reasoning skills and some form of training beyond high school.

HB 1 dissolved the Council on Higher Education (CHE) and replaced it with the Council on Postsecondary Education, a statewide coordinating board and associated agency with enhanced statutory powers. Each member of the postsecondary system has a distinct role to play.

### Kentucky's Current Postsecondary System

- **CPE, the statewide coordinating board and associated state agency**, is charged with setting tuition ceilings; overseeing academic programs; developing a statewide strategic agenda for higher education with related goals; distributing General Fund appropriations through a performance funding model; and submitting a unified budget request. CPE also manages trust funds created by HB 1 to incentivize institutional behavior, although these have not been consistently funded. In carrying out its duties, CPE enforces institutional missions, guards against unnecessary duplication, and ensures institutions are focused on the needs of the state and its people.
- **Two research universities** (UK and UL) are charged with increasing research and development productivity, awarding more doctoral degrees, expanding knowledge and scientific discoveries through cutting-edge research, and enhancing their national reputations by improving the quantity and quality of undergraduate and graduate education. UK and UL are overseen by Boards of Trustees.
- **Six comprehensive universities** (EKU, KSU, Morehead, Murray, NKU, WKU) are charged with providing accessible, affordable undergraduate and graduate degrees; cultivating nationally recognized programs of distinction or applied research programs; and providing continuing education and public service to improve the welfare of their regions. The comprehensive universities are overseen by Boards of Regents.

- **KCTCS, a governing board and associated system office**, is charged with providing workforce education and technical training, as well as broad access to general education courses designed for four-year transfer. KCTCS oversees 16 community and technical colleges, each with Boards of Directors.

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## STATE LANDSCAPE ANALYSIS

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CPE conducted a state landscape analysis to identify strengths, opportunities, and threats to Kentucky's continued advancement and provide context for the report's recommendations. This analysis is in two parts: a postsecondary analysis and a demographic and economic analysis.

### Postsecondary Analysis

Over the last 25 years, Kentucky's public higher education system has made substantial progress under its current governance structure. However, there are trends that, if left unchecked, place future educational attainment gains at risk.

#### Progress

- Since 2000, **Kentucky's improvement in educational attainment is among the best in the nation**, with the percentage of adults (ages 25-64) with an associate degree or higher at 38%. When certificates are factored in, Kentucky's attainment rate is 54.3%, within striking distance of our 2030 goal of 60%.
- **Degree productivity and efficiency have improved significantly.** Despite enrollment declines over the last decade, total credential production has increased 33.5% at KCTCS and 70.4% at public universities since 2011-12. Minority degree production was up a remarkable 92.4% at public universities and 68.7% at KCTCS over the same period. Graduation rates are approaching the national average.
- Before reform, campuses ignored or circumvented CHE's funding formula, appealing directly to the General Assembly for state dollars. **An outcomes-based funding distribution model now exists that incentivizes performance and has credibility** among legislators and postsecondary leadership.

#### Challenges

- **Kentucky's immediate college-going rate (51.5%) is significantly below the national average of 62.0%.** The college-going rate for low-income students is 12.9 points below the state average.
- **Sizable decreases in low-income undergraduate enrollment** – down 38% at public colleges and universities over the decade - signal college costs are becoming a greater barrier to postsecondary participation.

- The link between state support for campus operations and college affordability cannot be overstated. **Before reform, state General Fund appropriations to campuses accounted for two-thirds of public funding for postsecondary education, and tuition and fee revenue accounted for a third. Now, these shares are reversed.** While Kentucky's students and families are benefitting from higher levels of financial aid, they are shouldering more of the overall cost of higher education.
- Compared to other states, **Kentucky invests a much larger portion of state and local support for higher education to financial aid (22.5% versus 10.7% nationally) and dedicates less to general operations at public institutions (66.3% versus 78.5% nationally).** While the state's commitment to financial aid is critically important, adequate state funding provided directly to campuses for their operations is equally important to ensure access, quality, and affordability.
- **On a per-FTE basis, Kentucky's community and technical colleges are the 6th worst funded in the nation.** Declines in state general fund appropriations between 2008-2020 and the lack of local support are contributing causes. As a result, average tuition for in-state students enrolled at KCTCS is nearly 50% higher than the national average.

## Demographic & Economic Analysis

A central premise of HB 1 was that increased educational attainment would bring about a higher standard of living for Kentuckians in terms of per capita income and workforce opportunity. Kentucky has increased its educational attainment rate, but attendant economic gains have fallen short of expectations. Kentucky's per capita personal income remains around 80% of the national average, just as it was in 1997.

What accounts for this phenomenon? The answer lies in stark disparities between Kentucky's urban and rural regions, which are masked by statewide averages. Kentucky's urban areas have higher educational attainment levels (at or above the national average) and higher incomes on average. The economies in these areas tend to be dominated by advanced manufacturing, transportation/logistics, healthcare/social services, and managerial/professional services like insurance and real estate. Kentucky is capitalizing on talent pools in larger cities and along the I-65 corridor, where there is an in-migration of skilled, educated residents.

Although there are exceptions, the state's rural regions tend to be dominated by lower-skill, lower-wage employment opportunities. Geographic isolation and low proximity to interstates are barriers to economic development, as are low rates of educational attainment and workforce participation. While there are strong efforts to revitalize rural economies, the decline of extractive industries in the eastern and far western parts of the state has left a void that has yet to be filled. So long as these conditions persist, it will be difficult to reverse Kentucky's economic fortunes.

**In short, educational attainment alone is not a silver bullet for economic prosperity.** Higher educational levels are almost always tied to geographic clusters of certain key industries. Raising education levels will not make an appreciable difference if rural residents subsequently leave the area to find better paying jobs. Educators and employers must work together to create the economic conditions and opportunities that will incentivize residents to earn educational credentials that can be put to work in their own regions.

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## STUDY AREA 1: KENTUCKY'S POSTSECONDARY GOVERNANCE STRUCTURE

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In the United States, there are three main types of higher education governance structures: a single coordinating board (21 states), a single governing board (8 states), and no statewide body with some combination of local administrative agencies or system boards (21 states plus D.C.). EY conducted a state comparative analysis to determine if there are variations in governance structures or practices that could prove beneficial to the Commonwealth. Their analysis focused on states with similar higher education enrollment, income levels, and urbanicity.

EY found that a state's higher education governance structure has no discernable effect on postsecondary performance. What matters more is effective leadership, adequate funding, academic quality, and other levers of postsecondary governance. Additionally, even similar state boards or administrative agencies exercise their higher education authorities differently and to varying degrees. Postsecondary oversight can be strengthened or relaxed without a change in governance structure, which creates significant disruption and requires additional time and human/financial resources to implement.

### EY's Proposed Governance Options

After extensive analysis, EY identified four potential options for Kentucky.

- 1. Maintaining Kentucky's current higher education governance structure with improved execution of authorities:** Kentucky's coordinating board has received national and state acclaim for how well it balances the needs of the state with the needs of autonomous institutions. Nevertheless, there are opportunities to better leverage existing authorities around academic program oversight, fiscal monitoring, and board training. This option is the least disruptive and costly to implement, but it fails to take advantage of opportunities to strengthen institutional transparency and state oversight.
- 2. Maintaining the current governance structure but granting additional statutory authorities to CPE:** CPE's coordinating authorities could be strengthened with the addition of new statutory responsibilities. Statutory changes could include reporting requirements around institutions' financial health, CPE involvement in state financial aid policy decisions, and CPE participation in campus presidential searches or in the nomination of potential board members. This option may yield the most benefits in relation to its cost. It increases transparency and oversight but retains institutional autonomy.
- 3. Adding a single governing board for public four-year institutions (inclusive or exclusive of the research universities):** In this option, CPE would continue as the coordinating board working closely with two governing boards (the KCTCS board and a new four-year board). This option could achieve greater efficiency and transparency in the long run, but it would cost more to implement and create significant disruption in the higher education ecosystem.

