

**MINUTES – BOARD MEETING**  
**August 10, 2010**

**Submitted for:** Action.

**Summary:** Minutes of the August 10, 2010, meeting of the Illinois Board of Higher Education held at Northeastern Illinois University, Chicago, Illinois.

**Action Requested:** That the Illinois Board of Higher Education approve the Minutes of the August 10, 2010, meeting.



STATE OF ILLINOIS  
BOARD OF HIGHER EDUCATION

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**August 10, 2010**

A meeting of the Illinois Board of Higher Education was called to order at 10:35 a.m. in the Alumni Hall on the First Floor of the Student Union Building at Northeastern Illinois University, Chicago, Illinois, on August 10, 2010.

Carrie J. Hightman, Chairwoman, presided.  
Linda Oseland was Secretary for the meeting.

The following Board members were present:

Guy Alongi	Donald J. McNeil
David Benjah	John P. Minogue
Jay Bergman	Proshanta K. Nandi
Frances G. Carroll	Santos Rivera
Dimitra Georgouses	Robert J. Ruiz
Heba Hamouda	Elmer L. Washington
Alice B. Hayes	Addison E. Woodward, Jr.

Also present by invitation of the Board were:

Andy Davis, Executive Director, Illinois Student Assistance Commission  
Lanita Koster, Member, Illinois State Board of Education  
William Mabe, Executive Director, State Universities Retirement System

Presidents and Chancellors

Paula Allen-Meares	Elaine Maimon
Rita Cheng	William Perry
Alvin Goldfarb	John Peters
Sharon Hahs	Glenn Poshard
Michael Hogan	Wayne Watson
Max McGee	

Advisory Committee Chairpersons

Jerry Weber, Community College Presidents Council  
Tom Thompson, Disabilities Advisory Committee  
Abbas Aminmansour, Faculty Advisory Council  
Dave Tretter, Independent College and University Advisory Committee  
Jerry Dill, Proprietary Advisory Committee  
John Peters, Public University Presidents

## **Call Meeting to Order, Chairwoman Carrie J. Hightman**

Chairwoman Hightman called the meeting to order. A quorum was present.

Chairwoman Hightman said, "Board members David Benjaih and Dimitra Georgouses are unable to attend today's Board meeting due to business reasons. I need to have a motion from the Board allowing David and Dimitra to attend our Board meeting via conference call."

Dr. Frances Carroll said, "I make a motion to allow Board members David Benjaih and Dimitra Georgouses to attend our Board meeting via conference call, pursuant to Section 7 of the Open Meetings Act."

Chairwoman Hightman said, "Is there a second?"

Mr. Guy Alongi said, "I second the motion."

Chairwoman Hightman said, "All in favor? Opposed? The motion carries unanimously."

"I am asking that the Board go into executive session. Under the Open Meetings Act, there must be a motion in open session to authorize this executive session. A quorum must be present and a motion must be approved by a majority of the quorum with a recorded vote."

The Chairwoman observes that a quorum is present.

Chairwoman Hightman said, "Is there a motion and second to authorize executive session?"

Dr. Carroll said, "I move that the Illinois Board of Higher Education go into executive session at 10:35 a.m. on Tuesday, August 10, 2010, for the purpose of discussing employment issues, pursuant to Section 2(c)(1) of the Open Meetings Act."

Chairwoman Hightman said, "Is there a second?"

Dr. Addison Woodward said, "I second the motion."

Chairwoman Hightman said, "I will ask the Secretary for a roll call vote to go into executive session."

The Secretary called roll. The roll call vote on the motion was as follows: Yes -- Alongi, Benjaih, Bergman, Carroll, Georgouses, Hamouda, Hayes, Hightman, Minogue, Nandi, Washington, and Woodward. Board Members McNeil and Rivers were not present for the vote, but did arrive shortly after the roll call vote and did attend the executive session with the Board.

Chairwoman Hightman said, "We will go into executive session and reconvene the open meeting at the conclusion of executive session."

The Board moved into executive session.

The Board returned from closed session.

Chairwoman Hightman said, "Is there a motion and second to end executive session?"

Dr. Carroll said, "I move that the Illinois Board of Higher Education come out of executive session at 12:00 p.m. on Tuesday, August 10, 2010.

Chairwoman Hightman said, "Is there a second?"

Dr. Elmer Washington said, "I second the motion."

Chairwoman Hightman said, "The Board is now reconvened in open session."

Dr. Woodward said, "I make a motion that the actions taken by the Chairwoman in relation to the matters discussed in executive session be ratified and approved by the Board in all respects and that the recommendations as discussed in executive session be conveyed to the appropriate parties by the Board's counsel and outside counsel."

Chairwoman Hightman said, "Is there a second?"

Dr. Proshanta Nandi said, "I second the motion."

Chairwoman Hightman said, "All in favor? Opposed? The motion carries unanimously."

"The Board will now adjourn for lunch and reconvene at 1:00 p.m. to continue with items on our meeting agenda."

### **Reconvene Meeting, Chairwoman Carrie J. Hightman**

Chairwoman Hightman said, "We have already convened this meeting earlier today and we are reconvening it now. I want to remind the attendees that the earlier roll call established that a quorum is present and that as voted by the Board earlier, Board members David Benjaih and Dimitra Georgouses are attending the meeting via conference call.

"Again, welcome to the August meeting of the Illinois Board of Higher Education. I want to thank Northeastern Illinois University, President Hahs, and the great staff here for hosting this meeting. You have done a great job, and this has been perfect."

### **Welcome by Sharon Hahs, President, Northeastern Illinois University**

Dr. Hahs welcomed everyone to Northeastern Illinois University. Dr. Carlos Azcoitia, Chair of the Board of Trustees, Northeastern Illinois University also welcomed everyone to Northeastern Illinois University.

### **Welcome and Remarks by Chairwoman Carrie J. Hightman**

Chairwoman Hightman said, "Thank you very much. Again, thank you for the hospitality you have shown us and all of our guests today.

"I want to welcome some special guests who are with us today. First, greetings to the presidents of the proprietary institutions and all of the other folks from those institutions. We had

lunch with them today as is our tradition to always have lunch with one of the advisory groups. We had a really good candid conversation about issues that are important to all of us. I think it is the beginning of a broader dialogue, at least I hope, on the issues that are facing the proprietaries today, both in Illinois and around the country.

“I should also note that this is Jerry Dill’s last meeting as the head of that advisory group. I want to thank Jerry for the great lunch, the conversation, and for all the work that he does and has done for the advisory group. He has been a great representative. Thank you.

“I want to give a warm welcome to Michael Hogan who is in his second month as the new president of the University of Illinois. The University of Illinois happens to be my alma mater, my son’s alma mater, and like all of my family, everyone went to the University of Illinois. It is near and dear to my heart, both personally and professionally. I think I speak for all the folks in Illinois who value this great university, and we are really pleased to entrust it to you. We look forward to all the great things that you are going to do at the University of Illinois, of course with the assistance of Frances Carroll, our important Board member as well. Anything that this Board can do for you, we would love to do.

“As we say hello to Michael Hogan, we say goodbye to Richard Ringeisen -- the chancellor at University of Illinois Springfield. He served there for ten years and led the university’s transition from a two-year commuter school to a four-year campus. We want to wish him congratulations.

“We are fortunate to have with us this afternoon, all the way from New York, Davis Jenkins, who is our featured speaker. I want to say hello and welcome him.

“Senator Maloney is with us today. He is one of our closest allies in Springfield and is chair of the Senate Higher Education Committee. We could not ask for a more ardent, stronger supporter than we have in Senator Maloney. We appreciate his being here today.

“We have two new advisory chairs. The community college presidents have chosen Jerry Weber, who is the president of the College of Lake County as their new advisory chair. We have a new faculty advisory council chair, Abbas Aminmansour, from the University of Illinois at Urbana-Champaign.

“I want to welcome Illinois State Board of Education board member Lanita Koster, who is sitting in for Vinni Hall.

“I want to welcome Bill Mabe, who is the new executive director at the State Universities Retirement System, to his first Illinois Board of Higher Education meeting.

“As you know, Judy Erwin announced that she is retiring effective this Friday, and as a result the Board met in executive session this morning to discuss next steps. At this point I would like a motion from a Board member to appoint Don Sevener as interim executive director effective Monday.”

*The Illinois Board of Higher Education, on motion made by Mr. Bergman and seconded by Dr. Carroll, unanimously approved the appointment of Don Sevener to serve as interim executive director of the Illinois Board of Higher Education.*

Chairwoman Hightman said, "I am pleased to announce that the Board has selected Don Sevener to step in as interim executive director, pending selection of a permanent replacement. As you know, Don has been a member of the Illinois Board of Higher Education staff since 1997. He has excelled as the public spokesperson for the Board. In his role as our chief liaison to the General Assembly and as our interface with our many other external constituencies, he has done a great job. He has been involved in every key initiative and activity of the Board, including the development of the *Illinois Public Agenda*, all budget issues, and obviously, our legislative agenda. He has earned the respect of many stakeholders in higher education, including key members of the legislature, the office of the Governor, and he has the full trust of the Board. I and the Board are confident that Don will serve us well in this new interim role, and we ask everybody in the higher education community and all stakeholders to give him your support and assistance as he and we navigate through this change.

