Higher Education Branch Campuses in Washington State

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August 2003

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WASHINGTON STATE INSTITUTE FOR PUBLIC POLICY

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EXECUTIVE SUMMARY

Study Direction

The 1989 Legislature established five branch campuses operated by the state's two public research universities, the University of Washington (UW) and Washington State University (WSU). To review the role branch campuses have played in Washington's higher education system, a bill before the 2002 Legislature[1] directed the Washington State Institute for Public Policy (Institute) to examine:

- The original mission of branch campuses;
- Whether branch campuses are meeting their original mission; and
- Whether key factors that led to the creation of branch campuses have changed.

The first two questions were answered in the December 2002 interim report. This report addresses the last question and describes policy options for legislative consideration.

Current Challenges: Growing Demands on Scarce Resources

Policymakers face difficult challenges in the near future. Student and labor market demand for higher education in Washington State are both rising, while per-student state support is declining. How can funding be most efficiently allocated among the state's higher education resources? Where is the capacity to absorb the enrollment growth expected over the next ten years?

The branch campuses comprise 2.4 percent of Washington's public higher education enrollment (6 percent of public four-year enrollment). Although the branches' role in the system is small, there are two policy objectives that merit legislative attention. To get the most value from branch campuses, the state could consider actions that: ***align branch campus policies with the state's higher education goals*** and ***improve the branch two plus two model***.

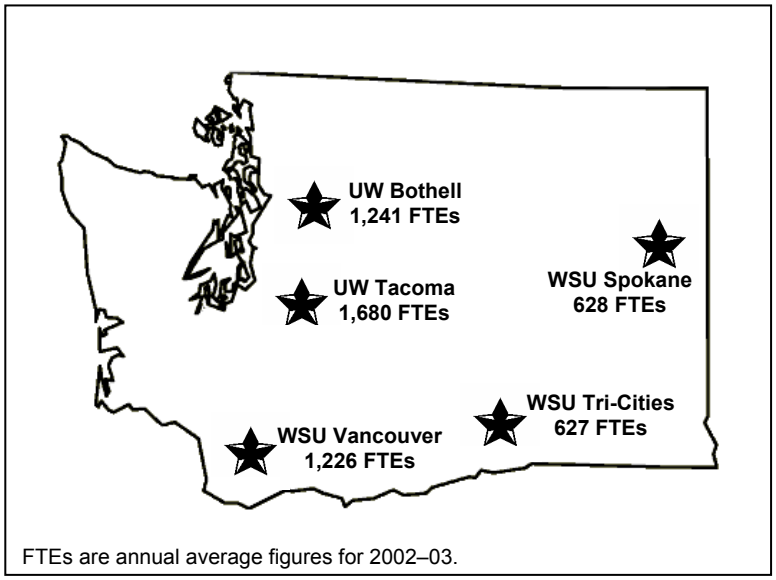
[1] ESSB 6387, Section 608(11), Chapter 371, Laws of 2002 (partially vetoed). Although the language providing for the study was vetoed, the Institute's Board of Directors directed staff to examine these questions.

Background

Why Branch Campuses?

The Higher Education Coordinating Board's (HECB) first master plan in 1987 concluded that existing upper division and graduate higher education programs were inadequate for the state's population. Consequently, the 1989 Legislature established five branch campuses operated by the state's two public research universities; the campuses were located in growing urban areas (see Exhibit 1).

Exhibit 1
Washington Created Five Branch Campuses in 1989



FTEs are annual average figures for 2002–03.

Washington's branch campuses were charged with the following missions:

- **Increase access to higher education.** Branch campuses were directed to focus on upper division and graduate programs, target placebound students, and rely on a two plus two model[2] in cooperation with local community and technical colleges.
- **Promote regional economic development.** Branch campuses were to respond to demand for degrees from local businesses and support regional economies through research activities.

Interim Report Findings

The Institute's interim report on branch campuses analyzed data from state and national higher education databases and concluded that the branches are responding to their regional missions.

- **Branch campuses have expanded access to higher education.** The five branch campuses accounted for half of statewide upper division and graduate public enrollment growth since 1990. Branches enroll increasing numbers of transfer students each year, and data analysis indicates branches target placebound (local, older, working, part-time) students.
- **Branch campuses contribute to regional economic development.** Branch campuses positively affect local economies, although the extent of their economic impact has not been measured. Data analysis reveals that branch degree programs roughly correspond with regional occupational projections.

[2] The branch campus "two plus two model" means that all students transfer from other schools (usually community colleges) and enroll at branches as juniors.

Final Report Findings

This report is based on site visits to the branch campuses and nine community colleges; interviews with local business and community leaders; analysis of data from branches, other higher education institutions, and the HECB; review of research literature; and a contracted study by the National Center for Higher Education Management Systems (NCHEMS) reviewing other states' experiences with similar campuses. Key findings regarding the upper division structure of the branch campuses, their costs, and other factors influencing their evolution follow.

The Upper Division Structure of Branch Campuses

The UW and WSU branches were created as upper division campuses to complement Washington's community and technical college system, which provides extensive lower division opportunities across the state. Decision-makers in 1989 may not have anticipated the unusual restrictions this structure places on branch campus students. The effect of these restrictions is apparent in a sample of branch campus graduates examined for this study.

While students earning undergraduate degrees at branch campuses do not appear to take more total credits than other students, on average, branch graduates tend to take more upper division credits than students who transfer to four-year institutions. Students who transfer to branch campuses cannot take lower division courses at the branch in their junior and senior years, while students who transfer to four-year institutions earn 16 to 27 percent of their lower division credits during those years.

What Makes Branch Campuses More Costly?

Several factors make branch campuses more costly than other public higher education institutions in Washington State.

- ***Upper Division Structure.*** On average, lower division instruction per full-time equivalent (FTE) student is 44 percent less costly than upper division.
- ***Research Mission.*** Branches are funded as research institutions, which spend 24 percent more on instruction per upper division annual FTE than comprehensives (Central, Eastern, and Western Universities and The Evergreen State College).
- ***More Part-Time Students.*** Fixed costs per FTE are higher at schools that serve more part-time students. There are 1.03 to 1.08 students per FTE at Washington's four-year institutions and 1.2 to 1.9 students per FTE at the branches.
- ***Program Mix.*** High-cost programs make some branch campuses more expensive than others. However, only the WSU Spokane campus concentrates on high-cost programs.
- ***Size.*** Branch campuses have not achieved the economies of scale of other institutions. The branches are small, with enrollments between 627 and 1,680 annual average FTEs.
- ***Newness.*** Start-up costs associated with new programs have a disproportionate impact on branch campuses. With 8 percent of the state's faculty and staff, branches accounted for 26 percent of new and expanded programs from 2000 to 2002.

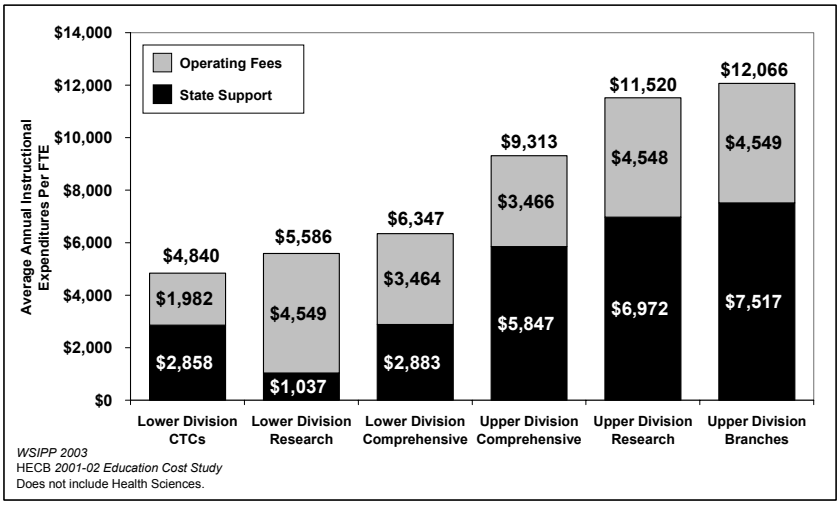
As branch campuses grow, costs associated with their small size and newness will diminish. The higher costs associated with their current mission and structure, however, will remain.

Exhibit 2 displays the per FTE expenditures at branch campuses and other public higher education institutions in Washington.

Exhibit 2

The Higher Cost of Branch Campus FTEs

2002 State Support and Operating Fees for Undergraduate Instruction



WSIPP 2003
HECB *2001-02 Education Cost Study*
Does not include Health Sciences.

Cost of Degree Attainment in Washington State

Estimates of the state support and tuition expenditures associated with all four years of a baccalaureate degree are based on total credits earned by Washington graduates in the 2000–2001 academic year. Cost estimates were developed for a sample of graduates for whom data was available and who took the educational pathways described in Exhibit 3.

Exhibit 3

Total Tuition and State Supported Instructional Expenditures

2000–2001 Washington State Baccalaureate Graduates

Student Pathway	Arts and Sciences Majors	Business Majors
Research Direct *Direct entry students at UW and WSU main campuses*	$29,700	$34,100
Comprehensive Direct *Direct entry students at CWU and EWU main campuses*	$30,800	$30,000
Research Transfer *CTC* transfer students to UW and WSU main campuses*	$28,300	$32,200
Comprehensive Transfer *CTC transfer students to CWU and EWU main campuses*	$29,400	$27,900
Branch Campus *CTC transfer students to branch campuses*	$31,000	$36,300

*CTC refers to community and technical colleges.
Sources: HECB *2001-02 Education Cost Study* and SBCTC *2000-2001 Cohort Study*

Compared with public four-year institutions, branch campuses are a more expensive option for the two majors examined for this study (data were not available for other majors). Given limitations in the data, however, observed differences should not be used for budgetary decisions. These cost estimates represent a snapshot of a particular point in time and may

not represent current costs; additionally, the estimates do not account for costs associated with students who do not transfer from community colleges or do not graduate once they have transferred.

Factors Influencing Branch Campus' Evolution

The NCHEMS review of other states' experiences concluded that "[s]trong pressures both inside (within the academic culture of the branch and the host institution) and outside (community and political forces) tend to push the branches away from their original missions and toward the more traditional research university mission." This is a typical evolutionary pattern for branch campuses with a similar structure and mission across the nation.

In addition to the branches' upper division structure and the high costs associated with them, factors influencing their evolution include the following:

- **Relationships with community and technical colleges:** Branch campuses work with numerous community and technical colleges to align academic programs and facilitate student transfer. With varying effectiveness, individual institutions collaborate and agree on program content and requirements. A lack of resources devoted to transfer, as well as differences in organizational culture, academic calendars, and degree offerings, present challenges to collaboration for representatives from branch campuses and community and technical colleges.

- **Ties to main campuses:** The UW and WSU each have broad missions, but their branch campuses are more specialized. The NCHEMS review found that branch campuses benefit by having autonomy to respond to their different missions and local needs as intended. The UW has a governance model that provides significant autonomy for its branch campuses, with the tradeoff being increased isolation for faculty and students from the main campus. WSU has a more integrated governance approach but is moving toward greater autonomy for its branches.

- **Community role:** Local communities have played a significant role in branch campus development and continue to influence their growth. Communities pressure the branches to expand in many ways, including developing new programs and other initiatives to support local economic development. The NCHEMS review notes that communities in other states with upper division campuses "never fully embraced the idea of 'half a university'" and lobbied state legislatures for traditional, four-year universities.

Opportunities for Legislative Direction

Washington's branch campuses are influenced by significant internal and external factors that are moving them away from their original missions. Absent legislative intervention, most branch campuses likely will evolve in the direction of traditional, four-year institutions. Two policy objectives provide opportunities for legislative direction; these are described below. Each objective calls for actions or decisions by policymakers regarding the future of each campus.

Policy Objective I: Align Branch Campuses With the State's Higher Education Goals

Changes in the policy landscape—in the demand, financing, and supply of higher education—influence all of Washington's higher education institutions, including branch campuses. The future roles, missions, and structures of branch campuses are evolving as the state responds to an economic climate very different from the 1990s, when the branches were created. As decision-makers define strategic options for higher education, the following policy areas regarding branch campuses should be considered:

1. Is the designation of each branch campus as a research institution appropriate? What is an appropriate funding level for each campus?
2. Is there need for any branch campus to become a four-year school, given the anticipated supply and demand of higher education in Washington State?
3. Will placebound students continue to receive priority status at branch campuses given the growth of other student populations and other providers serving this niche?
4. What is the role of each branch campus in offering doctoral degrees? What is the state's need and capacity for doctoral programs?

Policy Objective II: Improve the Branch Campus Two Plus Two Model

The upper division structure of branch campuses requires greater collaboration among research universities and community and technical colleges while it also imposes unusual restrictions on student course-taking behavior. Branch campus graduates take more upper division courses than graduates from other institutions, and they cannot take lower division courses at their degree-granting institution. Difficulties with collaboration and inefficiencies associated with the upper division structure make the branches' original structure less viable. If policymakers decide Washington's branch campuses will retain their predominately upper division structure, two courses of action deserve consideration:

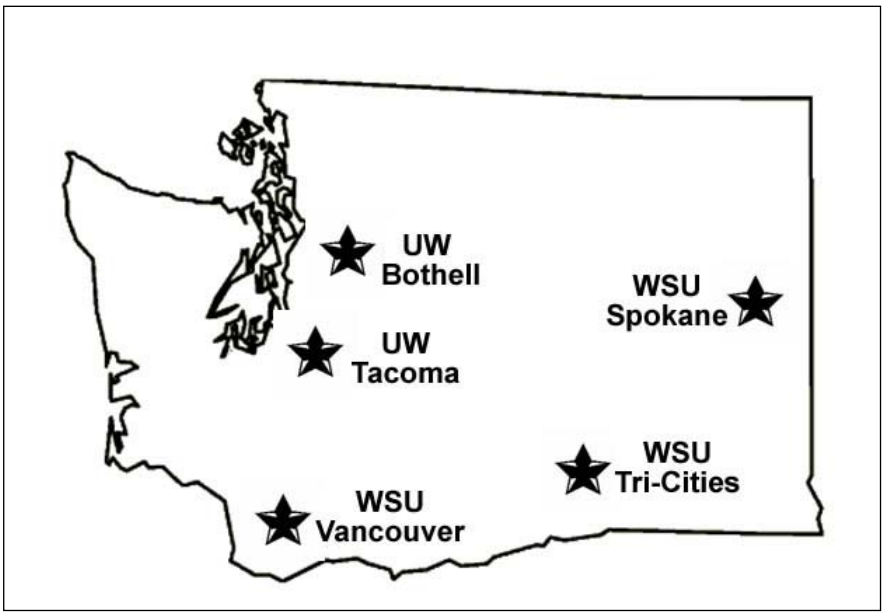
1. Improve collaboration among branch campuses and community and technical colleges: clarify roles, provide resources or rewards, and/or coordinate academic calendars.
2. Relax restrictions on which institutions can provide lower and upper division courses: clarify decision-making authority, explicitly define the upper limit for the number and type of lower division courses at branches, and consider allowing selected upper division courses at some community colleges.

These policy options are not mutually exclusive and some could be combined and applied to branch campuses in various combinations. Each branch campus has a distinct local context, including academic programs, faculty expertise, student demographics, nearby industries, and neighboring higher education institutions. Decisions regarding their future should be made separately for each campus to reflect regional assets and needs. More information regarding student and labor market demand for higher education, as well as clarity regarding decision-making authority and the state's goals for higher education, are needed to guide decisions regarding branch campuses' (and other institutions') futures.

INTRODUCTION

This report examines current issues regarding the branch campuses of the University of Washington (UW) and Washington State University (WSU). In 1989, the Washington State Legislature established five branch campuses in growing urban areas across the state to expand access to baccalaureate and graduate education and to promote regional economic development (see Exhibit 4).

Exhibit 4
UW and WSU Branch Campuses



Study Direction

This study is guided by the following questions, posed by the 2002 Legislature:[3]

1) What was the original mission of the branch campuses?
2) To what extent are the branch campuses meeting that mission?
3) How have key factors changed since 1989 (including student demographics, demand for and availability of higher education, and local or state labor markets)?
4) What range of policy options can the legislature consider regarding branch campuses?

[3] ESSB 6387, Section 608(11), Chapter 371, Laws of 2002. The language providing for the study was vetoed from the final budget, but the Institute's Board of Directors directed staff to undertake the study as intended by the Legislature.

In December 2002, the Washington State Institute for Public Policy (Institute) published an interim report[4] that relied on policy documents and data analyses to examine whether branch campuses are serving their intended purpose. These interim report findings are summarized in Section I.

Study Methods

Building on the quantitative data analyses in the interim report, the Institute relied on a variety of methods to complete its study of branch campuses:

- **Site visits** to each branch campus and primary feeder community colleges (see Appendix A)
- **Interviews** with local business and community leaders (see Appendix A)
- **Analysis of costs** at branch campuses in Washington State (see Appendix C)
- **Review of accreditation reports** and other materials provided by branches
- **Review of research literature** addressing issues raised during site visits and interviews, with an emphasis on transfer and articulation policies and practices
- **Contracted study** by the National Center for Higher Education Management Systems (NCHEMS) summarizing other states' experiences (see Appendix D)

An **advisory committee** guided the Institute's analysis of the information collected and reviewed drafts of the report. The committee was composed of representatives from Washington State University (WSU), the University of Washington (UW), the Higher Education Coordinating Board (HECB), the State Board for Community and Technical Colleges (SBCTC), Central Washington University (CWU), and the Office of Financial Management (OFM).

This report focuses on the following five questions:

Research Questions

1. ***What common issues do branch campuses face?***
2. ***What is the current institutional direction of each branch campus?***
3. ***What costs are associated with branch campuses?***
4. ***What are the experiences of other states in attempting to improve access to higher education and fostering economic development?***
5. ***What policy options can be considered for the future of branch campuses?***

[4] Annie Pennucci, *Higher Education Branch Campuses in Washington State: Interim Report* (Olympia: Washington State Institute for Public Policy, December 2002), <http://www.wsipp.wa.gov/education/pdf/BranchCampusInterim.pdf>.

SECTION I. MISSION, PERFORMANCE, AND POLICY ENVIRONMENT

This section summarizes the Institute's December 2002 interim report findings, as well as the current higher education policy environment.

Interim Report Findings

The interim report primarily relied on policy documents and data analyses and provides much of the supporting data referenced in this report. Its findings follow.

Why Were Branch Campuses Created?

When the Higher Education Coordinating Board (HECB) published its first master plan for higher education in 1987, it concluded that Washington needed increased access to upper division and graduate higher education programs, particularly in urban areas. This conclusion was based on Washington residents' low rates of enrollment in and completion of baccalaureate programs compared with other states. In response, the 1989 Legislature established five branch campuses in growing urban areas operated by the two research universities. The University of Washington (UW) campuses are located in Tacoma and Bothell; the Washington State University (WSU) campuses are in Vancouver, the Tri-Cities, and Spokane.

Through legislation and HECB policy, branch campuses were charged with a dual mission to (1) expand access to upper division and graduate higher education and (2) foster regional economic development.[5] They were established as *upper division* campuses that provide the last two years of baccalaureate programs (as well as graduate programs). Exhibit 5 summarizes the branch campus mission and policy direction.

Exhibit 5
Branch Campus Missions
Established by Legislative Direction and HECB Policy

Objective	Policy Direction
Expand Access to Higher Education	• Focus on upper division baccalaureate and master's programs • Operate a two plus two model in cooperation with community colleges • Target placebound students
Foster Regional Economic Development	• Respond to demand for particular degrees • Support local economies through research activities

[5] RCW 28B.45.010 and Higher Education Coordinating Board, *Design for the 21st Century: Expanding Higher Education Opportunity in Washington* (Olympia, WA: HECB, July 1, 1990).

Purpose of Upper Division Campuses. The mission and structure given to Washington's branch campuses is common across the nation. The primary function of upper division campuses "is to serve students transferring from community and junior colleges and senior institutions."[6] At least 24 such campuses were created in the United States during the 1960s and 70s, largely in "response to the increasing number of community college students who wanted to pursue baccalaureate degrees."[7] These institutions were also created to meet local labor market and student demand for higher education.

Washington's branch campuses were intended to complement education provided by the state's geographically distributed and relatively large community college system. Washington is one of only five states with over half its higher education enrollment in two-year schools.[8] The branch campuses operate on a two plus two model; predominantly, community colleges (and to a lesser extent, four-year schools) provide the freshman and sophomore years, and branch campuses provide the junior and senior years of baccalaureate degree programs.[9] Washington's branch campuses were also tied to the state's research universities to promote local economic development, including responding to labor market needs.

Has Access to Upper Division and Graduate Education Increased?

Compared with other states, Washington continues to rank relatively low in upper division and graduate enrollment. However, most indicators examined in the interim report suggest that access *has* expanded in Washington State. Between 1990 and 2001:

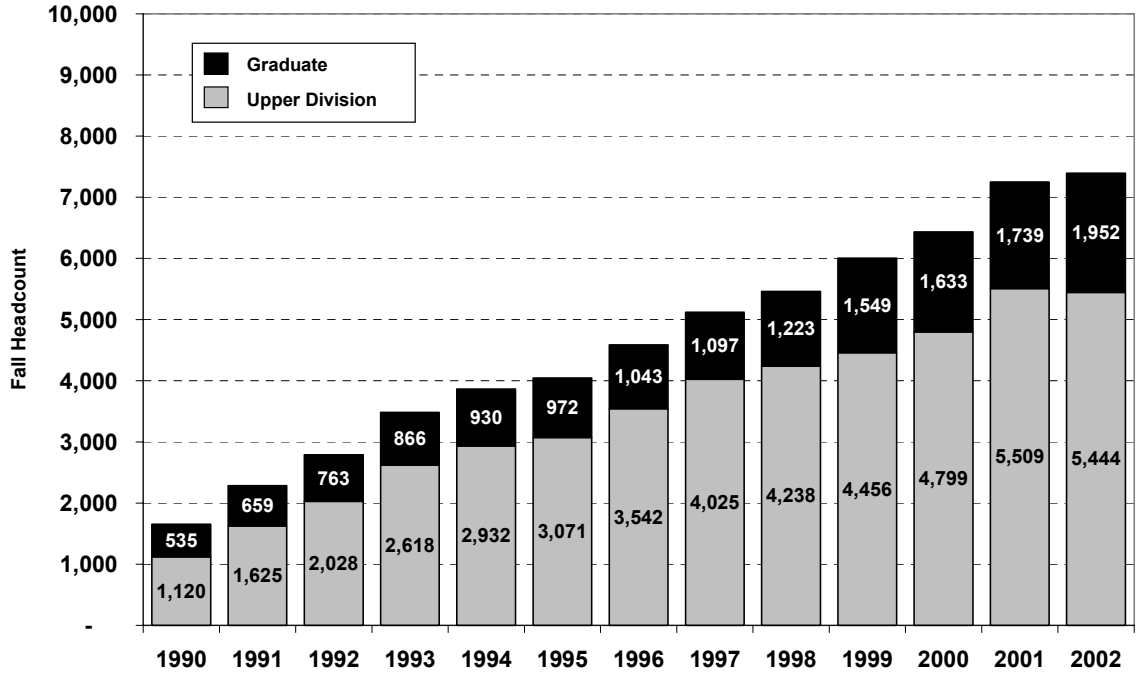
- Upper division enrollment increased by approximately 8,000 students, and graduate enrollment increased by 3,000 students.
- Participation rates increased for younger age groups; this measure reveals that upper division and graduate enrollment of those who traditionally attend college increased faster than the rest of the population.
- Other indicators of access also increased, including degree attainment rates and the percentage of Washington's citizens who live near a public baccalaureate institution.

Role of Branch Campuses. The branch campuses have grown steadily, accounting for half of upper division and graduate public enrollment growth since 1990 (see Exhibit 6). Within targeted urban areas where they are located, branch campuses accounted for 84 percent of this increase. As of the fall of 2002, branch campuses made up 11.5

[6] Frederick C. Kintzer, "The Role of the Upper-Level University in American Higher Education," *Community College Frontiers* 7, no. 4 (Summer 1979): 37.
[7] Sue Briggs, "How the Upper Half Lives: A Study of United States Public Upper-Level Higher Education Institutions" (Ph.D. diss., University of Maryland, 1995), 3.
[8] The other four states are California, Arizona, Nevada, and Wyoming; <http://chronicle.com/weekly/almanac/2002/maps/proportion_4year.htm>, accessed April 22, 2003.
[9] RCW 28B.45.010.

percent of upper division and 12 percent of graduate headcount enrollments in Washington's public higher education system.[10]

Exhibit 6
Branch Campuses Have Grown Steadily
Combined Enrollment, Fall 1990–2002



WSIPP 2003
Source: OFM Higher Education Enrollment Reports. Includes state-supported enrollment only.

Do Branch Campuses Target Placebound Students?

Data examined in the interim report indicate that branch campuses target placebound students:

- Branch campuses enroll proportionately more older and part-time students than the UW and WSU main campuses.
- Increasing numbers and proportions of students from nearby counties attend branch campuses.

[10] Based on *total* enrollments (including lower division at other schools), branches enrolled 7.7 percent of public baccalaureate students and 2.4 percent of all state-supported students (including those at community and technical colleges). Based on *full-time equivalents* (FTEs), branches had 6 percent of all state-supported enrollment in baccalaureate institutions in the fall of 2002. The FTE percentage is lower because branches enroll more part-time students. Office of Financial Management, *Full Time Equivalent (FTE) Budget Driver Report, Fall 2002,* <http://www.ofm.wa.gov/hied/bd/BudDrivF021.pdf>, accessed April 18, 2003.

- Branch campuses offer at least half their classes in the evening and on weekends, and one- to two-thirds of branch campus degree programs can be completed entirely on a non-traditional schedule.

Do Branch Campuses Respond to the Demands of Their Regional Labor Markets?

When branch campuses were created in 1989, plans developed by UW, WSU, and the HECB focused on baccalaureate arts and sciences and applied master's degree programs. WSU Spokane was intended to be somewhat different from the other branch campuses; its degree programs were to focus on health sciences, engineering, and architecture at the graduate level. Degree programs implemented at the branch campuses have generally followed the original plans.

Comparison With Occupational Projections. Students' majors across the branch campuses are mostly concentrated in the business, education, and health fields, as well as liberal arts, which can be applied to a variety of occupational fields. Computer and social sciences are also frequent majors for branch campus students. Current occupational projections in branch campus target areas tend to be concentrated in the business, education, health, and engineering fields. Branch campus degree programs loosely mirror current occupational projections.

Degree Production. Statewide degree production has increased over the last decade at the baccalaureate and master's levels, but not the doctoral level. During the 1999–2000 school year, branch campuses accounted for approximately 9 percent of all degrees granted by public baccalaureate institutions in Washington State. Exhibit 7 summarizes the most recent data available regarding branch campus degrees granted.[11]

Exhibit 7
Branch Campuses Account for 9 Percent of Public Degrees Granted in Washington
Degrees Granted, 1999–2000 School Year

Type of Degree	Branch Campuses	Percent of UW and WSU Degrees	Percent of Degrees From Washington Public Institutions
Baccalaureate	1,417	13.5%	7.8%
Master's/Professional	636	16.9%	12.8%
Doctoral	2	0.3%	0.3%
All	2,055	14.4%	8.9%

Source: Institute analysis of IPEDS data. WSU branch degree data provided by WSU.

[11] These figures are estimates. WSU degree data indicate the campus where students are last enrolled prior to completing their degrees; students sometimes move among campuses while enrolled in degree programs. Excluded from branch campus degree counts are WSU students enrolled at two campuses simultaneously and missing data regarding campus (approximately 8 percent of WSU graduates).

How Do Branch Campuses Impact Regional Economies?

Regional Economic Impacts of Higher Education Institutions. Research has shown that higher education institutions have an overall positive impact on regional economies. It is important to note that *statewide* net economic impacts are different from *regional* impacts, because the majority of public higher education funding—a significant part of regional economic benefit—comes from the state's general fund. The impact of branch campuses is less than that of traditional higher education institutions because of the way they are structured. Available data do not allow us to estimate the extent of branch campus impacts on targeted regions.

Branch Campus Capital and Research Funding. Capital investments in branch campuses represent significant costs to the state, while research funding at branch campuses comes from non-state sources. As of the 2001–03 biennium, the state had invested over $600 million in branch campus capital facilities.[12] Branch campuses generate funds for research from non-state grants and contracts, with totals for each campus ranging from $356,000 to over $3.6 million during the 2002 fiscal year.

Overall, branch campuses have expanded access to upper division and graduate higher education, and they engender positive regional economic benefits. Data analyzed for the interim report also indicate that they target placebound students.

Current Higher Education Policy Environment

Since Washington's branch campuses were created, a number of trends affecting higher education have become increasingly important policy issues across the nation and in Washington State:

- Increasing demand for higher education;
- Changing relationship between institutions of higher education and state government; and
- Diversification of higher education providers.

Each of these trends is described below.

Increasing Demand

Demand for higher education in Washington is expected to increase considerably over the next decade, based on two demographic trends:

- Increasing numbers of high school graduates (see Exhibit 8) due to a relatively large demographic cohort known as the "Baby Boom Echo."

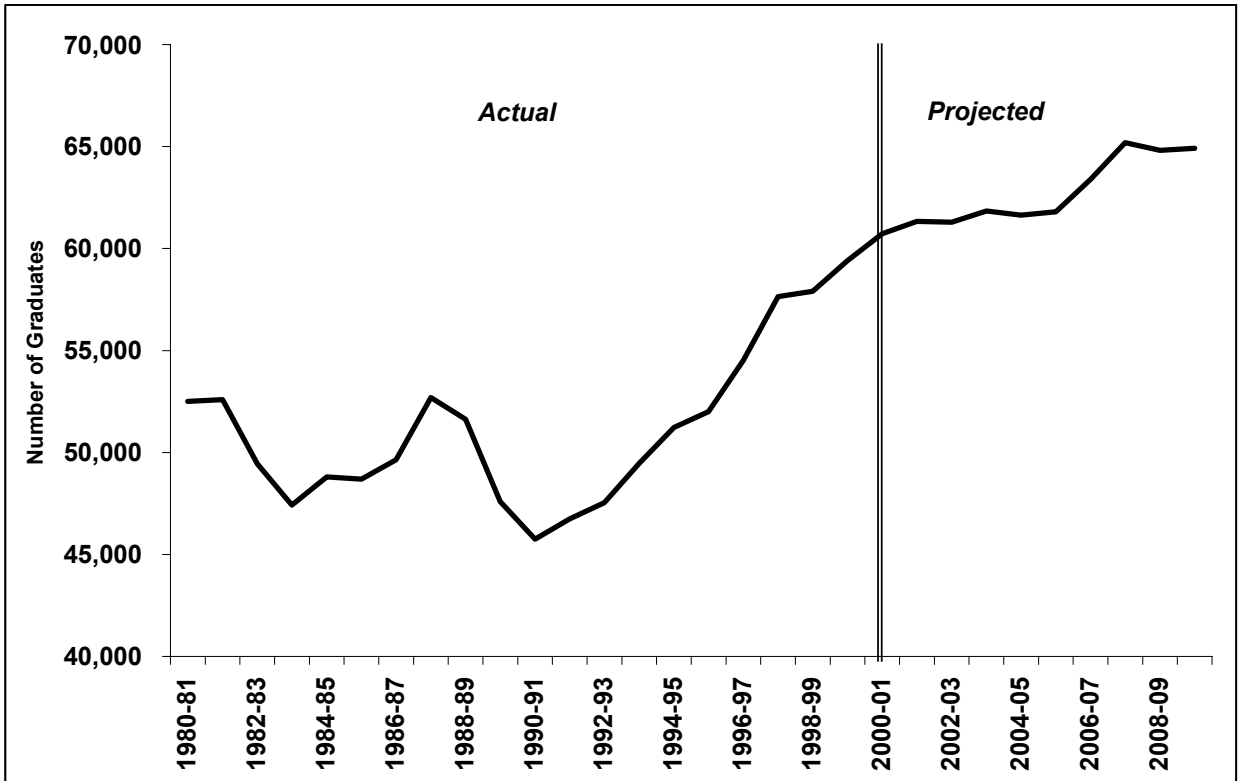
[12] This figure includes construction of Cascadia Community College (co-located with UW Bothell) and the Spokane Intercollegiate Research and Technology Institute (SIRTI), which is housed on the WSU Spokane campus.