- 4. Creating a new “superboard” or single, statewide governing board that oversees both two-year and four-year institutions.** The superboard would gain all the authorities of CPE, institution governing boards, and the KCTCS governing board, though the superboard could choose to delegate powers to local institution advisory boards. This option would be the most costly and disruptive to implement, and it could result in increased focus on institutional operations to the detriment of an independent, statewide perspective.

## CPE Recommendations

**CPE endorses EY’s Option 2**, which calls for leaving the postsecondary governance structure as is, but with better execution in some areas and with changes to some statutory responsibilities to strengthen state-level oversight and coordination. Additionally, CPE offers the following suggestions:

- A process should be implemented 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**.
- **CPE’s role in state financial aid policy and program decisions should be strengthened** to ensure a balanced and aligned approach to higher education financing and college affordability.
- **The General Assembly should increase 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.
- **CPE should strengthen review and approval of non-degree academic programs**, including short-term certificates, and more routinely review and terminate programs of limited relevance and quality.
- **CPE’s board training responsibilities should be strengthened** to provide a greater focus on fiduciary responsibilities. Lawmakers should consider **involving CPE in the recruitment and review of candidates for postsecondary governing and advisory boards**.
- The **CPE president (or representative) should be consulted during campus presidential evaluations** for public universities and KCTCS and **serve as a voting member on presidential search committees**.



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## STUDY AREA TWO: FEASIBILITY OF A NEW PUBLIC UNIVERSITY IN SOUTHEAST KENTUCKY

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SJR 98 asked CPE to contemplate whether a four-year residential university in Southeast Kentucky would help improve economic opportunity in the region. The three alternatives posed by SJR 98 include building a new public university, creating a new satellite campus of a regional university, or incorporating an existing private university into the public system.

In its analysis, CPE determined that the Kentucky River Area Development District or KY River ADD (comprised of Breathitt, Knott, Lee, Leslie, Letcher, Owsley, Perry, and Wolfe counties) would provide the best location for an increased university presence. The KY River ADD is a postsecondary desert, which means it is a commuting zone without a broad-access, public or private, non-profit university. The KY River ADD also has the most need in terms of baccalaureate degree attainment and poverty. Hazard's central location within the KY River ADD, at the intersection of the Hal Rogers Parkway and KY 15, would offer the greatest accessibility to potential students in the wider region.

However, each of the three alternatives posed by SJR 98 is in some way problematic. Constructing a new comprehensive university would be prohibitively expensive, and its long-term viability (especially in terms of enrollment) would be uncertain. In the last several years, enrollment and degree production at the area's regional satellites have declined precipitously. It seems unlikely a new regional satellite would receive adequate resources and attention, especially since satellite services are often the first target for cuts. The private universities in Southeast Kentucky (Alice Lloyd, Union College, University of the Cumberlands, and University of Pikeville) would not provide sufficient physical access to the KY River ADD, as measured by the optimal 45-minute commute. Acquisition would be a complicated legal process, and the private institutions in the southeast region have expressed little interest in this option.

In its research and analysis, CPE identified additional options worthy of consideration. They involve Hazard Community and Technical College (HCTC), as well as a cooperative entity housed there called the University Center of the Mountains (UCM). UCM is a consortium of four-year universities working with community colleges to bring online bachelor's and master's to the region.

### CPE Recommendations

- **HCTC could be allowed to offer select bachelor's programs as a KCTCS institution.** However, it would be difficult to prevent other CTCs from seeking to expand their program offerings, leading to mission creep and intense competition for a limited pool of baccalaureate students.
- HCTC could become a stand-alone college or university offering both sub-baccalaureate technical programs and a few bachelor's programs (in line with area workforce demand). **This is CPE's preferred approach, but CPE cannot provide an unqualified endorsement without greater**

**stakeholder engagement, further analysis of the benefits and risks, and a deeper understanding of student demand.**

- **If a residential facility is added to HCTC**, CPE estimates the cost of a 48-unit dormitory with 96 beds at \$18.2 million. Additional construction would be needed to create a traditional on-campus student experience (a dining facility, student center, etc.). **The legislature might consider a non-traditional housing option** for single parents, veterans, transitioning foster youth, or justice-impacted populations, as traditional students are likely to live at home.
- In either option, **steps could be taken to make UCM more visible and impactful**. This type of arrangement has been successful elsewhere and warrants additional analysis. It should be noted, though, that UCM is not a university. It is a collaborative, mainly online entity designed to expand access to baccalaureate and graduate education in an underserved region. It would be unlikely to produce the kinds of economic impacts a stand-alone institution would, as envisioned in SJR 98.
- While CPE endorses 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.**

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## STUDY AREA THREE: FEASIBILITY OF THE PROPOSED SPLIT OF KCTCS

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As the gateway to postsecondary education and training for many Kentuckians, KCTCS plays an important role within the state's higher education system. KCTCS's open-access institutions provide Kentuckians with the lowest priced postsecondary option in the state. With 16 main campuses, around 70 extended sites, and robust online offerings, a KCTCS program is a short drive or mouse click away. KCTCS serves a different student than our public universities; they tend to be older, less academically prepared, more racially and economically diverse, and more likely to be balancing school with work and caregiving responsibilities. Also, KCTCS is the state's largest provider of high school dual credit, serving over 25,000 high school students at nearly 300 off-campus locations. KCTCS helps ensure these courses are affordable and available to students throughout the Commonwealth.

While KCTCS has been successful in fulfilling many parts of its mission, EY's stakeholder analysis reveals concerns about the system overall. These include the large size of the system office, duplicative services across campuses, the proliferation of short-term certificates of questionable value, ongoing concerns about transfer, lack of clear distinctions between the role and responsibilities of the system board and the campus boards, and tensions between the system office and local institutions. These issues have led some to question whether comprehensive universities would be better equipped to manage KCTCS's academic (transfer) programs, allowing KCTCS campuses to focus on the provision of technical education and training.

CPE examined the feasibility of the proposed split in terms of its potential effects on students, institutions, and the state as a whole. **Without a more comprehensive evaluation and much broader stakeholder engagement, CPE does not endorse this course of action. There are numerous drawbacks to this plan.**

- Forcing AA/AS students to begin at a comprehensive university may deter them from enrolling in college altogether. Physical access would be reduced, costs would increase, and non-traditional, at-risk students may not feel as welcomed or accommodated. Technical students would lose pathways to academic and transfer programs, which can be important to their career advancement.
- Technical programs need general education courses for accreditation purposes. General education also provides students with important employability skills employers need, like critical thinking, teamwork, and the ability to communicate well. Transferring academic programs to comprehensive universities would require technical colleges to either duplicate or outsource general education courses. Technical programs are subsidized by academic offerings, which are less costly to deliver. Without the academic component, technical colleges would need additional funding to operate.
- Comprehensive universities would be unable to offer academic programs as affordably as community and technical colleges due to their higher delivery costs. It is unclear whether AA/AS degree programs would be maintained. Operating and maintaining current KCTCS physical plant assets could be a financial burden to comprehensive universities and to the state, and it is unclear how these assets would be divided. Resulting changes in program delivery and scope would create lengthy and detailed accreditation requirements for campuses.
- Mapping and translating student data would be a significant undertaking. Centrally held KCTCS student records (in Peoplesoft) would need to be translated and integrated by comprehensive universities, which have various student information systems. KCTCS has different pay scales and benefit systems, which would complicate the transfer of personnel.
- Affordable and accessible dual credit is a college readiness strategy that can reduce time-to-degree and postsecondary costs. The proposed split places dual credit access at risk.
- The power of KCTCS as a unified system, including the benefits of shared programs, backroom functions, and a common mission/vision would be diminished.

However, there are opportunities for KCTCS to execute its governing authorities more effectively while retaining the CTC's' responsiveness to local needs. To this end, CPE offers the following recommendations.