"The Board intends to undertake a search for a new executive director of the Illinois Board of Higher Education. We will undertake this process as expeditiously, efficiently, and cost effectively as possible. I will provide you with more updates as they are available."

**Presentation by Davis Jenkins, Senior Researcher, Community College Research Center at Teachers College, Columbia University**

Chairwoman Hightman said, "Dr. Davis Jenkins is a senior researcher at the Community College Research Center at Teachers College at Columbia University. His work is focused on leveraging the capacity of public postsecondary institutions, particularly community colleges, to educate economically and educationally disadvantaged individuals for jobs in a knowledge economy.

"Dr. Jenkins is presently directing studies aimed at identifying factors that influence educational and labor market success. Clearly, this work and his expertise will be a valuable lesson to us in Illinois as we move forward with our action plans for Goal 1-increasing educational attainment, and Goal 3-producing more credentials in high-demand segments of the economy. Both of those are obviously some of the goals of the *Public Agenda*. We are really grateful for Dr. Jenkins' willingness to come visit us to share his ideas, beliefs, and experience."

Dr. Davis Jenkins said, "Even though I work in New York City, I am actually a Chicago resident. I live in the South Loop. I was at the University of Illinois Chicago for almost ten years and worked with folks throughout the state -- Jerry Weber, Wayne Watson, and other folks in the community college system. It did not take as much as it sounds to get here, and I am happy to be here.

"Basically, I am going to reflect on both the research and the consulting that I have done with higher education agencies, community colleges, and other types of institutions throughout the country thinking about how we can try to meet the goals of the *Public Agenda* and the kind of goals that President Obama has set for increasing outcomes for community college students, especially for those who are disadvantaged. Meeting this goal is not going to fall completely on community colleges. Obviously, other sectors have a role to play. But as four-year institutions become more selective, both by choice and by essentially pricing themselves out of reach of many lower income students and students who are working, community colleges have to bear a substantial share of helping reach these goals that Illinois, the President, and foundations have set for increasing attainment.

“In ten years, from 1997 to 2007, community colleges increased the number of credentials they awarded by 25 percent. During that same period, enrollment increased only 18 percent. So there was some evidence that there was some increase in effectiveness in colleges over that time. However, when you look at the goals that we in Illinois have set and those of the President and people like the Gates Foundation, who want to double the number of low-income young adults who get a college credential by the time they are 26 years old, these kinds of increases pale in comparison to the job that needs to be done. Given the fiscal situation of Illinois and other states, it is clear that in order to attain these goals, community colleges and others cannot just increase their enrollments. They are going to have to increase their productivity and their student throughput, and this is an area where community colleges, in particular, have improvements to be made.

“Nationally, about 38 percent of students who start higher education in community college get some kind of credential within six years. As you see in the first slide, it looks at six-year outcomes of students who started community college by family income. Not surprisingly, we see disparities among students in the highest family income quartile and students in the lowest quartile. Interestingly, lower income students are more likely to get certificates, but they are less likely to get associate degrees and far less likely to get bachelor’s degrees. At the end of six years, nearly half of them are not enrolled who started with the intention to get a degree and do not yet have a credential.

“We know that there are similar disparities by race. One disparity that we do not often talk about is by age. Younger students tend to do better than older students, and this is an issue in states like Illinois going through economic restructuring with projected declines in the future of younger student population. We need to do better by older students. After six years 60 percent of students who started in a community college at age 25 or older are out on the street without any kind of credential and are not currently enrolled in any kind of institution. This is much lower for students who are a more traditional age, although many of them have not gotten credentials after six years. A fair number of those, about one-third, are still enrolled. They are still at it. There are issues of completion rates overall, but there are issues of timing as well. The question is how to accelerate completion, especially for the students who are older students, minority students, or lower income students where there are disparities.

“Now, of course, some of these issues are rooted in factors that are well beyond community colleges’ control. The biggest factor in determining a student’s chances that he or she will get a college degree is their station of birth. These are not things that community colleges or any higher education institution can tackle alone. When we look at the experience of the student and look at the pathways that we have provided for them, I think it is pretty clear there is a lot that we can do to make it easier, particularly for disadvantaged students.

“This slide is an effort to try to chart the pathway of students going through community colleges to degrees and into the labor market, which are those white shapes on the right with the kinds of jobs like nurses and other career path jobs that offer family supporting wages. This is confusing because at every level in every transition point there are disconnects. We all know about them. There has been a lot of talk about the disconnect between high school curriculum and the standards of readiness for high school.

“I have done a lot of work with adult students in adult basic education. These are high school dropouts and immigrants. There are tens of thousands of them. In Illinois, the community colleges actually run these programs. The connection of these students to higher education is

very tenuous in terms of what the standards of preparation are not preparing them to succeed in higher education. But even within community colleges, when you look at, for example, developmental education or remedial education where the majority of young people who are entering higher education, 60 percent of young people who go into higher education through community colleges have to take at least one remedial course. In inner city colleges and rural colleges, it is the vast majority of students. Then the question is what is the connection between those and success in college? Research that we and others have done find that it is extremely tenuous. Even preparing students for math and English, the results of research that we and others have done show a very mixed record. If you are looking at preparing nursing students to pass biology 101 or business students to pass accounting 101, which are crucial both for employment and for getting associate and bachelor's degrees, it does almost nothing for those students. There is also a disconnect between the workforce programs where students are getting marketable skills but have limited access to degrees. On the degree side, you have many students who are actually working and getting transfer degrees, but there is no connection to the workforce. As one senior vice president of student services at a community college, who I have worked with for a long time said, 'It is amazing that any students get through this system because of the disconnects involved.'

"All of these things -- developmental education -- have arisen historically for very good reasons and are extremely well-intentioned, but in some ways they have taken a life of their own. At this point if you accept that there are things as colleges that we can do, I think we need to step back and ask the larger questions, especially the questions of concern to our students. These are the kinds of questions that colleges need to be asking -- what does it take to succeed in our community? What are the occupations in our community that offer family supporting jobs? What are the educational requirements? How do students get into those programs? What kinds of degrees do they need? Do they need a bachelor's degree or can they use an associate degree?

"In our international comparison, President Obama wants us to be number one in the world by 2020. As I was talking with Carey Cranston earlier, our disadvantage where we are below Canada is not in bachelor's degree production, but in associate degree production. We have to look at what is the value of an associate degree and especially in occupational fields. We have done research that looks at that question, but we have to think about this as a community. If this is what it takes to be successful educationally in terms of the labor market, how effective are we? What is happening to our students? What are their labor market outcomes? While they are with us, how many students are getting into nursing or engineering tech programs, business programs, and EMT programs and the like that are leading to decent, well-paying jobs? Where are the leakage points where students are dropping out?

"I would submit that we need to do this as institutions because too often in community colleges and in higher education we have these little boutique programs that are often grant funded that serve 200 students, and often they are not really well evaluated. But whether or not they are, they are small, and they go away when the funding ends. In order to achieve the kind of goals that you are talking about in Illinois and nationally, we are going to have to fundamentally change the way we do work. This is going to require an institutional, a continuous kind of improvement process, and colleges are beginning to do this, where we work with employers, higher level institutions, and baccalaureate institutions to understand the requirements of success in baccalaureate programs. In careers we assess the effectiveness of what we are doing, where our students are going, and we track students through longitudinal data.

“Basically, the process is to start with what it takes to succeed working with baccalaureate institutions, working with employers that are hiring people into career path jobs, finding out what are the degree and skill requirements, and looking at what our students’ outcomes are in terms of going into baccalaureate programs and in terms of going into the work place; and within our institutions, tracking students through to see where they are dropping out because, as I indicated at the outset, there are key points, like developmental education, where they are dropping out like flies.

“Then very importantly, but the step that seems very difficult to do, is convene the faculty and student services people -- the people on the front line who work with students to look at the data on how students are doing, to look at where the leakage points are, and to figure out how to create a more coherent pathway for students that leads them to where they and we want them to go, which is degree completion, further education, and career path to employment. Then actually evaluate the kinds of interventions that we put in place that affect large numbers of students, not just 100 or 200 students during the grant period.

“This is an example of an effort of work that I was involved with that looked at the Community College of Rhode Island. We used labor market projections in particular fields for jobs that generally require an associate degree or some kind of postsecondary certificate but not a bachelor’s degree. We looked at the output for the particular college in relation, also, to its competitors. A lot of people will say, and they are right, that this labor market data is wrong, especially now given that everything is all crazy. It is actually a good thing that it is wrong because the purpose of this is not to have a definitive understanding of what the community colleges’ output is in relation to the jobs and demand, but to get the conversation with local employers started. Only through an ongoing relationship with employers and with further educational institutions are we going to be able to figure out what is really needed because it is local, and it changes rapidly.