- Increasing numbers and proportions of women, older adults, and minorities, as well as recent high school graduates, enrolling in higher education.[13]

Exhibit 8

The Number of High School Graduates Will Increase Through 2010

Washington State Public and Private High School Graduates, 1980–2010



WSIPP 2003

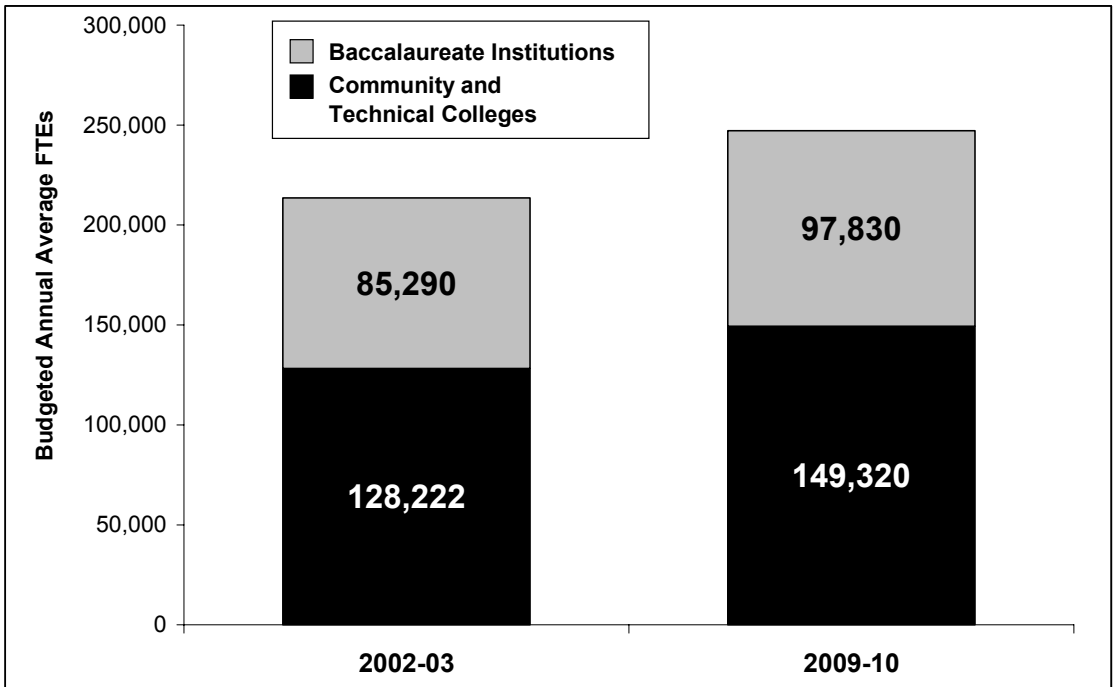
Source: OFM *Forecast of High School Graduates* as of August 2001, <http://www.ofm.wa.gov/hied/hsgrad/hsgrds.xls>.

To maintain current rates of participation in higher education, the Washington State Office of Financial Management (OFM) projects that state-funded full-time equivalent (FTE) enrollments need to increase considerably between the 2002–03 and 2009–10 fiscal years (2009–10 is the anticipated peak year for higher education enrollment). Baccalaureate enrollments would need to increase by 12,540 FTEs, and community and technical colleges by 21,098 FTEs, during this period (see Exhibit 9).[14]

[13] See Higher Education Coordinating Board, *Higher Education Statistics, State of Washington* (Olympia, WA: HECB, September 2001) for supporting data.

[14] Office of Financial Management, *Public Two- and Four-Year Fall Headcount and FTE Projections: Current Participation Rate Carried Forward,* <http://www.ofm.wa.gov/hied/proj/2002/table1.xls>, Accessed May 14, 2003.

Exhibit 9
Washington State Higher Education Enrollment Will Increase at Both Two- and Four-Year Schools
Enrollment Projections, 2002–03 to 2009–10



WSIPP 2003
Source: OFM, *Public Two- and Four-Year Fall Headcount and FTE Projections, Current Participation Rate Carried Forward* (October 2002 forecast), <http://www.ofm.wa.gov/hied/proj/2002/table1.xls>.

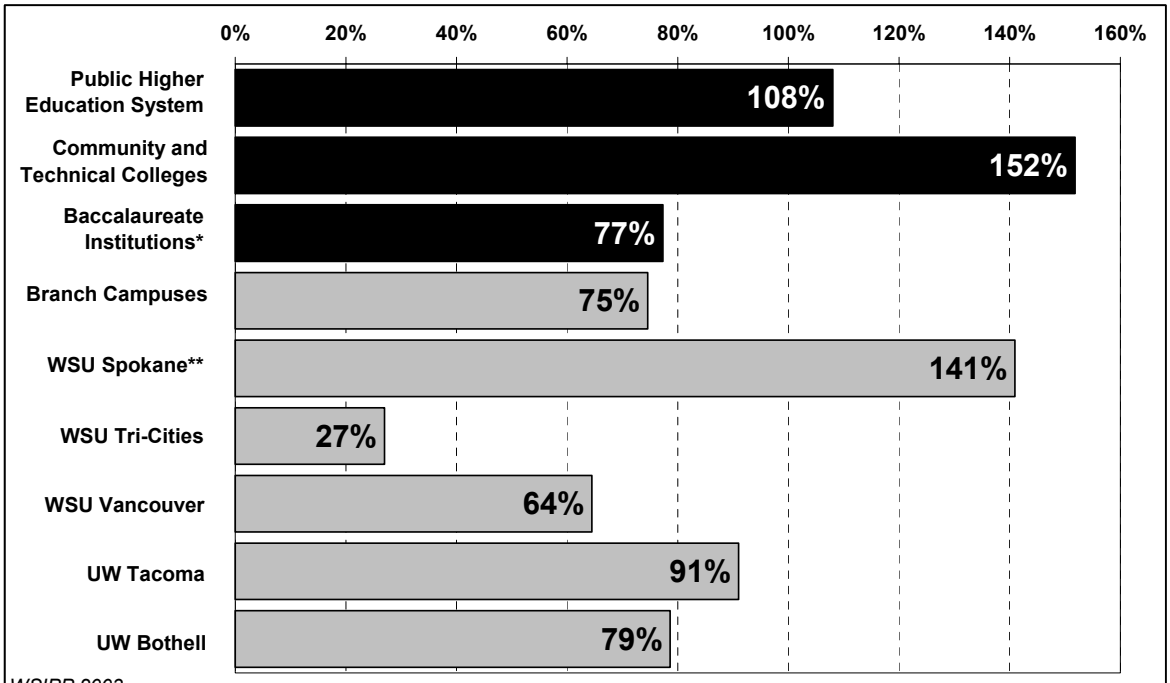
In Washington, public baccalaureate institutions have some space to accommodate increasing student demand, whereas community and technical colleges do not. Currently, Washington's public higher education enrollment exceeds classroom capacity at community and technical colleges, where enrollment in the fall of 2002 outstripped classroom space by over 50 percent. Most baccalaureate institutions had unused space, based on current classroom utilization standards (see Exhibit 10).[15]

[15] The percentages in Exhibit 10 are calculated as fall 2002 enrollments divided by HECB current capacity estimates, in FTE units. The capacity estimates are based on a standard of classroom workstation (desk) use of 20 hours per week for baccalaureate institutions and 23 hours per week at community and technical colleges. Higher Education Coordinating Board, *Master Plan Policy Paper #4: Facility Capacity and Utilization to Provide a Quality Educational Experience* (Olympia, WA: HECB, April 1999); Higher Education Coordinating Board, *Master Plan Policy Paper #4-A: Making Best Use of Public Resources to Enhance Opportunity in Higher Education* (Olympia, WA: HECB, May 1999).

Exhibit 10

Community and Technical Colleges Are Out of Space

Classroom Capacity: Percent Filled, Fall 2002



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Sources: HECB, *Capacity Summary: Classrooms, Labs, and Faculty Offices* (November 2002) and OFM, *Actual/Projected Full Time Equivalent (FTE) Budget Driver Report* (Fall 2002).

*Includes branch campuses and off-campus centers.

**Includes EWU Spokane programs enrollment.

Changing Relationship With State Government

Higher education institutions' relationships with Washington's government are changing. There is decreasing state support for higher education while institutions face increasing requirements for accountability and pressure to respond to economic needs identified by the state.

State Funding. As a proportion of state operating budgets, higher education funding has decreased in recent decades, both across the nation and in Washington State.[16] The HECB recently noted that in Washington, state support for higher education on a per-student basis has dropped by 9 percent since the 1991–93 biennium.[17] Declining state support impacts access to higher education by limiting enrollment, increasing tuition, or

[16] Dennis Jones, "State Shortfalls Projected Throughout the Decade: Higher Ed Budgets Likely to Feel Continued Squeeze," *Policy Alert* (San Jose, CA: National Center for Public Policy and Higher Education, February 2003).

[17] HECB Resolution No. 02-32 (contained in HECB meeting minutes from December 2002: <http://www.hecb.wa.gov/Docs/packets/DecMtg02.pdf>).

both.[18] Washington's current budget deficit led the 2003 Legislature to limit budgeted FTE slots for most higher education institutions to 2002–03 levels through 2005.[19]

Accountability. In many states, higher education institutions are increasingly expected to provide evidence of their cost-effectiveness.[20] In Washington, the state's operating budgets since 1997 have included a requirement for higher education institutions to "achieve measurable and specific improvements each academic year as part of a continuing effort to make meaningful and substantial progress toward the achievement of long-term performance goals."[21] The HECB and SBCTC report on institutions' progress on selected performance measures each biennium.

Additionally, a bill passed in 2003 established a legislative work group to examine "performance contracts" as a means of focusing the higher education budgeting process on accountability.[22]

Economic Responsiveness. The general economic benefits of higher education have been appreciated for decades, and states are increasingly looking to higher education to stimulate growth through degree production and research.[23] In 1999, Washington State earmarked $4.7 million in funding for 550 FTE enrollment slots for high-demand programs at public two-year and baccalaureate institutions.[24] "High-demand" programs are defined as those in which student applications outnumber enrollment slots, and employee vacancies outnumber graduates.

For the 2003–05 biennium, the state's operating budget allocates $12.6 million to community and technical colleges and $8.3 million to baccalaureate institutions for high demand enrollments.[25]

Diversification of Providers

Beyond increasing demand for higher education in general, there are three significant growth sectors: distance learning, private institutions, and off-campus centers of public universities. These sectors primarily target placebound students who seek geographical convenience and flexibility in how higher education programs are provided.[26]

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[18] Thomas P. Wallace, "Maintaining Student Affordability and Access in a New Fiscal Reality," *Educational Record* (Fall 1993): 27.
[19] ESSB 5404, Section 602(1), Chapter 25, Laws of 2003, First Special Session.
[20] F. King Alexander, "The Changing Face of Accountability: Monitoring and Assessing Institutional Performance in Higher Education," *The Journal of Higher Education* 71, no. 4 (July/August 2000): 419.
[21] Higher Education Coordinating Board, *2002 Accountability Update* (December 2002), <http://www.hecb.wa.gov/Docs/reports/Account12-2002.pdf>, accessed April 18, 2003.
[22] SHB 2111, Chapter 132, Laws of 2003.
[23] Alexander, "The Changing Face," 412.
[24] Higher Education Coordinating Board, *High Demand Enrollment Reports, 2001–2002* (Olympia, WA: HECB, December 2002), 2; <http://www.hecb.wa.gov/docs/reports/enrollment2-2003.pdf>, accessed June 9, 2003.
[25] Priority fields include health services (including nursing), applied science and engineering, viticulture and enology, computing and information technology, and worker retraining programs. ESSB 5404, Sections 603(13) and 610(3), Chapter 25, Laws of 2003, First Special Session.
[26] Arthur Levine, "Higher Education at a Crossroads," Draft (Center for Higher Education Policy Analysis), <http://www.usc.edu/dept/chepa/Papers/Levine.doc>, accessed April 2002.

Distance learning is changing both how and where education is provided and is seen by many policy researchers as having great potential for expanding access to higher education. Using technology to conduct higher education can also alleviate demand for on-campus space.[27] During the 2000–2001 school year, approximately 8,824 FTEs were enrolled in distance learning courses operated by Washington's public higher education system.[28]

Emerging private institutions, such as City University and the University of Phoenix (now the largest private university in the United States), target working adults and are rapidly spreading their flexible market-based approach across the nation. In the fall of 1999, enrollment at the University of Phoenix and City University campuses in Washington State totaled over 6,500, an increase of 91 percent since 1990.[29]

Off-campus centers offer selected upper division and graduate programs in locations other than the main or branch campuses of public universities and are frequently located on community college campuses. Most off-campus centers in Washington State are created through local or university initiatives; in contrast, branch campuses are established in legislation.[30] Off-campus centers usually operate a limited number of degree programs on a cohort basis, rather than offering a range of degree programs in which students can enroll anytime. Programs offered are based on local student and labor market demand; typical off-campus degree programs in Washington include the following:

- Education (baccalaureate, master's, or certification)
- Health (baccalaureate in nursing or dental hygiene, master's in nursing)
- Business (baccalaureate in business administration or accounting)
- Human Services (baccalaureate in human services, master's in social work)
- Law & Justice (baccalaureate in pre-law/paralegal, law enforcement, or corrections)
- Arts & Sciences (baccalaureate in liberal arts or social science)
- Applied Sciences (baccalaureate in horticulture or technology)

The number of off-campus centers has risen since 1990, when 12 centers existed. As of the winter of 2003, approximately 34 off-campus centers were operated by Central Washington University (CWU), Eastern Washington University (EWU), Western Washington

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[27] Patrick Callan, "Stewards of Opportunity: America's Public Community Colleges," *Daedalus* 126, no. 4 (Fall 1997): 106.

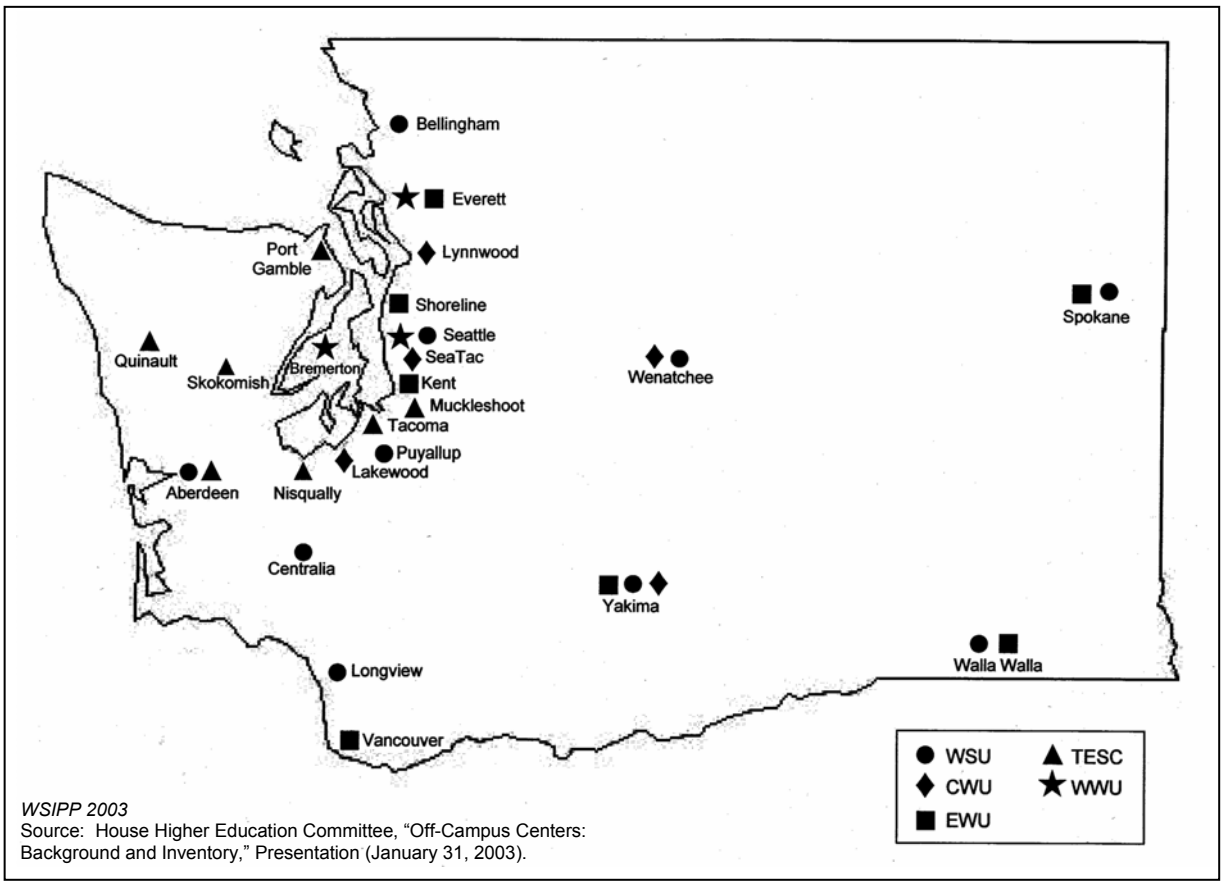
[28] This represents approximately 3.6 percent of all FTEs and includes both two-year and baccalaureate institutions. Sources: Office of Financial Management, "Summary of Distance Learning Enrollment by Headcount and FTE (Annual Average 2000–01)"; spreadsheet provided to the Institute for this report; and State Board for Community and Technical Colleges, *Academic Year Report 2000–01* (Olympia, WA: SBCTC, December 2001), 3.

[29] The University of Phoenix did not open a Washington State campus until 1997. Institute analysis of IPEDS data.

[30] Exceptions include CWU's Yakima Center and EWU's programs in Spokane, both of which were legislatively established in 1989 when Washington's branch campuses were created. RCW 28B.45.050 and RCW 28B.45.060.

University (WWU), The Evergreen State College (TESC), and WSU. Most off-campus centers are on the west side of the state (see Exhibit 11). Combined, off-campus centers enrolled a total of 2,244 FTEs during the 2001–02 school year.[31] Over 80 percent of off-campus FTEs are state-supported, but some institutions, such as WWU and EWU, primarily operate self-sustaining programs at off-campus centers.

Exhibit 11
Most Off-Campus Centers Are in Western Washington



WSIPP 2003
Source: House Higher Education Committee, "Off-Campus Centers: Background and Inventory," Presentation (January 31, 2003).

Summary

Interim Report Findings. Washington State's branch campuses were created to fulfill multiple goals: to expand access to higher education, focusing on transfer and placebound students, and foster regional economic development by offering certain degree programs and conducting research. Data analyzed for the interim report demonstrate that, overall, the branch campuses have thus far responded to these objectives.

[31] House Higher Education Committee, "Off-Campus Centers: Background and Inventory," Presentation on January 31, 2003. WSU calls its 11 off-campus centers "learning centers" and operates them through its cooperative extension program; <http://learningcenters.wsu.edu>, accessed June 2003.

Current Higher Education Policy Context. Many issues that prompted the creation of branch campuses—chiefly, a need to expand access to higher education and desires to promote economic development—continue today, but the state has fewer resources available to devote to higher education. Branch campuses are one among multiple service delivery models in the state's higher education system, but the ultimate question of how to meet the state's future demand in the most cost-effective manner is beyond the scope of this study. Section II highlights five major policy areas relevant to the future of branch campuses.

SECTION II. FACTORS INFLUENCING BRANCH CAMPUSES

Washington's branch campuses are operating as intended by the 1989 Legislature. It is clear, however, that there are various pressures on them to evolve to be more like traditional, four-year research universities while differentiating themselves from other campuses. These evolutionary pressures are significant and are both internal and external to the campuses. This finding is consistent with national research.

Evolution of Upper Division Campuses

Researchers examining other states' experiences with branch campuses, including a review by the National Center for Higher Education Management Systems (NCHEMS) completed for this study (the NCHEMS review),[32] have found that, in most cases, branch campuses with similar missions and structures as those in Washington have evolved to become four-year schools. This trend has been attributed in part to an "identity crisis." Because of their unusual configuration, upper division branch campuses are not well understood by other higher education institutions or by the public. Programs and policies developed for four-year programs do not always fit upper division campuses, and "[f]aculty often [want] to work in a structure that look[s] like their previous institutions."[33]

The NCHEMS review concluded that "[s]trong pressures both inside (within the academic culture of the branch and the host institution) and outside (community and political forces) tend to push the branches away from their original missions and toward the more traditional research university mission."[34] Factors exerting pressure on Washington's branch campuses, for which there are important policy considerations, include the following:

1. Upper division structure;
2. Approach to funding;
3. Relationships with feeder colleges;
4. Ties to main campuses; and
5. Community role.

Each of these factors is described in this section. It is important to note that each of Washington's branch campuses have distinctive local contexts that make certain policy questions more or less relevant. As such, no one policy will suit all branch campuses. Exhibits 12 and 13 summarize the branch campuses' current development, based on the more detailed descriptions in Appendix B.

[32] See Appendix D, Lessons From Other States, for the NCHEMS review.
[33] Briggs, "How the Upper Half Lives," 146–47.
[34] Appendix D, Lessons From Other States.

Exhibit 12

Branch Campus Local Contexts: Each Is Unique

UW Bothell 1,241 FTEs	UW Bothell is located near the UW Seattle campus and has a broad geographical "footprint." Its distinguishing academic feature is its interdisciplinary arts and sciences program. The campus is co-located with Cascadia Community College, leading to numerous inter-agency agreements regarding operations; UW Bothell also partners with many other feeder colleges. Local business and community leaders believe UW Bothell provides access to quality education, and they support future growth for the school.
UW Tacoma 1,680 FTEs	UW Tacoma, along with other nearby enterprises, has played a role in revitalizing downtown Tacoma. The urban campus, which offers interdisciplinary arts and sciences, business, and other degree programs, recently created an Institute of Technology in partnership with numerous community and technical colleges in the Puget Sound region. Local leaders state UW Tacoma has expanded access to higher education for placebound students, and they desire increased campus enrollment and facilities expansion, supported through public-private partnerships.
WSU Vancouver 1,226 FTEs	WSU Vancouver is the only baccalaureate institution in southwestern Washington. The campus offers a variety of degree programs at the undergraduate and graduate levels and primarily partners with Clark and Lower Columbia Colleges to support student transfer. Local leaders describe WSU Vancouver as providing access to quality education and promoting economic development, and they express desire for future enrollment growth and expanded program offerings.
WSU Tri-Cities 627 FTEs	WSU Tri-Cities is the only public baccalaureate institution in southeastern Washington and is currently looking to higher education as a potential economic development strategy. The campus offers a range of degree programs, primarily in liberal arts and education as well as engineering and sciences; its primary feeder school is Columbia Basin College. Local leaders describe WSU Tri-Cities as having a strong academic reputation and express numerous hopes for the future, including increased enrollment, expansion of academic offerings, and bio-products research at the doctoral level.
WSU Spokane 628 FTEs	WSU Spokane is one of several baccalaureate institutions in the Spokane area, which has a significant concentration of businesses in the biomedical industry. By design, the campus offers primarily graduate programs in health sciences, architecture, and other disciplines. WSU Spokane also operates baccalaureate completion programs in collaboration with the main WSU campus in Pullman and shares a campus with Eastern Washington University in Spokane. Local leaders describe WSU Spokane as having a quality academic niche, and they express desire for an expanded role in biomedical research at the doctoral level.

Sources: Institute site visits and interviews. OFM, *Actual/Projected Full-Time Equivalent (FTE) Budget Driver Report* (Winter Quarter/Spring Semester 2003).

Exhibit 13
Branch Campuses Will Expand
Current Initiatives and Future Goals

	Current Initiatives	Future Goals	
		Lower Division	*Doctoral Degrees*
UW Bothell	• Access road (to expand campus capacity)	✓	
UW Tacoma	• Institute of Technology • Student residences	✓	
WSU Vancouver	• Engineering and Science Institute with Clark and Lower Columbia Colleges • Construct Clark College building on campus	✓	✓
WSU Tri-Cities	• Joint baccalaureate degree program with Columbia Basin College • Bio-products research center • Outreach to Hispanic community	✓	✓
WSU Spokane	• Medical research institute		✓

1. Upper Division Structure

Policy Direction

HECB policy specifies that branches are primarily upper division institutions that can offer "a limited number of lower division courses ... in consultation with community colleges."[35] Due to the limited authority granted by the HECB and legislative and community college resistance, branch campuses only provide upper division instruction for baccalaureate programs (as well as graduate instruction).

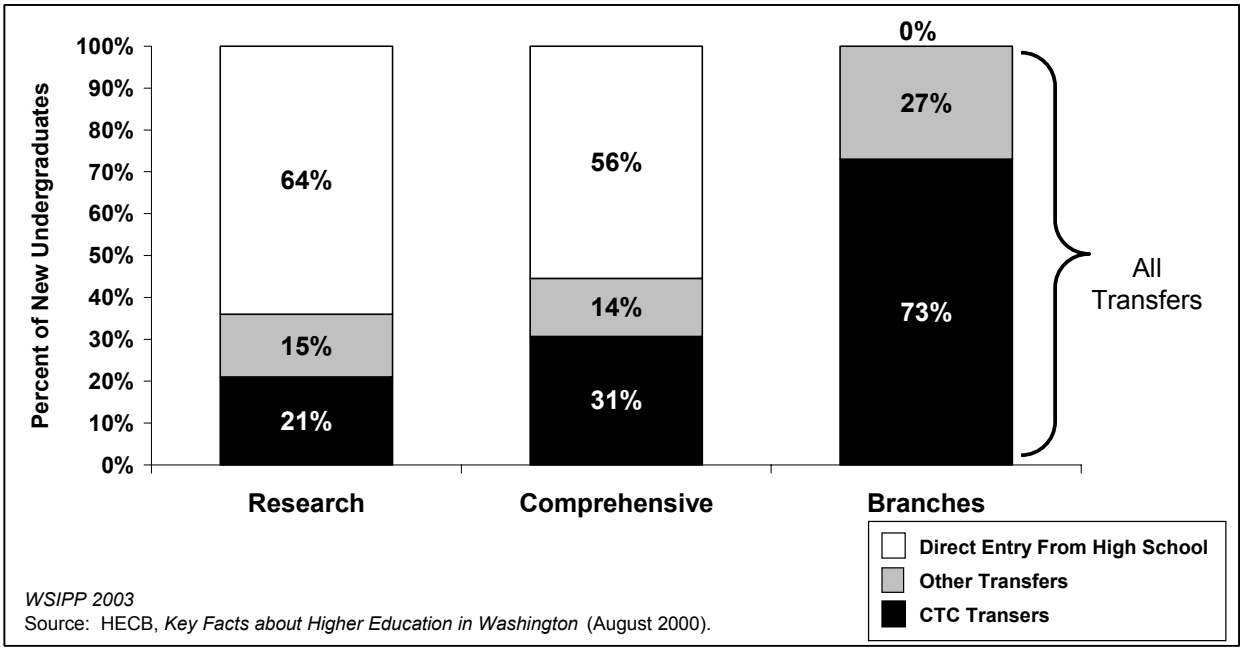
Because of their upper division structure, all branch campus undergraduate students transfer from another school, and many branch activities are focused on tailoring programs and services to the transfer process.[36] In contrast, four-year institutions serve proportionally more traditional, full-time students who enter as freshmen out of high school (see Exhibit 14).

[35] HECB, *Design for the 21st Century*, 18.
[36] An exception to this emphasis is WSU Spokane, which was created as primarily a graduate school. Detail on WSU Spokane is provided in Appendix B.

Exhibit 14

Branch Campuses Focus on Community College and Other Transfer Students

Percentage of New Undergraduates Who Are Transfer or Other Students



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Source: HECB, *Key Facts about Higher Education in Washington* (August 2000).

Overall, Washington State's transfer students who complete baccalaureate degrees earn slightly more *total* credits than direct entry students.[37] According to data from the SBCTC *Cohort Study*,[38] graduates from branch campuses earn a comparable number of credits as students who transfer to other campuses. According to the same data, however, proportionally more of the credits earned by branch campus graduates are in upper division courses.

Data from the *Cohort Study* describe the number, source, and type of credits taken by students who earned selected baccalaureate degrees in 2000–2001. The analysis summarized below is based on 398 branch campus students who graduated in Business, Interdisciplinary Arts and Science, or Social Science. These represent about 29 percent of the 1,375 students who completed four-year degrees at branch campuses during the same period. Records of 1,868 graduates meeting the same selection criteria from CWU, EWU, and the UW and WSU main campuses are included for comparison. A description of the graduates included in this analysis and the institutions examined is provided in Appendix C.

[37] State Board for Community and Technical Colleges, *Role of Transfer in the Bachelor's Degree for the Higher Education Coordinating Board* (Olympia, WA: SBCTC, June 2003), 5.

[38] The *Cohort Study* is a research project currently in progress, jointly conducted by the SBCTC and baccalaureate institutions in Washington. The study provides data on 16,800 Washington baccalaureate graduates in 2000–2001. Data analyzed in this report were provided by SBCTC.

Because of the relatively small numbers of graduates in some disciplines used for this analysis, interdisciplinary studies and social science majors were combined, and all students were aggregated into five transfer status groups (see Exhibit 15):[39]

- ***Research Direct:*** Direct entry students at the UW and WSU main campuses;
- ***Comprehensive Direct:*** Direct entry students at CWU and EWU main campuses;
- ***Research Transfer:*** Community and technical college (CTC) transfer students at the UW and WSU main campuses;
- ***Comprehensive Transfer:*** CTC transfer students at CWU and EWU main campuses; and
- ***Branch Campus:*** CTC transfer students at branch campuses.