#### **CPE Recommendations:**

- An **assessment of the role and responsibilities of local CTC boards of directors** should be conducted. Consideration might be given to **transitioning the local boards into multi-campus regional advisory boards** to help drive collaboration and regional development.

- The KCTCS system office should be charged with developing a **comprehensive employer engagement strategy**, a more robust **program review and approval process focused on return on investment**, and more **seamless transfer pathways**.
- Consideration should be given to pursuing **single SACS accreditation for the KCTCS system** to ease administrative burdens for institutions associated with various accreditation processes and increase program alignment among campuses.
- **CPE's financial analyses highlighted KCTCS's need for additional state investment** to ensure a strong, effective, and responsive system of CTCs. However, increased state investment in KCTCS should not come at the expense of the investment in the state's public universities.

DRAFT



# 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

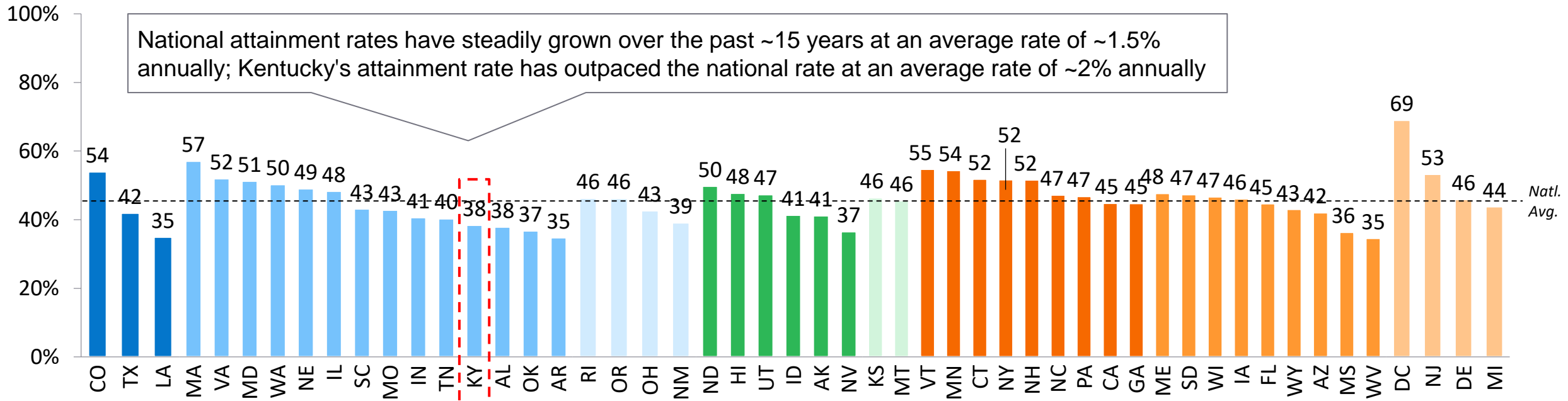
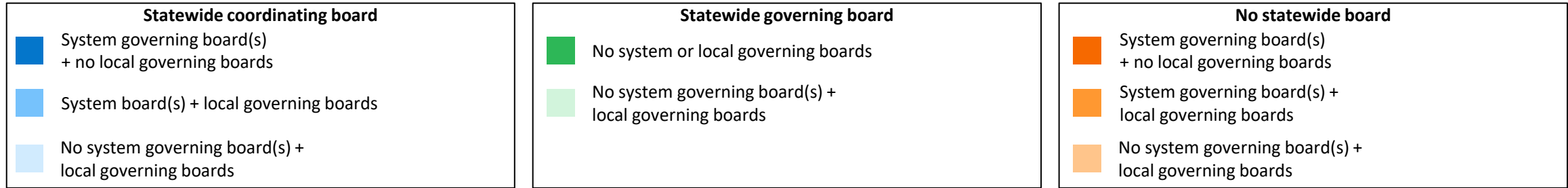
Whether there is a coordinating board, governing board, or no statewide board, each state falls into one of eight sub-categories of higher education governance

	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

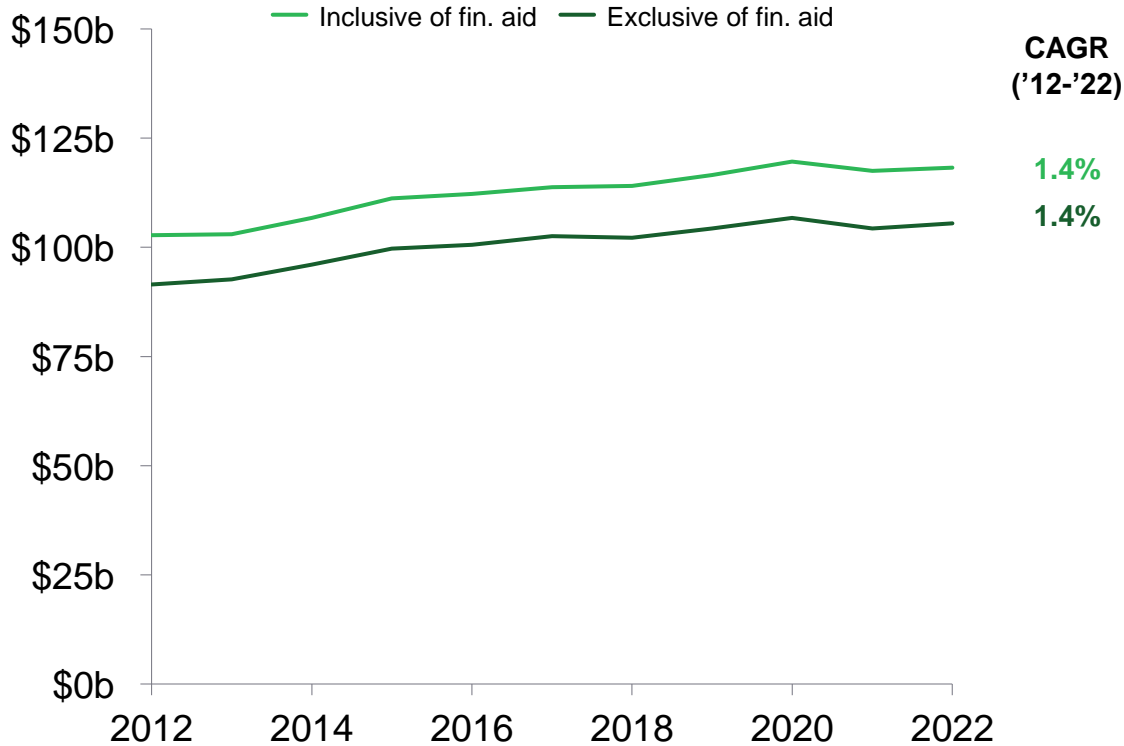
### Examples of factors influencing higher education performance

- 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)