“I mentioned the importance of tracking students through community colleges in general. Increasingly, we are helping colleges take a look at not just the final outcomes of earning a certificate, an associate degree, or transferring, but what are some of the kinds of intermediate milestones? These are particularly places where students tend to drop out. How many students go from developmental into college level and how well do they do? What percentage of students from adult basic education take college level programs in occupational areas? Then tracking them through 12 credits, whether or not they take or pass English, or math, and on, persisting and earning 30 credits or more. This way enables us to look at the progression, not just to what happens to the student in the end, but through the pipeline. We want to do this broken down by different student characteristics, including where students start from.

“For example, this looks at the key milestones of taking and passing college level math and English, which is generally required for an associate or bachelor’s degree. This is based on data in Florida, and what we see, which is a pattern nationally, is how few students even take college-level math. This breaks it down by degree-seeking students who are college ready, *i.e.*, they passed the placement test and those who are referred to developmental education. We see that developmental students, especially in math, are even less likely to take math, and for those who complete, there is a completion rate issue here. We need to do this for all these milestones, taking and passing college-level math, and break it down by different student characteristics -- age, race, and where they start in terms of their readiness for college.

“Colleges are beginning to look at what we have called momentum indicators, which are achievements that students make that are correlated with success. Taking a college success course substantially increases a student’s chances of passing 80 percent or more of the courses they attempt. A college success course is a course that introduces students to college culture. It teaches them how to study, how to manage time, how to take a test, how to take notes, how to write a term paper, and in the best cases, helps them explore the options available in college. These are things that are not taught in high school, and that many, especially first-generation students, come in not having any idea. The good thing about these courses is that colleges have a sense of tutoring or counseling support, but I have never been in a college of any size where the ratio of counselors to students is under 1,000 to one. This builds it into the curriculum. You can have your math and electronics faculty teaching these courses to help recruit students not just into their programs, but into their fields. These are extremely powerful, and based on the research we have done, colleges are beginning to require these of first-time college students because they work.

“But there are other things looking at the timeframe at which students pass math and English. This graph looks at the five-year success rates of students who meet or do not meet particular momentum points. Among part-time students, of those who earned 12 or more credits in one year, about 75 percent completed a credential, transferred, or were still enrolled within five years. Only 20 percent of those who did not complete 12 credits in the first term succeeded.

“Similarly, passing college math and English really increases your probability of graduating, transferring, or still being in the game after five years if, within two years, you take and pass college-level math. So these become intermediate goals. If this is the case, then our goal should be to get students who want degrees to pass these benchmarks so they do not end up in the less than the one-third of students who put off taking math and end up not succeeding after long periods of time.

“This is a similar chart looking at developmental education students. This kind of analysis, this longitudinal tracking of momentum milestones, has led to a slew of promising practices. The ones listed here are significant because they have a research base, and they are being done at scale, *i.e.*, with large numbers of students, not just in little boutique, pilot programs, which suggests, also, that they are affordable at scale in most cases.

“There is a role for state agencies, like the Illinois Board of Higher Education and other state agencies, in helping to inform and guide this continuous improvement process that is outlined at the local level. That is a process that, essentially at a state level, asks a very similar set of questions -- what is the demand for family supporting jobs by region and level? How many credentials, like the Rhode Island analysis, are we producing in Emergency Medical Technicians compared to what the Bureau of Labor Statistics says? What do Emergency Medical Technicians employers tell us about that and how well are we meeting that? Then, very crucially, it is important to track students within and across educational levels and into the labor market to see how we are doing. Then, just as within colleges bringing faculty and staff together, bringing colleges together with these numbers, these rates reported by colleges, and figure out how, as systems, we can better improve these outcomes.

“It is a similar kind of process that is happening at the state level. This is happening in a number of states, not just with respect to using the data, but to incent this kind of continuous improvement and looking at student progression. Washington community technical colleges were one of the first out of the gate with this, basically paying colleges for improving the rate, not

just at which students attain credentials and apprenticeships, but at which they attain these key momentum points, these intermediate measures in order to get colleges to really focus on improving the throughput and accelerate student progression to get them further and faster. Colleges get paid based on their increase in points including these intermediate points. They are provided with quarterly data on how well they are doing. The issue with Washington, while it has had a lot of resonance, is that it is not a lot of money. Ohio has recently instituted a performance funding policy for its two-year institutions, which uses a similar framework of paying colleges for attainment of these intermediate measures as well as the completion measures, but they are building this performance funding into the base budget so that next fiscal year, colleges will earn five percent of their base budget funding. But in a couple of years, they will earn up to 20 percent of their base budget funding. This kind of serious funding, based on performance and not just ultimate performance but on student progression, is getting a lot of faculty and college presidents' attention.

“Based on this, what would I suggest to the Illinois Board of Higher Education? I know you are in the process of strengthening longitudinal tracking within and across educational institutions. Much of my research works with states and colleges on doing this. It is a long-term process. But actually, in Illinois, for example in the community colleges, you have one of the best systems in the country. The question really is how to use it. To use it, a key step is to report on student progression and these intermediate as well as these completion milestones, disaggregating the data by students' level of readiness, their age, and these other factors to see what the gaps are. Very importantly and transparently, at least within the family, within the system, basically make available each college's rates as they do Florida and in Virginia.

“Every month in the Virginia community college system when the presidents meet, and similarly, this has been a long tradition in Florida, they look at data by college on one of these kinds of rates. The president then goes back to their IR person and asks if these numbers are right. When they are right, ideally, they go to their faculty, their retention committee, and the student services staff and say, what can we do about this? In Virginia, research we have done has caused them to completely blow up developmental education. They have decided that the way they were practicing it is not working. They are radically, for better or for worse, rethinking this. Similarly, this is being done in Texas.

“To engage the colleges is not an accountability system. This is not for slamming people. This is an improvement exercise. It has to be done in that kind of spirit. And then to provide guidance and technical assistance to colleges on how to use data for improvement and how to evaluate. Colleges really do not do a good job of evaluating their innovation. We really do not know what the return is. And partnering with the Illinois State Board of Education, as I know you are doing, and the Department of Commerce and Economic Opportunity to make sure that we are tracking across segments and also into the labor market. Referring to that drawing of all the disconnects, if you believe that people who have postsecondary credentials and can think for a living is the source for economic development, that is essentially the supply chain that we currently have for knowledge workers, especially at the technician level in Illinois and in other states, and it is broken. We need to look at this as a systemic problem. It can help to partner with folks like myself to do research that you do not have time to do. You have got some very good folks in Illinois as well as outside. And a lot of this has to do with how, even though I am a researcher, where I have seen success, it is really about leadership, but it is also about how this is communicated and communicated in terms of student success and in terms of what it takes to succeed in a very complicated, scary, and changing world.”

Chairwoman Hightman said, "That it is. Thank you so much for your comments. Before we open the floor to questions from the Board, I would like to have Elaine Johnson from the Illinois Community College Board provide some background and information on where we stand in our College and Career Readiness Act in the expansion."

Dr. Elaine Johnson, Vice President for Academic Affairs and Workforce Development, Illinois Community College Board said, "One of the projects we have been working on is our College and Career Readiness Project that you have heard about for the last several years. Senator Maloney was the sponsor of that bill when we started pilot sites across the state to look at college readiness in high schools. We have pilot sites that the purpose of them is to identify remediation needs early on in their junior year and get intervention teams within the community college and the high school to set a path for students to get the remediation they need before they get out of high school. The third component of that is also on curriculum alignment. We have had teams of faculty members across the state working from the public universities, the privates, the community colleges, and the secondary schools identifying college and career readiness standards and aligning that curriculum. Also, a piece of this has been to evaluate this program that we are doing in order to help our students be better prepared. The University of Illinois has been engaged in that process since the beginning. We were successful this year in expanding the program. Senator Maloney had a piece of legislation that was passed to double the size of our project. We have had so much success with this project that in the Race to the Top application that the State Board of Education submitted, we have money in that proposal, if it is funded, to expand these projects across the state. We are seeing some of the things that you are talking about, Davis, the disconnects from sector to sector, the work that we are doing on the American Diploma Project with your Board, our Board, and the State Board is looking at the expectations of students as they go into college is disconnected from the secondary school. We realize that, and that is part of the work that we are doing, and it is being driven from the work from our College and Career Readiness sites. College of Lake County is one of those sites. It is exciting work that is taking place.

"Another project that Illinois is being recognized nationally for is we have created bridge programs that relook at how we deliver instruction in developmental education and also in adult education, looking at students, and changing how we bridge adult education and career and technical education, and the same is being done with developmental education and career and technical education. We have changed our policies as a Board on how we fund those programs, how we look at those, and they are shifting. We have been doing some things in Illinois to address the things that you are talking about, Davis.

"Programs of study that you have heard me speak about, occasionally, is the career and technical area. Those are the career pathways that we are very much involved with the State Board of Education and the Department of Commerce and Economic Opportunity. We are looking at how we drive those pathways. That is also a huge piece of the Race to the Top application. The business sectors are there. They are creating learning exchanges. Jeff Mays from the Illinois Business Roundtable is leading this initiative looking at how can employers be more involved. Are we really doing supply and demand like we are supposed to be doing? That work is taking place as well.