Exhibit 15
Number of Graduates Used in This Analysis by Transfer Status and Major

Major	Research Direct	Comprehensive Direct	Research Transfer	Comprehensive Transfer	Branch Campus
Business	395	140	284	170	187
Interdisciplinary & Social Science	425	69	313	72	211
Total	820	209	597	242	398

Only includes graduates meeting specific selection criteria (described in Appendix C).
Source: SBCTC 2000–01 Cohort Study

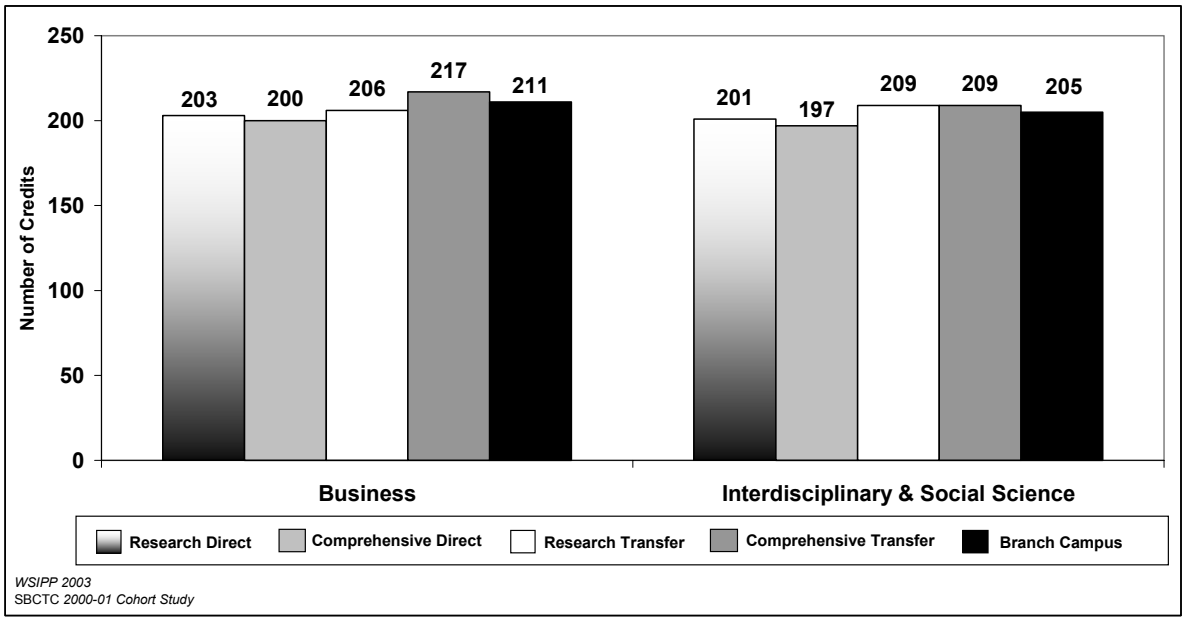
Total Credits Earned. The total credits earned by branch campus graduates are comparable to the credits earned by other students (see Exhibit 16). Branch campus graduates in interdisciplinary studies and social science (205 credits) and business (211 credits) earned total credits comparable to similar majors at other institutions.[40]

[39] The data provided for this analysis matched branch campus interdisciplinary studies students with a small cohort of liberal studies students at the other universities. A more appropriate and larger comparison would have been a subset of arts and science majors at the other universities. This is another reason that interdisciplinary studies and social sciences were combined.
[40] All credit amounts shown in this section are based on quarters (not semesters).

Exhibit 16

Branch Campus Graduates Earn a Comparable Number of Credits

Median Credits to Earn a Four-Year Degree—Direct Entry and CTC Transfers Only, 2000–2001



These data indicate that transfer and articulation work at least as well at branches as at other institutions—for the majors examined. Any observed differences in credits earned should not be attributed entirely to a student's transfer status. Other factors, such as student demographics, employment, academic preparation, and other characteristics of the institutions may also contribute to differences in the number of credits students earn.

A more rigorous statistical analysis of individual student experiences is required to determine net impact of branch campuses on the amount and types of credits earned.[41] It is also important to note that the experiences of students who did not transfer or graduate are missing from this analysis.

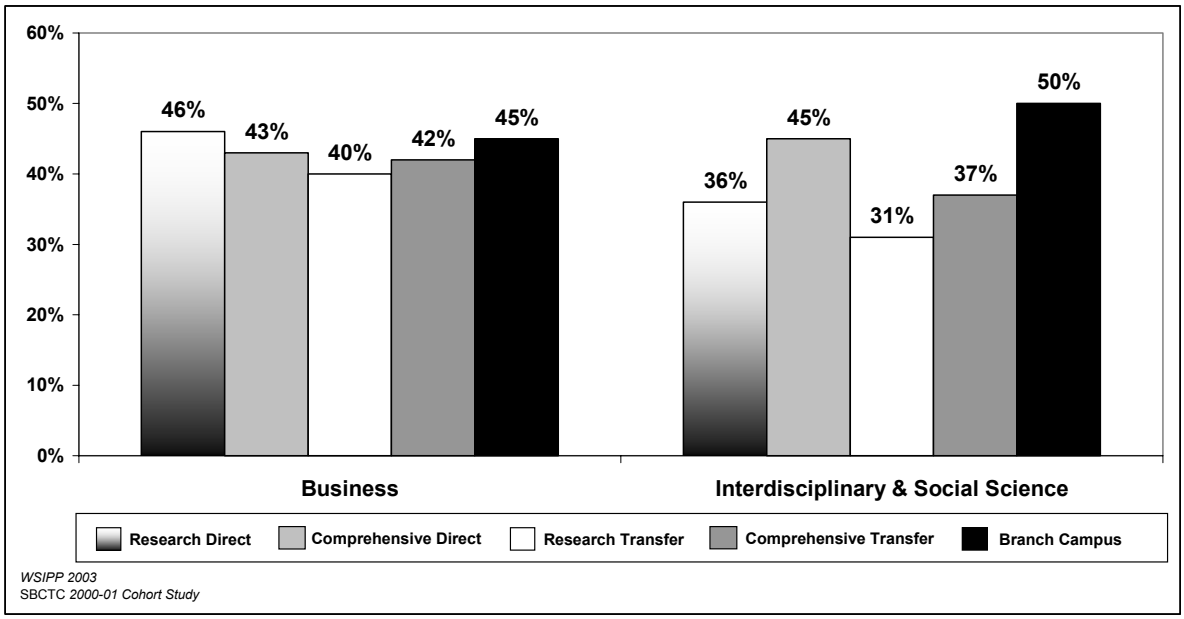
Upper Division Credits. For the majors examined in this study, branch campus graduates earned proportionally more upper division credits than other transfer students (see Exhibit 17). Business graduates at the branch campuses relied on only slightly more upper division coursework than transfer students at other institutions. However, branch campus graduates in interdisciplinary studies and social sciences relied on significantly more upper division coursework (50 percent of total credits earned) than did other transfer students (31 to 37 percent of total credits earned).

[41] This level of analysis will be possible with detailed data collected for the SBCTC *2000–01 Cohort Study*.

Exhibit 17

Branch Campus Graduates in Some Majors Take More Upper Division Credits

Upper Division Credits as a Percent of Total Credits Earned, 2000–2001

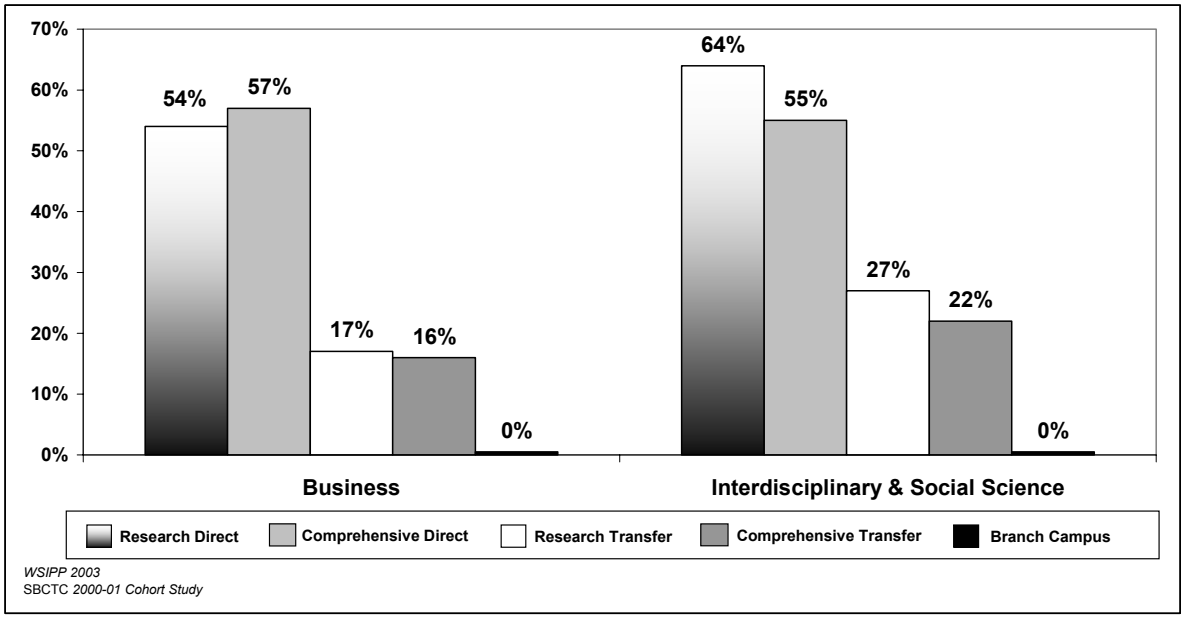


Due to the upper division structure of branch campuses, it is no surprise that their graduates rely more heavily on upper division courses. Lower division courses are not available to branch campus students once they transfer—at least not at their degree-granting institution. In contrast, students transferring to comprehensive (Central, Eastern, and Western Universities and The Evergreen State College) or research main campuses take 16 to 27 percent of their lower division coursework at their degree-granting institutions (see Exhibit 18).

Exhibit 18

Branch Campuses Do Not Offer Lower Division Courses

Lower Division Credits Earned at Degree-Granting Institution as a Percent of Total Credits



Branch campus administrators are concerned that the rigidity of their upper division structure leads to inefficiencies for the institutions and students. They described the following issues:

- Upper division courses are more expensive than lower division courses on average, and most majors require significantly fewer than 90 credits of upper division study;
- Some branch campuses offer lower division content in upper division numbered courses to mitigate the constraints of the upper division structure;
- Critical lower division courses are not available to students who transfer to branch campuses without completing all lower division prerequisites. These courses would be available at four-year schools; and
- Lack of access to lower division courses makes it more difficult for branch campus students to change majors or concentrations.
- There is a lack of distinction between some 200 (lower) and 300 (upper) level courses.

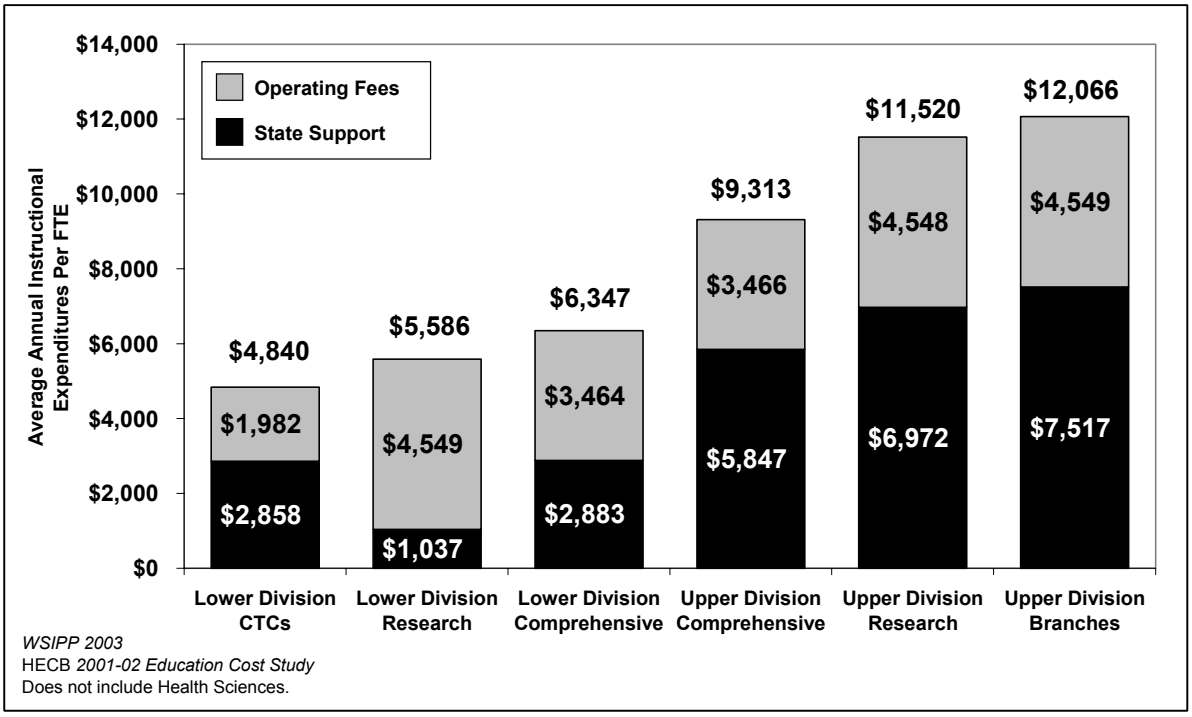
Some branch campus administrators discussed their desire to offer lower division courses. Although HECB policy allows for selected lower division courses at branch campuses, administrators perceive community college and legislative resistance to such a change. Branch campus administrators believe they could continue to serve community and technical college transfer students while adding lower division courses and admitting students as freshmen, who could then benefit from "full four-year collegiate experience" provided by traditional institutions. Community and technical college staff are concerned that admitting freshmen to branch campuses would leave transfer students with fewer options.

2. Approach to Funding

On average, per-student expenditures on instruction are higher at branch campuses than other institutions.[42] As shown in Exhibit 19, average annual expenditures per student at branch campuses are slightly higher than for upper division students at the main campuses of UW and WSU. Community and technical colleges spend the least per student overall.

[42] Including direct and indirect operating expenditures from state fund and tuition revenue but not capital expenditures or non-state funds. See Appendix C for a complete explanation of what is and is not included in instructional cost estimates.

Exhibit 19
Branch Campuses Have the Highest Per-Student Expenditures



WSIPP 2003
HECB *2001-02 Education Cost Study*
Does not include Health Sciences.

Per-student instructional expenditures at branch campuses vary considerably by location, from a low of $8,400[43] a year at WSU Tri-Cities to a high of $23,600 at WSU Spokane.[44] Variation in instructional expenditures and other cost issues at branch campuses are discussed in greater detail in Appendix C. In summary, a number of factors associated with the mission and relatively young age of the branch campuses may justify their higher-than-average level of instructional expenditures.

Mission-Related Factors Associated With Higher Costs at Branch Campuses

- Because they provide only upper division courses, branch campuses are funded at a rate that reflects higher expenditures on upper division instruction at their main campuses.
- Because they are linked to the state's research institutions, branch campuses are funded at a higher rate than the state's comprehensive institutions.
- Branch campuses serve more part-time, non-traditional students than do the other baccalaureate institutions. Current funding rates, however, reflect costs associated with a more traditional student base.

[43] The average FTE expenditure data for WSU Tri-Cities is currently under revision. These figures are expected to be revised upward. The magnitude of the changes is not known at this time; however, they are not expected to impact the overall conclusions of the report. Some of the overall averages described may change slightly as a result of the revisions. Figures in this report that will change substantively are noted.
[44] WSU Spokane provides instruction in a number of high-cost academic programs.

Size- and Time-Related Factors Associated With Higher Costs at Branch Campuses

- Start-up costs associated with new academic programs have a disproportionate impact on the smaller, newer branch campuses.
- The small size of the branch campuses contributes to their higher costs because they have not achieved the economies of scale of other institutions.

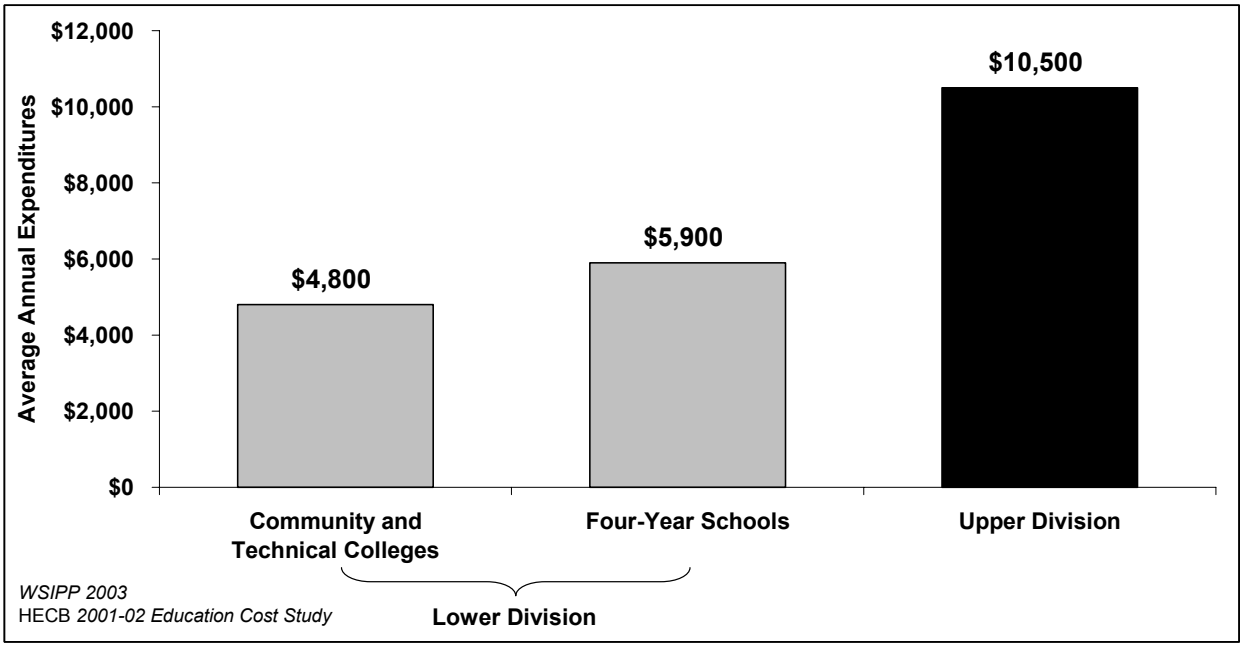
As the branch campuses grow, the costs associated with their small size and small number of programs will diminish over time. The higher costs associated with their current mission and structure, however, will remain. Eventually, the only justifications for higher funding rates for branch campuses will hinge on their upper division structure and research mission.

Upper Division Structure. On average, lower division instruction is less expensive than upper division instruction (see Exhibit 20). Because branch campuses provide only upper division courses, this factor clearly influences their average instructional costs. All other public higher education institutions provide upper and lower division courses or, as in the case of community and technical colleges, only lower division courses. At baccalaureate institutions, expenditures on upper division instruction exceed expenditures on lower division instruction by approximately 78 percent, or $4,600 a year per FTE student, on average.

Exhibit 20

The Higher Expenditures Associated with Upper Division Instruction

2002 Annual Average FTE Expenditures for Upper and Lower Division Academic Instruction



The higher cost of upper level instruction is particularly important in light of the fact that branch campus students in some majors appear to earn more upper division credits on average than do students transferring to other institutions (see Exhibit 17).

Higher Funding Rates for Research Institutions. Washington State's research institutions are funded at a higher level than the state's comprehensive institutions. Because they were set up as branches of the research universities, branch campuses are funded at the upper division level of the research institutions.

Faculty at research universities are expected to spend more of their time conducting research than are faculty at comprehensive institutions. Therefore, research faculty teaching loads are lower (and more costly) than those at comprehensive institutions. Research institution faculty also tend to have higher salaries, on average.

The higher overall cost of instruction at research universities is recognized in the state budget process, where additional FTE students at research universities are funded at a higher rate than at comprehensive institutions. The funding rate for branch campuses is based in part on the average per-student expenditures in upper division instruction at the research institutions. As can be discerned from Exhibit 19, research institutions spend about 24 percent more on instruction per FTE upper division student than do the comprehensive institutions.

Instructional Expenditures Associated With Attaining a Four-Year Degree

While instructional costs are higher on average at branch campuses, the majority of students earning their degrees at branch campuses do so after attending a state community or technical college. The expectation is that the higher cost of the upper division branch campuses will be partially offset by the lower costs of community colleges. Data from the *Cohort Study* were used to construct an estimate of total instructional costs associated with degree attainment. The analysis was limited to a subset of graduates—social science and interdisciplinary studies majors and business majors—which represent the majority of degrees awarded at branch campuses.

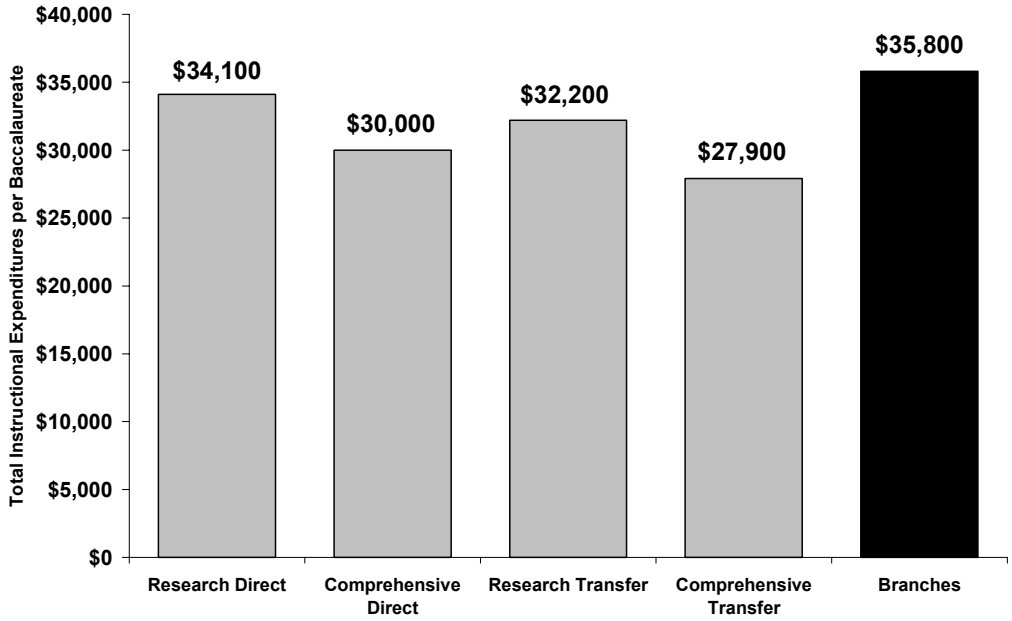
Compared with other transfer institutions, branch campuses are a more expensive option for the two sets of majors examined (see Exhibits 21 and 22). Differences in total expenditures on business majors are more pronounced. Less pronounced are differences among social science and interdisciplinary studies majors; given the limitations in the data, those differences may be negligible.

As shown earlier, branch campus students do not earn significantly more total credits on average than other transfer students. Therefore, it appears that the higher costs associated with branch campus graduates are more likely due to their greater reliance on upper division credits and the higher rate of expenditures associated with the branch upper division structure and research mission.

Given limitations in the data, however, observed differences should not be used for budgetary decisions. These cost estimates represent a snapshot of a particular point in time and may not represent current costs; additionally, the estimates do not account for costs associated with students who do not transfer from community colleges or do not graduate once they have transferred.

Exhibit 21

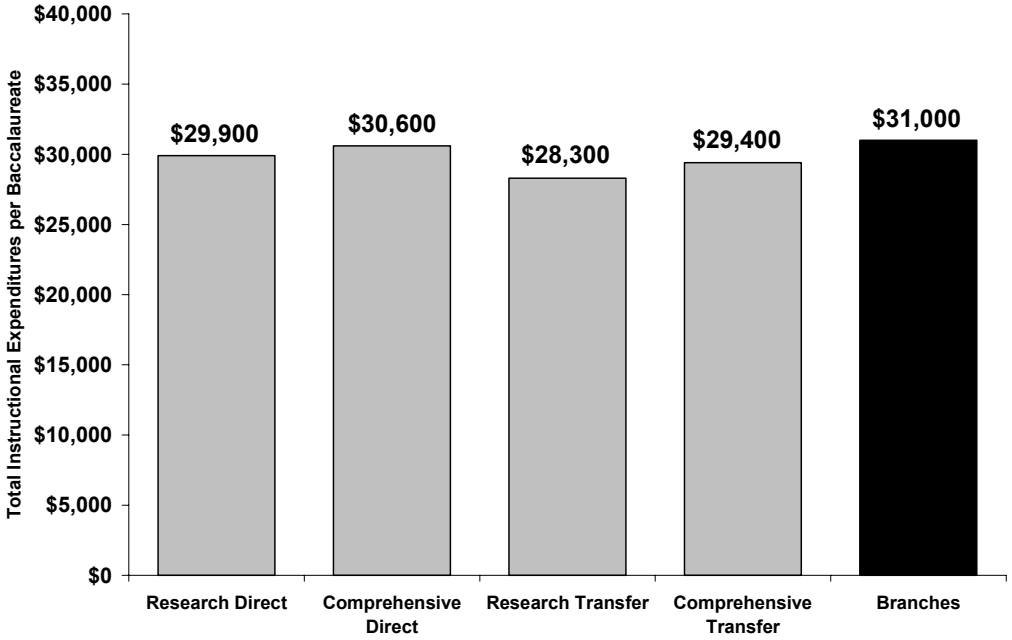
Tuition and State Funded Instructional Expenditures for Students Earning a Bachelor's Degree in Business by Transfer Status



WSIPP 2003
HECB *2001-02 Education Cost Study* and SBCTC *2000-01 Cohort Study*

Exhibit 22

Tuition and State Funded Instructional Expenditures for Students Earning a Bachelor's Degree in Social Science or Interdisciplinary Studies by Transfer Status



WSIPP 2003
HECB *2001-02 Education Cost Study* and SBCTC *2000-01 Cohort Study*

3. Relationships With Feeder Colleges

State policy directs the UW and WSU to collaborate with community and technical colleges regarding transfer to branch campuses but does not require branch campuses to participate, nor does the state provide resources or incentives to ensure cooperation. Although there are many successful collaborations among schools, barriers to articulation for branch campuses and community and technical colleges continue to exist.

Policy Direction

The legislation creating branch campuses states that "four-year institutions [will] work cooperatively with the community colleges to ensure that branch campuses are operated as models of a two plus two educational system."[45] State policy directs the HECB to "ensure a collaborative partnership between the community colleges and the four-year institutions ... in which the community colleges prepare students for transfer to the upper-division programs of the branch campuses."[46]

Accommodating Transfer Students—Articulation

"Articulation" refers to activities focused on ensuring that the courses students take at community and technical colleges count toward degree requirements at baccalaureate institutions. Articulation activities usually occur as collaborative efforts between community and technical colleges and baccalaureate institutions and generally involve the following:

- Initial, as well as ongoing, faculty-to-faculty (and/or administrative) meetings to negotiate curricula, course sequences, and other details.
- Planning horizons of one year or more.
- Development of course equivalency and transfer guides and/or articulation agreements. *Course equivalency guides* match community and technical college courses with baccalaureate courses. *Transfer guides* indicate what courses are likely to transfer for a specific major. A*rticulation agreements* are signed by two-year and baccalaureate schools and formally establish which courses will transfer and count toward specific requirements.
- Review or approval of agreements by university admissions, departmental faculty, faculty senate, and/or administrators, depending on the extent of curricular changes undertaken.

Statewide Efforts at Articulation. Washington has developed statewide agreements based on two-year degrees. Under Washington's "Direct Transfer Agreement"[47] (DTA), courses completed for approved Associate of Arts (AA) degrees fulfill lower division general education requirements for baccalaureate degrees at participating institutions. The DTA

[45] RCW 28B.45.010.
[46] RCW 28B.80.510.
[47] The "Direct Transfer Agreement" is an agreement among community colleges and baccalaureate institutions in Washington State, overseen by the Intercollege Relations Commission (ICRC); <http://www.icrc.wwu.edu/guidelines/aasguidelines.html>, accessed July 2003.

has been in place since 1972, and approximately half of students who transfer from community colleges to baccalaureate institutions in Washington complete an AA degree.[48] Eighteen other states have developed similar degrees and policies. In 2000, Washington also created two statewide Associate of Science degrees for community college transfer students majoring in science or engineering. A pilot project on competency-based articulation was created in 2003.[49] These initiatives affect all Washington public higher education institutions, in addition to branch campuses.

Some states have other types of statewide policies to improve articulation,[50] such as mandating:

- Statewide common course numbering systems (8 states);
- A single general education curriculum for all higher education institutions (23 states, including Washington for community college transfer students under the DTA);
- Statewide articulation guides (26 states);
- A common academic calendar (Michigan and Texas); and
- Competency-based articulation (Maryland and Missouri).[51]

An Example of Efficient Articulation: Nursing. University and community college administrators, faculty, and students report having long-standing articulation agreements, smooth transitions, and positive relationships among nursing programs that predate the branch campuses. Some suspect that the shared "nursing culture" makes relationships easier. Others note that the explicit standards imposed by external accrediting agencies, such as the Washington State Nurses Commission, leave little room for varying program requirements or expectations; this discipline-based articulation is different from the more common institutionally-based agreements. Regular communication through the Washington State Nurses Association also enhances collaboration among schools, according to those interviewed.

Branch Campus Policy Issues Regarding Articulation

Washington's branch campuses have established ties with their feeder community and technical colleges and receive increasing numbers of transfer students each year. There are, however, continuing challenges to articulation among branches and community and technical colleges, including the following:

- Lack of resources and rewards;
- Mismatched organizational cultures;

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[48] Loretta Seppanen, *The New Transfer Student—Students Completing Job Preparatory Programs With a Transfer Goal* (SBCTC, prepared for a conference: Transfer: The Forgotten Function), July 2001; <http://www.sbctc.ctc.edu/oldweb/Board/Educ/transfer.htm>, Accessed December 4, 2002.
[49] SHB 1909, Chapter 131, Laws of 2003.
[50] These are illustrative examples and should not be viewed as an exhaustive list of initiatives or states. For more information see Education Commission of the States, "State Notes: Transfer and Articulation," (February 2001), <http://www.ecs.org/clearinghouse/23/75/2375.htm>, accessed January 2003.
[51] See Appendix E for a description of competency-based articulation.

- Different expectations for degrees; and
- Uncoordinated academic calendars.

While some of these issues are not unique to branch campuses, they are of particular importance to branches because of their upper division structure and focus on transfer. Each of these issues is described below.

Lack of Resources and Rewards. Researchers have observed that "[e]ducators may enhance the probability of student success by reviewing curricular matters such as expectations, sequencing, course standards, grading practices, and academic support as well by attending to articulation efforts."[52] Despite the fact that articulation is time consuming and "labor-intensive,"[53] no resources or fiscal rewards are provided to branch campuses or community and technical colleges specifically for articulation activities. Support for articulation is carved out of existing administrative resources. Community and technical colleges in particular report having few available resources to support student advising.

Mismatched Organizational Cultures. Many administrators and faculty interviewed for this report described cultural differences among community and technical colleges and branch campuses. Dissimilarities in organizational culture can impact communication, and therefore the effectiveness of articulation practices, because communication among institutions is considered key to making articulation work.[54] Cultural differences are attributed to branch campuses' status as research institutions and community and technical colleges as open access institutions. Exhibit 23 summarizes major organizational features of these types of schools.

