

HOUSE BILL REPORT

E2SHB 1794

As Amended by the Senate

Title: An act relating to expanding access to baccalaureate degree programs.

Brief Description: Expanding access to baccalaureate degree programs.

Sponsors: By House Committee on Appropriations (originally sponsored by Representatives Kenney, Cox, Sommers, Fromhold, Priest, Sells, Moeller, Hasegawa, Conway, Ormsby, McCoy, Roberts, Kessler, Darneille, O'Brien, Murray, Dickerson, Lantz, Williams, Chase, Hunter, Lovick, Dunshee, Kagi, Morrell, Haigh, McDermott, Wood and Hudgins).

Brief History:

Committee Activity:

Higher Education: 2/15/05, 2/18/05 [DPS];

Appropriations: 3/1/05, 3/5/05 [DP2S(w/o sub HE)].

Floor Activity:

Passed House: 3/11/05, 80-14.

Senate Amended.

Passed Senate: 4/7/05, 42-7.

Brief Summary of Engrossed Second Substitute Bill

- Authorizes the University of Washington (UW) Bothell and Tacoma, and Washington State University (WSU) Vancouver to begin admitting freshmen and sophomores while also expanding upper-division and graduate capacity and programs.
- Authorizes WSU Tri-Cities to admit freshmen and sophomores for a bachelor's program in biotechnology.
- Authorizes three, two-year colleges to offer applied baccalaureate degrees on a pilot basis, subject to approval by the State Board for Community and Technical Colleges (SBCTC) and the Higher Education Coordinating Board (HECB).
- Directs Everett Community College to develop an educational plan for the North Snohomish Island Skagit (NSIS) consortium based on the university center model, including moving the consortium to the college campus.

- Directs the SBCTC to select one community or technical college to enter into an agreement with a four-year institution to offer bachelor's degrees on the college campus.

HOUSE COMMITTEE ON HIGHER EDUCATION

Majority Report: The substitute bill be substituted therefor and the substitute bill do pass. Signed by 12 members: Representatives Kenney, Chair; Sells, Vice Chair; Rodne, Assistant Ranking Minority Member; Buri, Dunn, Fromhold, Hasegawa, Jarrett, Ormsby, Priest, Roberts and Sommers.

Minority Report: Do not pass. Signed by 1 member: Representative Cox, Ranking Minority Member.

Staff: Barbara McLain (786-7383).

HOUSE COMMITTEE ON APPROPRIATIONS

Majority Report: The second substitute bill be substituted therefor and the second substitute bill do pass and do not pass the substitute bill by Committee on Higher Education. Signed by 24 members: Representatives Sommers, Chair; Fromhold, Vice Chair; McDonald, Assistant Ranking Minority Member; Bailey, Buri, Clements, Cody, Conway, Darneille, Dunshee, Grant, Haigh, Hunter, Kagi, Kenney, Kessler, Linville, McDermott, McIntire, Miloscia, Pearson, Schual-Berke, Talcott and Walsh.

Minority Report: Do not pass. Signed by 5 members: Representatives Alexander, Ranking Minority Member; Anderson, Assistant Ranking Minority Member; Armstrong, Hinkle and Priest.

Staff: Brian Enslow (786-7143).

Background:

Branch Campuses

History: In 1989, the Legislature established five branch campuses in growing urban areas, to be operated by the state's two public research universities: University of Washington (UW) Tacoma and Bothell and Washington State University (WSU) Vancouver, Tri-Cities, and Spokane. The campuses were authorized to offer only upper-division and graduate education programs, in collaboration with local community and technical colleges which offered lower-division coursework to prepare students for transfer.

In 2004, after a series of reviews and studies regarding the role and mission of the branch campuses, the Legislature adopted Substitute House Bill 2707 which made a number of modifications to the statutes authorizing branch campuses, including removing WSU Spokane

from designation as a branch campus. The legislation also directed each of the four remaining campuses to conduct a comprehensive study and make recommendations regarding the future evolution of the campus. The campuses submitted their reports to the HECB in November 2004. The HECB was expected to review the campus proposals in the context of statewide goals for higher education and provide policy options to the Legislature in January 2005.