"One of the things that I would like to remind this Board and everybody else here because we are all engaged in it -- we were having the conversation this morning and I met with someone just talking about students transferring and what happens -- is that we have to identify a better way to determine if students are successful because we have created a pretty successful

Illinois Articulation Initiative system in Illinois. We still have problems with the majors and that is another story, but our students, unlike Florida and other states, do not have to have associate degrees to transfer. Once they have their General Education Core Curriculum (GECC) or their 50 hours or 60 hours, they are free to transfer. So what happens to the community college system is we are not producing the degrees because we have set up a system for years that allows students to transfer. That is a piece of work that I think as we move forward with Complete College America, what does that really mean?

“I just wanted to take the opportunity to share with the Board and Davis some of the things that are taking place. Obviously, as a state, as we work on Complete College America, we will be benchmarking. These are the same comments that were shared when we sat down with the Board of Higher Education. Some of these milestones are ones that we have already identified that we are going to be looking at. That is my update on the community college system. If you have any questions, I would more than happy to answer them.”

Dr. Bob Blankenberger said, “I want to emphasize that we have been working with Elaine and the community college folks as well as with the State Board of Education to align those common core standards with the entry requirements. The pilot project enables us to have a good model for how that can be done in a more effective way. As much as we can, we are going to build the successes they have had.

“We also have tried to emphasize movement through the system whether a student gets an associate of applied science, a traditional, or a transfer related to associate’s degree. We have tried to make the pathway appropriate so that students can maximize the coursework that they have already taken and transfer to a potential bachelor’s degree so that we are not putting limits on students as they move through the system. The opportunity is there for them to take advantage of the coursework that they have already completed to go on to add a bachelor’s degree later and continue through to higher degree attainment.”

Chairwoman Hightman said, “Do you want to say something else, Elaine?”

Dr. Johnson said, “Yes, I do. Because of what Bob said, we are talking about ramping up the College and Career Readiness project. What we are doing in conjunction with the Illinois State Board of Education and the Illinois Board of Higher Education, and I am not sure if this is really public or not, but we are convening meetings starting in the fall. In the spring we are going to ask every community college district to convene their secondary, public, and private partners together to start talking about the common core college and career readiness standards and alignment as part of the plan that we have been meeting on with the State Board of Education. So there is a lot of work being done. We all have work to do, I agree. But I wanted to say a few words about the college system. Thank you.”

Dr. Woodward said, “I have a question for Dr. Jenkins. Several years ago I read an abstract of a study that seemed to indicate that when you are looking at success rate or program completion at the community college level, students who had full-time instructors tended to be more successful than students who did not. I cannot find that study. I am not sure if there are others studies out there. I wonder if you know anything about this data or if you have any comments.”

Dr. Jenkins said, “Yes. There are two kinds of studies, one of which we have done, which shows that the higher proportion of part-time instructors a community college has, the

lower the outcome and the poorer the graduation rates. I do not think that particularly is a reflection of the part-time instructors so much as it is the reflection of how the college is organizing with a bunch of part-time instructors and more a course of a supermarket model rather than structured programs. Last year there has been more rigorous research looking at effects on individual students, which did find mixed results and some advantage for full-time instructors. But the fact is that more than almost 70 percent of community college instructors are part-time, and that is not going to change. I think we have to accept that.

“One area that was among the sort of promising practices is to identify common learning outcomes for programs and courses to have common exams for particularly high-demand courses like college algebra, which is taught to tens of thousands of students and have guidelines created by both full-time and part-time faculty. The best instructors, who we can tell by data, actually produced better results in terms of what happens to their students afterwards and providing some more standardization, at least in terms of recommendation because you have armies, especially now, of part-time instructors coming in wanting to do a good job, but not getting very clear guidance.

“The bottom line is that with respect to the part-time thing, I think that research suggests it is more of a structural issue, and the research that did find somewhat negative findings suggested that it had to do with the lack of time outside the classroom. It was not definitive, but that was the clear difference between part-time and full-time instructors. It is really a structure issue. If we have all these part-time students, what structures could we create with advising, with student success courses, or whatever to respond to the reality that the majority of our instructors are part-timers?”

Dr. Woodward said, “There could also be institutional cultural factors that full-time faculty, good or bad, but I am looking more at the positive, might have incorporated those cultural factors.”

Dr. Jenkins said, “No question, but it is pretty clear that the more you rely on part-timers, the less you have full-time faculty who can actually create coherent programs of study. If there is anything that is coming out of the research now, it is that students need structure. They do not do optional. In general, except for those students who really know what they want, which are the minority in community colleges, they need some kind of pathway. And we need some kind of consistency in structure because we have this large contingent labor force.”

Chairwoman Hightman said, “I am curious about your opinion on the recent statements from the Chair of the Board of the City Colleges of Chicago basically saying to raise the standards so that the people who get into the City Colleges are not the ones who need the remediation essentially. What do you think of that kind of approach especially in a place like Chicago, given who attends the City Colleges?”

Dr. Jenkins said, “She has laid out four goals, which are basically four goals that I suggested that she consider. One of which is to increase the proportion of students who come to the City Colleges, which right now from Chicago Public Schools is close to 97-98 percent of students needing at least some remediation. There is a lot that can be done to prepare students academically, but also in terms of financial aid and college knowledge. You could offer these students success courses in high school, and it is being done in places like El Paso with extremely poor students on a very large scale, tens of thousands of students paid for through ADA-type money in a sustainable way. So there is a lot they can do. That is the first step.

“The next step is to increase the number of students who get into a coherent program of study, into one of these milestones that is going to put them on the path. I think Illinois, as Elaine said, is pushing a lot of these bridge policies. They are a leader in that way. I think though that what Illinois needs to bring its work to the next level is to really track the outcomes of these efforts to bridge across high school to college.

“I have known about the IAI for a long time. On paper it looks like a lot, but the research on paper level articulations, maybe not surprisingly in terms of common sense, is not that great. Elaine mentioned efforts, policies like Florida, where you actually get standing, and it is not just paper agreements. My main point is I do not think we have done enough in Illinois, which we can do, to track what actually happens and to see if we are actually improving articulation, which I know we want to do. The other thing is there is great variation across colleges and programs. Some programs do it very well. The question is which programs are those and how can we make more programs like that? You are not going to know that unless you have the hard data about what happens to students.”

Chairwoman Hightman said, “It seems like your answer gets back to the top slide on page 10. I appreciate it because I understand what you are saying. Of these four steps, three of them are about data, basically.”

Dr. Jenkins said, “Yes, but the hard part is engagement and communication.”

Chairwoman Hightman said, “That is what I was going to ask. Looking at the fourth bullet point, we have the longitudinal data system in place now that was just recently established by legislative action. We can do this reporting. Maybe I look to the colleges and say, how do we do this one? How can we work together to identify areas for improvement and develop and evaluate strategies using local data?”

Dr. Jenkins said, “This is the key point where it really takes biting the bullet. We have done a lot of good in Illinois, but in some sense we have not bitten the bullet in saying we are going to share within the family -- I am not saying going to the press, I am not saying giving it to some researcher, but within the family -- the data on student progression across colleges. We are going to look and see why college X is able to get African American students into and through math at a higher rate than another college. Why is that? Is it just because of the students they serve? What is it that they are doing? Also we need to get a baseline on how college X or any other college is doing historically because, frankly, we do not know. Then to do the very hard work, which is to engage faculty for full-timers, our student services staff, and ideally, people from high schools and four-year institutions to figure out how we can smooth this out. This is what Complete College America is trying to incent. Those milestones that they adopted are based on research that I and others have done. But the important point is really using that data to improve change and that is the hard thing.”

Chairwoman Hightman said, “Do you think that there is, and you alluded to it ever so carefully, a concern about what the data will show?”

Dr. Jenkins said, “There is always fear, and trust me, the data can be misused in a bad way. I have done a lot of work in Washington, and we took this famous tipping point study which showed that students with a high school diploma or less, who get an occupational credential do extremely well in the labor market. But those that do not get that far, low-skilled

students, do very poorly. These are adults. The problem is that the rate of which, in Washington and other states, they have made that transition to college level occupational is shockingly and embarrassingly low. They took this data to the state higher education legislative committee and basically said this is an economic problem, it is not a social problem. Washington, outside of Seattle, is an extremely conservative state. They sold people on both sides of the aisle using this data which they basically said, as educators, we cannot accept these rates. We did not really know what they were before this study. We cannot accept them.

“Here are some ideas on how to improve them, like some of the ones that Elaine has been laying out, which are definitely in the right direction. We are also going to track and hire outside researchers or work with outside researchers, and actually, we are foundation funded, to see whether or not it is working on a substantial scale. They ate it up. In Washington, Florida, and other states, the community colleges, even though they do not get what they deserve, they do not in any state, they actually have achieved, I think, certain political power by being much more transparent with the data. No one expects the community college to have University of Illinois graduation rates. I said at the outset, it is because the four-years, by choice and by price, are moving up-market. The community colleges are the ones that are going to have to deal with it, and they have very few resources to deal with it.