Exhibit 23

Branch Campuses and Community and Technical Colleges Focus on Different Things

Key Aspects of Their Organizational Cultures[55]

	Research Institutions	Community and Technical Colleges
Reward Structure Emphasis	Scholarly research	Teaching
Admissions	Selective	Open
Typical Student	Younger, full-time, more affluent	Older, part-time, minority, less affluent
Curricula	Academic	Academic, Workforce, Basic Skills

[52] Anne Baldwin, "Indicators of the University Success of Associate Degree Recipients in the Fields of Business, Computer Science, and Engineering," *Journal of Applied Research in the Community Colleges* 1, no. 2 (Spring 1994): 126.
[53] Tronie Rifkin, "Transfer and Articulation Policies: Implications for Practice," *New Directions for Community Colleges* 96 (Winter 1996): 82.
[54] Tronie Rifkin, "Improving Articulation Policy to Increase Transfer," *Policy Paper* (Denver: Education Commission of the States, September 1998), 3.
[55] Adapted from David W. Leslie, "Resolving the Dispute: Teaching is Academe's Core Value," *The Journal of Higher Education* 73, no. 1 (January/February 2002) and Callan, "Stewards of Opportunity," 96–101.

Branch campuses are somewhat different from a typical research university because they focus on transfer and target placebound students. Based on branch administrators' and faculty's discussion of performance criteria and community and technical college perceptions, however, branch campuses appear to have become oriented toward the research university culture. While many articulation arrangements in Washington are considered successful, many branch and community and technical college representatives described a lack of collaboration:

- Not enough communication among schools to address articulation (and no requirements or resources to do so).
- Intermittent participation in voluntary, ad hoc attempts to collaborate.
- Varying willingness of branch campuses to sign formal articulation agreements, often depending on individual faculty.

Some branch campus representatives also indicate that they want to recruit students from an expanded pool, beyond those transferring from community and technical colleges. Many branch faculty express desires to create "destination" academic programs unique to the northwest or nation that draw high-achieving students. The extent of demand for branch campus enrollment slots among different groups of potential students is unknown.

Many community and technical college representatives interviewed for this report commented that crafting articulation agreements with comprehensive institutions—including Eastern, Central, and Western Washington Universities and The Evergreen State College—works more smoothly than with branch campuses, and most suspect this difference results from the specific requirements placed on comprehensive institutions. Washington's comprehensive institutions are legislatively mandated to "act as receiving institutions for transferring community college students" and offer programs "that continue or are otherwise integrated with the educational services of the region's community colleges."[56]

Cultural Differences Are a National Phenomenon. This "cultural divide" is not limited to Washington State and is cited frequently in research across the country.[57] A "lack of cooperative planning with the state's [community] colleges" and no binding requirements to collaborate were identified as major contributing factors in upper division campuses becoming four-year schools in the past.[58]

Different Expectations for Degrees. The HECB directed the branches to offer "professional" and "applied" degrees, and there have been different interpretations of this policy. Some community and technical colleges expected that branch degree programs would include technical baccalaureate degrees that accept transfer credits earned for two-year technical degrees. As research universities, however, UW and WSU do not offer such degrees; rather, "applied" and "professional" baccalaureate degrees are defined as non-liberal arts degrees applied toward a particular field (e.g., nursing, education, or

[56] RCW 28B.35.050.
[57] Dorothy M. Knoell, "Moving Toward Collaboration in Transfer and Articulation," *New Directions for Community Colleges* 96 (Winter 1996): 58.
[58] Kintzer, "The Role of the Upper-Level University," 37.

technology).[59] The differing interpretations of this policy have damaged relationships among some schools.

Other Washington public universities, however, do have applied baccalaureate degrees that coincide with community and technical colleges' expectations. The Evergreen State College offers an "upside down" degree where two-year technical degrees are accepted as lower division coursework upon transfer and students then complete upper division general education requirements for baccalaureate degrees. Central and Eastern Washington Universities are currently developing technical baccalaureate degrees in partnership with community and technical colleges across the state.

Uncoordinated Academic Calendars. Because WSU is on a semester-based academic calendar and all community and technical colleges operate on a quarter calendar, WSU branch campuses and their feeder community and technical colleges face additional challenges to articulation. Semester and quarter calendars sometimes overlap, which can make the timing of transfer inconvenient for students. In addition, credits are calculated differently, making it difficult to align course sequences and prerequisites. Some administrators and faculty observed that this snag makes coordinating programs more time-consuming, but stated that these challenges can be overcome.

A 2000 HECB study found that the national trend is for higher education institutions to convert from quarters to semesters, often in pursuit of lower costs and administrative efficiency, and recommended that WSU retain its semester calendar.[60]

4. Ties to Main Campuses

Since the establishment of the branch campuses, both the UW and WSU are considered "multi-campus universities," each having more than one permanent physical location. Washington's branch campuses operate within systems dominated by the "original" or "main" campus in Seattle (UW) and Pullman (WSU) and are influenced by their missions and campus governance structures.

Mission

As noted above, branch campuses' institutional identities are linked to the research university mission:

- **University of Washington:** *The primary mission of the University of Washington is the preservation, advancement, and dissemination of knowledge ... through its libraries and collections, its courses, and the scholarship of its faculty ...*[61]

[59] The UW Tacoma's Institute of Technology is one exception; legislation directs the Institute of Technology to develop articulation agreements that "improve the transferability of ... applied information technology credits," ESSB 6153, Section 604(2)(a), Chapter 7, Laws of 2001, Second Special Session. Usually, up to 15 credits of vocational and technical credits are accepted as electives under the Direct Transfer Agreement, <http://www.icrc.wwu.edu/guidelines/aasguidelines.html>, accessed July 2003.
[60] Higher Education Coordinating Board, *Washington State University Academic Calendar: Semesters vs. Quarters* (Olympia, WA: HECB, December 2000).
[61] <http://www.washington.edu/faculty/facsenate/handbook/04-01-01.html>, accessed June 16, 2003.

- **Washington State University:** *As a public, land-grant and research institution of distinction, Washington State University enhances the intellectual, creative, and practical abilities of the individuals, institutions, and communities that we serve by fostering learning, inquiry, and engagement.*[62]

Branch campuses operate under these broad missions and the same university policies as the main campuses, but they were also given a more complex mission and structure:

- Branch campuses were created as upper division/graduate campuses, focusing primarily on transfer and placebound students.
- Branch campuses were intended to support regional (rather than statewide) economic development.
- Branch campuses were initially prohibited by the HECB from offering doctoral degrees. This policy, however, has relaxed over time.[63] WSU Spokane is currently the only branch campus that offers a doctoral degree.
- Branch campuses are part of research universities, but are restricted to certain types of research.[64] They do conduct research, but not on the same scale as the main campuses, particularly at UW campuses (see Exhibit 24).

Exhibit 24

Main Campuses Generate More Research Funding Than Branches

Revenues From Research Grants and Contracts, FY 2002

	Outside Research Funding (in millions)	Percent of Total Budget
UW Seattle	$809	36%
UW Bothell	$0.63	4%
UW Tacoma	$0.36	2%
WSU Pullman	$100	26%
WSU Vancouver	$2.1	12%
WSU Tri-Cities	$2.3	20%
WSU Spokane	$3.6	24%

Source: Provided by branch and main campuses of UW and WSU

Overall, branch campuses fall somewhere between Washington's research and comprehensive institutions regarding their emphasis on research.

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[62] <http://www.wsu.edu/StrategicPlanning/strategic-plan.html>, accessed June 16, 2003.

[63] The Institute's interim report details the history of HECB policies regarding doctoral degrees at branch campuses: Pennucci, *Higher Education Branch Campuses*, 108–111.

[64] HECB policy states that the branch campuses "will not operate research facilities or engage in community service projects that do not contribute to their instructional programs in a significant way. They may develop centers of excellence in specific disciplines which take advantage of special faculty talents or community resources, or that meet local needs." HECB, *Design for the 21st Century*, 18.

Governance

The degree that branch campuses have the autonomy to respond to what the NCHEMS review describes as this "differentiated mission"[65] depends in part on governance.

Policy Direction. The HECB policy governing branch campuses states that "[t]he governing structure of each branch campus will be determined by the home institution."[66] "Governance" or "governing structure" refers to how resources are allocated and programs are administered; where and how decisions are made affects the operations of each campus.

The UW and WSU have taken different approaches to governing their multi-campus systems. The NCHEMS review described them as Model E (UW) and Model D (WSU), with the distinguishing feature being the extent programs and services are integrated among campuses.

University of Washington: Less Integrated (Model E). From the beginning, the UW conferred more autonomy to UW Tacoma and UW Bothell than WSU has to its branch campuses. The UW has viewed its branches, to a certain extent, as separate institutions with distinct programs and student bodies. While some observers have questioned whether this separation impacts quality, the vast majority of administrators, faculty, students, and local community leaders interviewed for this report stated that the instructional quality of the branches matches that of the main UW campus. Accreditation reports for UW branch campus programs represent an independent perspective and generally reinforce the impression of academic rigor and outstanding faculty.

Washington State University: More Integrated (Model D). WSU's governance philosophy is reflected in the phrase frequently used to describe the system: "one university, geographically dispersed." WSU degree programs and student bodies are considered common to all campuses, with a strong emphasis on the overall quality of the university. Diplomas do not indicate the conferring campus, as they do for UW branches. The NCHEMS review characterized WSU as Model D based on how campuses were governed in the past, but WSU recently proposed a new governance structure for its branch campuses and should be considered a model in transition.

Model D in Transition. Concerns about branches' lack of autonomy recently led WSU to revamp its governance structure. Changes announced in the winter of 2003 include increased representation of branch campuses in university-wide decision-making processes, decentralization of selected administrative services, and greater authority at branch campuses for degree program development.[67] Implementation measures for these changes are still under discussion.

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[65] Appendix D, Lessons From Other States.
[66] HECB, *Design for the 21st Century*, 16.
[67] V. Lane Rawlins and Robert Bates, "Preliminary Recommendations for Newer Campuses of Washington State University," (Draft, January 8, 2003), <http://www.wsu.edu/president/campus-recommendations.html>, accessed April 2003.

Consensus Regarding Benefits of Ties to Main Campuses

Branch administrators and faculty identify both benefits and challenges of being newly established campuses within the UW and WSU university systems, as summarized in Exhibit 25. At every campus, there is clear consensus that the benefits outweigh the challenges of being a branch campus (compared with being a free-standing institution). Challenges are viewed as "kinks" in governance that are being addressed over time.

Exhibit 25
Benefits of Main Campus Ties Outweigh Challenges
According to Branch and Main Campus Administrators and Faculty

Benefits	Challenges
• Prestige of UW and WSU names and the "Husky" and "Cougar" identities • Quality standards associated with a research university • Access to main campus administrative services, policies, and procedures • Access to main campus faculty, staff, and libraries • Shared accreditation activities (some programs)	• Lack of autonomy in developing curricula • Lack of autonomy in negotiating articulation with community and technical colleges • Varied authority over budget decisions • Main campuses' lack of attention to branch issues and needs • Anxiety over tenure recommendation process

Benefits. Building upon the strengths of the UW and WSU names is identified by branch campus administrators and faculty as a major benefit. The prestige and quality associated with these universities favored the branches in recruiting faculty and students as well as in establishing relationships with local communities. Branch campus administrators and faculty also appreciate having access to main campus administrative infrastructure, which was particularly beneficial when the branches were newer.

Challenges. The major challenge identified by branch campus representatives is balancing the tension in being part of a university system while maintaining a separate identity. Branch campus administrators and faculty recognize the benefits of being a part of UW and WSU but want to balance these benefits with their desire to control their development, particularly regarding degree programs and curricula.

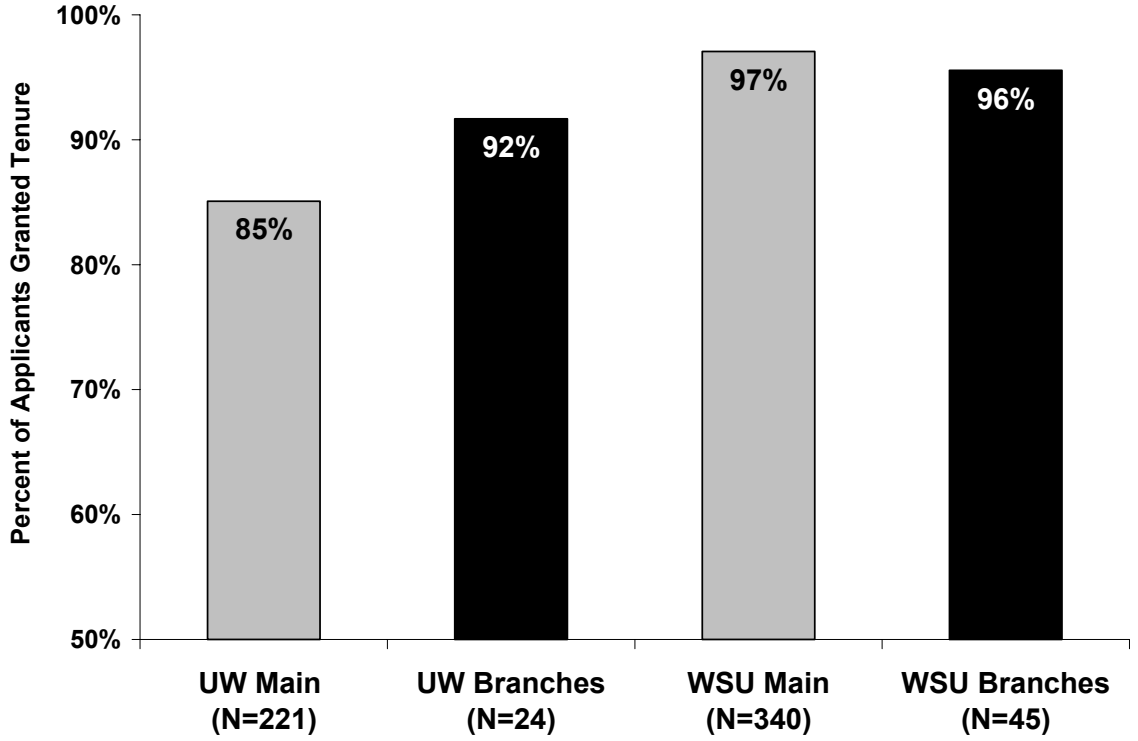
Authority over budgeting processes is also strongly desired by the branches. Administrative and budgetary decisions are frequently made at the main campuses without branch campus input, yet such actions have significant impact on branch campus operations. Branch campus personnel generally view such occurrences as oversights rather than as intentional and believe that with greater participation in decision-making processes such oversights would not occur.

There is anxiety regarding faculty tenure. Some branch campus faculty are concerned that their comparatively high administrative and teaching workloads, due to the small size and newness of many branch programs, limit their research activities (a key factor in tenure). This is a common concern for branch campus faculty nationwide.[68] Data indicate, however, that Washington's branch campus faculty achieve tenure at comparable rates as main campus faculty (see Exhibit 26).

Exhibit 26

Branch and Main Campus Faculty Have Comparable Tenure Rates

Percentage of Applicants Granted Tenure, 1998–2003



WSIPP 2003

Source: Data provided by UW and WSU main campuses.

"New" Versus "Branch" Campus. For many branch campus representatives, the term "branch" connotes a campus that is less than the main campus, and thus many prefer the term, "new campus." Branch personnel point to their academic programs and faculty research as indicators of comparable quality and want a designation that does not suggest inferiority.

[68] Mark Nickerson and Sue Schaefer, "Autonomy and Anonymity: Characteristics of Branch Campus Faculty," *Metropolitan Universities: An International Forum* 12, no. 2 (Spring 2001): 53.

5. Community Role

Policy Direction

Having a community focus is part of the branch campuses' history and purpose. The 1989 Legislature endorsed the creation of branch campuses to serve local, placebound students in urban centers.[69] The HECB's policy governing branch campuses states that "each branch campus will be unique, recognizing local student needs [and] diverse community resources."[70]

Each branch campus currently maintains community ties and operates numerous advisory committees that include local business and community leaders to help determine the type and content of degree programs offered.

High Expectations

Community and business leaders interviewed for this report wanted the branch campuses to expand in many ways, including adding:

- Lower division;
- Certain doctoral programs;
- A wider range of academic programs in general;
- Special initiatives linking community and technical college and branch programs;
- Special research projects tied with local businesses; and
- Other economic development-related initiatives (including capital investment).[71]

The NCHEMS review noted that for many upper division campuses in other states, "the communities in which the institutions were located never fully embraced the idea of 'half a university' and lobbied state legislators to add the freshmen and sophomore years."[72] In Washington, each locality clearly benefits from the state's investment in branch campuses, and communities will continue to press to maximize such benefits. With the exception of WSU Spokane, there are community pressures for the branch campuses to become four-year schools.

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[69] RCW 28B.45.010.
[70] HECB, *Design for the 21st Century*, 15.
[71] Detailed summaries of business and community leaders' perspectives regarding branch campuses are in Appendix B. Five to six individuals from each branch campus area were interviewed; the summaries, therefore, may not represent the full spectrum of community sentiment regarding branches.
[72] Appendix D, Lessons From Other States.

Summary

Although Washington's branch campuses are operating as intended by the 1989 Legislature, external and internal pressures exist for them to evolve into more traditional, four-year research universities with unique identities. Branch campuses in other states have experienced similar pressures.

Upper Division Structure. The branch campus' upper division structure necessitates a focus on transfer, while traditional universities tend to focus more on incoming freshmen. In Washington State, transfer students earn more total credits, on average, than freshman entry students to attain baccalaureate degrees. Branch campus graduates earn proportionately more upper division credits than other transfer students; additionally, branch students do not have access to lower division courses at their degree-granting institution as do transfers to four-year institutions. Branch campus administrators are concerned that the rigidity of the upper division structure leads to inefficiencies for institutions and students.

Approach to Funding. On average, per-student expenditures on instruction are higher at branch campuses than at other institutions. However, a number of factors may justify their higher-than-average level of instructional expenditures. Branch campuses were established as *upper division research* campuses, a structure linked with higher per-student funding levels. In addition, the small size of the branch campuses contributes to their higher costs because they have not achieved the economies of scale of other institutions, and start-up costs associated with new academic programs have a disproportionate impact on branch campuses.

As branch campuses grow, costs associated with their small size and small number of programs will diminish over time. The higher costs associated with their current mission and structure, however, will remain.

Relationships With Feeder Colleges. Washington State policy directs UW and WSU to collaborate with community and technical colleges regarding transfer to branch campuses, but the state does not require branch campuses to participate, nor does it provide resources or fiscal rewards to ensure cooperation. Although many successful collaborations exist, there are continuing barriers to collaboration among branch campuses and community and technical colleges, including differences in organizational cultures, expectations for degrees, and academic calendars.

Ties to Main Campuses. Washington's branch campuses operate within university systems dominated by the main campuses and are influenced by main campus missions and governance structures. Branch campuses operate under the broad mission of research universities but have a different structure, target population, and more limited research role. The extent that branch campuses have the autonomy to respond to this differentiated mission depends in part on governance. UW branch campuses have had considerable autonomy from the outset; WSU initially took a more integrated approach to campus governance but is currently undertaking changes to increase campus autonomy.

Community Role. Having a community focus is part of the branch campuses' history and purpose, and each campus maintains numerous community ties. Local community and

business leaders interviewed for this report want the branch campuses to expand in many ways, including adding lower division and expanding research activities. Each locality benefits from the state's investment in branch campuses, and communities will continue to press to maximize such benefits.

Branch campuses have distinctive local contexts that make certain policy questions more or less relevant for each campus. As such, there is no one policy for all branch campuses.

SECTION III: OPPORTUNITIES FOR LEGISLATIVE DIRECTION

As this report shows, Washington's branch campuses are influenced by significant internal and external pressures that are moving them away from their original missions. The experiences of other states with similar branch campuses reveal that this trend is to be expected. Without some form of legislative intervention, Washington's branch campuses will evolve in the direction of traditional, four-year institutions.

To ensure that branch campuses develop in a manner consistent with state goals, clear policy directions must be specified by the legislative and/or executive branches. Now may be an opportune time for the state to reaffirm the original branch campus missions and structure, re-direct them, or support their evolving path. Two policy objectives provide opportunities for legislative direction:

- **Align branch campuses with the state's higher education goals**
- **Improve the branch campus two plus two model**

In pursuing these objectives, many decisions about the branch campuses will need to be individualized. As noted previously, each branch campus has a distinct local context, including academic programs, faculty expertise, student demographics, nearby industries, and neighboring higher education institutions. In the same way that policymakers often individualize decisions about the research and comprehensive institutions, each branch campus needs separate attention.

Align Branch Campuses With the State's Higher Education Goals

In response to state needs and goals identified in Washington's 1987 master plan for higher education, the five branch campuses were created to increase access to higher education and support local economic development. Many conditions affecting the state's higher education environment have remained since the branches were established, but others have undergone dramatic shifts, particularly the demand, financing, and supply of higher education (see Exhibit 27).

Exhibit 27

Since Branch Campuses Were Created in 1989, What State Conditions Have...

... Remained the Same?	*... Changed?*
• **Enrollment Patterns.** The majority of the state's higher education students attend two-year schools. • **Regional Access.** Although improved, access to higher education remains uneven geographically. • **Economic Opportunities.** Opportunities for regional economic development and urban renewal remain. • **Overall Labor Market Needs.** Labor market demand for employees with baccalaureate degrees continues to grow.	• **Demand.** The Baby Boom Echo and increased participation in higher education are expanding student demand. • **Finances.** The state is experiencing revenue shortfalls and students now pay a larger share of higher education costs. • **Supply.** A wider array of public and private higher education providers is now available.

Changes in the policy landscape identified in Exhibit 27 influence all of Washington's higher education institutions, including branch campuses. The future roles, missions, and structures of higher education institutions are evolving as the state responds to a fiscal climate very different from the 1990s. While examining options for branch campuses, it is important that policymakers consider relevant aspects of the broader higher education system. For example, the growth in off-campus centers and distance learning shows that branch campuses are not the only way for the state to serve placebound transfer students. What is the best allocation of state resources in serving this population?

Each new mission undertaken by any higher education institution reduces the available time and resources for achieving other state higher education goals. A rigorous analysis of demand and access—one that goes beyond the current approach of simply requesting more money for more students—is needed for the state to efficiently allocate its resources. The inset below outlines the information needed to systematically address questions about the cost-effectiveness of various higher education sectors in Washington State.

Higher Education Planning: Key Information to Gather

State Goals. What are the state's priorities for higher education? Various goals have different policy implications. Should institutions focus on generally providing broad access to higher education or more specifically on baccalaureate degree completion? Clear direction from state policymakers is needed to answer these questions.

Regional Needs and Assets. Student and labor market needs vary across the state. How well do the state's educational assets align with regional needs?

Economic Efficiency. What is the most efficient way to spend an additional dollar on higher education? What are the costs and benefits associated with different models of higher education (e.g., two- and four-year schools, off-campus centers, two plus two model, distance learning, private institutions)?

Cost of Degree Attainment. To answer questions about economic efficiency, policymakers need data related to student performance; retention, time and credits to degree, and graduation rates are all important factors to consider. Costs associated with students who drop out or do not transfer must also be included in cost-efficiency analyses.

A key piece of needed information concerns the state's goals for its higher education system. Clear legislative direction regarding these goals can guide policy decisions about branch campuses and allow the HECB and institutions to synchronize planning. Currently, Washington is in the midst of a strategic planning process to inform the HECB's next master plan for higher education, now called a "strategic master plan" that "identifies goals and priorities for the system of higher education in Washington."[73] The process includes a legislative work group composed of members of the House and Senate higher education and fiscal committees to provide input on the plan. The first draft will be available in December 2003.

As decision-makers define strategic options for Washington's higher education system, the following branch campus policies need attention:

1. Research institution mission and funding;
2. Upper division versus four-year curriculum;
3. Focus on placebound students; and
4. Doctoral program offerings.

1. Is the Designation of Each Branch Campus as a Research Institution Appropriate?

The original decision to link Washington's branch campuses to the UW and WSU was primarily made in response to local communities' desire for the prestige and economic advantages associated with research universities. HECB policy, however, recognized the significant teaching role expected of branch campuses and restricted their research to activities related to instruction or local community needs.

[73] ESHB 2076, Section 2(1), Laws of 2003.

Branch campuses appear to perform proportionately less research than either of the main campuses, although the level of research at each branch varies greatly. Based on interviews with branch and main campus faculty and administrators, the teaching loads and administrative responsibilities for branch faculty are generally higher than for their main campus counterparts. The research activity of most branch campuses falls somewhere between the state's research and comprehensive institutions, yet the state funds each branch campus as a research university. Research universities are funded at a rate 24 percent higher than comprehensive institutions, on a per-FTE student basis.

Any proposal to alter the research institution designation and funding for branch campuses will be controversial, both within higher education and for the branch campus communities. As the state's difficult fiscal situation continues, however, adjustments to the per-FTE funding levels for some branch campuses may be considered. The specific action needed is to:

- **Determine the appropriate funding method for each branch campus.** The amount of research conducted varies among branch campuses, and the appropriate funding levels for branch campus operating budgets will, correspondingly, also vary. The state could create a workgroup to examine each branch's research role and faculty research productivity and define parameters for the research expectations that accompany research institutional funding.

2. Is There Need for Any Branch Campus to Become a Four-Year School?

The prospect of becoming a four-year school is a key topic for branch campuses (except WSU Spokane). The possibility of a four-year institution is particularly desirable for those branch campus communities at a sizeable distance from other colleges and universities. According to faculty and staff at some branches, a four-year institution offers greater prestige and will attract high-achieving high school graduates, those who would otherwise leave the area to attend college. As the NCHEMS review indicates, branch campuses in other states that were initially structured like Washington's responded to these pressures by becoming four-year schools.

Consideration of this option must occur in the context of the state's overall higher education supply and demand, balanced against available resources. Policymakers need a systematic, data-driven analysis to help them distribute higher education resources in the most strategic manner. Preparation for these decisions should include the following:

- **Conduct detailed, regional analyses of student demand and institutional supply.** Consider the capacity of existing colleges and universities to meet student needs in relation to anticipated demand. Densely populated areas in western Washington—particularly King County and the Vancouver area—have been identified by some higher education representatives as having inadequate access to public baccalaureate programs.

- **Simultaneously examine alternatives to increasing supply.** Alternative means to expand access should be considered, and their costs and benefits estimated.

Examples include expansion of a community college with sufficient capacity, resources, and expertise to a four-year school through the addition of upper division programs for certain majors. The state could also consider merging a branch campus with the academic component of a nearby community college.

- **Estimate start-up costs associated with adding the full lower division curriculum at branch campuses.** Lower division curricula are typically broader (focused on general education) than the more specialized upper division courses currently offered at branch campuses. What additional faculty resources and support services would be needed at each campus?

- **Consider potential impacts on other public institutions that provide lower division education** if any branch campuses begin admitting students as freshmen.

3. Placebound Students: A Continuing Priority for Branch Campuses?

Meeting the education needs of placebound students in urban areas was an important justification for the branch campuses. The Institute's interim report found that about half of branch classes are held at night and on weekends to accommodate working, placebound adults. Younger transfer students, however, tend to attend classes during the day; as their numbers have increased, branch campuses have scheduled more daytime classes. Branch campuses cannot fully meet both schedules, however, without significantly expanding the faculty. Additionally, there is a clear internal drive for branch campus faculty to develop unique "destination programs" to attract higher-achieving students from all over the state and country. How should the divergent needs of these groups of students be prioritized, given fiscal constraints?

In pursuing this question, key points to address include the following:

- **Develop an explicit definition of "placebound" and measure demand for higher education from this population.** The term "placebound" has not been clearly defined; standard criteria defining placebound (such as family, work, and health status) are necessary to gauge demand across the state. The state could consider adding questions to the state population survey (conducted by OFM every two years) to collect systematic information about this population. This would help policymakers determine the relative importance of focusing on placebound students given the other needs of the higher education system.

- **Consider the role distance learning, off-campus centers, and emerging private institutions play in serving placebound students.** These alternative approaches to higher education also target placebound adults. How does this influence the mission of the branch campuses?

4. What Is the Role of Each Branch Campus in Offering Doctoral Programs?

Is there a need to expand the role of branch campuses in doctoral education? HECB policy originally prohibited branch campuses from offering doctoral degrees because of their costs; however, this policy has been relaxed over time, and the HECB now considers doctoral programs at branches in both applied- and research-oriented academic fields. Some legislators, however, are concerned with the high costs associated with doctoral programs, and they question adding this activity to the branches' portfolio.

Some local communities—most notably the Tri-Cities and Spokane—are actively lobbying for their campuses to offer certain doctoral programs, generally to leverage partnerships with local businesses. Across the state, the need for school superintendent candidates to have an Education Doctorate is frequently cited as a rationale for branches to offer this applied doctoral program. Some branch campus faculty also note that doctoral students (many of whom provide research and teaching assistance) could improve faculty research productivity and reduce undergraduate instructional costs.

Policy considerations associated with this topic include the following:

- **Clarify decision-making authority regarding doctoral degree programs.** The HECB has authority to approve or deny doctoral programs at Washington's public higher education institutions. The issue of doctoral programs at branch campuses, however, has been the focus of some legislative attention. Does the legislature want to set explicit policy on this topic or allow the HECB to continue in this role?

- **Conduct analyses of student and labor market demand** for both applied- and research-oriented doctoral degrees across the state.

- **Re-examine the role of the comprehensive institutions (CWU, EWU, WWU, and TESC) in doctoral education.** Compared with branch campuses, four-year comprehensive institutions might be equally or better situated to add certain doctoral programs due to their larger size and number of faculty in many disciplines.

Improve the Branch Two Plus Two Model

The second policy objective involves adding flexibility to the original branch campus two plus two model, and removing barriers to branch campus and community and technical college collaboration.

Branch campuses were created as upper division campuses to complement Washington's community and technical college system, building on the state's investment in two-year schools. After extensive political deliberations, the final decision was to connect the branches with research universities. The implications of operating this particular two plus two model may not have been apparent to decision-makers. The model depends on close collaboration between two sectors of higher education that view themselves as having very different missions; research universities and community and technical colleges have markedly distinct academic programs, cultures, and students. The branch upper division

structure also imposes unusual restrictions on student course-taking behavior. These difficulties make the branches' original two plus two model less viable.

In terms of evidence about the branch two plus two model's operation in Washington, the facts tell a relatively positive story. Branch campuses accounted for nearly 10 percent of the degrees granted by public baccalaureate institutions in Washington State in 2000–2001. Currently, branches are expanding enrollments and increasing their course offerings. Our analysis reveals that branch campus graduates do not take more total credits than other transfer students while earning their four-year degrees. From this evidence, clearly the branch campus two plus two model is functioning.

However, the state could consider improvements in the branch two plus two model for three reasons. First, branch campus graduates take more upper division courses than other transfer students; upper division instruction is more costly than lower division, on average, and many majors do not require 90 credits of upper division. Second, some branches offer some lower division courses with upper division numbers, yet the students are considered upper division for funding purposes. Third, the branch two plus two model requires a higher degree of collaboration among branches and community and technical colleges than is required of other institutions.

In our visits across the state, we found variation in how well the branch two plus two model works, from being a minor concern in one location to being a topic of intense and sometimes debilitating debate in another. Collaboration among branches and community and technical colleges occurs but is inconsistent, and no resources or rewards are provided for the time-consuming articulation process. The extent to which inconsistent collaboration creates difficulties for students is not known, due to lack of data regarding students' transfer experiences.