HECB Recommendations: According to the HECB, all four campuses should:

- remain affiliated with their respective parent universities, but be permitted to grow and evolve to meet regional and community needs;
- be funded with the same budgetary model as the regional universities;
- continue to expand their upper-division and graduate programs;
- be permitted to offer lower-division coursework linked to specific majors in fields not addressed by programs at local community colleges; and
- continue and expand co-admission and co-enrollment agreements with community colleges.

The HECB also made specific recommendations for each campus:

- The UW Bothell should expand its partnerships with Cascadia Community College and other colleges before admitting freshmen and sophomores directly. However, this topic should be studied further by the HECB with a report from its staff by December 31, 2005.
- The UW Tacoma should gradually develop into a four-year university consistent with its proposed plan and admit lower-division students directly beginning in Fall 2007.
- Washington State University Tri-Cities should continue its model collaboration with Columbia Basin College but not expand into a four-year university at this time. This topic should also be addressed by the HECB in its December 31 report. Washington State University Tri-Cities should foster partnership opportunities with the Pacific Northwest National Laboratories.
- Washington State University Vancouver should develop into a four-year university by expanding its offerings in all areas: upper-division, lower-division, and graduate/professional programs.

Applied Baccalaureate Degrees and Regional Access

In June 2004, the SBCTC undertook a baccalaureate capacity study that included analysis of statewide and regional demand for upper-division enrollment and review of options and costs for expanding capacity.

One of the study findings was a need to expand applied baccalaureate degree pathways for technical associate degree graduates. Currently, approximately 10 percent of these graduates transfer to a four-year degree program. These include technicians moving from their specialty into management and those planning to work at a more advanced level in their professional or technical specialty. According to the study, fields with demand for an applied baccalaureate

degree include nursing; accounting; engineering, radiologic, and information technology; and management of technology, public safety, and food services.

One of the options used by other states to meet this need is granting authority to community or technical colleges to award baccalaureate degrees. The SBCTC conducted a review of 23 community colleges in other states and concluded that Washington should also consider allowing a limited number of community or technical colleges to develop applied baccalaureate degree programs.

NSIS Consortium

Another study finding was that certain regions of the state remain under-served due to the lack of a four-year campus or university center to provide upper-division capacity.

In 1996, the Legislature directed the HECB to develop a plan for increasing higher education services in the North Snohomish, Island, and Skagit counties area. The HECB recommended that multiple institutions collaborate to provide instruction and degree programs on four community college campuses throughout the region and at one unidentified "hub" location. The City of Everett proposed that the consortium lease space in a new transit station, and the 1999 Legislature authorized funds in the capital budget to enable the consortium to tailor the leased space for educational purposes. Participating institutions began teaching classes at the Everett Station in March 2002.

In the Fall of 2004, 670 students enrolled in classes offered by two community colleges and four universities at the Everett Station. However, most program offerings are for associate degree or master's degree students. There are also several professional certificates offered. It is not possible to complete a bachelor's degree at the Everett Station.

The NSIS is funded by a \$1.96 million appropriation to Western Washington University which acts as the consortium's fiscal agent. Funding covers operating and management costs; it does not include student enrollment.

Summary of Engrossed Second Substitute Bill:

Branch Campuses

The top priority for each of the branch campuses is to expand courses and degree programs for transfer and graduate students. New degree programs should be driven by the educational needs and demands of students and the community, as well as the economic development needs of local businesses and employers.

The Legislature recognizes various factors that affect costs at branch campuses and intends that, over time, they be funded more similarly to regional universities.

At the UW Tacoma and Bothell, a top priority is expansion of upper-division capacity for transfer students and graduate programs. Beginning in the Fall of 2006, each campus may offer lower-division courses linked to specific majors in fields not addressed at local community colleges. The UW Bothell may, and the UW Tacoma is required to, admit

lower-division students in a co-admission or co-enrollment agreement with a community college, or through direct transfer for students who have accumulated about one year of credits. Direct admission of freshmen and sophomores may proceed gradually and deliberately in accordance with the 2004 plan submitted to the HECB. The UW Bothell is also directed to seek additional opportunities to collaborate with Cascadia Community College.

Washington State University Tri-Cities will continue its innovative co-admission and co-enrollment options with Columbia Basin College, and expand its upper-division capacity for transfer students and graduate capacity and programs. The campus will also seek additional opportunities to collaborate with the Pacific Northwest National Laboratories. Beginning in the Fall of 2006, the campus may offer lower-division courses linked to specific majors in fields not addressed at local community colleges. The campus may admit lower-division students in a co-admission or co-enrollment agreement with a community college. Washington State University Tri-Cities may not directly admit freshmen and sophomores only for a bachelor's degree in biotechnology. Direct admission of other freshmen and sophomores will be the subject of further study by the HECB.