“My experience is that when colleges and systems bite the bullet, it is very good for them. Policymakers eat it up. All they want is evidence that you are working on it and that you are working on improvement. No one is expecting miracles here. Where I have seen real change, that happens. But it takes leadership, it takes guts, and it takes engaging people, which is very difficult because you are talking about major systemic change here.”

Dr. Jerry Weber, Community College Presidents Council Chair, said, “I have been a long-time admirer of Dr. Jenkins’ work, and I think he really tries to get at the sources. I am going to get this PowerPoint and use some of those points because at our own college we are showing the data to our administrators and to our staff. We are showing those success rates of students. I think we need a culture change amongst our community college leadership because we tend to negate the data a little bit. To give you one example, we just hired a faculty member who would be a failure, depending on how you looked at the data. He never finished his associate degree. He went on to Northeastern here, and now he is teaching for us. He is a wonderful bilingual teacher teaching in developmental education.

“You have those examples, but it is not good enough to say the data did not work. We need to say that whatever the data is, we need to move it up. I really like these transition points that you put out there because I think that is one of the issues. We tend to look at that rate at the end, throw some support services at it, but I like the idea of these intermediate steps that could be used. As community colleges, we also need to stop giving reasons why these things -- a certificate -- is not completed because they went out in the job market and got a good degree or whatever.”

Dr. Jenkins said, “We are with you. Do not worry about the problems. We know it is hard.”

Dr. Weber said, “So we need to make that change, certainly.”

Chairwoman Hightman said, “I want to thank you for coming to our meeting, for making this presentation, and for the great information you provided. I am optimistic that we will

seriously consider some of what you said that we have not done. I think we have done a lot of it, but maybe we have not done as much as we should. This makes us think about it more. Thank you.

“I want to cover a couple of items that I usually talk about at the beginning, but we had so much going on when we started the meeting. I want to make a few comments about where we stand on the budget process. There has been a budget update handed out to all of you, and we replaced the item that was in the original materials -- Item 3a. Last Tuesday, after we sent out the agenda to everyone, the Governor announced a second set of actions to manage the fiscal year 2011 budget. You may recall that on July 1, the Governor reduced university operating appropriations by \$87 million back to their fiscal year 2006 levels, then allocated \$26.7 million to adult education and career technical education from a discretionary lump sum, and decided not to renew a \$13 million fiscal year 2010 allocation to the Community College Board for Student Success grants. The Governor exercised additional authority granted to him under the Emergency Budget Act and applied a \$9.2 million reserve to non-MAP programs administered by the Illinois Student Assistance Commission. The reserve applies to ten grant programs, including Illinois Veterans Grants, Illinois National Guard Grants, and Illinois Future Teacher Corps Grants. Some programs were reduced, others eliminated. You can see the full details in the budget update handout. While all of these reductions may cause hardships for some students and institutions, I know you are all pleased that the Governor spared the MAP program from cuts in fiscal year 2010.

“It was not all bad news in the Governor’s announcement. The Governor also allocated some additional funding to higher education from his discretionary funds, including \$3.1 million for the Grow Your Own program that the Board is going to be asked to act on later today.

“In addition, I am happy to report that the state is catching up on what it owes the universities and community colleges for fiscal year 2010 and that the state is committed to paying all its fiscal year 2010 obligations by the end of the year. This may help colleges and universities avoid borrowing to maintain their operations, at least we are hoping that will be the case.

“I also want to make a few comments regarding the Higher Education Finance Study Commission. I am pleased that a number of our Board members participated in the initial meeting of the Higher Education Finance Study Commission two weeks ago at the University of Illinois at Chicago. I want to thank Addison Woodward, Jack Minogue, and Santos Rivera for taking time to participate in this important endeavor.

“The Finance Study Commission was created by Senate Joint Resolution 88 and given the responsibility to evaluate current higher education funding practices and recommend ways to align funding approaches with the goals of the *Illinois Public Agenda*. The first meeting was focused on spending, revenue patterns, and productivity, and included a presentation by Jane Wellman, a national expert on higher education finance and productivity. Ms. Wellman’s presentation was followed by a discussion facilitated by Dennis Jones, who you know well from his work in facilitating our development of the *Public Agenda*.

“The Commission’s next meeting will be at Harper College on August 30. The presenter will be Eric Fingerhut, Chancellor of the Ohio Board of Regents, who has become well known for Ohio’s adoption of performance funding that emphasizes course and degree completion and provides extra funding for successfully helping at-risk students complete their degrees.

“The point I want to stress about the work of this Commission is that we aim to explore financing through the lens of the *Illinois Public Agenda*. The idea for a thorough review of higher education finance is itself derived from the *Public Agenda*. Not only will the Commission’s deliberations be informed by the *Public Agenda*, its recommendations will advance the goals of the *Public Agenda*.

“I expect the Commission will actively weigh measures that will strengthen affordability, promote efficiency and cost saving, improve college preparation and degree completion, foster shortened time-to-degree and opportunities for students to get a jump-start on college credit, reduce the need for remedial coursework, and explore ways to enable middle income families to access financial aid. If we do all that, we will have solved a lot of our problems, I guess. So that is wonderful, and I hope that will happen.

“Finally, I want to mention Race to the Top, which actually came up in one of the comments earlier today. We are pleased to see that Illinois is again among the finalists for the federal Race to the Top competition. A team from the State Board of Education, headed by Superintendent Koch, will be in Washington tomorrow to make the case for Illinois to receive \$400 million in grants for education reform efforts. The state education agencies, the Governor’s office, and the General Assembly are doing extraordinary things to advance the cause of student success. I cannot think of a state that would be more worthy of this federal support, and I wish Superintendent Koch and his team well in their efforts on this.

“One of the reform initiatives is the American Diploma Project, or ADP, which has begun the two-step process of developing standards for connecting K-12 learning standards in science with the expectations for skills and knowledge that a student will bring with him or her to college. This is important work that follows up on previous alignment of standards in math and English. So, it all fits together. We have talked about ADP before in our previous meetings.

“Those are some of the things that I wanted to make sure we mentioned today. With that, I want to turn back to our agenda.”

## **1. ACTION ITEMS**

Dr. Bob Blankenberger said, “We have included in the memo a listing of all pending academic programs and all authorization proposals submitted to the Board through July 30. Since then two additional proposals have been received, both from a public institution. As of Friday, August 6, there were 15 new requests for program modification in addition to those reported in the memo for a total of 23.

### **1a. New Operating and/or Degree-Granting Authority for Independent Institutions**

Dr. Blankenberger briefly outlined the contents of this item. After his presentation, the Board had the following discussion:

Dr. Woodward said, “I suppose this is mission creep, and I am not sure if we are talking about The Illinois Institute of Art in this group, but the mission of The Illinois Institute of Art states to offer a degree in other academic programs in the creative arts to a diverse student body, and I see a bit of mission creep when we are approving a bachelor of science in hospitality management. I get concerned when there are missions of institutions, and the institutions begin

to diverge from their missions. That is a comment. I do not expect any action, but it is a comment.”

Mr. David Benjaih said, “I am a little concerned that in the present economic environment we approve so many new programs. I see the not-for-profit and for-profit, but private nonetheless, institutions, so it probably is not much of a drain of the state. Certainly we need nursing programs. But it is a question to me how much money should be channeled into creating new programs when programs already exist where students can get funding from the state to go to another school. Is that more economically feasible than starting new programs, which are certainly quite expensive to start up?”

Dr. Blankenberger said, “Under the statutes, independent institutions have the right to request approval for degree programs, and we do not necessarily consider how they are in competition with public institutions. Essentially, the risk is at the hands of the independent institution. If they are willing to take the risk, have the wherewithal, and have the capacity to deliver the program, then that is how we make that consideration.”

Dr. Alice Hayes said, “I have a question about The Illinois Institute of Art program in Tinley Park, not about the actual program. The curriculum description and everything seems fine, but I wonder if there is anything there? When you look at facilities, it says that they have submitted plans for a facility, that they will have so many square feet of this, that, and the other. I wonder is there any campus there at all? It is on page 19, the second paragraph from the bottom. The criterion is that the institution shall have adequate and suitable space, equipment, and so on. But when you look at the description, it says what they have are plans. Have you seen it? What is there?”

Dr. Blankenberger said, “In the facility description, institutions, particularly those who have to wait for our approval before they can secure the facility, will give us a description of the proposed site, and they will also provide us the parameters for the delivery of the program.”

Dr. Hayes said, “So they will not actually be delivering the program until they have some place to deliver it from.”

Dr. Blankenberger said, “That is correct.”

Dr. Hayes said, “Thank you.”