In other states, similar pressures have contributed to the rationale for upper division branch campuses to become four-year schools. If policymakers want Washington's branch campuses to retain their predominately upper division structure, two policy changes may be helpful:

1. Improve collaboration; and
2. Relax restrictions on which institutions can offer lower and upper division.

1. Improve Collaboration and Articulation Among Branch Campuses and Community and Technical Colleges

Transfer issues extend beyond branch campuses to all baccalaureate institutions in Washington. Efforts to improve articulation have been given priority from the legislature, the HECB, the SBCTC, and higher education institutions across the state. Additional steps can be taken to improve collaboration and articulation among branches and community and technical colleges. The range of policy options includes the following:

- **Clarify the role of branch campuses (and other institutions) in providing baccalaureate degrees for individuals with two-year technical degrees.** Some

community and technical college representatives expect branches to allow students with two-year technical degrees to take two years of upper division general education at a branch campus and receive a technical baccalaureate degree.[74] Branches, however, provide academic rather than technical education, consistent with their role as baccalaureate institutions, and have mostly specialized (not general) upper division courses. Policymakers can help clarify the expectations for the degree offerings provided by branch campuses and other institutions, and thereby resolve this source of tension.

- **Encourage branches and community and technical colleges to concentrate the necessary time and attention required by the branch two plus two model.** Develop and track performance measures related to branch campus and community and technical college transfer-related outcomes. Allocate resources specifically to support collaboration, or pay institutions more for each FTE transfer student enrolled.

- **Move the state's higher education system toward a common academic calendar.** Coordinating schedules and course sequences among institutions that operate on the quarter and semester calendars presents a challenge to transfer students and institutions.

2. Relax Restrictions on Which Institutions Can Offer Lower and Upper Division Courses.

At present, the branch two plus two model is rigid; increasing its flexibility can improve the value of branch campuses to the state's higher education system. Some branch administrators and faculty want to offer selected lower division courses to increase curricular flexibility for the campuses and students. These lower division courses include prerequisite courses, particularly math, science, and foreign languages.

HECB policy allows branches to offer selected lower division courses; branch campuses have not exercised this discretion, however, because when it has been proposed, there is strong resistance from community and technical colleges as well as some legislators. Many community and technical college representatives see offering lower division as a concrete step toward branches becoming four-year schools and believe it represents a departure from the state's commitment to the two-year system.

In addressing this issue, policymakers can consider several approaches:

- **Clarify decision-making authority.** HECB policy now delegates decision-making authority on this issue to the branch campuses, which are expected to consult with community and technical colleges on this issue. Legislative and community and technical college resistance, however, has created a stalemate where no branch campus officially offers lower division courses. Either the HECB or the legislature could define parameters for this issue.

[74] This type of baccalaureate is sometimes called an "upside down" degree.

- **Allow a limited number of lower division courses at some branches.** This study found that transfer students at four-year institutions take between 16 and 27 percent of their lower division coursework after transferring. The state could set clear limits on branch campus lower division curricula that reflect the experiences of other transfer students, while retaining the predominately upper division structure. Precisely which lower division courses branches offer could also be specified, based on branch campus major requirements and availability of prerequisite courses at nearby community and technical colleges.

- **Lower division courses provided at branch campuses can be recognized in the budgeting process** by funding branch campus lower division FTEs at a rate that more closely reflects their costs. On average, baccalaureate institutions in Washington State spend 44 percent less on lower division instruction per FTE compared with upper division. Due to their small size, branch campuses may not be able to achieve comparably lower costs for their lower division courses. A significant increase in lower division courses at a branch campus, however, may warrant a re-examination of its per-FTE funding.

- **Consider allowing selected upper division courses at some community colleges.** Allowing limited upper division courses at qualified community colleges could also improve students' access to required coursework. The lack of distinction between some 200 (lower) and 300 (upper) level courses make a case for allowing this on a limited basis. Analysis of costs associated with upper division instruction at community colleges would first be necessary.

Summary

The growing demand for higher education in the state at all levels, as well as current fiscal challenges, make decisions regarding branch campuses, as well as other institutions, all the more significant. Overall, to help make strategic use of its limited resources during this critical time, the state needs:

- A clear statement of higher education goals—what does the state want its higher education system to achieve?—to guide future decisions;

- More information regarding demand for higher education and the cost and benefits associated with various sectors of the state's higher education system; and

- Clarification of who has authority over what types of degrees and courses branch campuses can offer.

APPENDIX A: SITE VISITS AND INTERVIEWS

Site Visits

Site visits to branch and main campuses and feeder community colleges were conducted from February through April 2003.

Branch Campus Visits

Branch campus visits involved a series of meetings held over eight-hour days with faculty, students, and administrators (including those in academic, student services, finance, facilities, and other departments).

- UW Tacoma – February 19
- UW Bothell – February 24
- WSU Spokane – March 5
- WSU Tri-Cities – March 19
- WSU Vancouver – March 27

Main Campus Visits

Main campus visits involved two-hour meetings with administrators (including academic and finance departments) and a faculty senate representative.

- WSU Pullman – March 4
- UW Seattle – April 8

Community College Visits

Community college visits involved two- to four-hour meetings with faculty and administrators in academic and student services departments.

- Bellevue Community College – February 26
- Edmonds Community College – February 27
- Tacoma Community College – February 28
- Pierce College (Fort Steilacoom) – March 3
- Everett Community College – March 11
- Clark College – March 13
- Cascadia Community College – March 14
- Columbia Basin College – March 18
- Lower Columbia College – March 26

Other Visits

In tandem with the WSU Spokane visit, the following organizations were visited to discuss the shared campus arrangement.

- Spokane Intercollegiate Research and Technology Institute (SIRTI) – March 5
- Eastern Washington University in Spokane – March 6

Interviews

Two sets of telephone interviews were completed: (1) supplementary interviews to explore topics raised during site visits, and (2) interviews with local business and community leaders in each branch campus region.

Supplementary Interviews

- Lake Washington Technical College (Mike Potter, Dean) – March 25
- Bates Technical College (Michael Brandstetter, Job Readiness Training Center Opportunity Specialist) – March 28
- North Snohomish, Island and Skagit Counties Higher Education Consortium (NSIS) (Larry Marrs, Executive Director) – March 31
- Spokane Falls Community College (Pam Prager, Vice President of Learning) – April 9
- TESC Tacoma (Enrique Riveros-Schafer, Provost) – April 15
- HECB (Elaine Jones, Associate Director) – April 14

Local Business and Community Leader Interviews

Individuals were selected for interviews based on their involvement in branch campus advisory committee activities, local news publications, or local business associations (such as Chambers of Commerce). Five to six individuals from each branch campus area were interviewed.

UW Bothell

- Bob Drewel (Snohomish County Executive; former President, Everett Community College)
- Maryel Duzan (Marketing Consultant; Adjunct faculty member, UWB; former member, UWB advisory council)
- Max Gellert (Retired, former Chairman and CEO, ELDEC; former member, UWB advisory council)
- Ed Hansen (General Manager, Snohomish PUD; former Mayor of Everett)
- Deborah Knutson (President, Economic Development Council of Snohomish County; member, UWB advisory council)
- Rod Proctor (Consultant, RavenFire, LLC; member, UWB advisory council)

UW Tacoma

- Betsy Brenner (Publisher, The News Tribune; Chair, UWT advisory council)
- Ray Corpus (City Manager, Tacoma)
- Dawn Lucien (Retired; longtime Tacoma civic leader; member, UWT advisory council)
- Bill Philips (Retired Chairman and CEO, Columbia Bank)
- Herb Simon (Partner, Simon Johnson, LLC; member, UWT advisory council)

WSU Vancouver

- Al Bauer (Retired state senator)
- Scott Campbell (Publisher, The Columbian; former Chair, WSUV advisory council)
- Steven Horenstein (Attorney, Miller Nash; member, WSUV advisory council)
- Bart Philips (President, Columbia River Economic Development Council; member, WSUV advisory council)
- Bob Schaefer (Attorney, Blair, Schaefer, Hutchinson and Wolfe; board member, SEH; member, WSUV advisory council)
- Mike Worthy (President, Bank of Clark County; Chairman of Board, Vancouver Chamber of Commerce; Chair, WSUV advisory council)

WSU Tri-Cities

- Ed Allen (Vice President, Sterling Savings Bank; member, WSUT advisory council)
- Cheryll Dell (Publisher, Tri-Cities Herald)
- Wayne Martin (Technical Group Manager, Pacific Northwest National Laboratory; WSUT graduate)
- Sandra Matheson (Management Consultant; Member, WSUT advisory council; WSUT graduate)
- Mike Schwenk (Director of Economic Development, Pacific Northwest National Laboratory; former member, WSUT advisory council)

WSU Spokane

- Mike Edwards (President, Downtown Spokane Partnership; member, WSUS Interdisciplinary Design Institute advisory council)
- Tom Fritz (CEO, Inland Northwest Health Services; member, WSUS advisory council)
- Rich Hadley (President and CEO, Spokane Regional Chamber of Commerce; member, SIRTI Board)
- Wendell Satre (Retired, former CEO, Washington Water Power (now Avista); member and former Chair, WSUS advisory council)
- Thomas White (CEO, Empire Health Services; former member, WSUS advisory council)

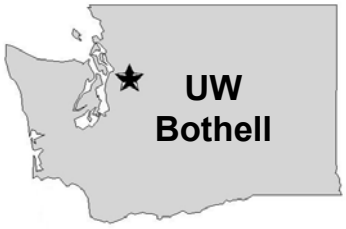
APPENDIX B: BRANCH CAMPUS SUMMARIES

This appendix describes the unique identities of Washington's five branch campuses as viewed by administrators and faculty at the main and branch campuses of the University of Washington, Washington State University, community and technical colleges, and leaders in branch campus areas.

Local leaders were selected for interviews based on their involvement in branch campus advisory committee activities, local news publications, or local business associations (such as Chambers of Commerce). Five to six individuals from each branch campus area were interviewed (see Appendix A); the perspectives summarized below, therefore, may not represent the full spectrum of community sentiment regarding branches.

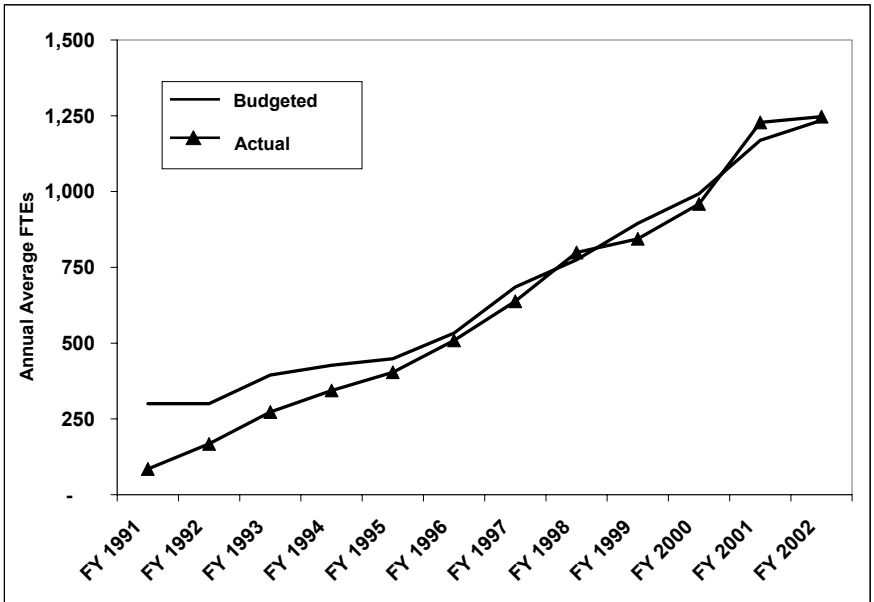
This section describes the context and identity of each campus, focusing on:

- **Geography**
- **Academic Niche**
- **Relationships With Feeder Schools**
- **Local Business and Community Leaders' Perspectives**
- **Current Campus Direction/Initiatives**



UW Bothell has grown from 85 full-time equivalent (FTE) students during the 1991 fiscal year to 1,295 FTEs in the fall of 2002. Exhibit B-1 illustrates UW Bothell's growth pattern.

Exhibit B-1
UW Bothell Annual Average FTE Enrollment



WSIPP 2003
Source: OFM, Fall Higher Education Enrollment and Budget Driver Reports.

Geography

The UW Bothell campus is located on the east side of King County, northeast of Seattle, about 17 miles from the main UW campus. UW Bothell attracts students from a relatively broad and densely populated area, with many students residing in Seattle, Bellevue, Everett, Edmonds, and other communities in King and Snohomish Counties.

UW Bothell faces two primary challenges related to its geography. The first is the large number of communities with which the campus interacts. Rather than dealing with a single community, UW Bothell markets to and solicits support from communities all over the north Puget Sound region. The campus's service area was described by some individuals as having a "wide footprint" with "no clear community."

The second challenge UW Bothell faces is its proximity to the main campus in Seattle. Campus administrators are concerned about overlapping fundraising activities and the need

to develop a unique academic niche (described below) to set the campus apart from well-established programs in Seattle.

UW Bothell's proximity to the main campus has also led to a distinctive transfer pattern: approximately one-fifth to one-third of incoming UW Bothell students come from the main UW campus each fall. UW Bothell and UW Seattle administrators presume that this pattern results from UW Seattle's admission limits for particular majors; after students finish their first two years at the main campus in Seattle, some transfer to UW Bothell when they cannot get into their major due to lack of space or a high level of competitiveness (or both). Some students interviewed also appreciate UW Bothell's location, smaller classes and accessible faculty and intentionally choose to transfer to the Bothell campus.

Academic Niche

Both UW branch campuses were given autonomy to develop their own separate programs from the beginning. UW Bothell's distinguishing academic feature is its focus on interdisciplinary programs; about one-third of UW Bothell students are enrolled in its Interdisciplinary Arts and Sciences program at the undergraduate level. Significant numbers of students are also enrolled in business, computing, nursing, and education programs (see Exhibit B-2).

Computing and Software Systems represents a relatively new and growing segment of UW Bothell's offerings. The campus is also developing a program in environmental science, focused on wetlands conservation and based on the wetlands restoration that occurred on-site when the campus was constructed.

Exhibit B-2
UW Bothell Student Enrollment by Degree Program, Fall 2002

BACCALAUREATE DEGREES	HEADCOUNT
Interdisciplinary Arts and Sciences, B.A.	523
Business Administration, B.S.	381
Computing and Software Systems, B.S.	268
Nursing, B.S.	94
Environmental Science, B.S.	7
MASTER'S DEGREES	
Business Administration, M.B.A.	85
Education, M.Ed.	77
Policy Studies, M.A.	52
Nursing, M.N.	29
CERTIFICATIONS	
Teacher Certification	90
TOTAL STUDENTS FALL 2002	**1,606**

Relationships With Feeder Schools

Many Partner Schools. Because UW Bothell serves a broad area, the campus has developed working relationships with many community colleges, including:

- Bellevue
- Cascadia
- Edmonds
- Everett
- Highline
- Olympic
- North Seattle
- Peninsula
- Seattle Central
- South Seattle
- Shoreline
- Skagit

UW Bothell is also working with Lake Washington and Renton Technical Colleges to draft articulation agreements for the nursing program. UW Bothell administrators and faculty note that the region is distinguished by the relative affluence of residents on the eastside of King County, compared with the rest of the state, and strong academic quality in local high schools and community colleges. Most nearby feeder schools have focused on transfer for years, which has made articulation with UW Bothell's upper division programs relatively smooth, according to campus administrators.

Co-Location. UW Bothell shares a campus with Cascadia Community College, the state's newest college, which opened in 2000. This "co-location" is unique for the state.[75] UW Bothell resided in temporary leased facilities before moving to the new campus in the fall of 2000.

On the shared campus, UW Bothell is primarily housed in two separate buildings on the south end of campus and Cascadia in a building on the north end of campus. A central building is shared by both institutions and houses the library, media center, bookstore, and other common operations. Cascadia, perhaps because of co-locating with a baccalaureate institution and local demographics, is strongly geared towards academic transfer programs: nearly three-fourths (71 percent) of Cascadia students intend to transfer to complete a baccalaureate degree, compared with just over one-third (37 percent) of community college students statewide.[76]

Benefits. Staff from both institutions describe benefits of co-location:

- Access to UW library and UW faculty advising for Cascadia students;
- Closer faculty relationships, leading to greater ease in program articulation; and
- Mentoring provided by upper division students to Cascadia students.

Challenges. There are also challenges associated with administering co-located campuses. While both UW Bothell and Cascadia administrators stress the benefits of the arrangement, some challenges exist:

- Extensive time spent developing and managing multiple institutional agreements regarding shared space and administrative functions, such as grounds, security, and building maintenance;
- Unrealistic expectations of Cascadia students about future access to UW Bothell (Cascadia students do not have preferential admission); and
- Potential resentments from other community college staff/students regarding Cascadia's access to the UW library and concerns about preferential admission (although there are no preferential admission policies).

[75] Other institutions, such as Central Washington University at Edmonds Community College, have off-campus centers with permanent, co-located facilities, but the UW Bothell–Cascadia arrangement is the only instance in the state of fully co-located institutions.
[76] Institute analysis of SBCTC fall 2001 headcount enrollment data. Excludes technical colleges.

Local Business and Community Leaders' Perspectives

Community leaders note the following as particular successes of UW Bothell:

- ***Serving Placebound Students and Others.*** Initially, UW Bothell primarily served older, working adults but has recently evolved to serve more traditional students and now offers more daytime classes.

- ***Interdisciplinary Approach.*** Community leaders believe the school has a strong focus on teaching communication skills across disciplines, noting that UW Bothell frequently requires students to work on team projects. UW Bothell is considered by local leaders an innovative laboratory for "how to do" higher education.

- ***Excellent Faculty.*** UW Bothell faculty are viewed by many as having an entrepreneurial spirit, demonstrated by their commitment to creating a new institution. Having its own faculty (as opposed to an overall UW faculty) helps UW Bothell foster close relationships with the community, according to those interviewed.

Leaders see the following as continuing challenges for the school:

- ***Co-location and Articulation.*** Co-location with Cascadia Community College and the two plus two approach provokes mixed feelings among community leaders. Some believe it has worked well and encourages articulation efforts, while others think the ongoing daily work needed to "live together" absorbs too much energy.

- ***No Community.*** Unlike the other branches, UW Bothell is not located in a centralized community and lacks a natural constituency to rally behind it. However, several leaders state that the school has begun to successfully build a positive reputation in the community.

Local leaders' hopes for the school's future include the following:

- ***Programs With Links to Snohomish County Industry Clusters.*** Some local leaders think that UW Bothell should develop programs that link directly with one or more industries in Snohomish County, including high technology, biotechnology, and avionics.

- ***Research Opportunities for Faculty.*** Local leaders interpret the original mission for UW Bothell as requiring faculty to focus on teaching and not research, but observe that faculty desire to do research and publish in order to advance in their fields.

- ***Future of Co-Location?*** Leaders anticipate the school will outgrow its co-located facility in the next few years and believe that UW Bothell and Cascadia will be forced to address whether to continue co-location or to separate, with one school moving to a new site.

- ***Becoming a Four-Year School?*** Leaders interviewed for this report express two distinct feelings regarding adding lower division at UW Bothell. Some believe it is a natural evolution, perhaps intended from the beginning. Others, particularly those with ties to community and technical colleges, assert that articulation is time-consuming but worthwhile.

Current Campus Direction/Initiatives

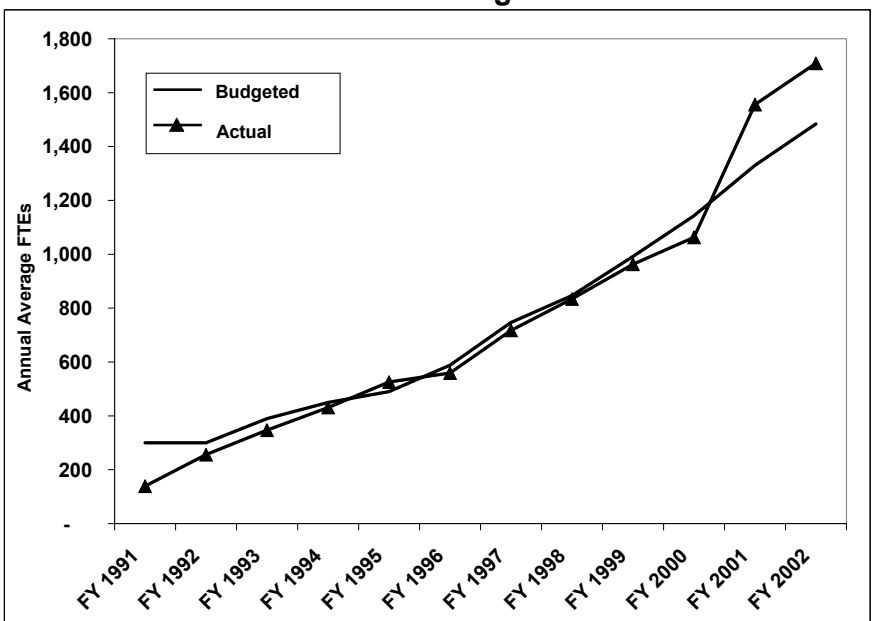
Access Road. UW Bothell, in coordination with Cascadia Community College, is currently focused on expanding the capacity of the campus by securing state funding for a south-entry access road to the campus. Without this action, the campus capacity is limited to 3,000 FTEs (1,800 for UW Bothell and 1,200 for Cascadia) by the city of Bothell's zoning restrictions, and the school would like to expand its capacity to 10,000 FTEs (6,000 for UW Bothell and 4,000 for Cascadia). The current 2003–05 biennium transportation budget includes $8 million for this project.[77]

Lower Division. While there are no specific initiatives at the present time, UW Bothell administrators and faculty describe the future of the campus as including lower division coursework and the ability to admit students as freshmen.

[77] ESHB 1163, Section 305(10), Chapter 360, Laws of 2003.

UW Tacoma has grown from 139 FTEs during the 1991 fiscal year to 1,705 FTEs in the fall of 2002. Exhibit B-3 illustrates UW Tacoma's growth pattern.

Exhibit B-3
UW Tacoma Annual Average FTE Enrollment



WSIPP 2003
Source: OFM, Fall Higher Education Enrollment and Budget Driver Reports.

Geography

Located in downtown Tacoma, UW Tacoma is the most urban of the five branch campuses. Facilities are housed in renovated historic warehouses, and the campus combines academic and commercial properties, enhancing its urban character. UW Tacoma benefits from having a well-defined community that lobbied for the campus in the 1980s and continues to strongly support its presence. There is widespread recognition that UW Tacoma, along with the Washington State History Museum, Museum of Glass, U.S. Federal District Court, and other nearby enterprises, have revitalized the district, previously an area of urban decay.[78]

[78] See, e.g., Elaine Porterfield, "Artistic Renaissance Transforms Tacoma," *Seattle Post-Intelligencer* (October 23, 2002), or Jim Szymanski, "Downtown's North End Pointing Up: Large Development Plans, Return of Small Shops Spur Revitalization in Historic Part of Tacoma," *The News Tribune* (March 30, 1997), G1.

Academic Niche

UW Tacoma, like UW Bothell, initially developed an Interdisciplinary Arts and Sciences program, which continues to be its largest program and currently enrolls approximately half of UW Tacoma students at the undergraduate level. Business, nursing, education, and social work programs also enroll significant numbers of students.

Institute of Technology. UW Tacoma's newest program is the Institute of Technology, which was authorized by the 2001 Legislature and offers Computing and Software Systems. The purpose of the Institute of Technology is to "expand undergraduate and graduate degree programs meeting regional technology needs including, but not limited to, computing and software systems."[79] UW Tacoma administrators believe that this initiative has given the campus a mission to provide technology-based education to a statewide, not just local, student population. In the fall of 2002, 216 students (158 FTE) were enrolled at the Institute of Technology.

Exhibit B-4
UW Tacoma Student Enrollment by Degree Program, Fall 2002

BACCALAUREATE DEGREES	HEADCOUNTS
Interdisciplinary Arts and Sciences, B.A.	815
Business Administration, B.A.B.A.	380
Computing and Software Systems, B.S.	192
Nursing, B.S.N.	103
Urban Studies, B.A.	72
Undeclared	42
Social Welfare, B.A.	32
Environmental Science, B.S.	0
MASTER'S DEGREES	
Education, M.Ed.	98
Social Work, M.S.W.	89
Nursing, M.N.	71
Business Administration, M.B.A.	55
Interdisciplinary Arts and Sciences, M.A.	45
Computing and Software Systems, M.S.	24
CERTIFICATIONS	
Teacher Certification	57
Educational Administrator Certificate	
TOTAL STUDENTS FALL 2002	**2,075**

Relationships With Feeder Schools

Many Partner Schools. The Puget Sound region is home to a large number of community and technical colleges, and UW Tacoma has developed working relationships with many of these schools. The legislation authorizing the Institute of Technology directed UW Tacoma to establish articulation agreements with 15 area community and technical colleges to facilitate student transfer, particularly for those in applied information technology programs.[80] Partner colleges include the following:

- Bates Technical
- Bellevue
- Clover Park Technical
- Centralia
- Grays Harbor
- Green River
- Highline
- Tacoma
- Olympic
- Pierce District (2 schools)
- Seattle District (3 schools)
- South Puget Sound

[79] ESSB 6153, Section 604(2), Chapter 7, Laws of 2001, Second Special Session.
[80] ESSB 6153, Section 604(2)(a-l), Chapter 7, Laws of 2001, Second Special Session.

UW Tacoma faculty and administrators describe the large number of feeder schools as an ongoing challenge. The creation of the Institute of Technology, with the mandate to draft articulation agreements with an even greater number of schools, including technical colleges, amplified this issue.

Community and technical college staff interviewed for this report were positive about the opportunities that UW Tacoma provides. Many commented that the campus created access to baccalaureate education for local, placebound adults whose only other options were private institutions or extensive commutes. UW Tacoma and local community colleges have developed initiatives to improve transfer and articulation, such as:

- The "**Destination UWT**" program, which involves placing a UW Tacoma advisor on local community college campuses (including Pierce and Tacoma) once a week.
- The **faculty fellows** program, in which UW Tacoma sponsors community college faculty to teach at the Institute of Technology. Faculty fellows also receive mentorship, participate in departmental activities, and may enroll in UW Tacoma courses. UW Tacoma will support six fellows for the 2003–04 academic year.
- **Dual admissions** programs with Pierce, Tacoma, Highline, South Puget Sound, and Olympic Community Colleges that gives participating students access to UW Tacoma student services, faculty advisors, and facilities. The program currently enrolls approximately 15 students.

Local Business and Community Leaders' Perspectives

Community leaders note the following as particular successes of UW Tacoma:

- ***Revitalizing Downtown Tacoma.*** Community leaders see UW Tacoma as a major factor in the redevelopment of Tacoma's south downtown warehouse district, as well as in improving the city's reputation in general. Leaders note that UW Tacoma has received widespread recognition for this role and is believed to be drawing new business investment. The campus also serves as a community meeting place.

- ***Access to Quality Education.*** Local leaders speak with passion about the many placebound students for whom UW Tacoma alone offers an opportunity to earn a bachelor's degree. Although there are private universities in the area, leaders describe these schools as inaccessible to working-class students.

  Community leaders believe UW Tacoma offers a high-quality education and has attracted high-caliber faculty. One leader notes that the degree is the highly regarded "UW brand" and states that no one cares whether it came from Tacoma or Seattle.

- ***Institute of Technology.*** Community leaders are pleased with the Institute of Technology, describing it as a step forward on the school's part to produce more graduates with hard technical skills linked to employer needs. Leaders note that they raised $6 million in private funds for the Institute of Technology and that the city of Tacoma helped lobby the Legislature to fund the project.

- ***Private Partnerships for Campus Garage and Housing.*** Some community leaders remarked that a private developer will soon construct a building on the UW Tacoma campus with a garage on the first few floors and market rate housing above, providing campus parking spaces and residences. The city of Tacoma is also loaning funds for this project as patrons of the nearby convention center may use the parking.

Leaders see the following as continuing challenges for UW Tacoma:

- ***Relationships With Community and Technical Colleges*****.** Some leaders commented on ongoing friction between UW Tacoma and local community and technical colleges over program articulation, noting that particular disagreement has arisen over whether UW Tacoma should provide lower division coursework for the Institute of Technology.

- ***Relationships With UW Seattle.*** Some leaders believe UW Tacoma's relationship with UW Seattle is not as good as it should be. One leader stated that Seattle campus staff think branch campuses do not offer a full-featured education; another suspects UW Seattle allocates resources to the main campus first and branches get whatever is left.

Local leaders' hopes for the school's future include the following:

- ***Growth*****.** Community leaders would like to see the school grow to 7,500 or even 10,000 students within the next few years. They believe that demand from students in the south Puget Sound region and demand from employers for four-year degrees make this a reasonable goal.

- ***More Private Investment to Build the Campus.*** The university has acquired land for future growth within the site designated as the boundaries of the UW Tacoma campus. Various buildings are unoccupied and deteriorating; some local leaders think the private sector should be permitted to develop them and lease developed properties back to the state for a period to recoup costs, giving UW Tacoma use of the buildings sooner than if they wait for the legislature to appropriate funds for development.

- ***More Autonomy From and Collaboration With UW Seattle*****.** One community leader believes greater autonomy from UW Seattle would help UW Tacoma obtain needed resources to grow and meet local needs. Another leader asserts UW Seattle should recognize the branches as an integral part of the UW system, and UW marketing should feature them accordingly.

Current Campus Direction/Initiatives

Institute of Technology. The Institute of Technology is still new—in its second year—and UW Tacoma is continuing to develop articulation agreements with community and technical

colleges for the Computing and Software Systems program. Additional technology-based degree programs are planned for the future.

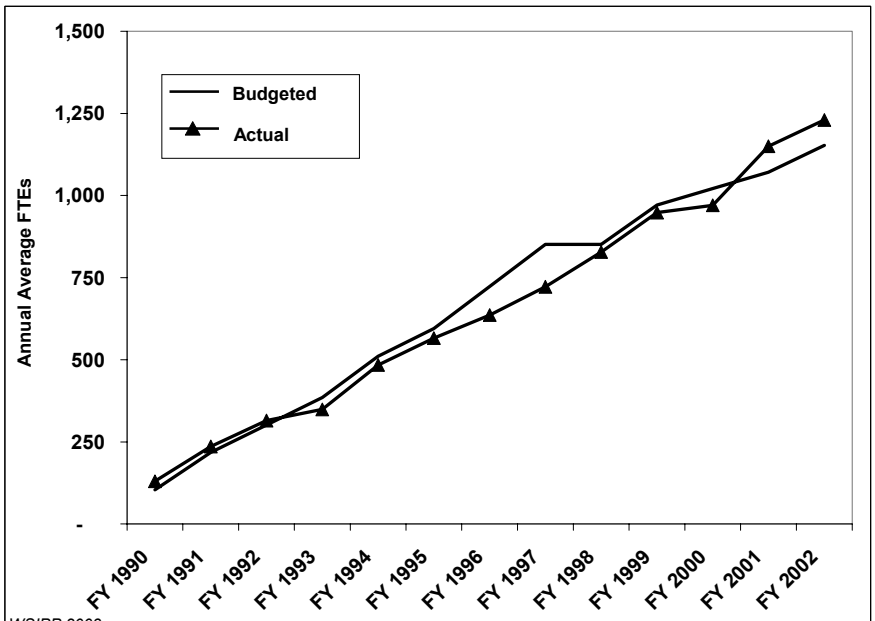
Lower Division. Although there are no specific initiatives at present, UW Tacoma administrators and faculty see the campus's future as including lower division coursework and the ability to admit students as freshmen.