Washington State University Vancouver is directed to expand upper-division capacity for transfer students and graduate capacity and programs, and continue to collaborate with local community colleges. Beginning in the Fall of 2006, the campus may admit lower-division students directly. By simultaneously admitting lower-division students, increasing transfer enrollment, and expanding graduate and professional programs, WSU Vancouver will develop into a four-year institution serving the Southwest Washington region.

The HECB will monitor and evaluate the addition of lower-division enrollment at the branch campuses and periodically report and make recommendations to the Legislature to ensure the campuses meet the statutory priorities.

Applied Baccalaureate Degrees

Up to three, two-year colleges are authorized to offer applied baccalaureate degrees on a pilot basis. The SBCTC selects pilot colleges from those who apply. Criteria for selection include:

- The college demonstrates capacity to make a commitment of resources to sustain a high quality program.
- The college has or can readily engage faculty with the necessary qualifications and expertise.
- The college can demonstrate demand for the proposed programs from both students and employers.
- The program fills a gap because it is not offered by a public four-year institution in the area.

After being selected, a pilot college can develop the curriculum for an applied baccalaureate degree. However, the SBCTC and the HECB must give final approval of the degree programs before the college can enroll students in upper-division courses. A pilot college cannot enroll students in upper-division courses before Fall 2006. Tuition for upper-division courses at the pilot colleges cannot exceed tuition at regional universities.

An applied baccalaureate degree is one specifically designed for individuals with an Associate of Applied Science degree in order to maximize the application of their technical credits, and is based on both theoretical and applied knowledge in a technical field.

The SBCTC, subject to legislative appropriation, will select and allocate funds to one community or technical college to enter into an agreement with a four-year institution to offer bachelor's degrees on the college campus. The agreement must be approved by the HECB before taking effect. The selection is based on gaps in service delivery, capacity, and demand for programs.

NSIS Consortium

The Legislature finds that the NSIS consortium has not met the region's access needs for higher education and that the university center model of service delivery, centered on a community college campus with a single point of accountability, has proven more effective in developing degree programs and attracting students. Therefore, the Legislature intends to assign management and leadership responsibility for the NSIS to Everett Community College.

Everett Community College, in collaboration with community and business leaders, other higher education institutions, and the HECB, will develop an educational plan for the region based on the university center model. The plan must provide for projections of student demand, coordinated delivery of lower and upper-division courses, expansion of baccalaureate degree programs and high-demand degrees and certificates, and include a timeline and cost estimates for moving the consortium to the college campus. Recommendations are due to the higher education and fiscal committees of the Legislature by December 1, 2005.

The HECB must define potential outcomes and develop performance measures for expanding access under the bill. A progress report on the outcomes is due to the higher education committees of the Legislature by December 1, 2008.

EFFECT OF SENATE AMENDMENT(S):

Branch Campuses: Expansion of baccalaureate education at the branch campuses must occur in accordance with proportionality agreements developed with the State Board for Community and Technical Colleges (SBCTC) that emphasize access for transfer students. It is clarified that the authority of branch campuses to directly admit freshmen and sophomores is in addition to, and not limited by, the authority to offer lower division courses linked to specific majors that are not addressed by local community colleges.

Applied Baccalaureate Degrees: The SBCTC will select four (rather than three) pilot community or technical colleges to offer applied baccalaureate degrees. At least one pilot must be a degree that builds on an associate of applied science degree. The SBCTC convenes a task force that includes both community and technical colleges to develop selection criteria for the pilots.

Other College Pilots: Subject to legislative appropriation, the SBCTC will select three (rather than one) community or technical colleges to receive funds to enter into an agreement with a four-year institution to offer baccalaureate programs on the college campus.

Appropriation: None.

Fiscal Note: Available.

Effective Date: The bill takes effect 90 days after adjournment of session in which bill is passed.