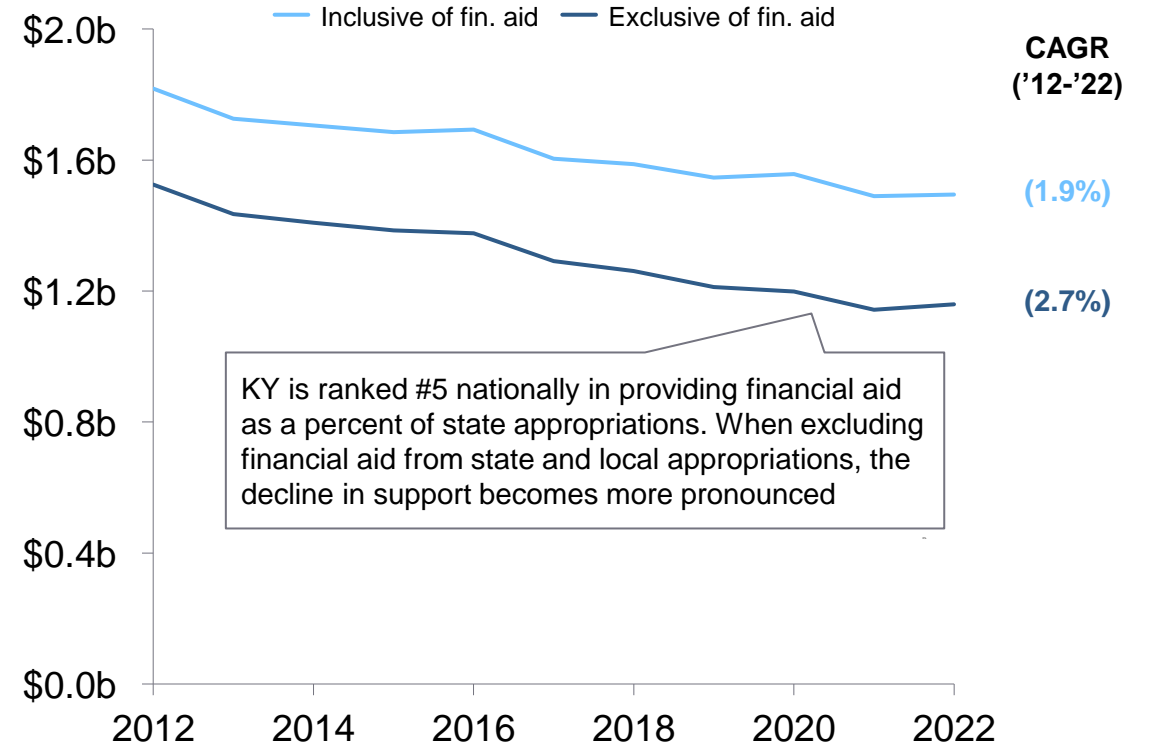
# Study Area 1: Higher education governance structure

## 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

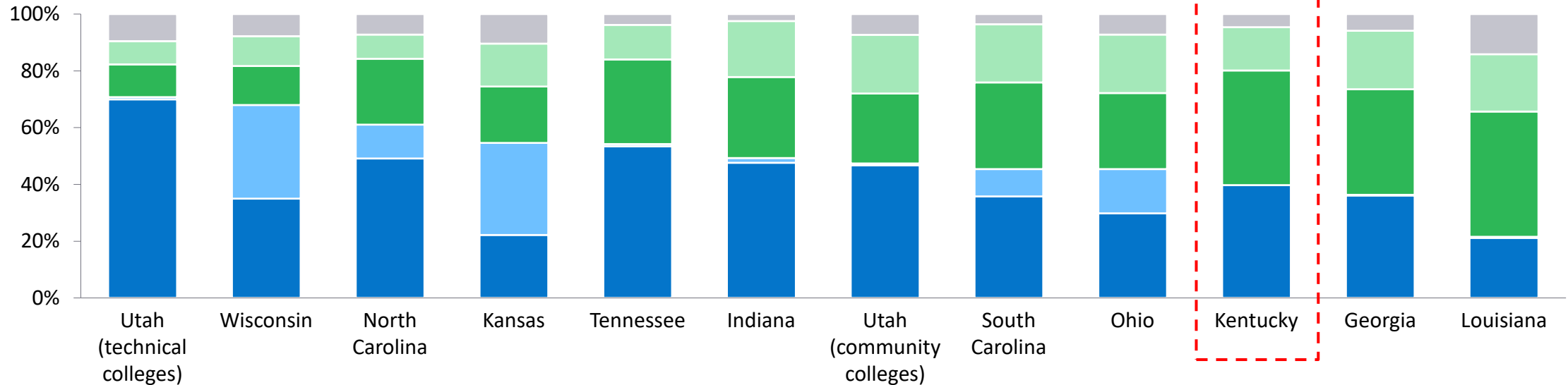
# Study Area 1: Higher education governance structure

## 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>		

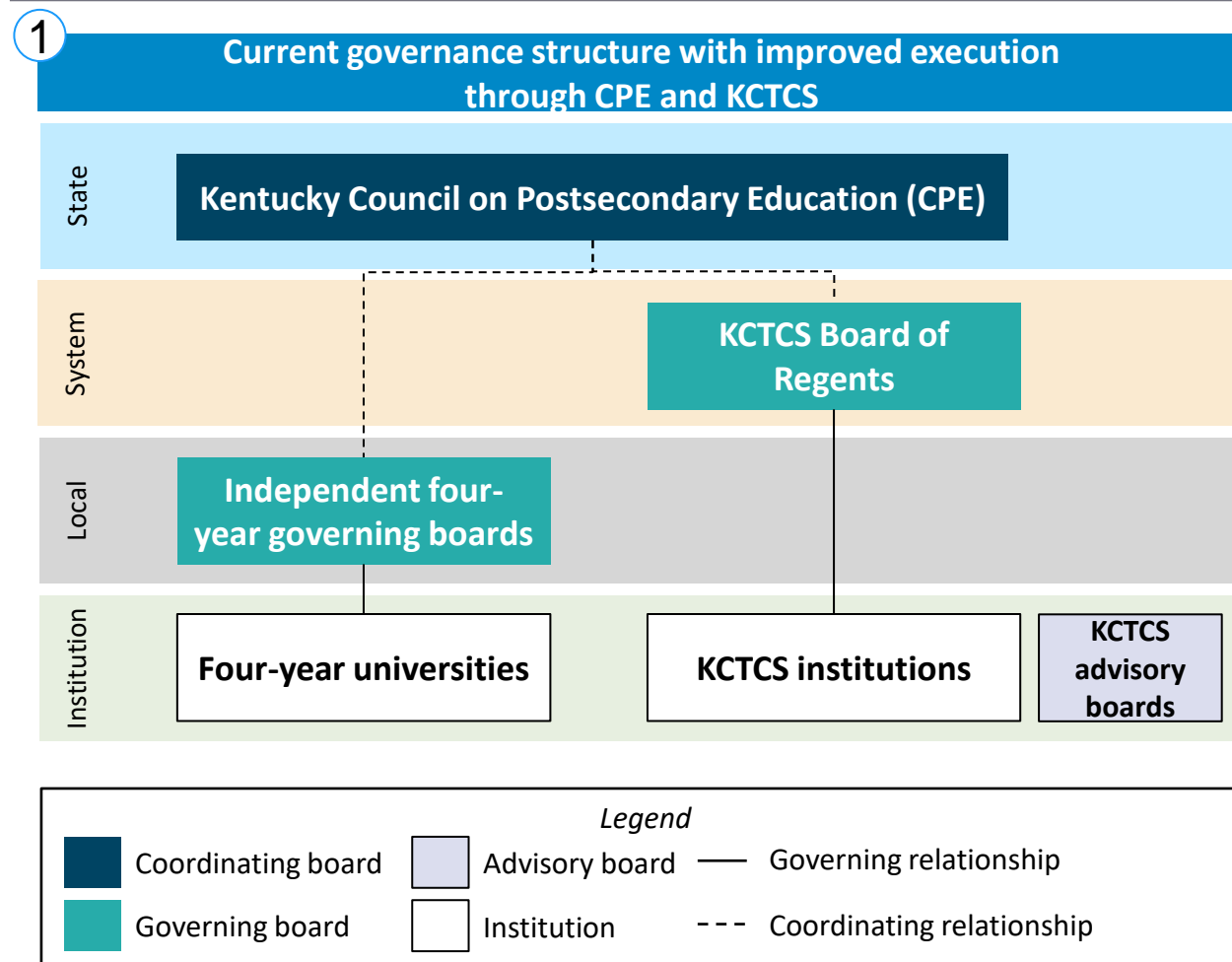
1. Additional state funding would be required to successfully execute each option.