Student Residences. UW Tacoma administrators cite growing demand for higher education from traditional-aged college students and its statewide mission to provide technology programs as reasons to develop on-campus housing for students. The current campus master plan includes a $21 million housing and parking complex that will be partly financed by private funds.[81]

[81] David Wickert, "UW Crafts New Vision for Tacoma Campus," *The News Tribune* (June 2, 2003) <http://www.tribnet.com/news/local/story/3223456p-3251924c.html>, Accessed June 3, 2003.

WSU Vancouver has grown from 130 FTEs during the 1990 fiscal year to 1,275 FTEs in the fall of 2002. Exhibit B-5 illustrates WSU Vancouver's growth pattern.

Exhibit B-5
WSU Vancouver Annual Average FTE Enrollment



WSIPP 2003
Source: OFM, Fall Higher Education Enrollment and Budget Driver Reports.

Geography

WSU Vancouver is in southwest Washington, an area characterized by rapid population growth—particularly in the K–12 population—and ongoing residential and economic development. WSU Vancouver is located seven miles north of downtown Vancouver and ten miles from the Washington border; the city of Portland is across the Columbia River in Oregon. The WSU Vancouver campus opened in 1996. As the only public baccalaureate and graduate institution in this area of Washington, WSU Vancouver has strong community support, and the local community is heavily involved in campus activities.

Local students do have some access to schools in Portland. There are two public universities (as well as two university centers) and numerous private baccalaureate

institutions in Portland.[82] The "border county higher education pilot project" currently allows residents of selected Washington and Oregon counties to pay in-state tuition when crossing state borders to attend college.[83]

Academic Niche

WSU Vancouver offers a variety of degree programs at both the undergraduate and graduate levels. Its largest concentrations of students are in business, education, and social sciences (see Exhibit B-6). Nearly three-fourths of WSU Vancouver students are undergraduates. Most of WSU Vancouver's degree programs are in applied areas, such as manufacturing, engineering, and nursing, although many new programs are in liberal arts fields, including anthropology and history.

Exhibit B-6
WSU Vancouver Student Enrollment by Degree Program, Fall 2002

BACCALAUREATE DEGREES	HEADCOUNTS
Business Administration, B.A.	293
Social Science, B.A.	165
Psychology, B.S.	154
Human Development, B.A.	133
Undeclared/Miscellaneous	124
Elementary Education, B.A.	84
Public Affairs, B.A.	79
Electronic Media & Culture	57
English, B.A.	55
Biology, B.S.	54
Nursing, B.S., R.N.	45
Humanities, B.A.	44
Computer Science, B.A.	43
Manufacturing Engineering, B.S.	24
Anthropology, B.A.	8
Hotel & Restaurant Administration, B.A.	3
Natural Resource Sciences, B.S.	2
Computer Science, B.S.	0
MASTER'S DEGREES	
Education, Ed.M.	90
Nursing, M.N.	61
Business Administration, M.B.A.	60
Teaching, M.I.T.	48
Undeclared/Miscellaneous	45
Public Affairs, M.P.A.	35
Education Administration	29
Technology Management, M.T.M.	6
Environmental Science, M.S.	5
Engineering Management, M.E.M.	0
History, M.A.	0
CERTIFICATIONS	
Secondary Education Certificate	0
TOTAL STUDENTS FALL 2002	**1,746**

Relationships With Feeder Schools

Two Partner Schools. Most of WSU Vancouver's students come from two community colleges: Clark College in Vancouver and Lower Columbia College in Longview, more than 50 miles to the north. Both colleges report that WSU Vancouver has become the top destination for their students who transfer to baccalaureate programs. Both Clark and Lower Columbia Colleges desire increased collaboration to support articulation and transfer with WSU Vancouver. Existing initiatives in support of transfer include the following:

- Placing a WSU Vancouver **advisor** half-time at Clark College and once every two weeks at Lower Columbia College.

[82] One of the public universities in Oregon focuses on health and science disciplines (Oregon Health and Science University); the other (Portland State University) is a traditional university. <http://www.oregon.gov/prod/index.cfm?CurrPID=776>, Oregon.gov/Higher Education website, accessed June 9, 2003.
[83] RCW 28B.15.0139. This project expires June 30, 2004.

- The **Engineering and Science Institute** is a developing project that involves co-admission to Clark or Lower Columbia and WSU Vancouver in technology programs. Targeting high-achieving students, the community colleges will provide the first two years of instruction, and participating students will have access to WSU Vancouver advisors and other student services beginning with the first year.

Local Business and Community Leaders' Perspectives

Community leaders note the following as particular successes of WSU Vancouver:

- ***Access to Quality Education.*** Leaders observe that WSU Vancouver has dramatically increased access to higher education in the area and believe it offers high-quality education to placebound students.

- ***Economic Development.*** Business and community leaders state that WSU Vancouver plays a key role in attracting industry to Clark County and promoting economic development, particularly in the high-technology industry cluster, which they say has helped diversify a formerly resource-based economy.

  Leaders describe WSU Vancouver as having strong links with the business community, which has been involved in key decisions such as the campus siting. Faculty and administrators are described as "reaching out" to the community, providing research and internships and devoting time to civic and philanthropic organizations. A high-tech firm recently donated a laboratory to the school.

Leaders see the following as continuing challenges for the school:

- ***Relationships With Community Colleges.*** Some leaders assert that WSU Vancouver has not built the seamless higher education system envisioned when the branches were established. The constraints of having to work through Pullman, as well as cultural differences between WSU Vancouver and local community colleges, were cited by local leaders as reasons for this failure.

- ***Region Still Underserved.*** Leaders believe that, even with WSU Vancouver, access to baccalaureate and graduate education in southwest Washington remains inadequate, especially compared with other parts of the state. Local leaders suspect there is still unmet demand and note that some desired programs are unavailable.

- ***Campus Structure Does Not Attract the Most Capable Students.*** Some leaders state that WSU Vancouver is unable to attract "the best and the brightest" students—particularly those interested in engineering and computer sciences—because these students do not wish to attend a community college and then transfer to a baccalaureate institution. Local leaders believe this model is attractive to placebound individuals, but not top students coming out of high school. The Engineering and Science Institute is seen as a way to address this situation.

Local leaders' hopes for the school's future include the following:

- ***Implementation of WSU's Proposed Governance Changes.*** Community leaders are well versed in the changes to the campus governance structure proposed by WSU and approved by the Regents in March 2003 and hope the changes will enable the campus to better respond to business and community needs.

- ***Expand Offerings.*** With greater autonomy, leaders expect WSU Vancouver to expand its offerings, particularly in engineering, computer science, nursing, and education.

- ***Grow ... And Become a Four-Year School.*** Leaders note that Clark County is one of the fastest growing areas in the nation. With population increases leading to rising student demand, as well as Vancouver's relative lack of access to baccalaureate education, leaders believe WSU Vancouver should expand its enrollment, and most think it should become a four-year university.

- ***The Engineering and Science Institute: Become a Destination University.*** Community leaders are uniformly energized by the idea of an Engineering and Science Institute in which students enroll jointly at WSU Vancouver and a community college as freshmen. The concept, however, means different things to different people. Some leaders see it as the first step toward WSU Vancouver becoming a four-year institution, while others see it as a way to lend prestige to the two plus two model and facilitate transfer.

  Some leaders believe the Institute will attract students from outside the region, allowing WSU Vancouver to become a "destination university." One leader notes that on-campus student residences are not necessary because the private sector can fulfill this need.

Current Campus Direction/Initiatives

Engineering and Science Institute. The Engineering and Science Institute is an evolving initiative with strong support from WSU Vancouver, Clark College, and Lower Columbia College. Administrators and faculty are currently working together on the details of co-admission and course content and sequences. The 2003 Legislature provided $2.7 million in support of this Engineering and Science Institute for the 2003–05 biennium.[84]

Construction of a Clark College Building on the WSU Vancouver Campus. WSU Vancouver and Clark College are collaborating to construct a Clark College building on the WSU Vancouver campus; $19.8 million is appropriated for this project in the 2003–05 biennium capital budget.[85] The building will house lower division classes primarily taught by

[84] For the 2003–05 biennium, $1.35 million was provided to WSU Vancouver for the development of the Engineering and Science Institute, and $1.35 was provided jointly to Clark and Lower Columbia Colleges to prepare 168 FTE students for transfer to the Institute. ESSB 5404, Sections 603(5) and 605(3), Chapter 25, Laws of 2003, First Special Session (partial veto).
[85] SSB 5401, Sec. 735, Chapter 26, Laws of 2003, First Special Session (partial veto).

Clark faculty, and the courses may be a part of the Engineering and Science Institute's programs.

Lower Division. WSU Vancouver administrators contend that the local community desires a four-year university, and having such a university will attract high-achieving high school graduates. Although there are no specific initiatives at this time, adding lower division and the ability to admit students as freshmen—separate from the Engineering and Science Institute—is part of WSU Vancouver's long-term goals.

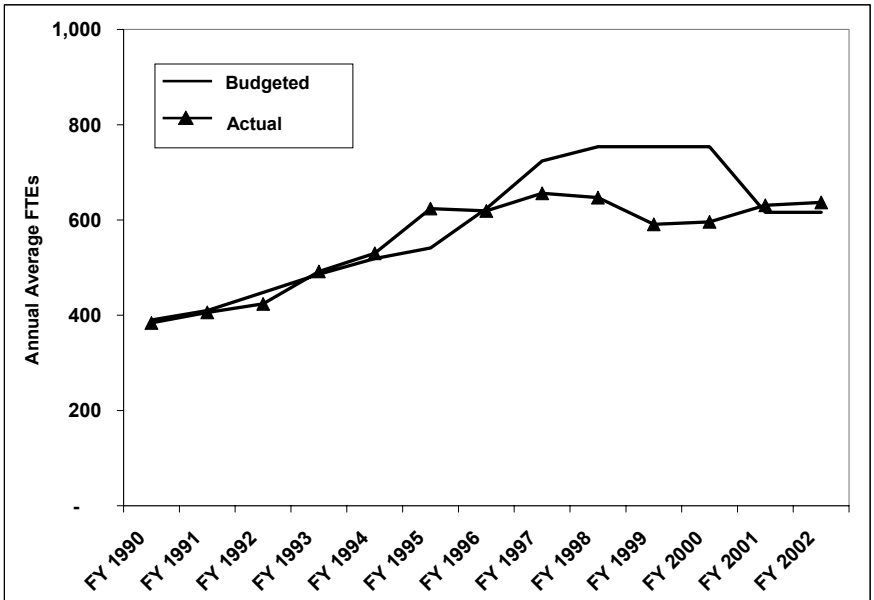
Doctoral Programs. WSU Vancouver representatives also describe the local community as desiring a "full fledged" research university that includes doctoral programs in applied fields to meet local needs. Specifically, administrators cite numerous requests from local K–12 administrators for a doctorate in education as one example of demand for doctoral programs; community leaders also mentioned this perceived need.

Although HECB policy originally prohibited doctoral programs at branch campuses, that policy has relaxed over time and now allows for doctoral degree programs at branch campuses on a case-by-case basis.[86] WSU's recent report on branch campuses states "[g]raduate education is a system responsibility and is not a function of location."[87] WSU doctoral candidates are required to reside in Pullman for a portion of their degree program; this requirement may be rescinded to allow for doctoral programs at branches, based on community need and campus strengths, according to WSU administrators.

[86] Higher Education Coordinating Board, *Guidelines for Program Planning, Approval, and Review* (Olympia, WA, 1998), Appendix B.
[87] Rawlins and Bates, "Preliminary Recommendations for Newer Campuses."

WSU Tri-Cities has grown from 384 FTEs during the 1990 fiscal year to 652 FTEs in the fall of 2002. Exhibit B-7 illustrates WSU Tri-Cities' growth pattern.

Exhibit B-7
WSU Tri-Cities Annual Average FTE Enrollment



WSIPP 2003
Source: OFM, Fall Higher Education Enrollment and Budget Driver Reports.

Geography

WSU Tri-Cities is in Richland, part of the Tri-Cities (Richland, Pasco, and Kennewick) in south central Washington. The Tri-Cities comprise the most densely populated area in this expansive rural pocket of the state, and WSU Tri-Cities is the only public baccalaureate institution in this relatively isolated community. In part due to the agriculturally based economy, there is a large, permanent Hispanic population in the area.

While the regional economy is generally dominated by agriculture, the Hanford nuclear site and Pacific Northwest National Laboratories (PNNL), operated by Battelle, are also located nearby. The impending closure of Hanford has led the community to search for new strategies for economic development, partly focusing on the expansion of higher education.

Academic Niche

Degree programs at WSU Tri-Cities' predecessor, the Tri-Cities University Center (a consortium of universities), were dominated by engineering and science at the graduate level. Since becoming a WSU branch campus, WSU Tri-Cities has shifted its offerings toward undergraduate liberal arts and applied programs (such as nursing, education, and computer science); three master's engineering programs have closed. There were two primary reasons for this shift in program mix: budget and demand.

Budget. Campus-level budget deficits during the mid-1990s forced WSU Tri-Cities to focus on lower cost programs; engineering programs are expensive to support.

Demand. WSU Tri-Cities administrators cite community requests for having a general liberal arts undergraduate curriculum and local demand for education programs as contributing to this reallocation of enrollments.

WSU Tri-Cities continues to offer both liberal arts and applied programs, including engineering (see Exhibit B-8). Maintaining engineering and other science-based degree programs allow faculty and students to take advantage of research collaborations with Battelle at PNNL, viewed as a unique benefit for the community. Battelle employees serve as adjunct faculty, and the lab employs WSU Tri-Cities graduate students.

Exhibit B-8
WSU Tri-Cities Student Enrollment by Degree Program, Fall 2002

BACCALAUREATE DEGREES	HEADCOUNTS
Undeclared/Miscellaneous	339
Education – Elementary Ed., B.A.	112
General Studies, Social Sciences, B.A.	86
Business, B.A.	51
General Studies, Humanities, B.A.	30
General Studies, Science, B.S.	22
Computer Science, B.S.	20
Nursing, R.N. to B.S.N.	19
Electrical Engineering, B.S.	15
Mechanical Engineering, B.S.	11
Computer Science, B.A.	8
Environmental Science, B.S.	6
Agriculture, B.S.	4
MASTER'S DEGREES	
Education – Administration, Ed.M.	152
Education – Counseling, Ed.M.	
Education – Elementary Ed., M.I.T.	
Education – Literacy, Ed.M.	
Business, M.B.A.	69
Undeclared/Miscellaneous	46
Computer Science, M.S.	26
Environmental Science, M.S.	21
Nursing, M.N.	20
Mechanical Engineering, M.S.	15
Business, M.T.M.	6
Chemical Engineering, M.S.	6
Environmental Engineering, M.S.	6
Chemistry, M.S.	5
Electrical Engineering, M.S.	4
Biology, M.S.	2
Civil Engineering, M.S.	2
Materials Science and Engineering, M.S.	1
CERTIFICATIONS	
Teacher Certification	52
Education Administrator Certification	19
TOTAL STUDENTS FALL 2002	**1,175**

Relationships With Feeder Schools

One Partner School. Because of its relative isolation, WSU Tri-Cities receives more than half its students from one school: Columbia Basin College (CBC), which is also in the Tri-Cities (the CBC campus is in Pasco, 14 miles east of the WSU campus in Richland). Some students transfer from other community colleges in the region, including Walla Walla and Yakima, but CBC—the only community college in the Tri-Cities—is the primary feeder.

Columbia Basin College administrators and faculty welcome the opportunities WSU Tri-Cities has to offer, particularly its role in providing access to baccalaureate education for placebound students. Ongoing initiatives in support of transfer and articulation include the following:

- A "**Cougar Connection**" office—a full-time WSU recruiter and advisor on the Columbia Basin campus.
- **Facility sharing** between WSU Tri-Cities and CBC to maximize use of facility capacity and enhance connections between schools. During 2002–03, CBC offered approximately 20 lower division classes on the WSU Tri-Cities campus, and WSU offered five upper division classes on the CBC campus. CBC will operate its nursing program on the WSU Tri-Cities campus during 2003–04 while CBC nursing facilities are constructed; WSU Tri-Cities will provide classrooms and laboratories for approximately 100 CBC students and offices for ten CBC faculty and staff.
- The developing **Joint Baccalaureate Degree Program (JBDP)** is viewed by both schools as a more seamless alternative to two plus two transfer. In the JBDP, CBC students select a major early in their community college careers, and the program provides participants with a "map" of courses that count toward both their associate's and baccalaureate degrees. Students in the JBDP who meet WSU admissions requirements do not have to apply for transfer, instead making an automatic transition upon completion of their associate's degree. One goal of the program is to attract high achieving students with math and science talents who would otherwise leave the area to attend college.

Local Business and Community Leaders' Perspectives

Community leaders note the following as particular successes of WSU Tri-Cities:

- ***Well Regarded.*** Local leaders describe the Tri-Cities community as enthusiastic about WSU Tri-Cities. They believe the school has a good reputation, particularly among students and Battelle employees.

- ***Nursing Program.*** Some leaders cite the nursing program as particularly successful in quality and in terms of meeting a community need. They note that the community advocated to begin this program and raised over $150,000 locally to help start it.

Leaders see the following as continuing challenges for the school:

- ***Seamless Transfer From CBC.*** Leaders note that, thus far, it has been difficult to achieve seamless transfer and articulation and believe this is due to policies set in Pullman. Some view the traditional two plus two model as inefficient because it requires that WSU Tri-Cities work out agreements not just with CBC, but any two-year school.

- ***Size and Scope.*** Leaders believe WSU Tri-Cities has "undershot the mark" because it is not as large as originally envisioned and does not offer enough programs. They think the size limits the impact of the school on the community and stymies efforts at economic development.

- ***Community Involvement.*** Some local leaders think WSU Tri-Cities faculty and administrators could be more involved in key Tri-Cities civic and philanthropic organizations.

- ***Pullman Residency Requirement for Doctoral Degrees.*** Leaders think WSU Tri-Cities does not meet the needs of placebound students in the area who want to obtain doctorates, because doctoral candidates are required to reside in Pullman. Leaders note branches were deliberately made part of research universities, and this type of higher education is linked with doctoral programs. Community leaders believe that because of the research expertise and equipment available at PNNL, the community is uniquely qualified to support doctoral programs.

Local leaders' hopes for the school's future include the following:

- ***More Control Over Program Offerings.*** Community leaders believe the changes recently adopted by the WSU Regents will give WSU Tri-Cities needed control over academic decisions and are anxious to see them promptly implemented. Leaders would like WSU Tri-Cities to offer a wider array of programs and have more control over faculty selection, as well as flexibility in admissions and course content to better fit the experiences of older working students.

- ***Doctoral Programs.*** Community leaders hope WSU Tri-Cities will offer doctoral degrees in fields where the Tri-Cities offers advantages unavailable in Pullman, such as the sciences, and where programs fill a community need, as in education.

- ***Bio-Products Research Center.*** Community leaders support construction of a bio-products research center at WSU Tri-Cities. Along with doctoral programs, they believe this innovative laboratory and facility would help the school expand collaboration with Battelle and attract research funding and students from across the country.

- ***Special Relationship With CBC or Merger.*** Community leaders support the JBDP as well as additional collaborative opportunities, such as WSU Tri-Cities faculty teaching on the CBC campus. One leader thinks the two schools should simply

merge into an independent four-year university with both vocational and academic programs.

- ***Increased Enrollment.*** Leaders want WSU Tri-Cities to increase its enrollment. To do this, they say the school needs to expand course offerings and improve marketing.

- ***High Profile Effort to Increase Enrollment of Hispanic Students.*** Leaders note that the alliance with CBC offers an opportunity to bring more placebound Hispanic students into the WSU system. They believe it will take a community effort to make this happen and would like to see WSU Tri-Cities clearly articulate this as a primary goal.

Current Campus Direction/Initiatives

Joint Baccalaureate Degree Program. The JBDP is currently in development. WSU Tri-Cities and Columbia Basin College view the program as falling somewhere between a strict two plus two model and a merged institution that will allow them to retain their own institutional identities while potentially making transfer more efficient.

Lower Division. While the JBDP is the current approach to addressing articulation issues, one of WSU Tri-Cities' long-term goals is to add lower division classes and the ability to admit students as freshmen.

Outreach to Hispanic Community. The Tri-Cities has a large and growing Hispanic community, but WSU Tri-Cities' enrollment is currently only 7 percent Hispanic. To reverse this trend, the campus recently obtained approximately $8 million from a federal GEAR UP[88] grant and is using the funds to support a Hispanic outreach program.

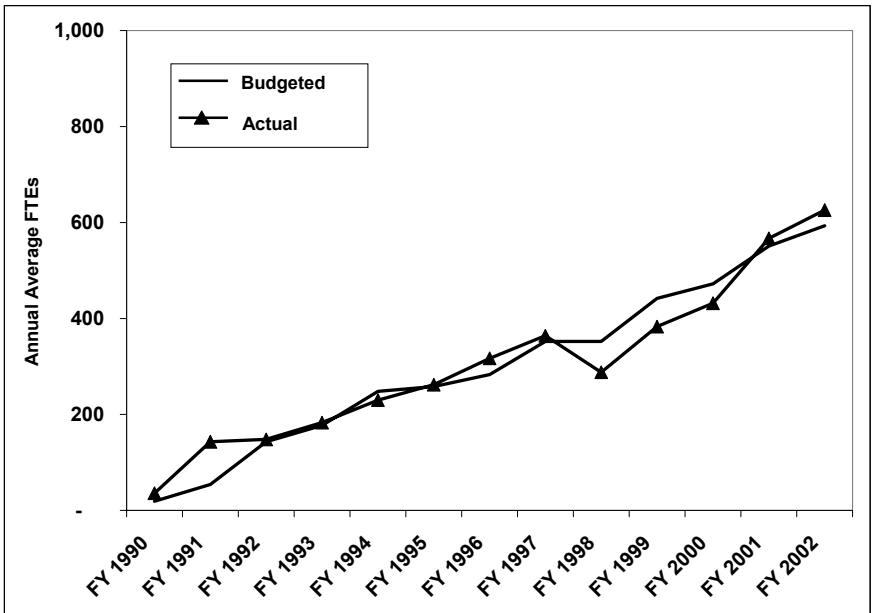
Doctoral Programs. There is strong community pressure—particularly from Battelle—to support doctoral-level research and leverage PNNL's capacity for research to support economic development.

Bio-Products Research Center. Building a facility to house a bio-products research center is hoped to be a way to increase collaboration with Battelle. Battelle employees and some community leaders see this as part of WSU Tri-Cities' role in diversifying the local economy; $35.2 million is appropriated for this project in the 2003–05 biennium capital budget.[89]

[88] GEAR UP stands for "Gaining Early Awareness and Readiness for Undergraduate Programs," <http://www.ed.gov/gearup/>, accessed June 16, 2003.
[89] SSB 5401, Section 653, Chapter 26, Laws of 2003, First Special Session (partial veto).

WSU Spokane has grown from 36 FTEs during the 1990 fiscal year to 682 FTEs in the fall of 2002. Exhibit B-9 illustrates WSU Spokane's growth pattern.

Exhibit B-9
WSU Spokane Annual Average FTE Enrollment



WSIPP 2003
Source: OFM, Fall Higher Education Enrollment and Budget Driver Reports.

Geography

Spokane, the largest urban center in eastern Washington, is home to multiple baccalaureate institutions, including the WSU Spokane branch campus, two private four-year schools, and selected Eastern Washington University (EWU) programs. The region has a significant concentration of businesses related to "biomedical research, clinical practice, and biomedical commercial enterprise."[90]

Because of the presence of other baccalaureate institutions, WSU Spokane was created primarily as a graduate school with some upper division; HECB policy limited its programs to those not already offered by EWU in Spokane.[91]

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[90] Tripp, Umbach & Associates, Inc., *Spokane and the Inland Northwest Present: An Assessment of Opportunities for Biomedical Economic Development* (Pittsburgh, PA: 2002), 1.
[91] Higher Education Coordinating Board, *Building a System: Washington State Master Plan for Higher Education* (Olympia, WA: HECB, December 1, 1987), Appendix C.

Academic Niche

Health Sciences. In response to both HECB policy and the area's concentration of biomedical enterprises, WSU Spokane has limited its range of available programs and has a strong focus on health sciences. Over one-fifth of WSU Spokane students enroll in health sciences programs at the graduate level, including nutrition, exercise science, health policy administration, and a joint program with EWU in speech and hearing science. WSU also has a doctoral program in pharmacy.

Exhibit B-10
WSU Spokane Student Enrollment by Degree Program, Fall 2002

BACCALAUREATE DEGREES	HEADCOUNTS
Business Administration (Real Estate) (coordinated w/ Pullman campus)	10
Computer Engineering	6
BACCALAUREATE COMPLETION PROGRAMS	
Construction Management	37
Interior Design	29
Architecture	28
Landscape Architecture	18
MASTER'S DEGREES	
Engineering Management	69
Health Policy Administration	50
Speech & Hearing Science (with EWU)	50
Architecture	19
Interior Design	16
Criminal Justice	15
Education (with WSU Pullman)	13
Technology Management	13
Landscape Architecture	12
Exercise Science	6
Human Nutrition	6
DOCTORAL DEGREES	
Pharmacy	148
CERTIFICATIONS	
Field-based Principal's Certificate	29
Field-based Superintendent's Certificate	25
Certificate in School Psychology	13
Certificate in Public Service Leadership	3
TOTAL STUDENTS FALL 2002	**615**

Other Strengths. Engineering, education, and business programs also enroll significant numbers of WSU Spokane students, primarily at the graduate level (see Exhibit B-10). Additionally, WSU Spokane has created a Design Institute that houses architecture and related programs at both the graduate and undergraduate levels.

Baccalaureate Completion Programs. At the undergraduate level, WSU Spokane primarily operates baccalaureate "completion programs" in which students complete the first three or four years (for five-year programs) in Pullman and then move to Spokane for the final year. This program structure is intended to take advantage of Spokane's urban environment, with students participating in internships or other service learning activities. Administrators and faculty speak frequently of WSU Spokane's ties with the business community and related opportunities for student internships and faculty-applied research as the primary reason for locating programs here.

WSU's recent report on branch campuses notes that "WSU Spokane is becoming a second location of the main research campus with emphasis on professional and graduate programs, especially in health care, design, and some management areas. We are

proposing to accelerate that trend in the next few years ... and, over time, move to a single campus with two locations."[92]

Relationships With Feeder Schools

Pullman Campus. With its baccalaureate completion programs and a growing orientation toward "co-located" programs, WSU Spokane has close ties to the Pullman campus, approximately 75 miles south of Spokane. While faculty and administrators describe some tensions regarding academic autonomy at WSU Spokane and tenure decisions based in Pullman, all appear to agree that the benefits of Spokane's urban environment are well worth the additional work required to administer programs located both in Spokane and Pullman.

Eastern Washington University. The relationship between WSU and EWU has been contentious on two fronts. The first is competition for programs and students, which occurred even before the branch campus was established, because WSU has operated programs in Spokane for decades. The HECB directive not to duplicate programs was intended to manage this competition. The second involves disagreements over administration of the shared Riverpoint Campus, of which WSU Spokane is the fiscal agent.

Over the past few months, these conflicts have begun to subside, due in part to recent changes in leadership at WSU Spokane. WSU Spokane and EWU representatives express optimism regarding fairer management of shared space in the future. Both sides note that faculty have worked together successfully in the past on the joint speech and hearing science program and hope to expand such collaboration to other programs. They have also begun discussing other cooperative initiatives, such as jointly listing courses.

Community Colleges. WSU Spokane does not rely on community and technical colleges as feeder schools as do other branch campuses, because it primarily operates baccalaureate completion and graduate programs. There are, however, two programs (Interior Design and Computer Engineering) for which WSU Spokane has developed articulation agreements with community colleges that have particular strengths in these areas.

Local Business and Community Leaders' Perspectives

Community leaders note the following as particular successes of WSU Spokane:

- ***Quality Academic Niche.*** Spokane community leaders describe WSU Spokane programs as having a strong reputation for quality and believe WSU Spokane's health sciences programs are responsive to the needs of the local health care industry. Local leaders also cite high technology, architecture and design, and hotel/motel management as valuable niche programs for WSU Spokane.

- ***Riverpoint Campus.*** Most leaders are pleased with the shared Riverpoint Campus, regarding it as a good location for future growth of the school. Many think

[92] Rawlins and Bates, "Preliminary Recommendations for Newer Campuses."

consolidating public higher education at this location is preferable to leasing space in the downtown area.

Leaders see the following as continuing challenges for WSU Spokane:

- ***Spokane as the "Stepchild."*** Leaders strongly suspect that WSU Spokane has not received resources equal to other branches; one leader referred to the school as the "stepchild" among the WSU branches. Proximity to Pullman and the presence of other four-year schools in the community are cited as reasons for this neglect.

- ***Presence of Eastern Washington University.*** Several leaders think the presence of EWU in Spokane makes it difficult for WSU Spokane to meet certain community needs, because WSU Spokane cannot offer programs that EWU already operates, according to HECB policy.[93]

- ***Lack of Research Capability.*** Some local leaders believe that WSU Pullman faculty are unwilling or unable to respond to the research needs of the Spokane community and have constrained WSU Spokane's medical research capacity. They assert that Pullman's 40 percent overhead charge on research grants is a barrier to developing grant partnerships in Spokane.

Hopes for the school's future include the following:

- ***Expanded Health Care Education.*** Some leaders would like to see WSU Spokane offer all aspects of health care education except for a medical school, because, they argue, area hospitals and other health care providers have trouble filling skilled positions.

- ***Medical Research.*** Leaders would like to see WSU Spokane start a medical research institute. WSU Spokane and the Spokane Chamber of Commerce are currently seeking federal funding for WSU Spokane to become a "biomedical center of excellence."

- ***Doctoral Degrees in Basic Sciences.*** Several leaders would like to see WSU Spokane offer doctorates in the basic sciences, rather than exclusively in applied programs. Leaders think that Spokane, with more population and industry, provides economic development potential that Pullman lacks. They want WSU to become a nationally recognized research university and believe the urban setting and potential for business-university partnerships that Spokane offers are essential for this to happen.

- ***University District.*** The Riverpoint and Gonzaga campuses and nearby medical facilities are touted as a "University District" by local leaders. Some leaders would like private land in this area developed as a technical park and believe that commercial spin-offs from research at WSU Spokane and Pullman could be housed there.

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[93] HECB, *Building a System*, Appendix C.

Current Campus Direction/Initiatives

Doctoral Degrees. WSU Spokane plans to expand its doctoral offerings in selected programs, including design, audiology, and health policy and administration. The drive for doctoral degree programs partly comes from the desire to be a "destination university" and draw students from outside the state. The desire to attract quality faculty is also mentioned as a rationale for expanding programs at the doctoral level. Additionally, administrators cite local demand for applied doctoral degrees, such as education, as a need for expanded doctoral level education at WSU Spokane.

Biomedical Research. WSU Spokane also intends to broaden its role in performing research related to the concentration of biomedical enterprises in the region. A recent report conducted for a consortium of local organizations[94] notes that the "newly opened Health Sciences building on the WSU Spokane campus presents an opportunity to ... creat[e] a larger and more research-oriented health sciences campus operated collaboratively between WSU, other comprehensive academic institutions and the Spokane hospitals and health systems."[95] Because much biomedical research requires the participation of physicians,[96] WSU Spokane has expressed hope that UW will be involved in a medical research institute.