Testimony For: (Higher Education) (In support) The proposal is very consistent with the recommendations of the HECB and the branch campus plans. These campuses need to expand appreciably. It has always been intended that the UW Bothell and Tacoma focus on transfer students, but now they will add a small freshman class and lower-division courses. The planning effort has united the campuses and their communities in determining how best to serve their regions more efficiently. Southwest Washington clearly needs additional access. Community colleges have worked hard with the branch campuses on co-enrollment and co-admission agreements, but the primary concern is continued and expanded access for transfer students. The branch campuses need to grow and offer more degrees to give students more choices.

This bill does a good job of addressing service delivery gaps in Southwest Washington, Northwest Washington, and in applied baccalaureate degree programs. Students need a variety of options and pathways. An omnibus bill is the right approach to deal with these issues. There are a number of high-demand technical fields with family-wage jobs, but in many cases no four-year institution offers a degree for these students. Two-year colleges have the faculty expertise to create a rigorous four-year curriculum in technical fields. This would be a cost-effective way to deliver higher education for placebound students.

The NSIS was intended to be a flexible and innovative means to expand access without relying heavily on the bricks and mortar of a traditional campus. Planners originally thought it could serve 10,000 students by 2010. It has not met these goals because of lack of funding for full-time equivalent students. There are two years left on the lease at the Everett Station. Now is the right time to step back and make strategic determinations for expanding capacity. University centers grounded by the local community college seem to do better. The research institutions who are part of the consortium should be part of the planning process. The NSIS is not a failure, but this direction offers the best opportunity to make progress toward establishing a four-year institution for the region.

(In support with concerns) There should be a clear standard and criteria to enable WSU Tri-Cities to move forward and admit freshmen. The "something" the campus is waiting for is not defined. The Tri-Cities has a passionate and committed community wanting a four-year campus. Collaboration between the UW Bothell and Cascadia Community College should take precedence over admitting freshmen and sophomores directly. Applied baccalaureate degrees build on technical associate degrees, which are offered by both community and

technical colleges. The exclusion of the technical colleges in applying for the pilot programs is a noticeable loss and easily addressed.

Testimony For: (Appropriations) A challenge to the higher education system is meeting increasing student demand for access within available resources. Branch campus plans reflect an effort to coordinate institutions and communities in order to expand access to upper division and provide flexibility for offering lower division courses at branch campuses. This also addresses regional access needs by allowing three pilot programs to expand pathway to baccalaureate degrees.

The Vancouver region is underserved. Studies suggest that students from the region go out of state to attend college. Expanding the role of Washington State University-Vancouver would help address this issue.

Testimony Against: (Higher Education) None.

Testimony Against: (Appropriations) Providing access to higher education needs to be examined in a broad context. Included in that context would be establishing linkages between the operating and capital budget for higher education.

Funding branch campuses commensurately with regional universities does not provide adequate financial support to the institutions as they transition into a model that allows for greater economies of scale. Additionally, branch campuses need to be treated similarly. Washington State University Tri-Cities should also be allowed to directly admit freshman and sophomores in a deliberate manner and in accordance with their self study.

Persons Testifying: (Higher Education) (In support) Representative Kenney, prime sponsor; Mark Emmert, University of Washington; V. Lane Rawlins, Washington State University; Steve Wall, Pierce College District; Jean Hernandez, Cascadia Community College; Charlie Earl, Everett Community College; Jean Floten, Bellevue Community College; Jan Yoshiwara, State Board for Community and Technical Colleges; Hal Dengerink, Washington State University; Doug Levy, City of Everett; and Gary Meisner, Community Activist-Everett/Snohomish Counties.

(In support with concerns) Jim Sulton, Higher Education Coordinating Board; Karen Morse, Western Washington University; Dennis Long, Herman Calzadillas, and Paul Axtell, Lake Washington Technical College; and Larry James, Washington State University Tri-Cities.

Persons Testifying: (Appropriations) (In support) Bruce Botka, Higher Education Coordinating Board; Mary Alice Grobins, State Board for Community and Technical Colleges; Representative Kenney, prime sponsor; Randy Hodgins, University of Washington; Madeleine Thompson, Workforce Board; Steve Wall, Pierce College District; and Larry Ganders, Washington State University.

(Opposed) Representative Cox.

Persons Signed In To Testify But Not Testifying: (Higher Education) (In support) William Garing, Greater Redmond Chamber of Commerce; Jamie Corning and James Evans,

Associated Students of Washington State University and University of Washington; and Charles Blumenfeld and Robert Story, University of Washington Alumni.

Persons Signed In To Testify But Not Testifying: (Appropriations) EnterText