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

## Structure



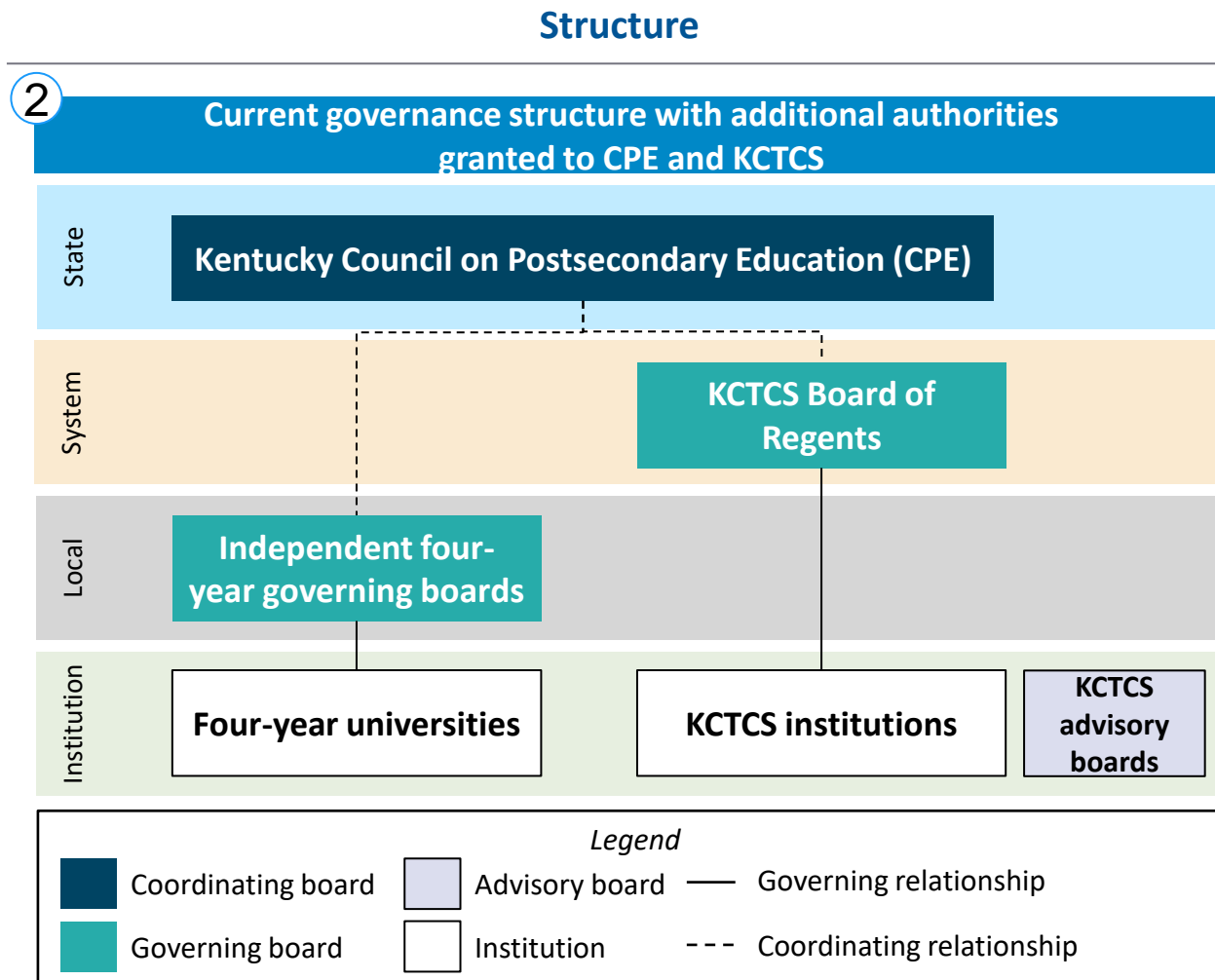
## Potential changes

- 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

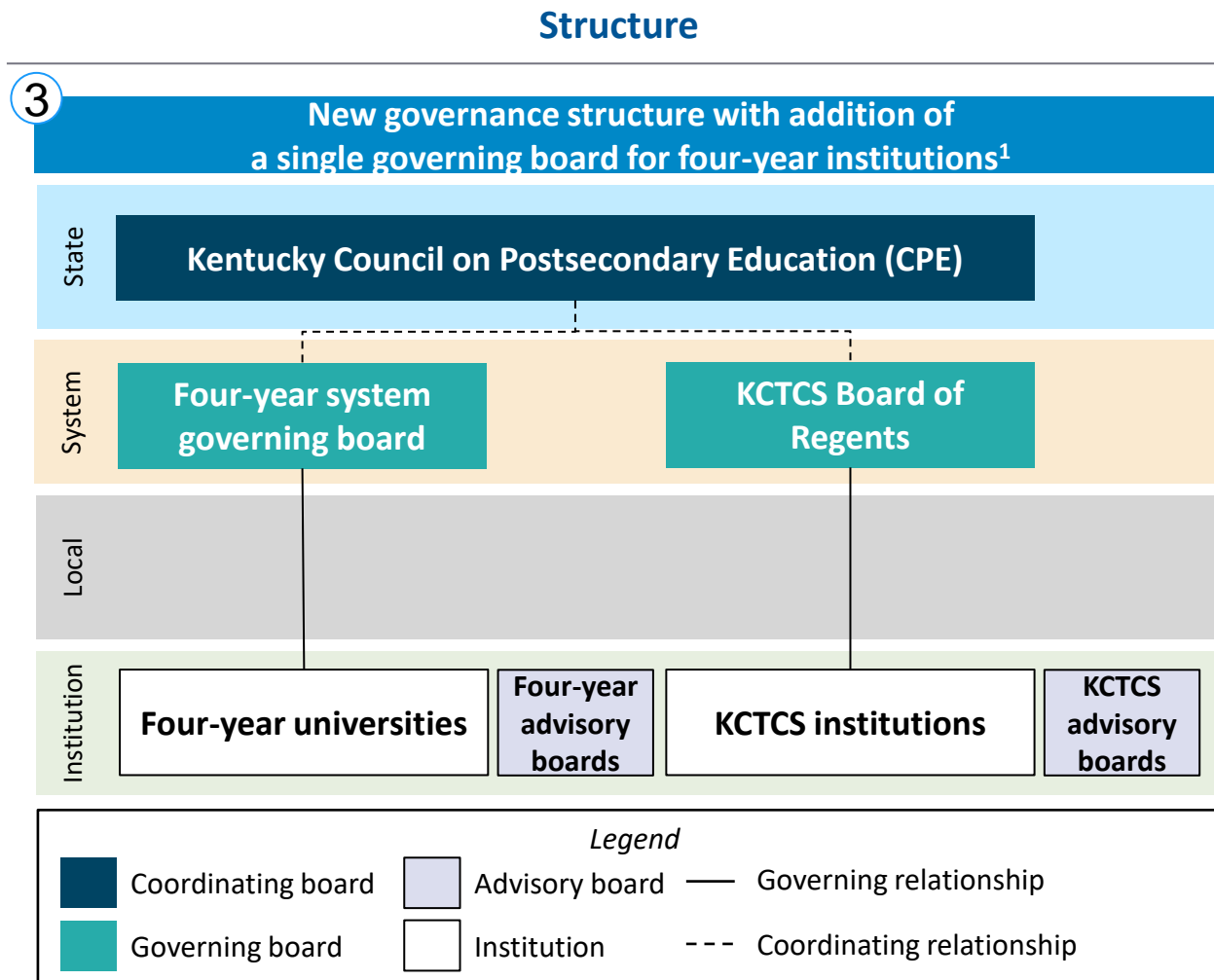
## Option 2 would require modest funding and time to implement but could improve state-level control while maintaining local responsiveness and institutional missions