Dr. Woodward said, “I am looking at the number of programs that are pending -- 212. I find that overwhelming. I know the staff has to find it overwhelming. One of my concerns happens to be that -- and I know our statutes do not allow us to make decisions based upon this -- we are supersaturating areas in the Chicago region with human service degree programs, criminal justice, and liberal studies. How many of these programs in each subregion in Chicago do we really need? Are there jobs out there for the graduates of these programs? I do not have the answer to that, but I think it is a question we ought to be looking at.”

Dr. Blankenberger said, “Under our current statutes, we do not have the ability to dissuade institutions. The competitive nature of the marketplace is intended to allow for the programs that are successful to continue and those that are not to close.”

Chairwoman Hightman said, “I think Board member Woodward hates that answer.”

Mr. Robert Ruiz said, “Do we have the authority to study the spread of programs and compare it to what the standards would be for the ability to have the students utilize those programs?”

Dr. Blankenberger said, “When an institution submits an application, even if it is from an independent institution, they are required to submit the job market analysis that the institution has done. In some cases, we ask for more information from the institution if they have defined it in a way that we believe is inconsistent with what should be appropriate. However, they are usually able to come up with a description that indicates that there is a need for the programs. As you all know, with the growth in programs such as criminal justice, were we able to employ everyone who watches CSI and wants to become a criminal justice major, that would be remarkable. But that is an area where the students have expressed a desire to pursue a degree.”

Mr. Ruiz said, “I guess my question was a little bit broader than that, and I guess I did not articulate it very well. Does the Board have the authority to conduct a study in any given region and look at whether or not there is the suggested oversaturation of programs being offered by public, private, and proprietary schools? Is having that as a backdrop to having us look at these proposals to see whether or not in our judgment this is inappropriate?”

Dr. Blankenberger said, “There is data available that would enable us to indicate, at least from employment projections from the IDES data or other data, where there is potential for employment in a field. The difficulty is student mobility. Once obtaining a degree, they can go wherever the jobs are. If we try to tie in a direct link between students graduating from a particular bachelor’s program in one region, whether they have to stay in that region, is not necessarily something that we can directly connect.”

Chairwoman Hightman said, “Well, there is a difference between doing a study and then using the results of the study as a basis for denying one of these requests.”

Mr. Ruiz said, “We seem to be making some of these decisions sort of in a vacuum. The staff has studied them, but I think the Board does not always get the full picture. I think that is part of the concern that was expressed here a little earlier.”

Chairwoman Hightman said, “I would absolutely agree with you that the staff knows a lot more than we do, but that is because that is their full-time job, and we look at the summaries. It is the nature of the beast. But the real question, I think from what I am hearing, is whether we can add this other factor in our consideration of whether to approve or reject one of these applications. I do not know if the findings of that kind of a study could be the basis for rejection if they meet the statutory standard.”

Mr. Ruiz said, “No, I am not suggesting that we use it as a basis. But as a policymaking body, we certainly should be aware of that and, if we think it is appropriate, there should be a change.”

Chairwoman Hightman said, “To the statute?”

Mr. Ruiz said, “Correct.”

Chairwoman Hightman said, “I think that is a fair point. But would it not vary based on the degree-granting authority being requested, like if you are talking about nursing versus

economics? The real question is -- every time we come here, there could be a dozen or more programs being approved, all different types of programs -- do we really have the manpower and resources to ask the staff to do that kind of analysis? That is my first reaction to what you are suggesting.”

Mr. Ruiz said, “Set of priorities.”

Chairwoman Hightman said, “I am not sure what the priorities are, but I would certainly be happy to entertain a proposal. I do not mean here, but if you want to think it through, maybe talk to Dr. Blankenberger, and see what he thinks. Maybe come up with some suggestions of how we can gather other information and have that information available to the Board as we vote on these kinds of items. I think that would be good.”

Dr. Blankenberger said, “We can certainly provide any information that you would like to see that has been submitted in support of an application as well.”

Chairwoman Hightman said, “I think we are talking about more than that.”

Father John Minogue said, “This is a slightly complex thought, but having sat on the Board for five years, including the issue we dealt with today at lunch where the Senate was looking at things, we do not look in on programs post the clearing of them here. Leave the manpower thing aside, our basic effort should be consumer protection. The Higher Learning Commission does a ten-year, a five-year, or whatever they decide review of the education. But tricks in recruiting, did the program actually go, did you get enough students to fund the faculty on site -- those things are all left to the market, which I trust. If you are selling pink tennis shoes and they do not sell, no problem. But if you are selling a four-year education, it does not sell, and you hang the student out, I think you have got a consumer protection issue. This is not easy, and it will take a little structural thinking, but I think the Board might think about looking at a post-clearance review. Pick your number -- five years, ten years out -- and see whether the creature lived. If it did not, how are you going to protect the consumers during that time?”

Chairwoman Hightman said, “By the way, if I recall correctly, I think that was one of the issues that we looked at back when I first started.”

Dr. Elmer Washington said, “According to the rubric that we have now, three years is the term that these new programs have, and then there is to be a review. Although as you indicated, it is a staff problem, I am sure.”

Chairwoman Hightman said, “Did we change our regulation to reflect what you just said?”

Dr. Washington said, “Yes we did.”

Chairwoman Hightman said, “So we are doing it. We just do not have the resources to do it as fully and comprehensively as we would all like.”

Mr. Jay Bergman said, “I would like to make a general comment that goes with what Dr. Woodward and Dr. Blankenberger said. One thing that bothers me is that many times at these meetings we are approving new programs for things such as elementary education teachers. We all know that we have plenty of elementary education teachers, yet we are approving more and

more programs. When any subject similar to this comes up, we get the same answer, which is a factual answer – we do not have the authority to look at that. Maybe this Board or committee of this Board needs to reinvent or rework Elmer’s committee, take a look at these items, and see where we may want to change things. Then if we have to go to the legislature for a change in the statute, we do so. To me, some of these things that we do are a waste.”

Chairwoman Hightman said, “I guess I do not have enough information to know whether we have too many teachers, or I do not know that I can reach a conclusion that was inferred by what you said hypothetically. But I guess I do not have any problem with us, if Elmer is willing to reactivate his subcommittee, looking at the issue. There is a part of me that thinks if it is not broke, do not fix it. I am not convinced that it is broke, but I believe there is always more information that would be helpful to us in addressing and looking at the questions that we look at our meetings. But I am not convinced that a statutory change is necessary. I could be persuaded if we did some analysis. I think we are maybe jumping to conclusions on some of this because we do not always look at all of the data that the staff looks at. I do not have a problem if you want to create some kind of subcommittee again. I am not sure if Dr. Washington is being drafted here.”

Dr. Washington said, “I think the main problem is having the capacity to do right now in terms of three-year evaluations. We should see more of that. Somehow we need to identify the resources and the procedures for doing that. We could operationalize the things we already have on the book.”

Chairwoman Hightman said, “That would address all the comments if we actually did it robustly because you would see in three years if you do not really need it and people are not getting jobs, then you would know there is a problem if they are not enrolling or whatever, and you would get more information of the type that you all were talking about. I believe in, if it is not broke, do not fix it. Maybe use what we have and recognize the resource limitations that are inherent in any state agency nowadays.

“Let us do this. Why don’t we ask Dr. Blankenberger to talk with Dr. Washington about this separately, away from the meeting, think about where we are, and think about whether there are any recommendations, given our existing statutory authority, on things that we could do differently. Maybe it is just having more information presented to the Board as we make these decisions. I am not opposed to making changes. I want to make sure the changes are needed and would make it a better quality product that we deliver.”

Dr. Washington said, “I think what we might do is look at a statistical sampling. We may not be able to do all of them, but if we identify a problem with a certain statistical number of programs, then we know we have a problem, and if we do not, we will work it out.”

Chairwoman Hightman said, “That is a good idea. Why not have you, as the chair of the prior subcommittee and Dr. Blankenberger look at it? Then you can let us know how we can improve.”

Dr. Frances Carroll said, “Clarification. Is that just the proprietary or is that all of them?”

Chairwoman Hightman said, “That is all of them. We are nondiscriminatory.”

*The Illinois Board of Higher Education, on motion made by Dr. Carroll and seconded by Dr. Nandi, hereby grants to Aurora University Authorization to Grant the Bachelor of Science in Nursing in the Central, South Metropolitan, West Suburban and Western Regions subject to the institution's implementation and maintenance of the conditions that were presented in its application and that form the basis upon which this authorization is granted.*

*And grants to Benedictine University Authorization to Grant the Associate of Arts in Business Administration, Bachelor of Arts in Criminal Justice, Bachelor of Arts in Management, Bachelor of Science in Biology and Bachelor of Science in Health Science, in the Central Region subject to the institution's implementation and maintenance of the conditions that were presented in its application and that form the basis upon which these authorizations are granted.*

*And grants to The Illinois Institute of Art – Schaumburg Authorization to Grant the Bachelor of Science in Hospitality Management in the North Suburban Region subject to the institution's implementation and maintenance of the conditions that were presented in its application and that form the basis upon which these authorizations are granted.*

*And grants to The Illinois Institute of Art – Tinley Park Authorization to Operate and to Grant the Associate of Applied Science in Graphic Design, Associate of Applied Science in Fashion Merchandising, Bachelor of Arts in Fashion Marketing and Management, Bachelor of Arts in Advertising, Bachelor of Fine Arts in Digital Photography, Bachelor of Fine Arts in Interior Design, Bachelor of Fine Arts in Media Arts and Animation, and Bachelor of Fine Arts in Visual Communications in the South Metropolitan Region subject to the institution's implementation and maintenance of the conditions that were presented in its application and that form the basis upon which this authorization is granted.*

Board member Santos Rivera voted present with regard to the program approval for Aurora University.