[94] Including Inland Northwest Health Services, Inland Northwest Technology Education Center, Spokane Regional Chamber of Commerce, and WSU Spokane.
[95] Tripp, Umbach & Associates, "Spokane and the Inland Northwest," 8.
[96] Ibid, 9.

APPENDIX C: INSTRUCTIONAL EXPENDITURES AND COST OF DEGREE ATTAINMENT

NOTE: Some of the average FTE expenditure data described in this report are currently under revision. The revisions are limited to the average undergraduate expenditures reported for the WSU Tri-Cities and WSU Vancouver branch campuses. The average FTE expenditures reported at the Tri-Cities campus will be revised upward and the average expenditures for the Vancouver campus will decrease. The magnitude of the changes is not known at this time; however, they are not expected to impact the overall conclusions of the report. Some of the overall averages described in the report may change slightly as a result of the revisions. Figures in this report that will change substantively are noted with ♦.

Appendix C provides a description of branch campus funding and expenditure patterns, a summary and analysis of their instructional costs, and cross-campus comparisons of the instructional costs associated with attaining a four-year degree—based on the experiences of Washington State students who graduated during the 2000–2001 academic year.

Introduction

Costs Examined. Most higher education cost studies, including this one, feature average costs because of their ease of calculation and availability of data. If the goal is to determine the cost of increasing the production of higher education, marginal costs (the change in total costs associated with one additional credit hour or student) are preferred. Estimating marginal costs is challenging given higher education's multiple, interconnected production outputs, such as research, public service, and various levels of instruction in a variety of disciplines. Data on marginal costs are not available and were not estimated in this report. However, in contemplating long-term alternatives at well-established levels of production, average costs suffice.[97]

The true or full cost of higher education would include only the necessary direct and indirect costs of producing a specific unit of instruction, an accounting of the forgone income of capital invested in higher education, and student non-tuition costs and forgone income associated with participating in higher education. This report, however, relies primarily on expenditure data, which do not reflect the true cost of supplying higher education. Instead, the data reflect how state funds and tuition revenue are spent by public universities. The purpose of this appendix is to provide greater context for the differences in average expenditures at the state's campuses—branch campuses in particular. Capital costs, while discussed briefly, are not examined in detail.

A distinction also needs to be made between supplier costs and consumer costs. This report focuses on the expenditures associated with *supplying* public higher education. Consumer costs, such as tuition, books and fees, additional living expenses, and forgone wages, are not the focus of this study.

[97] Paul T. Brinkman, "The Economics of Higher Education: Focus on Cost," *New Directions for Institutional Research* 106 (Summer 2000): 11.

A Note on Benefits. State appropriations for higher education support a variety of commingled and heterogeneous higher education outputs. Three commonly recognized outputs of higher education are instruction, research, and public service. Each have consequences that are used to justify public funding of higher education.

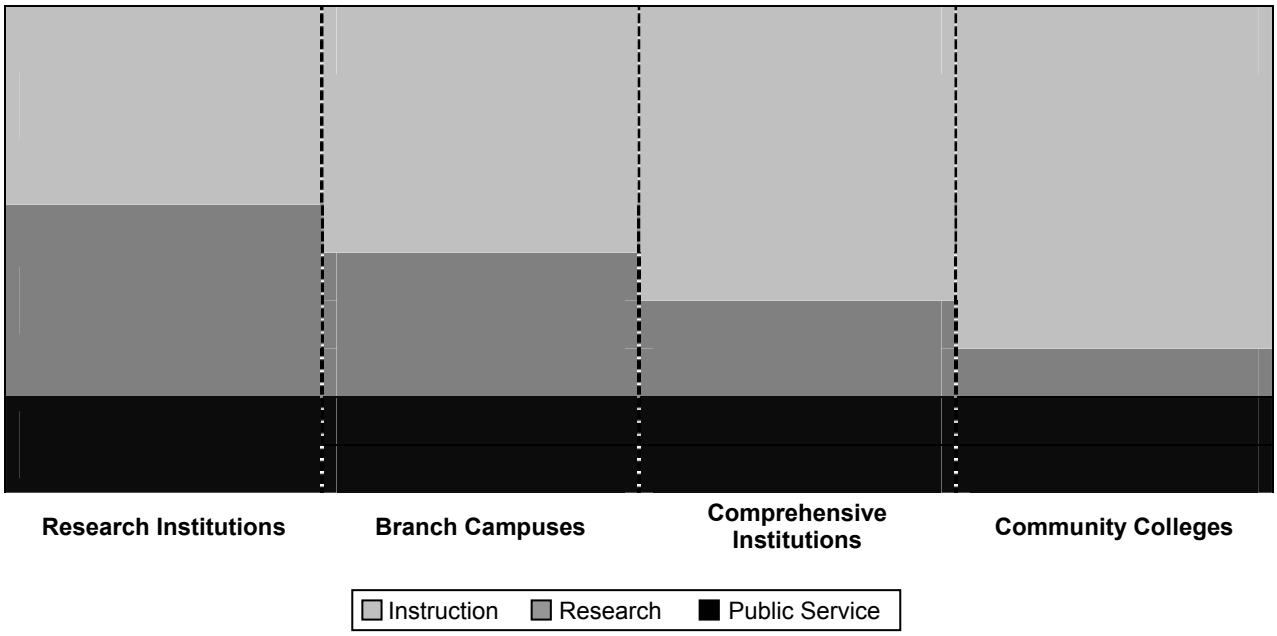
- **Instruction:** Instruction includes activities involving teaching and learning and maintaining the ability to do so effectively. One consequence of state-funded instruction is a better-educated, and therefore more productive, workforce. The state purchases instructional services from multiple suppliers: community and technical colleges, comprehensive institutions, research universities, and (indirectly through student financial aid) private universities.
- **Research:** Research activities promote scholarship and advance knowledge and understanding. Research activities also attract additional non-state funds and create economic development opportunities for the community surrounding the institution. Instructional faculty at research universities are expected to devote more of their time to research than instructional faculty at comprehensive institutions.
- **Public Service:** The resources of an institution, including the non-instructional services of faculty, staff, and students, are additional benefits that are made available to the broader community by virtue of state funds.

The emphasis that institutions place on these three outputs varies according to their mission. Exhibit C-1 provides a qualitative representation of the relative importance—with respect to workload—of instruction, research, and public service at the state's publicly funded institutions of higher education.

Exhibit C-1

The Emphasis on Research at Branches:
Less Than Research Institutions and More Than Comprehensives

Approximate Workload Emphasis* on Functions of Higher Education by Type of Institution



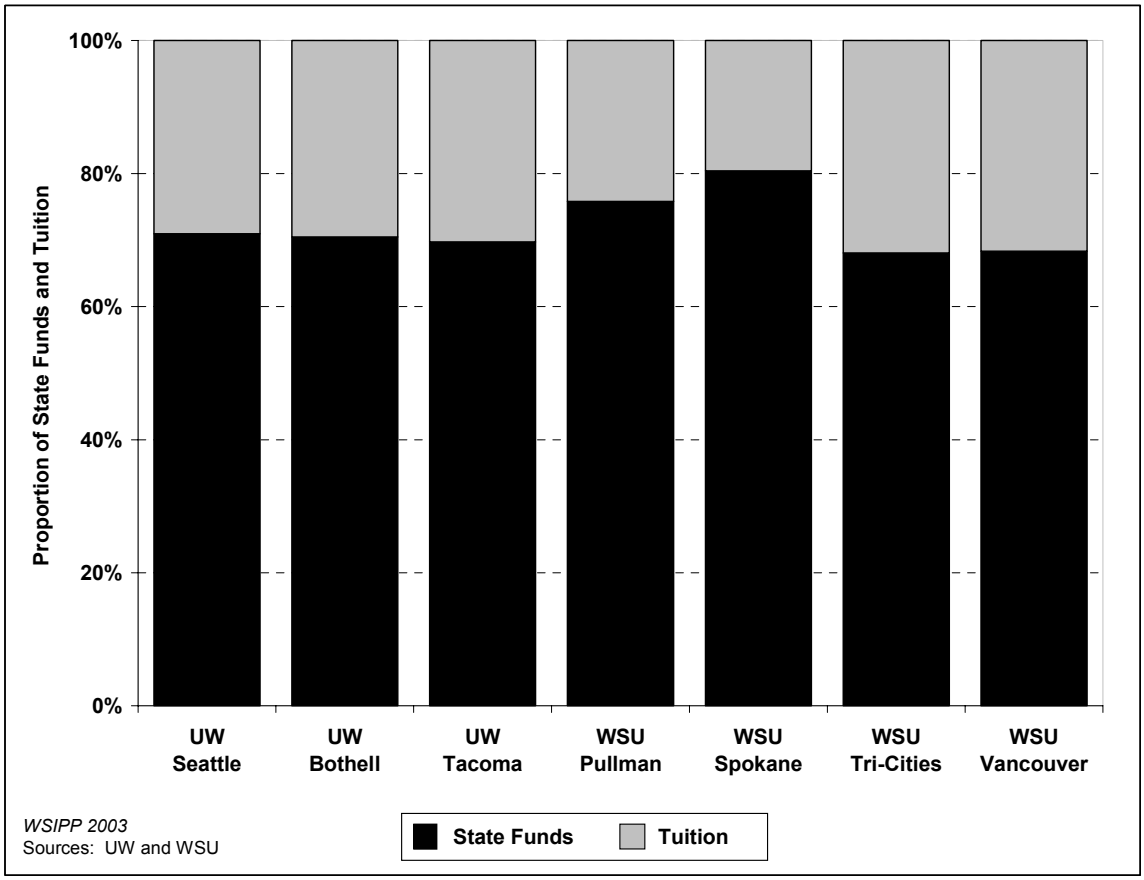
*This graphic illustrates a rough estimate of differences in workload emphasis. It should not be used as an estimate of actual workload distribution.

State Budget Process

Public universities in Washington State receive three major sources of operating revenue: state appropriations, tuition, and grants and contracts.[98] While grants and contracts represent a substantial revenue source for some institutions, the focus of this study is on revenue from state appropriations and tuition. At all institutions, tuition covers an increasingly larger share of the cost of college education over time. Exhibit C-2 shows the mix of tuition and state appropriations varies among the branch campuses. Tuition constitutes as little as 20 percent of state supported and tuition revenue at the WSU Spokane branch campus and as much as 40 percent of revenue at the WSU Tri-Cities branch campus.[99]

Exhibit C-2

The Mix of State Appropriations and Tuition Revenue: Fiscal Year 2002



[98] Includes federal, state, local, and private funds. Institutions also receive revenue from various self-supporting activities, interest, and other sources.

[99] Source: University of Washington Office of Institutional Studies, <http://www.washington.edu/admin/factbook/budget/campus-rev.pdf>, accessed May 15, 2003; and Washington State University Institutional Research (e-mail).

Increased Institutional Control. Prior to 1983, state higher education operating budgets were determined by formulae, which resulted in earmarked appropriations for specific functions at each institution—including an appropriation for each institution's share of tuition and operating fees. Currently, the state does not enact an operating budget that dictates how institutions prioritize spending, and, since 1993, tuition and fees are no longer appropriated by the legislature.[100]

In addition to direct institutional control of revenue from tuition and fees, the state's budget process provides higher education institutions considerable flexibility in how they allocate state operating funds. State appropriations are based on each institution's maintenance level (the previous appropriation adjusted for the expected full cost of services over two years) and an adjustment by the legislature for anticipated growth in full-time equivalent (FTE) enrollment. While the legislature may make other adjustments for specific purposes, such as specifying funds to be used to increase enrollment in high demand fields, the majority of additional funding covers changes in faculty and staff compensation and increased enrollment levels.

Capital appropriations for institutions of higher education undergo a separate process. The legislature exercises considerable control over specific capital expenditures on higher education facilities by earmarking funds for specific projects, and institutions must spend their capital budgets as specified.

Main Campus Discretion Over Branch Campus Budgets. In previous years, operating budgets of branch campuses have been allocated entirely to the branch campuses by budget proviso. In the 2003–05 biennial budget, only funds for specific purposes are appropriated directly to the branch campuses. Consistent with the trend toward greater institutional control over revenue, each branch campus's maintenance-level budget is technically at the discretion of their main campus. The budget, however, specifies the minimum FTE students that must be maintained at each branch campus.[101]

Some branch campus administrators interviewed for this study are concerned that such discretion, especially during lean economic times, will favor the priorities of the main campuses over the branches. Historically, 10 to 12 percent of branch campus operating budgets have gone to the main campuses as reimbursement for institutional support and student services, regardless of service migration to branch campuses and the actual cost of providing those services.

Higher Funding Rates for Research Institutions. Research institutions (see Exhibit C-3) are funded at a higher level than the comprehensive institutions in Washington. Under the research university model, faculty spend more time on research and less time teaching compared to faculty at comprehensive institutions. Faculty salaries at research institutions are also higher than those at comprehensive institutions on average. The state's comprehensive institutions, which focus more on teaching and less on research, are funded at lower rates.

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[100] Joint Legislative Audit and Review Committee, *Higher Education Facilities Preservation Study,* Report 03-1 (Olympia, WA: JLARC, January 8, 2003), 14.
[101] ESSB 5404, Section 602(2)(b), Chapter 25, Laws of 2003, First Special Session.

Because they were set up as branches of the research universities, branch campuses are funded at the research institution level, with additional allowances for the higher costs associated with providing only upper division courses and program start-up. These differences are discussed in greater detail later in this appendix.

Exhibit C-3
Washington State's Publicly Funded Baccalaureate Institutions

Research Institutions	Comprehensive Institutions
University of Washington Seattle Bothell Tacoma **Washington State University** Pullman Spokane Tri-Cities Vancouver	**Central Washington University** Ellensburg **Eastern Washington University** Cheney **Western Washington University** Bellingham **The Evergreen State College** Olympia

For all but the UW, institutions have numerous off-campus and learning centers distributed throughout the state.

Funding Levels and Expenditure Patterns at Branch Campuses

State Support and Tuition Revenue. Recent expenditures of state fund and tuition revenue for University of Washington and Washington State University campuses are summarized in Exhibit C-4. Combined state fund and tuition revenue at branch campuses increased 52 percent from fiscal year 1998 to fiscal year 2002. The increases ranged from 6 percent in the Tri-Cities[102] to 84 percent at UW Tacoma. During the same four-year period, FTE enrollment at the branch campuses increased by 65 percent overall (see Exhibit C-5). As is the case when costs are distributed over a wider base, average expenditures per FTE student declined by about 8 percent at the branch campuses.

[102] During this period, the Tri-Cities campus adjusted its FTE student enrollment base downward.

Exhibit C-4

Branch Campuses Are Still in Their Growth Stage

Branch Campus State Operating Fund and Tuition Revenue (in 2002 dollars)

	FY1998	FY2002	Change
UW Seattle	$432,086,541	$483,276,799	12%
UW Bothell	$9,605,309	$15,921,629	66%
UW Tacoma	$9,992,297	$18,406,931	84%
WSU Pullman	$224,296,043	$233,166,301	4%
WSU Spokane	$6,751,290	$11,481,601	70%
WSU Tri-Cities	$7,645,858	$8,066,892	6%
WSU Vancouver	$10,865,353	$14,443,092	33%
Total for All Branches	$44,860,107	$68,320,145	52%

Source: University of Washington Office of Institutional Studies, <http://www.washington.edu/admin/factbook/budget/gof-pgm-exp-hist.pdf>, accessed May 15, 2003; and Washington State University Institutional Research (e-mail to author). Totals may vary slightly from published budgets due to rounding and reporting methods.

Exhibit C-5

Funding Per Student Has Declined

Full-Time Enrollment and State Operating Fund and Tuition Expenditures Per Student (in 2002 dollars)

	FY1998	FY2002	Change
Enrollment at Branches*	**3,396**	**5,609**	**65%**
Expenditures Per FTE**	**$13,209**	**$12,180**	**-8%**

*OFM, *Higher Education Enrollment Statistics and Projections* and *Budget Driver Report*, Fall 2002; **Calculated using data from Exhibit C-4.

Recent Expenditure Patterns. Institutions use state funds and tuition to support a variety of general and educational activities: instruction, research, public service, primary support services, libraries, student services, institutional support (administration), and plant operations and maintenance. The University of Washington and Washington State University provided detail on these expenditures to allow a comparison of expenditure patterns across campuses (see Exhibits C-6 and C-7). For simplicity and comparability, some expenditure categories were combined for this summary.

The following expenditure details show nothing unexpected about the spending patterns of branch campuses. WSU Vancouver appears most like a main campus in terms of its spending patterns. UW Bothell spends less on academic functions compared with other campuses. However, if expenditures on academics and their direct support services are combined, the overall range of spending on those services narrows from 71 percent at UW Tacoma to 78 percent at WSU Pullman.

Academics (Instruction, Research, and Public Service): *Academic* expenditures are primarily for instruction and also include state-supported research and public service activities. This category includes only expenditures for activities that are part of an instructional faculty's ongoing scholarly research and other state-supported activities.[103] These functions consumed 44 percent (UW Bothell) to 59 percent (WSU Vancouver) of each campus's state and tuition revenue. Public service and research[104] were relatively small fractions of these state supported expenditures; none were recorded at UW Bothell, UW Tacoma, or WSU Vancouver campuses, and they consumed 3 to 6 percent of state and tuition revenue at WSU Tri-Cities and WSU Spokane.

The majority of research activities at the research universities are not funded by the state and are not represented in this summary. Non-state research grants and contracts of approximately $9 million were generated by the branch campuses in fiscal year 2002. Nearly 90 percent of these funds were generated by the WSU branches and represent more than 20 percent of the revenue at the WSU Tri-Cities and Spokane campuses.[105]

Primary Support and Libraries: *Primary support and library* funds are used for administrative operations, computing support, and management of the university in direct support of instruction, research, and public service. These funds also cover maintenance of library collections, delivery of library services, and access to the library collections, media, and scholarly materials. Primary support and libraries range from about 13 percent (WSU Vancouver) to 29 percent (UW Bothell) of campus state fund and tuition expenditures.

Due to their relationships with the main campuses, branch campuses spend less on primary support and libraries than they would otherwise. Branch campuses are able to draw on the extensive library collections of the main campuses and on other resources for activities, such as tenure review, HECB program approval, and accreditation.

Student Services: *Student services* funds cover resources and services contributing to student intellectual, social, and cultural development, including admissions, registrar, financial aid services, career development, student activities, student health services, and counseling. Student services do not include self-supporting services such as dormitories or food services. Ranging from 3 to 10 percent of state fund and tuition expenditures, student services are a relatively small component of campus budgets.

Institutional Support: *Institutional support* includes administrative, policymaking and management control activities, such as executive level offices, business, legal and financial operations; personnel; public safety; computer operations; telecommunications; mailroom; and printing and design services. Administrative overhead for branch campuses ranges from 6 percent of state funds and tuition at UW Bothell to 11 percent at UW Tacoma and WSU Tri-Cities.

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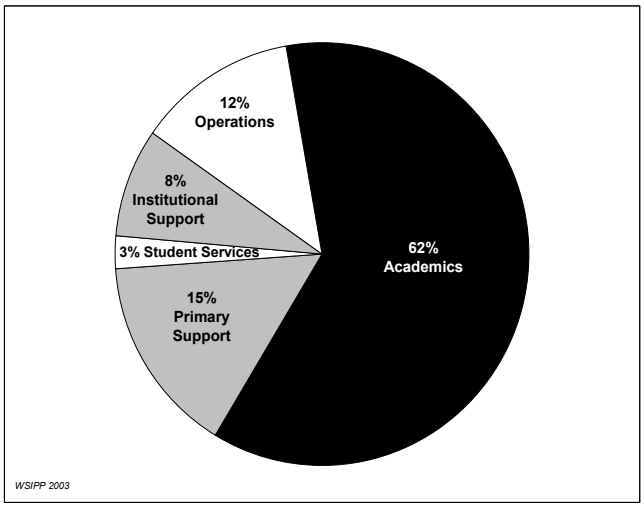
[103] In addition to teaching, state-funded salaries compensate faculty for scholarly research activities and public service. The time faculty are expected to spend on scholarly research depends on the mission of the university.
[104] A portion of scholarly research and public service is funded indirectly through faculty salaries.
[105] Pennucci, *Higher Education Branch Campuses*, 113.

Plant Operations and Maintenance: Maintenance, repair and services to buildings, grounds, and utilities are included under *plant operations and maintenance;* excluded are self-supporting facilities such as residence halls or athletic facilities. Plant operations and maintenance range from 8 percent (WSU Tri-Cities to 14 percent (WSU Spokane) of state fund and tuition expenditures at the campuses.

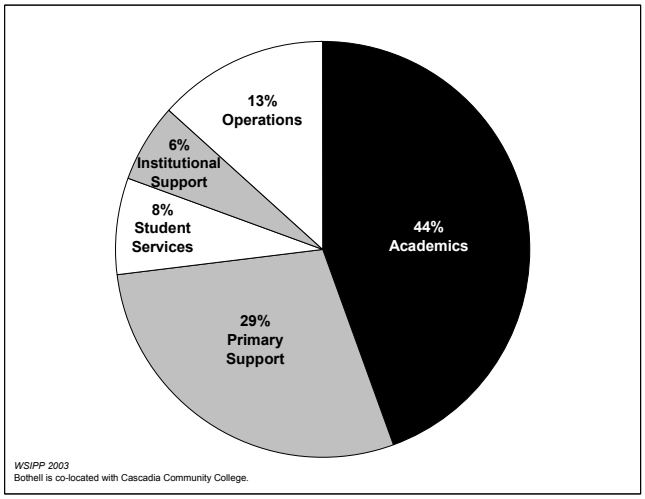
Exhibit C-6

Expenditure Patterns at University of Washington Campuses: Fiscal Year 2002*
(State Support and Tuition)

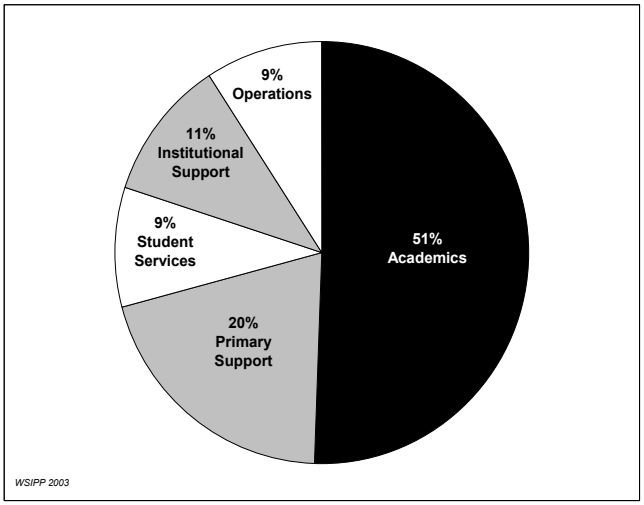
Seattle: $475.4 million (excludes hospitals)



Bothell: $15.9 million



Tacoma: $8.4 million

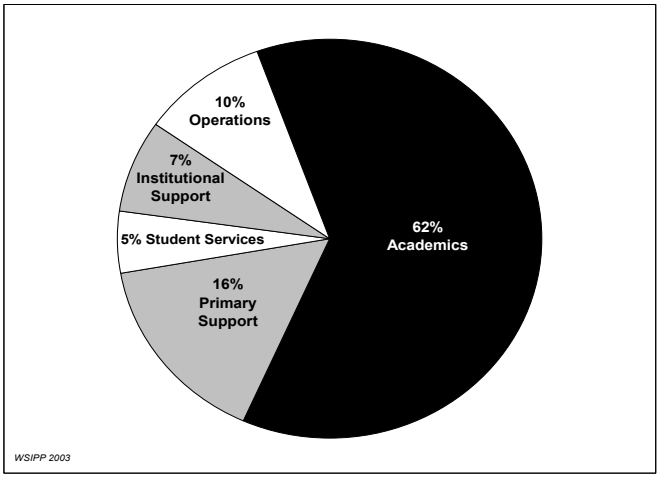


*University of Washington Office of Institutional Studies

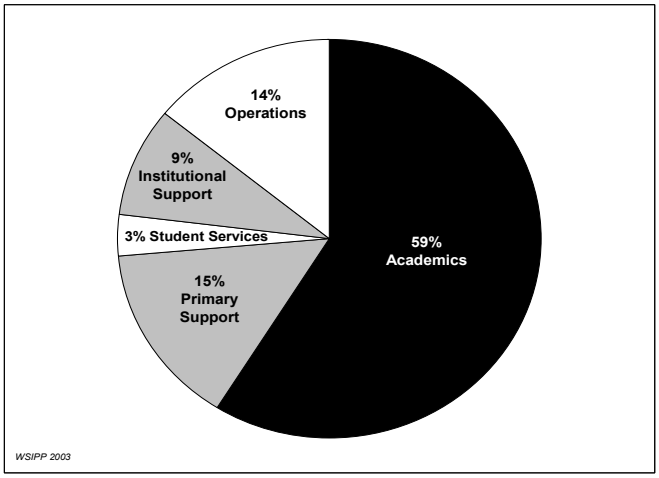
Exhibit C-7

Expenditure Patterns at Washington State University Campuses: Fiscal Year 2002*
(State Support and Tuition)

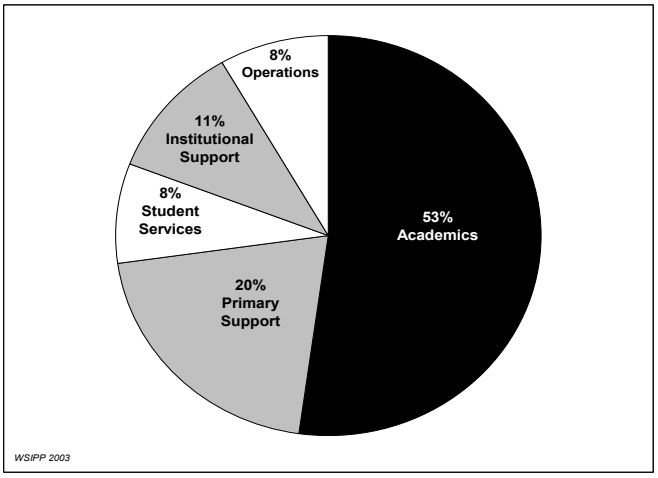
Pullman: $233.2 million



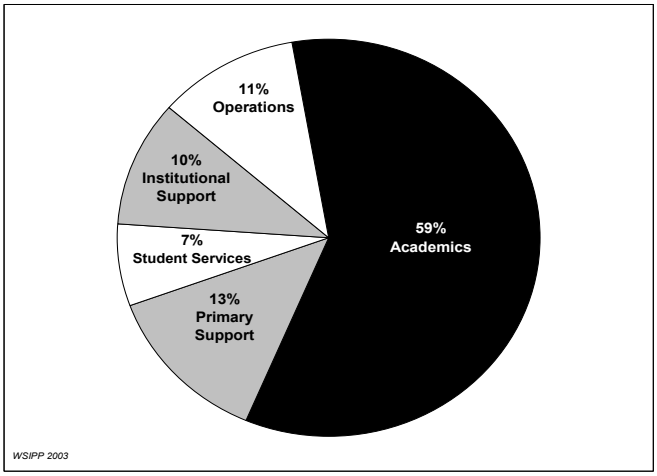
Spokane: $11.5 million



Tri-Cities: $8.1 million



Vancouver: $14.4 million

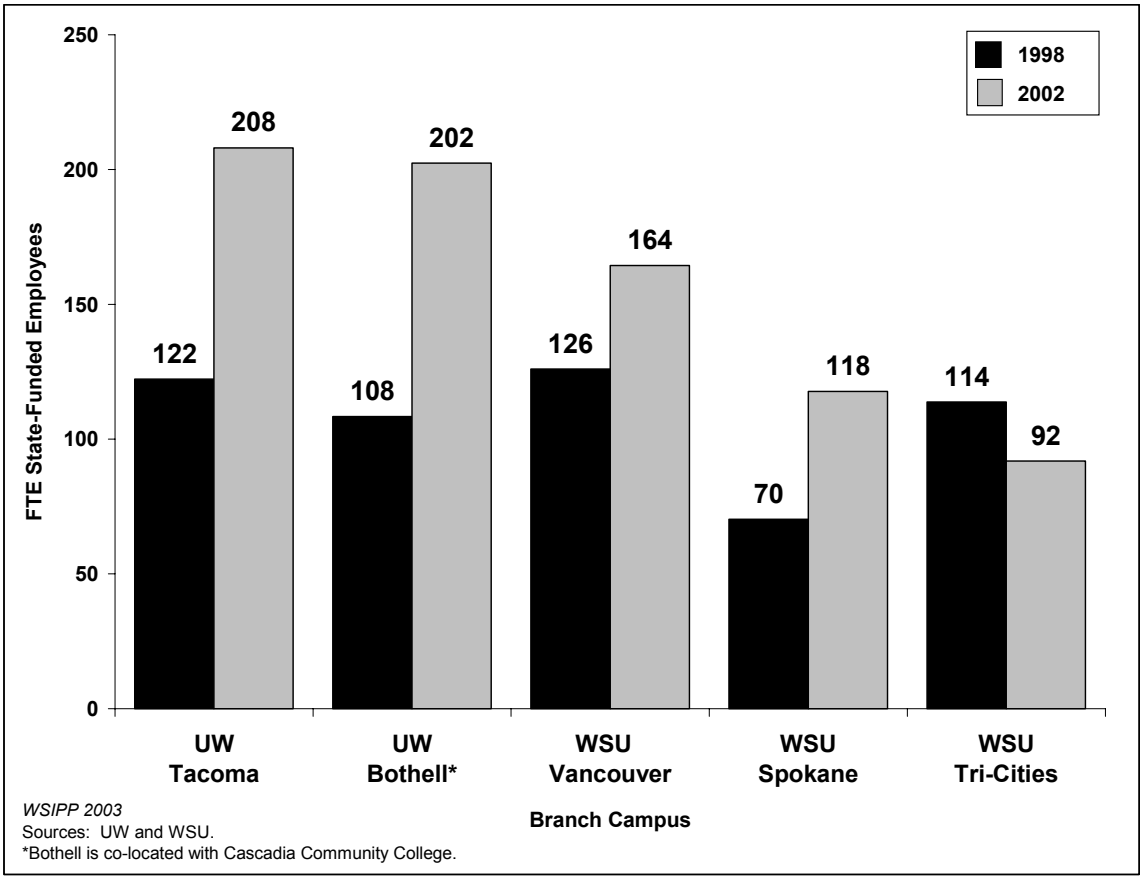


*Washington State University Institutional Research

Staffing. Employment levels at the branch campuses have roughly followed their enrollment and funding levels (see Exhibit C-8), increasing up to 87 percent at UW Bothell and decreasing 19 percent at WSU Tri-Cities between 1998 and 2002. The reduction of FTE employees at the WSU Tri-Cities campus reflects the "re-basing" of enrollment levels that took place during the time period examined. At the same time, employment levels at the UW Seattle and WSU Pullman campuses increased by 6 and less than 1 percent, respectively.[106]

Exhibit C-8

State-Funded FTEs: Faculty, Staff, and Employed Graduate Student Assistants



WSIPP 2003
Sources: UW and WSU.
*Bothell is co-located with Cascadia Community College.