- 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



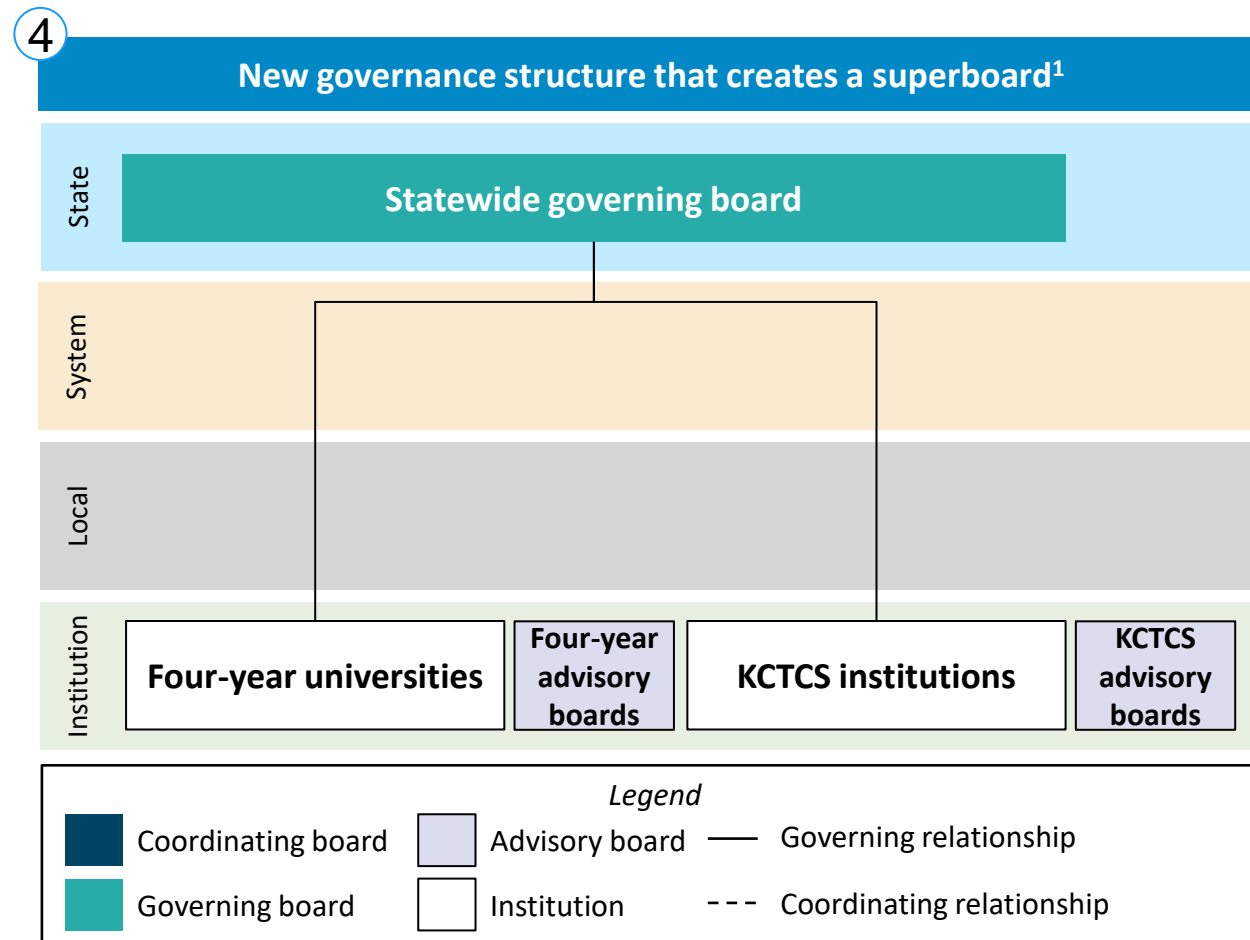
- Potential changes**
- **New four-year governing board** would adopt all authorities of local four-year governing boards
  - Examples of these authorities may include:
    - Appointing executives
    - Fundraising
    - Overseeing performance measures
    - Setting faculty and personnel policies
    - 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 need 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.**





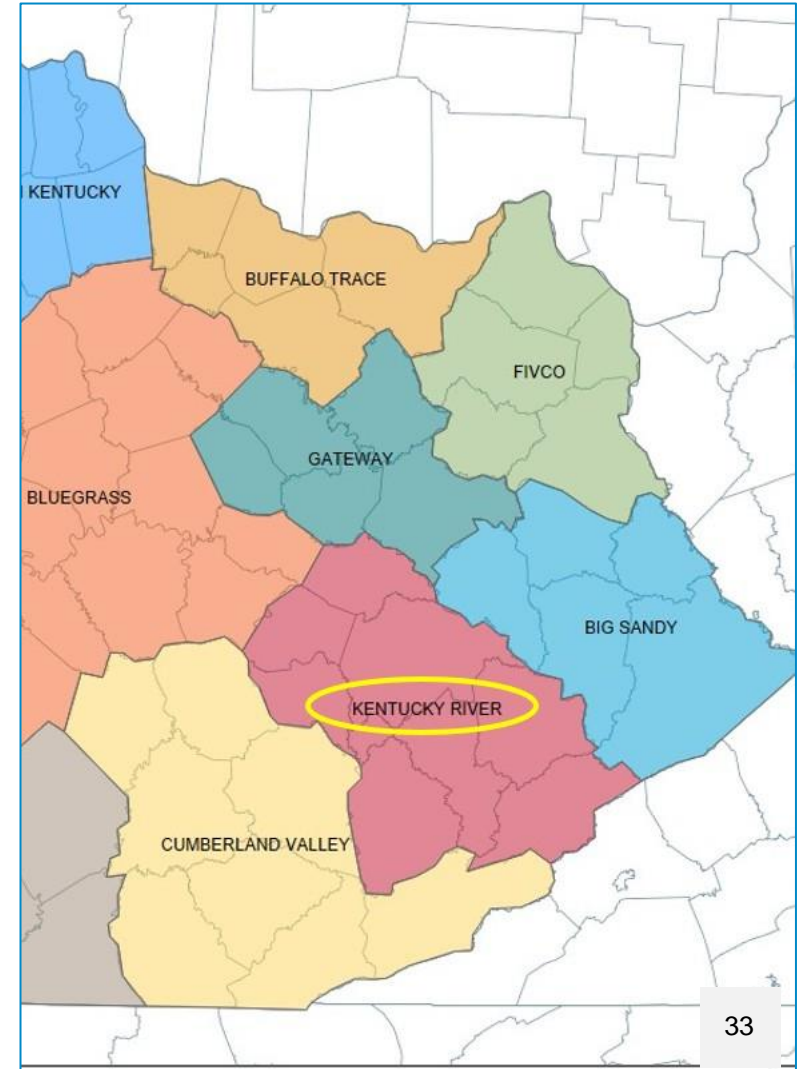
## Study Area 2: Four-Year Institution in Southeast Kentucky