#### **1b. New Units of Instruction, Public Service, and Research at Public Universities**

Dr. Blankenberger briefly outlined the contents of this item. There was no discussion following his report.

*The Illinois Board of Higher Education, on motion made by Mr. Alongi and seconded by Dr. Woodward, hereby grants to Illinois State University, authorization to establish the Bachelor of Science, and Bachelor of Science in Education in Elementary Education in the Chicago Region subject to the institution's implementation and maintenance of the conditions that were presented in its application and that form the basis upon which this authorization is granted.*

Board Member Bergman voted present with regard to the program approval for Illinois State University.

*The Illinois Board of Higher Education, on motion made by Mr. Alongi and seconded by Dr. Carroll, hereby grants to Southern Illinois University Carbondale, authorization to establish the Bachelor of Science in Education in Elementary Education in the Southwestern Region subject to the institution's implementation and maintenance of the conditions that were presented in its application and that form the basis upon which this authorization is granted.*

## **2. CONSENT AGENDA**

Chairwoman Hightman said, “I need to pull out part of this because there was a question raised by a Board member. We will pull out Item 2c, and for a different reason, will pull out Item 2f. I will explain to you why in a minute. Do I have a motion to approve Items 2a, 2b, 2d, 2e, and 2g?”

*The Illinois Board of Higher Education, on motion made by Mr. Ruiz and seconded by Dr. Washington, approved the following items.*

### **2a. Board Meeting Minutes – June 21, 2010**

*The Illinois Board of Higher Education unanimously approved the Minutes of the June 21, 2010, meeting.*

### **2b. Financial Report as of June 30, 2010**

The Illinois Board of Higher Education unanimously approved the financial report dated June 30, 2010.

### **2d. Grow Your Own Teacher Education Initiative Fiscal Year 2011 Allocation**

The Illinois Board of Higher Education hereby approves the fiscal year 2011 Grow Your Own Teacher Education Initiative Grants as described above. The Board authorizes the Executive Director to make pro rata adjustments to consortia grant awards in the event that appropriated funds are reduced or unavailable

### **2e. General Grants Fiscal Year 2011 Allocation**

*The Illinois Board of Higher Education hereby approves the fiscal year 2011 General Grants described in this item. The Board authorizes the Executive Director to make adjustments to the grant awards in the event that appropriated funds are reduced or unavailable.*

### **2g. Resolution to Define a Rural Area Pursuant to House Resolution 955**

*The Illinois Board of Higher Education approves the adoption of the following resolution: Now, therefore, be it resolved by the Illinois Board of Higher Education, for the purposes of the federal Rural Development Grants for Rural-Serving Colleges and Universities pursuant to Section 861 of the Higher Education Act, that a “rural area” means the geographic area of an Illinois school district that is classified as rural or town by the National Center of Education Statistics of the U.S. Department of Education and these areas are identified in Table I of this item.*

### **2f. Amendments to Internal Rules: Public Information, Rulemaking, and Organization**

Chairwoman Hightman said, “Let me go to Item 2f first. It is simpler. I believe our Faculty Advisory Council Chair wants to make a comment about this before we actually pass it.”

Dr. Abbas Aminmansour, Faculty Advisory Council Chair, said, “Thank you Madam Chairwoman and members of the Board. On behalf of the Faculty Advisory Council, I would like to offer our most sincere gratitude and appreciation for your consideration of the change in the language and the internal rules of the Board to include a faculty member from public universities on the Board. Thank you.”

*The Illinois Board of Higher Education, on motion made by Dr. Washington and seconded by Mr. Ruiz, hereby adopts the amendments for Public Information, Rulemaking, and Organization (23 Ill. Adm. Code 5050) as detailed in the attached document.*

## **2c. Public University Noninstructional Capital Project Approval**

Chairwoman Hightman said, “Now Item 2c. I want to separate out the first item in 2c, which is the University of Illinois, from the other two, which are similar ground lease issues. First let us address the first item in Item 2c, which is University of Illinois at Springfield Apartment Building Housing Renovations. Are there any questions or comments?”

Mr. Benjaih said, “Yes. With this particular item, the main issue and the issue that will precede the next ones as well, is the fact that there is no notice of intent submitted to the Board. Although it was submitted to the staff, it never got forwarded to the Board itself. I checked with my predecessor in this position; he did not receive that intent, and he does not have any notification of intent of any prior noninstructional capital projects. The notice of intent, as you will recall, was passed last August as an amendment and went into effect last December 8. It seems to me that we need to adhere to our ruling, which is a ruling that states that we need to have a notice of intent from anyone intending as a first stage of a process for a noninstructional capital expense. The reason I asked to separate these items specifically is because the University of Illinois did actually submit the notice of intent to the Board on May 11. That was not forwarded to Board members, therefore we were not alerted of it, and there is a little glitch there for sure. But I feel that it is imperative that the Board actually receives this information, and I would like to know how the others of you feel on that. Thank you.”

Chairwoman Hightman said, “The issue at hand that you have raised with regard to this item is really an interpretation of the regulation that we adopted. I am going to ask Dr. Mike Baumgartner to come up and address it. But my understanding is that, and Mike please correct me if I am wrong, there is no provision of that new rule that requires individual Board members to separately receive a notice of intent. The rule requires that the notice of intent goes to the Illinois Board of Higher Education itself, right?”

Dr. Baumgartner said, “That is correct. Let me add that we do send you, in the weekly updates that you receive as Board members, notice of intent information as we get it. There is one that the Board member mentioned -- the University of Illinois at Springfield project -- that slipped by me somehow, and I apologize for that. It was in the July 16 update to the Board, but did not come in May. But generally, we do receive them, and I try to get them to you. Sometimes we have to clarify them with the institutions.”

Chairwoman Hightman said, “But the rule we adopted does not require you to tell us that; you just do it as a matter of course, right?”

Dr. Baumgartner said, “That is correct.”

Chairwoman Hightman said, “So there is not a violation of the rule that you waited a month or two later to let the Board know?”

Dr. Baumgartner said, “Not that I am aware of.”

Chairwoman Hightman said, “I think that addresses the legal issue. I do not believe that there is a legal problem, at least the legal problem that was identified. If that is the only issue you have with regard to the University of Illinois at Springfield item, I think we should vote on that one. I know you have issues with the other two that are different issues.”

Mr. Benjaih said, “That is primarily the issue. I am looking at the notice of intent as it is worded, and when we say this action known to the Board by completing a notice of intent on a form provided by the Board; we are the Board, and if we do not receive that notification, then how are we profited as Board members by a notice of intent? How does it do anything for us?”

Chairwoman Hightman said, “Let me address your issue. It is just a process issue. First of all, because of issues regarding noninstructional capital projects that have come up in the past three years, we decided proactively to adopt the rule that we adopted, which is designed to give us more information and more notice in advance of these projects being so far along that we have no real say. It was based on what we thought was the best way to provide notice. What I am saying is you are raising an issue that does not rise to the level of being a violation of the regulation that we adopted, but what you are raising is a process issue, which I think is a valid issue. What I am going to ask Dr. Baumgartner to do is to perhaps send out a separate letter as soon as you receive a notice of intent from any higher education institution regarding a noninstructional capital project so we get those notices immediately. I think that would address David’s concern. It does not change what happened here, which I do not think rises to the level of a violation of our rule, but in the future that way we will get timely notice. I would just point out that there is no instance that I am aware of where individual Board members get personal copies or filings from any party that files filings here at the Illinois Board of Higher Education. That is just not the way it works. In the interest of constantly improving and trying to have more transparency, which is what the rule is all about, I think that it is a good idea, David. If Mike can make sure that we are informed of the notices once you get them, then that will avoid this problem from occurring in the future.”

Mr. Benjaih said, “I have another point on this. Could I make it please?”

Chairwoman Hightman said, “Yes.”

Mr. Benjaih said, “First, I thank you very much. I appreciate and will appreciate in the future receiving those notices. That will be quite helpful. Another thing, I did speak with Mike Mann on this matter and he did look at the project, and I do not have an objection to the project, but as he was there looking at the project, could we also request that when staff members look at projects that they take a few pictures and also forward those to us as Board members so that we can see what is going on?”

Chairwoman Hightman said, “Are you going to pay for the digital camera?”

Mr. Benjaih said, “You do not have one?”

Chairwoman Hightman said, “No, we do not.”

Mr. Benjaih said, "Use your phone."

Chairwoman Hightman said, "We could figure out something. We will do what we can do with what we have. I do not think that is a bad idea. Let us just figure out how we can do that."

Mr. Benjaih said, "Thank you."

Father Minogue said, "This came about on an \$80,000 stadium that was going to assess fees to students to get built. We thought we had some oversight to make sure that did not have bad implications for the students. I really do not need to see the structural plans of anything. I do want to make sure that the impact on students has some positive effect and does not burden them with fees that may not make a whole lot of sense to them."

Chairwoman Hightman said, "This has been looked at by the staff, and they are recommending that it be approved in light of all the factors including the impact on students, right?"

Dr. Baumgartner said, "Yes. The residence halls only impacts students who are residing in the residence halls."

Chairwoman Hightman said, "There is a motion. We have had conversation. Are there any other comments?"

*The Illinois Board of Higher Education, on motion made by Dr. Hayes and seconded by Dr. Carroll, hereby approves the noninstructional capital project University of Illinois at Springfield Apartment Building Housing Renovations included in this item.*

Chairwoman Hightman said, "The first item of Item 2c has been approved. That leaves us with the last two items, which are the Illinois State University Ground Lease/Student Housing Development project and the Northern Illinois University Ground Lease/Student Housing Development project. These are ground lease projects as opposed to owning a structure. Is there a motion? Are there any questions or comments? David, do you want to make any comments?"

Mr. Benjaih said, "Yes. I definitely have comments. These are massive projects and that is not the issue of it. The Illinois State University project is \$60 million and the Northern Illinois University project is \$80 million. The issue is that there was actually no notice of intent issued by either of these parties; therefore they are actually in violation of the ruling that I have mentioned. I know that there has been discussion internally as to whether or not these did fall under a noninstructional heading, but they are posted as such, and as there is a necessity for any institution using the Collegiate Housing Foundation, which is the ground lease foundation that is taking part here, you would actually have to join the foundation and that is a fair amount of money as well as the membership fee that is due every year. That is a lot when we start looking at those numbers. Over the course of an Illinois State University project, that is \$10 million. To say that it is not a capital expenditure is not exactly right. I feel that this is being openly done in violation of our ruling of requiring that they submit a notice of intent."

Mr. Bergman said, "I think it would help if we defined when these advance notices needed to be filed. It seems to me that it needs to be filed at such time that you engage architects

to put something together on the project, but I do not know. Again, I am not objecting to any one of these projects, but perhaps we should define further when these advance notices should be filed with us because you are talking about the Illinois State University deal, and I am going to assume Northern Illinois University is the same. They have been discussed on campus for quite some time, and I am sure any university wants to follow the rules if they have a clear understanding of what those rules say.”

Chairwoman Hightman said, “I think that the issue in this case is not about the timing. We adopted a regulation that says all that and addresses that question. But I do not think that is the question that causes the issue here. My understanding is that the reason there is an issue is because these really are not true noninstructional capital projects. Projects like this have been done in the past without even coming to this Board because they are not owned by the universities. They do not technically fall under our jurisdiction, one could argue. That is what David was alluding to. There was a discussion internally about whether we have any authority to even consider these items. I do not think it was a question of the timing waiting too long. The real question was did these projects need to be treated like traditional, noninstructional capital projects that are owned by universities. My understanding is, and we can have Bill Feurer step up here if we need further clarification on this, that we decided to bring these to the Board in the interest of full transparency and to have it before everyone so there is no question of what is going on here when we do not really believe we have jurisdiction over these, and therefore, that is why the notices were not sent in the first place. Second of all, given what has happened, we do not have jurisdiction we do not believe, and there are other activities that have happened. There are other actions that have been taken, including legislative actions, that in my view and in our counsel’s view, I do not want to misspeak, but Bill will correct me if I am wrong, we could not even stop these projects if we chose to now. And I am not suggesting that we choose to. I do not think this is anything like the issue that you were describing. I do not think there is a question about our rules being unclear about when the notice has to be provided. What this is about is whether these projects are the type that is even covered by that rule in the first place, and therefore, whether it is also the statute.”

Mr. Benjaih said, “That is the point that I made. I do not believe that they do fall under that from what I can pick out from all the information that I have gathered.”

Chairwoman Hightman said, “The problem is our legal counsel has concluded that they do not. That is why we have legal counsel. In the interest of full transparency and full disclosure here because nobody has anything to hide, but we only have so much authority, we wanted to bring these before the Board so they understood what is going on. Honestly, as I look at the write-up on these two projects, I think that they are a great idea, a great way to build dorms. We can fall on the niceties of form and all that, but the substance of this, to me, is all positive for students. If the universities owned these projects, there would be worse ramifications for students if something failed. I think we are all better off with this kind of project being done as opposed to the traditional project. Mike, am I on the right path here?”

Dr. Baumgartner said, “I think that, given the current environment, this is an excellent way for the institutions to get these projects underway that they may have difficulty with otherwise, and I think that we will probably see more of this. It is coming across the country.”

Chairwoman Hightman said, “While, David, I understand you have an issue, Jay, I hope I addressed your issue because I do not think it is a timing issue.”

Mr. Bergman said, "It might have been on the first one, the University of Illinois at Springfield project. But in any event, I had the same feeling, but I understand what you are saying. It is not the central problem on these two. But everybody should know specifically when these advance notices should be filed."

Chairwoman Hightman said, "Does staff believe that the rule is working the way that we intended? Putting aside the issue that was raised earlier about the individual Board members knowing, do you think this is working timing-wise?"

Dr. Baumgartner said, "Yes, and again, we try to get them to you shortly after we receive them. There are some that we get that are tentative from the institutions that will say here is what we talked about, but this is on hold indefinitely. For those, we will have to make a determination. We can go ahead and send them out and say that, by the way, this is on hold perhaps indefinitely."

Chairwoman Hightman said, "I guess that is not my question. My real question is do you believe that the way the rule is written, the institutions of higher education that need to file notices are filing the notices timely enough for us to have an active, credible say?"

Dr. Baumgartner said, "Yes, I do."

Chairwoman Hightman said, "I think that is really the answer. Are there any other comments now that have not been stated yet? If not, is there a second?"

Mr. Bergman said, "Wait a minute, which are we voting on?"

Chairwoman Hightman said, "You want to separate them. The conversation related to both the second and third items in Item 2c. Let us do this. Let us do Item 2c, No. 2 first, which is Illinois State University Ground Lease/Student Housing Development project. All in favor of approval of Item 2c, No. 2, which is the Illinois State University Ground Lease/Student Housing Development project."

Mr. Ruiz said, "I am sorry. I have a point of order. Do you have a motion that separates it?"

Chairwoman Hightman said, "You are right. I do not. Let us go back. Let us revise the motion. Do I have a revised motion to approve Item 2c, No. 2, Illinois State University's Ground Lease/Student Housing Development project?"

*The Illinois Board of Higher Education, on motion made by Dr. Nandi and seconded by Dr. Carroll, hereby approves the noninstructional capital project for Illinois State University Ground Lease/Student Housing Development project included in this item.*

Mr. Bergman voted present with regard to the program approval for the Illinois State University Ground Lease/Student Housing Development project included in this item.

Mr. Benjaih voted no with regard to the program approval for the Illinois State University-Ground Lease/Student Housing Development project included in this item.

Chairwoman Hightman said, "Then we will do No. 3 of Item 2c, which is the Northern Illinois University Ground Lease/Student Housing Development project. Is there a motion?"

*The Illinois Board of Higher Education, on motion made by Dr. Washington and seconded by Dr. Hayes, hereby approves the noninstructional capital project for Northern Illinois University Ground Lease/Student Housing Development project included in this item.*

Mr. Benjaih voted no with regard to the program approval for the Northern Illinois University Ground Lease/Student Housing Development project included in this item.

### **3. INFORMATION ITEMS**

#### **3a. Fiscal Year 2011 Appropriations for Higher Education General Assembly Action (Mike Baumgartner)**

Chairwoman Hightman said, "I am not sure if you intended to present anything. I know we have material to talk about the budget, FY2011. Mike is available. Do you want to give us a 30-second overview?"

Dr. Baumgartner said, "You really covered everything that I had intended to cover in my 30-second overview. I am happy to take any questions, but there was not that much action on August 3."

#### **3b. 96<sup>th</sup> General Assembly Legislative Report (Don Sevener)**

Chairwoman Hightman said, "Don is there anything you want to cover on the legislative report?"

Mr. Don Sevener said, "No, those are simply bills that the Governor has signed since our last Board meeting."

### **4. OTHER MATTERS/PUBLIC COMMENT PERIOD**

Chairwoman Hightman said, "The next meeting of the Board of Higher Education will be on October 5 at Oakton Community College and will include lunch with the Student Advisory Committee. Thank you all. Have a good rest of the summer. We will see you in October."

There being no further business to come before the Board, Chairwoman Hightman adjourned the meeting at 3:30 p.m.

Respectfully submitted by Linda Oseland, Secretary to the Board.

Note: Copies of all items referred to in the minutes (i.e., letters, statements, reports, etc.) are on file with the official minutes of the August 10, 2010, meeting.