## 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

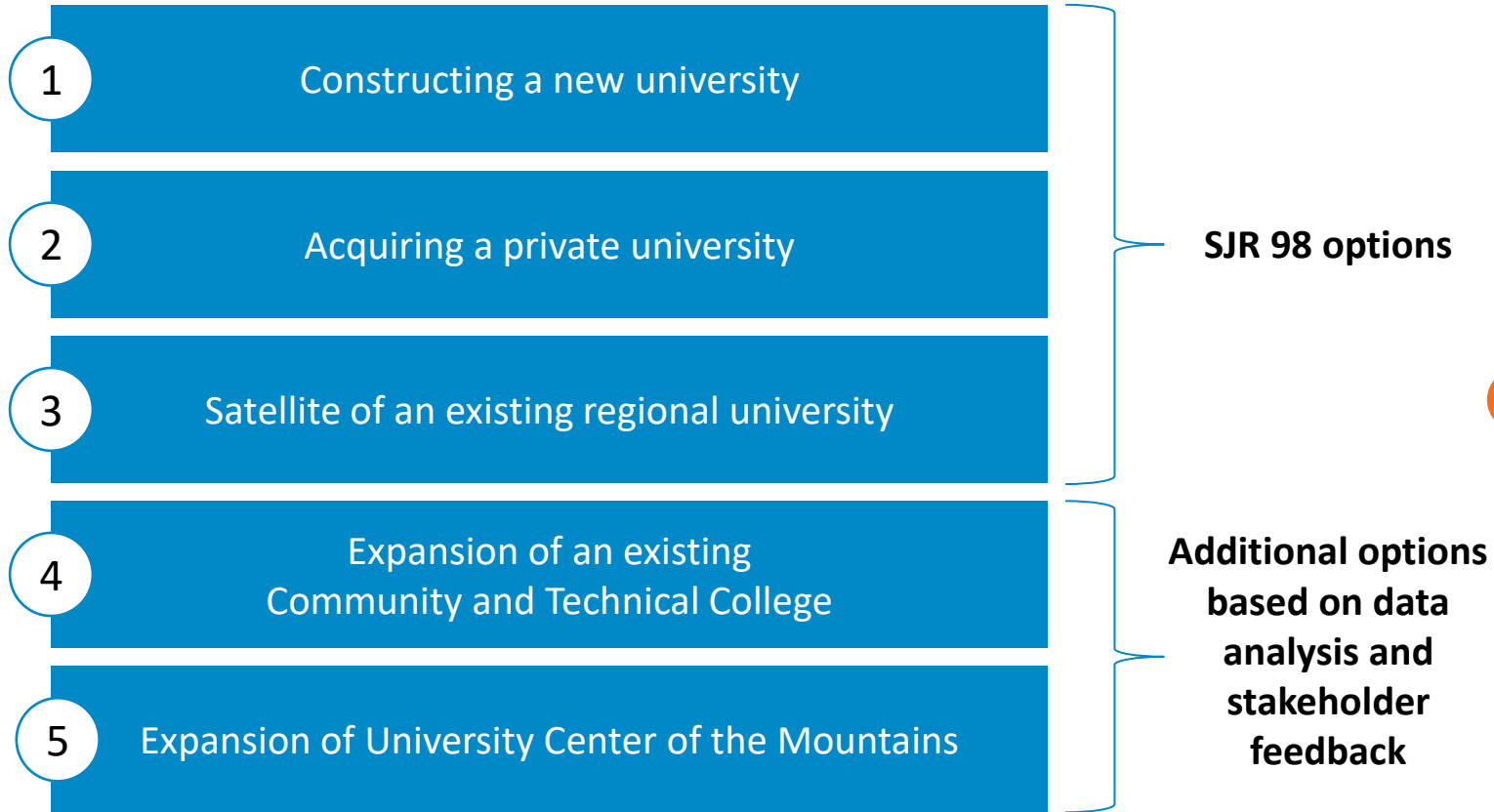
- The **KY River ADD** is among the most distressed areas in the state and has among the highest educational need:
  - among the highest proportions of working-age adults with a **high school diploma or less**.
  - **among the poorest counties in the nation** based on median household income.
  - the 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



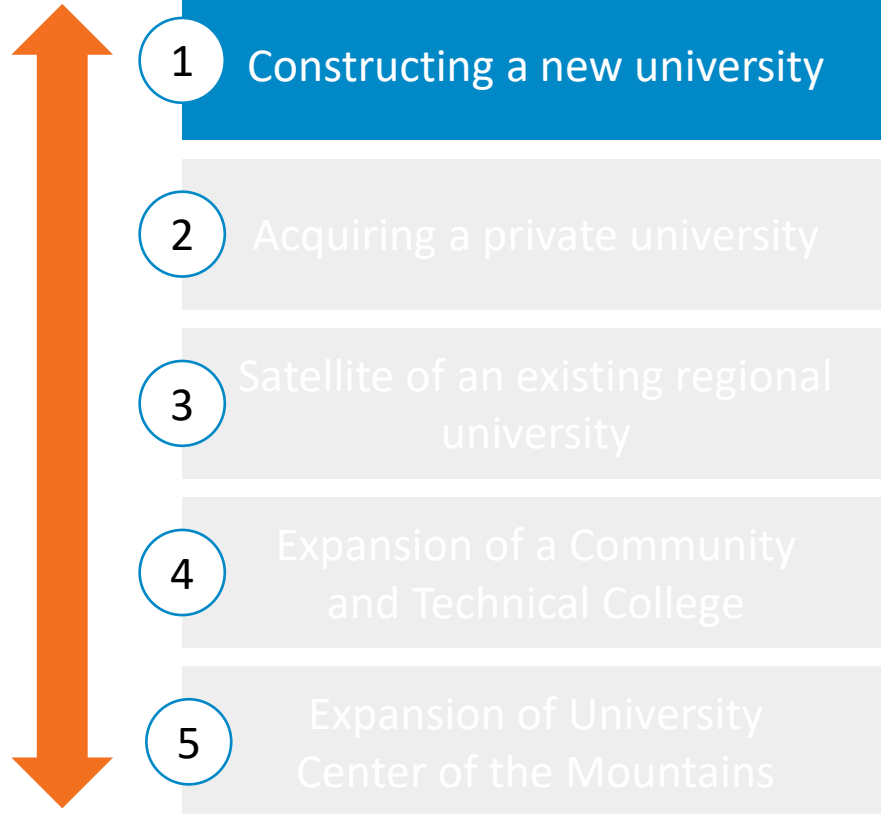
**Stakeholder input<sup>1</sup>:**  
While postsecondary education and training opportunities are critical to strengthen the region's economy, an investment in higher education in Southeastern KY may not yield the desired results without a comprehensive economic and workforce development strategy for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

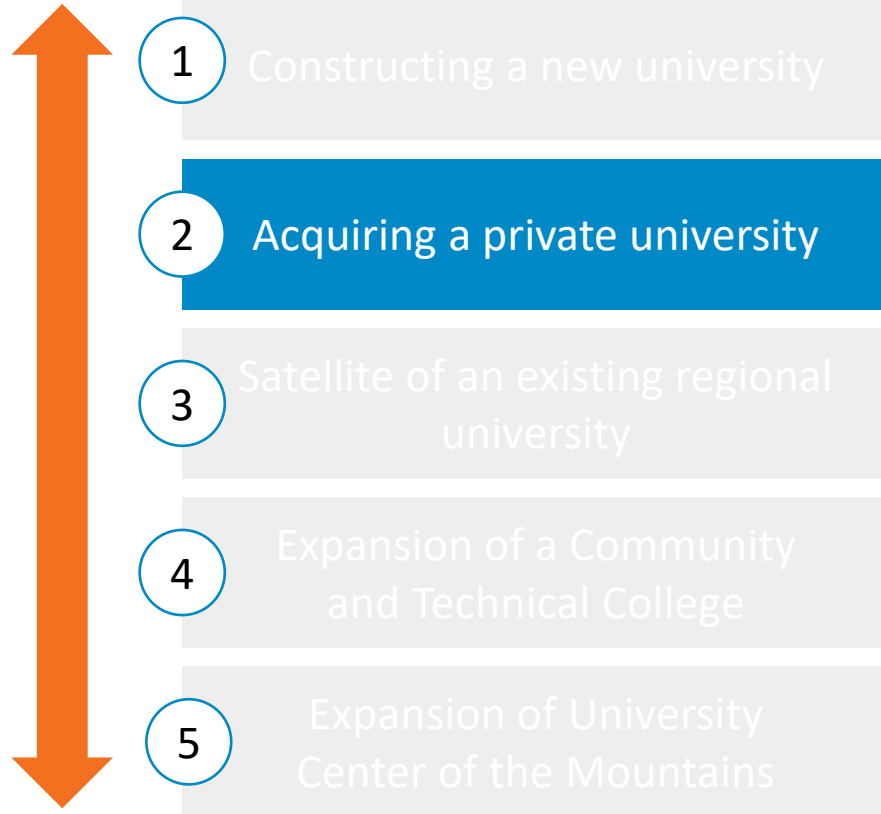
1. Feedback is based on perspectives from Kentucky stakeholder interviews (e.g., postsecondary institution presidents, policy makers and government officials, faculty, governance leadership, and employers)

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>

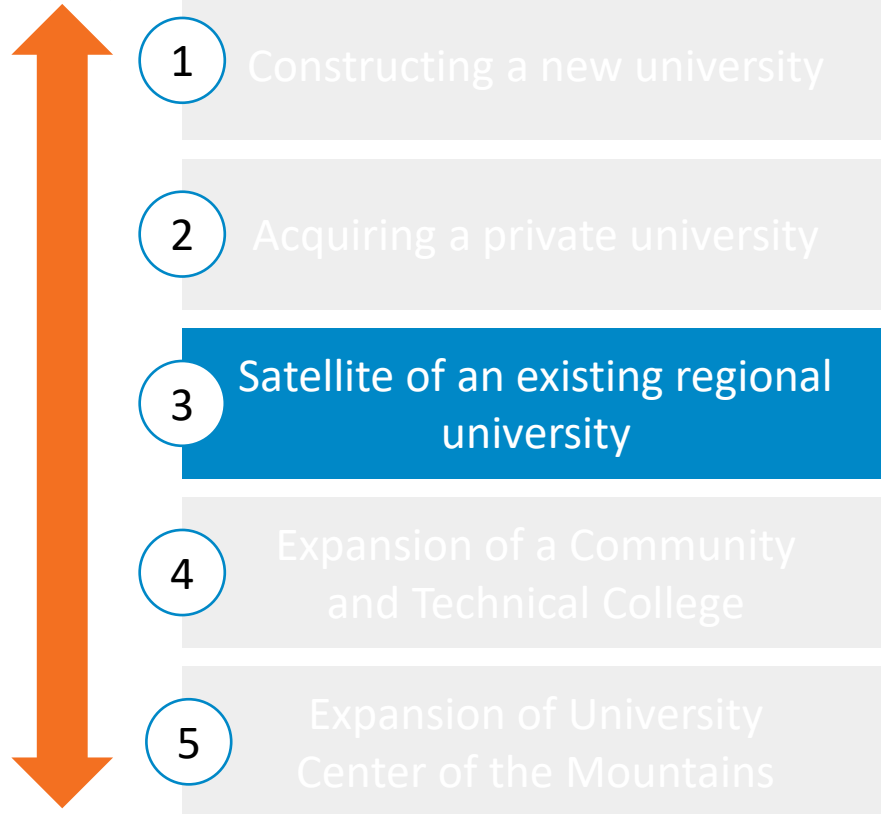
1. Feedback is based on perspectives from Kentucky stakeholder interviews (e.g., postsecondary institution presidents, policy makers and government officials, faculty, governance leadership, and employers)

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>.

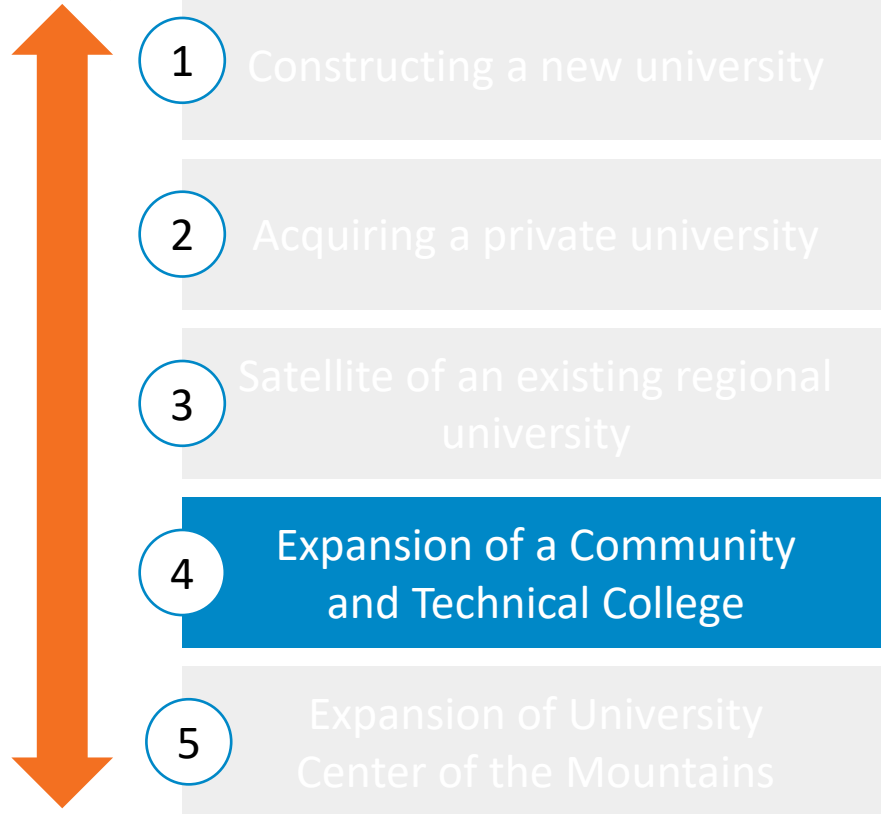
1. Feedback is based on perspectives from Kentucky stakeholder interviews (e.g., postsecondary institution presidents, policy makers and government officials, faculty, governance leadership, and employers)

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



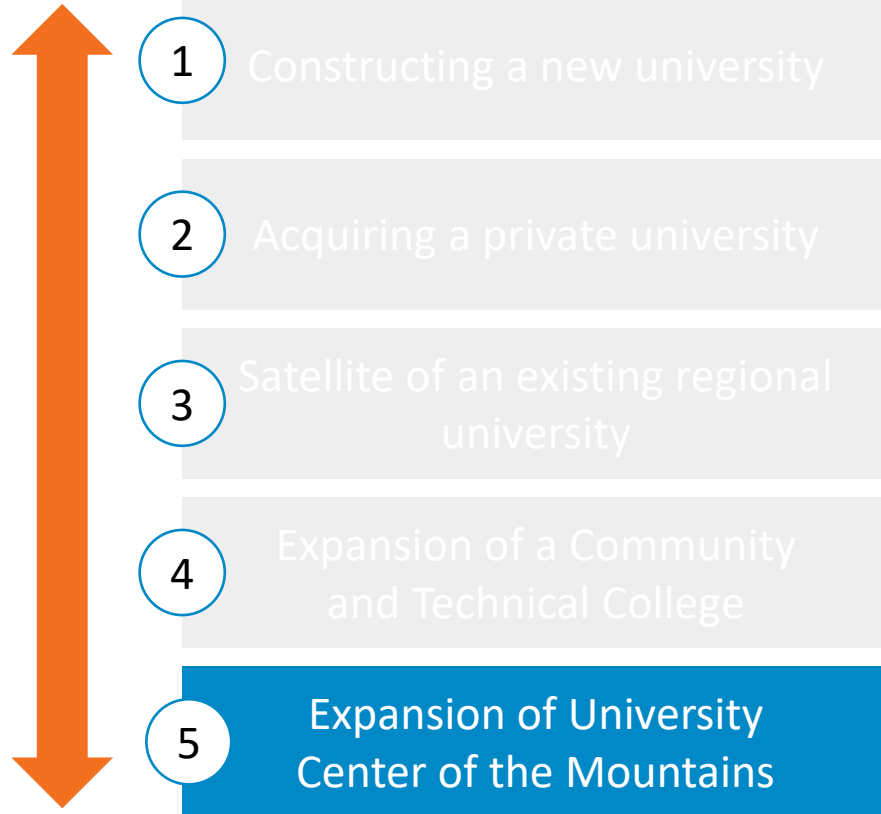
Seen as more viable based on stakeholder input<sup>1</sup> and data analysis

- 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.

# 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.**

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 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