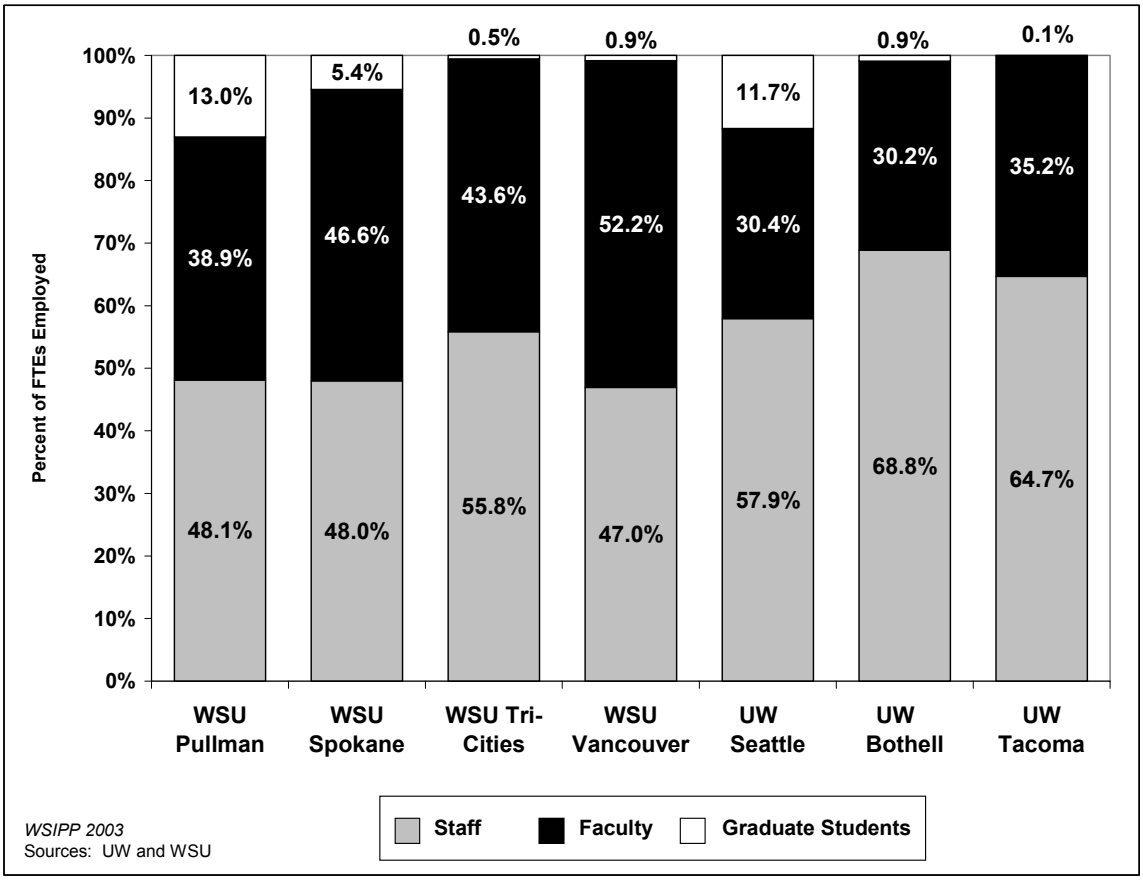
The mix of faculty, staff, and paid graduate assistants varies across campuses (see Exhibit C-9). The graduate student assistants are 12 to 13 percent of state-funded FTE employees at the main campuses in Seattle and Pullman. Few if any graduate students are on the payrolls of the branch campuses. At WSU Spokane, the branch campus most likely to employ graduate assistants because of its focus on research and graduate studies, paid graduate students make up 5 percent of the FTE employees. Faculty make up a larger proportion of total employees at Washington State University campuses than those at the University of Washington.

[106] University of Washington Office of Institutional Studies, <http://www.washington.edu/admin/factbook/budget/gof-pgm-exp-hist.pdf>, accessed May 15, 2003; and Washington State University Institutional Research (e-mail to author).

Exhibit C-9

Branch Campuses Employ Few Graduate Assistants

Proportion of Faculty, Staff, and Employed Graduate Student Assistants by Campus



WSIPP 2003
Sources: UW and WSU

State-Funded Capital. From 1989–91 to 2001–03, the total capital appropriations for branch campuses exceeded $610 million (see Exhibit C-10). In addition to construction of academic and administrative facilities, these appropriations include costs of land, roads, parking lots, utilities, and environmental mitigation (environmental mitigation was a significant additional cost of developing the UW Bothell campus). Past appropriations, however, do not reflect the current dollar value of the facilities.

Dollar Value Per Square Foot: Per square foot, branch campus facilities have a higher valuation than the state's comprehensive institutions and community colleges. Recent estimates of the current replacement value of existing facilities make it possible to compare the capital value of the campuses in terms of dollars per gross square foot (see Exhibit C-11). Adjusting for deferred maintenance (the estimated cost of the preservation backlog on each campus) the replacement value of campus buildings ranges from a low of $226 per square foot at Eastern Washington University to $302 per square foot at the University of Washington's Seattle campus. The relatively new branch campuses range in value from to $237 per square foot in Tacoma to $295 per square foot in Spokane. These estimates do not include the value of land or infrastructure, such as parking and roads.[107]

[107] Spreadsheet provided to authors by JLARC.

Exhibit C-10

Total Capital Appropriations for Branch Campuses, 1989–91 to 2001–03

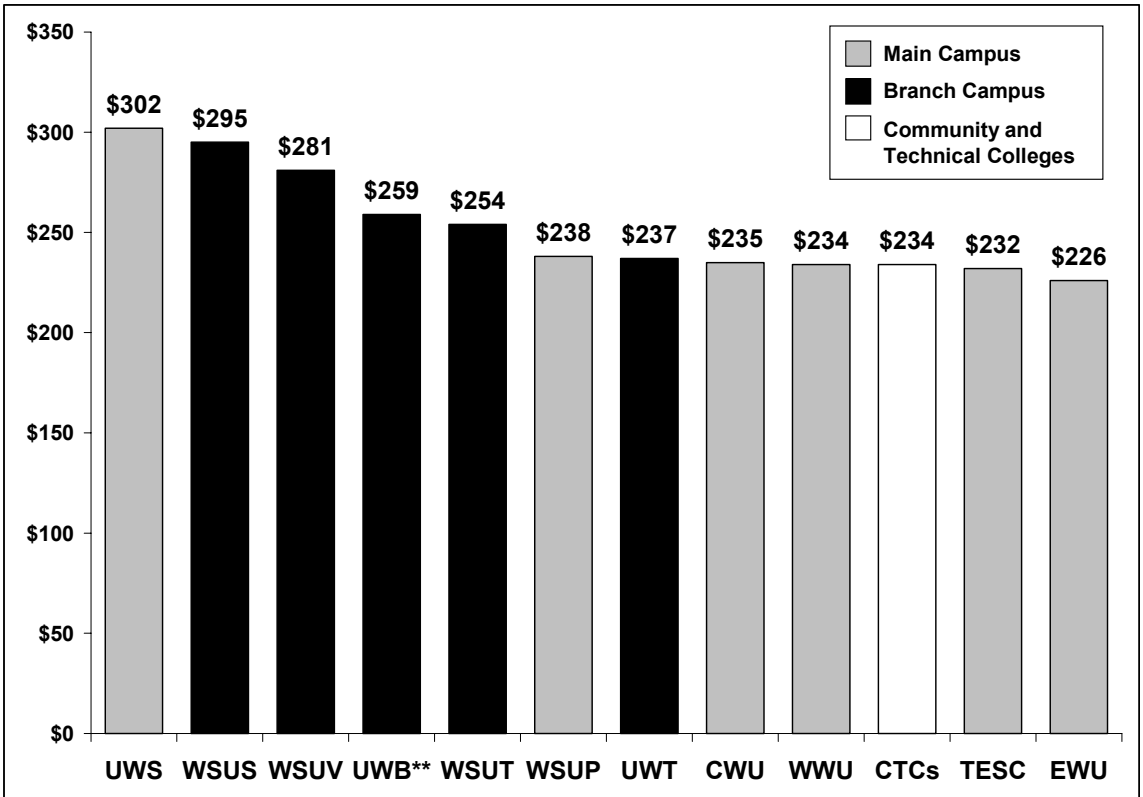
Institution	Capital Appropriations (in millions)
UW Bothell*	$239.5
UW Tacoma	$157.4
WSU Spokane**	$82.6
WSU Tri-Cities	$23.3
WSU Vancouver	$107.3
Total	$610.2

Source: OFM, 1989-1999; Senate Ways and Means, 2001-03
**Includes construction of Cascadia Community College.*
***Includes construction of Spokane Intercollegiate Research and Technology Institute (SIRTI).*

Exhibit C-11

Relatively High Capital Costs Are Associated with Branch Campuses

Replacement Value* Per Square Foot of State Capital Supported Buildings, All Facilities Over 1,999 Square Feet



WSIPP 2003
Source: JLARC, *Higher Education Facilities Preservation Study* (January 2003)
*Current replacement value minus maintenance backlog. **Bothell is co-located with Cascadia Community College.

Research Facilities: While branch campuses are designated as research institutions, state capital investment has focused on infrastructure and buildings used primarily for teaching and study. Approximately 32 percent of the state-funded space at the main campuses of the University of Washington (42 percent) and the Washington State University (12 percent) are buildings for which the predominant use is research (these institutions also have significant amounts of other non-state funded space devoted to research). Only one branch campus building, the 59,000 square foot facility for Spokane Intercollegiate Research and Technology Institute (SIRTI) in Spokane, is used predominantly for research.[108]

Cost of Capital: Capital—land, facilities, and equipment—is frequently ignored in discussions of the cost of higher education. Yet, leaving capital out of the equation may underestimate the *full* cost of higher education by 25 to 40 percent according to some estimates.[109] While depreciation is often considered, it is a small cost compared with the opportunity cost of the forgone income from capital. The full cost of instruction, research, and public service at an existing campus should include the opportunity cost of its capital. After all, institutions can lease campus facilities for other purposes.

Previous capital appropriations, however, do not reflect the opportunity (rental) value of campus capital facilities. Using the current replacement value of facilities, equipment, and the market value of land and infrastructure, it would be possible to estimate the forgone rent and service costs associated with a campus's capital stock. While the Joint Legislative Audit and Review Committee's (JLARC) *Higher Education Facilities Preservation Study* provides a comprehensive accounting of facilities, it does not include estimates of the value of the land or infrastructure of the campuses. Without a more comprehensive and consistent measure of the value of all capital, including land and infrastructure, an estimate of the opportunity cost of higher education capital requires too many assumptions to be of value. The opportunity cost of capital remains an important yet largely unaccounted for cost of higher education.

Expenditures on Undergraduate Instruction

This discussion focuses on expenditures associated with undergraduate programs of the branch campuses. According to the Higher Education Coordinating Board (HECB) *2001–02 Education Cost Study (Cost Study)*,[110] instructional expenditures per FTE undergraduate student are higher on average at branch campuses than at the state's other public four-year campuses. However, expenditures per FTE student vary considerably by branch campus; some are above, and some below, average expenditures at other institutions (see Exhibit C-12).

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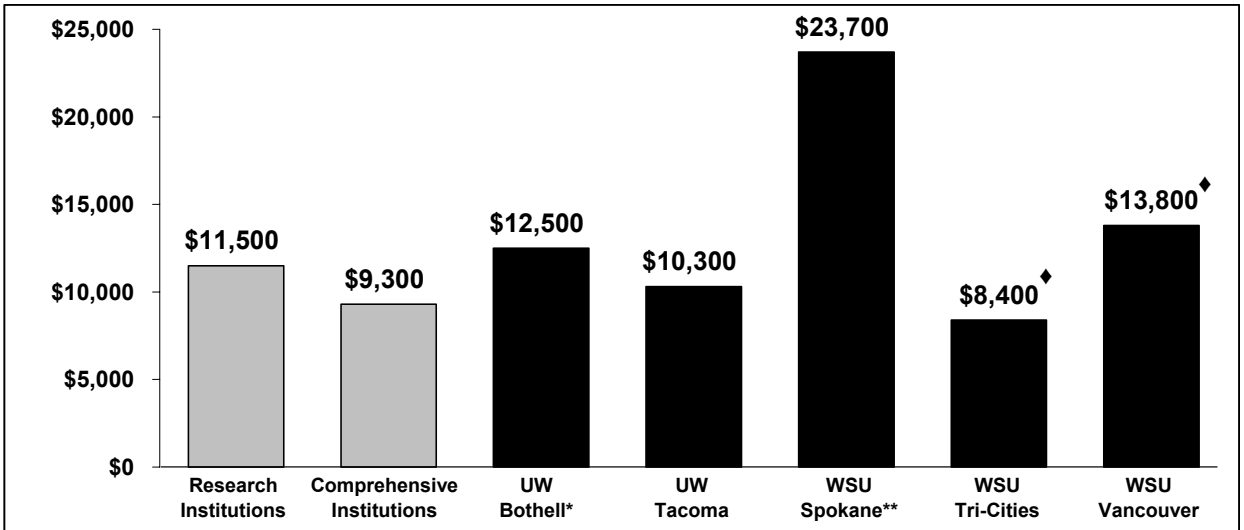
[108] JLARC, *Higher Education Facilities*, Appendix 3.
[109] G. C. Winston, "A Guide to Measuring College Costs," Williams Project on the Economics of Higher Education Discussion Paper No. 46 (Williamstown, MA: Williams College, January, 1998); by permission.
[110] Higher Education Coordinating Board, *2001–02 Education Cost Study* (Olympia, WA: HECB, March 2003).

Exhibit C-12

For a Variety of Reasons, Average Expenditures Are Higher at Branch Campuses

Average Annual Instructional Expenditures for an *Upper Division Undergraduate* FTE
(State Support and Operating Fees in Academic Year 2001–02)



WSIPP 2003
HECB *2001-02 Education Cost Study*
*Bothell is co-located with Cascadia Community College. **The Spokane campus specializes in high-cost professional degree completion programs. These estimates do not include health sciences.

A number of factors, some specific to the mission of individual branch campuses, may contribute to the variation in average expenditures and the higher average expenditures at branch campuses overall. For example, the amounts in Exhibit C-12 are based on upper division instructional expenditures, because branches provide only upper division instruction. Such issues complicate efforts to characterize the relative economic efficiency of the different modes of higher education in Washington State.

The following discussion describes some factors that may influence average undergraduate instructional expenditures at branch campuses. These factors provide important context for the differences in instructional costs observed across the state.

The HECB's *Cost Study* provides detailed estimates of the expenditures of state funds and tuition[111] by level of instruction and by academic discipline at each state public higher education institution. The estimates are based on direct expenditures for instructional activities, such as salaries, benefits, supplies, and equipment. They also include the proportion of administrative and facility operating expenditures that directly and indirectly support instructional activities.

Excluded from the *Cost Study* are expenditures not associated with state- or tuition-funded activities, such as federally and privately funded university research (see Exhibit C-13). It also excludes capital costs and the forgone wages of students. The study is conducted every four years and provides estimates of the direct and indirect average annual expenditures for an FTE student receiving instruction in lower division and upper division courses in a broad range of disciplines.

[111] The *Cost Study* does not include non-state funds or building, services, or activities fees.

Exhibit C-13
Elements of the HECB *2001–02 Education Cost Study*

Included	Excluded
• Compensation of instructional faculty and staff • Compensation of instructional support staff • Supplies and equipment used for instruction • Admissions, registration, and student services • Share of library, administration, and facilities costs	• Non-state funded research and public service • Self-sustaining and summer programs • Student non-tuition educational expenses, including service and activity fees • Capital and equipment costs • Forgone wages of students • Health Sciences are examined separately

HECB *2001–02 Education Cost Study*

It is important to note that rather than providing an estimate of the actual cost of instruction, the *Cost Study* describes how state fund and tuition revenue is distributed across different types of instruction. Consequently, *Cost Study* estimates are sensitive to legislative funding decisions. For instance, if the legislature funds a given campus at a higher rate per FTE, the *Cost Study* estimates for that campus would reflect that increase in funding in addition to any real changes in the campus cost structure.

Factors Influencing Instructional Expenditures

The average instructional expenditures summarized in Exhibit C-12 represent the cost of upper division undergraduate instruction only. This is an appropriate basis for comparison, because branch campuses provide only upper division and graduate instruction. For any given campus, however, *Cost Study* estimates may be influenced by a number of factors:[112]

- Mix of lower and upper division students;
- Mix of degree programs offered at the institution;
- Start-up costs of new academic programs;
- Campus and class size;
- Under and over enrollment;
- Institutional mission; and
- Mix of traditional and non-traditional students.

This discussion will address each of these factors and their variation among the campuses.

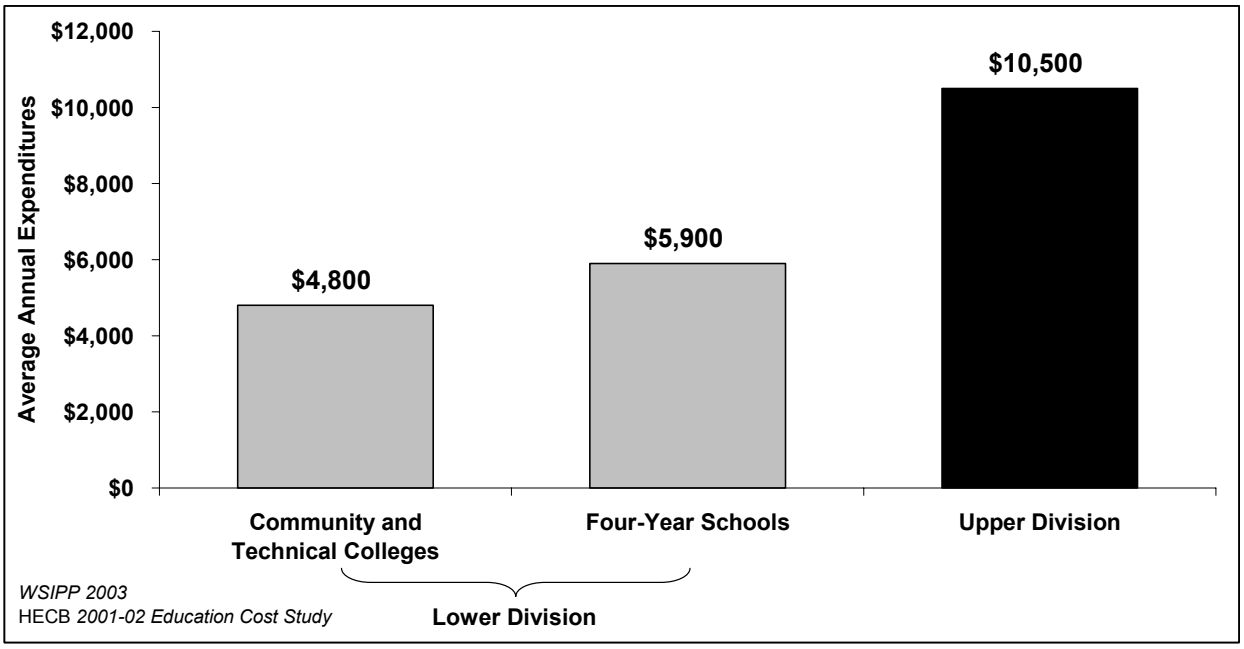
[112] HECB, *2001–02 Education Cost Study.*

Mix of Lower and Upper Division Students. On average, lower division instruction is less expensive than upper division instruction (see Exhibit C-14). Therefore, the mix of lower and upper division students at an institution influences the institution's overall instructional costs. Because branch campuses provide only upper division courses, this factor clearly influences their instructional costs. All other public higher education institutions provide upper and lower division courses or, as in the case of community and technical colleges, only lower division courses. On average, expenditures on upper division instruction exceed expenditures on lower division instruction by about $4,600 (78 percent) a year per FTE student.

Exhibit C-14

The Higher Expenditures Associated With Upper Division Instruction

2002 Expenditures for Upper and Lower Division Academic Instruction Per FTE



Mix of Degree Programs. Some academic programs are more expensive than others. For example, upper division engineering is more expensive on average than upper division social science or education courses. An institution can serve more students at a lower overall cost if more students enroll in lower-cost disciplines. The statewide average annual expenditure on instruction for academic disciplines at the research institutions (including branches) is provided in Exhibit C-15. Average instructional expenditures are lowest for education, social sciences, arts and letters, and business.[113]

[113] The majority of students in branch campuses are enrolled in disciplines that are low-cost from a statewide perspective. For other reasons explained in this discussion, these "low-cost" disciplines may still be associated with higher than average expenditures at some branch campuses.

Exhibit C-15

Some Disciplines Are Associated With Higher Expenditures Than Others

Average Annual Cost of Undergraduate Upper Division Instruction
by Discipline at Research Universities, Including Branch Campuses

	Discipline	Average Annual Expenditure Per Upper Division FTE Student
Lower-Cost Disciplines	Education	$6,642
	Social Sciences	$7,961
	Business	$9,986
	Arts and Letters	$10,775
Higher-Cost Disciplines	Computer Sciences	$15,362
	Sciences	$15,559
	Agriculture and Natural Resources	$16,787
	Engineering	$17,664
	Architecture	$23,654

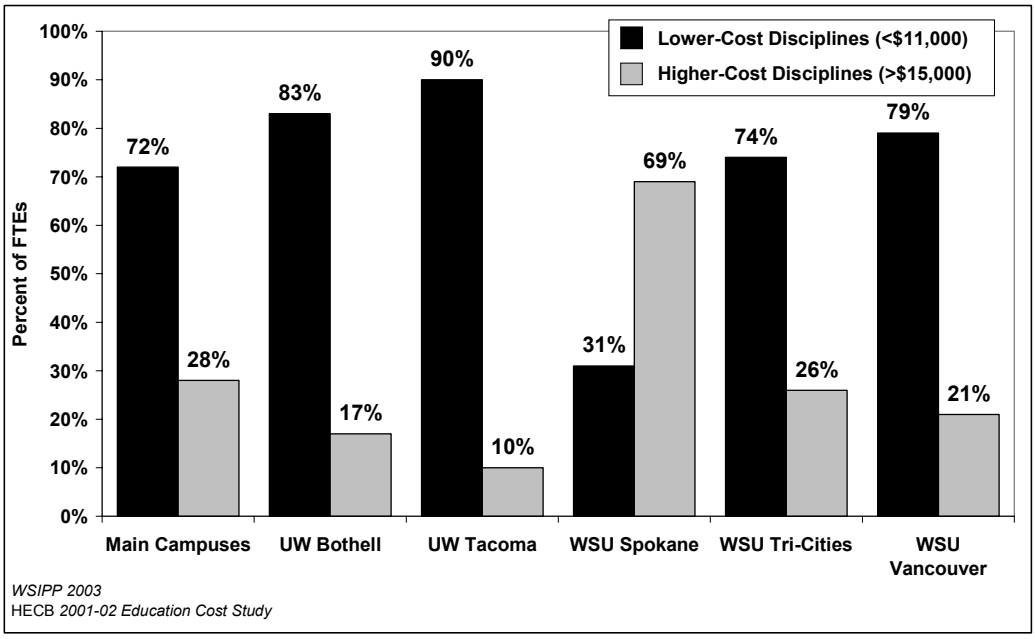
Source: HECB *2001–02 Education Cost Study.* Due to their unique characteristics, UW health disciplines are not included.

The majority of instruction at four of the five branch campuses (see Exhibit C-16) is in the typically lower-cost disciplines: education, social sciences, business, and arts and letters. This is also true, although to a lesser degree, at the main campuses (72 percent). The WSU Spokane branch campus is the exception. There, a majority (69 percent) of instruction takes place in typically higher-cost disciplines. This is consistent with WSU Spokane's higher overall cost of instruction shown in Exhibit C-12.

Exhibit C-16

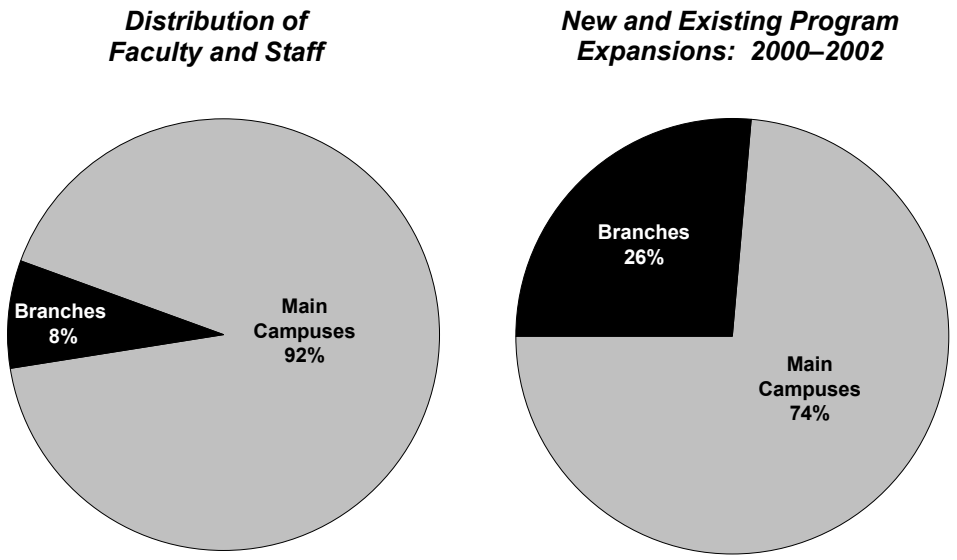
WSU Spokane Focuses on High-Cost Disciplines

Distribution of FTE Students by Lower- and Higher-Cost Disciplines,
State Support and Operating Fees in Academic Year 2001–02



Start-up Costs for New Programs. In addition to teaching and other responsibilities, faculty are assigned tasks associated with creating new courses or starting new academic programs. Because branch campuses are comparatively new and have relatively few degree offerings, faculty and staff are more likely to be involved in creating new programs of study than faculty at more established campuses. Branches represent less than one-tenth of UW and WSU employees but accounted for over a quarter of new and existing program expansions between 2000 and 2002 (see Exhibit C-17).

Exhibit C-17
Program Expansions and Staffing at UW and WSU Campuses



WSIPP 2003
Source: *Report on Institutional Degree Programs: Two-Year Plans, Recently Approved Programs, and Program Review*, HECB (March 2002), 6.

In calculating the cost of instruction, the HECB *Cost Study* includes the time that faculty allocate to creating new programs. As a result, instructional costs at branch campuses are more likely to include proportionally more of these administrative start-up costs. Previously, the legislature has directed funds to pay for start-up costs at the UW branch campuses:

- The 1989–91 biennial budget allocated $1.3 million to the University of Washington for branch campus start-up costs.[114]
- The 1991–93 biennial budget included $1.1 million for Bothell and $1.2 million for Tacoma to initiate new programs in education, nursing, and engineering.[115]
- The 1995–97 budget allowed for "phased in" enrollments to accommodate program start-up.[116]
- The 1999–2001 budget provided $135,000 to Bothell and $395,000 to Tacoma to compensate for program start-up costs.[117]

[114] Legislative Budget Notes 1989–1991 Biennium, 235.
[115] Legislative Budget Notes 1991–1993 Biennium, 168.
[116] Legislative Budget Notes 1995–1997 Biennium, 1996 Supplemental Session, 168.
[117] Legislative Budget Notes 1999–2001 Biennium, 1999 Supplemental Session, 227.

Campus and Class Size. Instructional costs may also be influenced by the number of students at the campus, class size, and availability of graduate teaching assistants. Branch campuses have relatively low total enrollment, tend to have small class sizes, and employ few graduate student teaching assistants, all of which contribute to higher average costs.

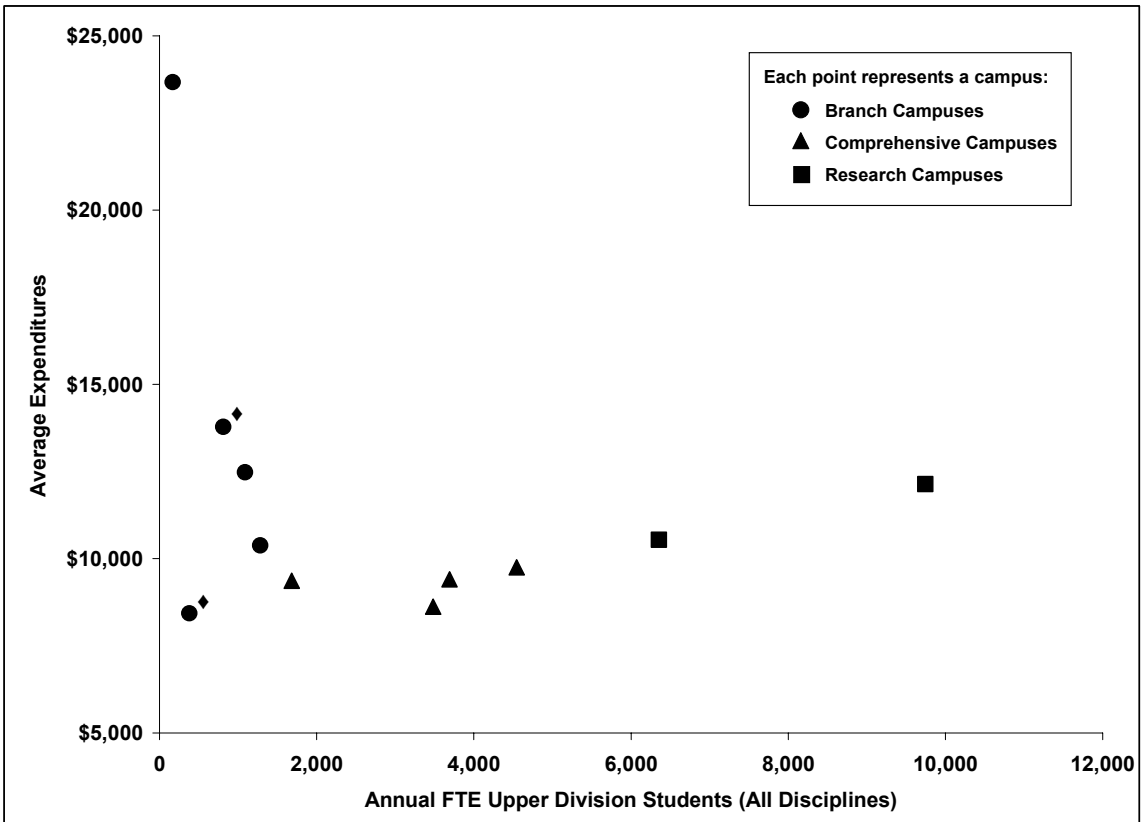
Economies of Scale. Large institutions are able to spread out their fixed costs over many students. For instance, the UW allocates the salary of its president over more than 30,000 FTE students, while a small institution such as The Evergreen State College can only spread the cost over 4,000 students. The branch campuses are even smaller, and their ability to spread out fixed costs is limited.

Exhibit C-18 indicates that average costs do decline as the number of students increases—at least at the lower enrollment levels of the branch campuses. While it is not true across the board, it appears that average costs for branch campuses tend to decline as the number of FTE students increases.

Exhibit C-18

The Small Size of Branch Campuses and Higher Than Average Expenditures

Average Annual Instructional Costs: All Upper Division Undergraduates



WSIPP 2003

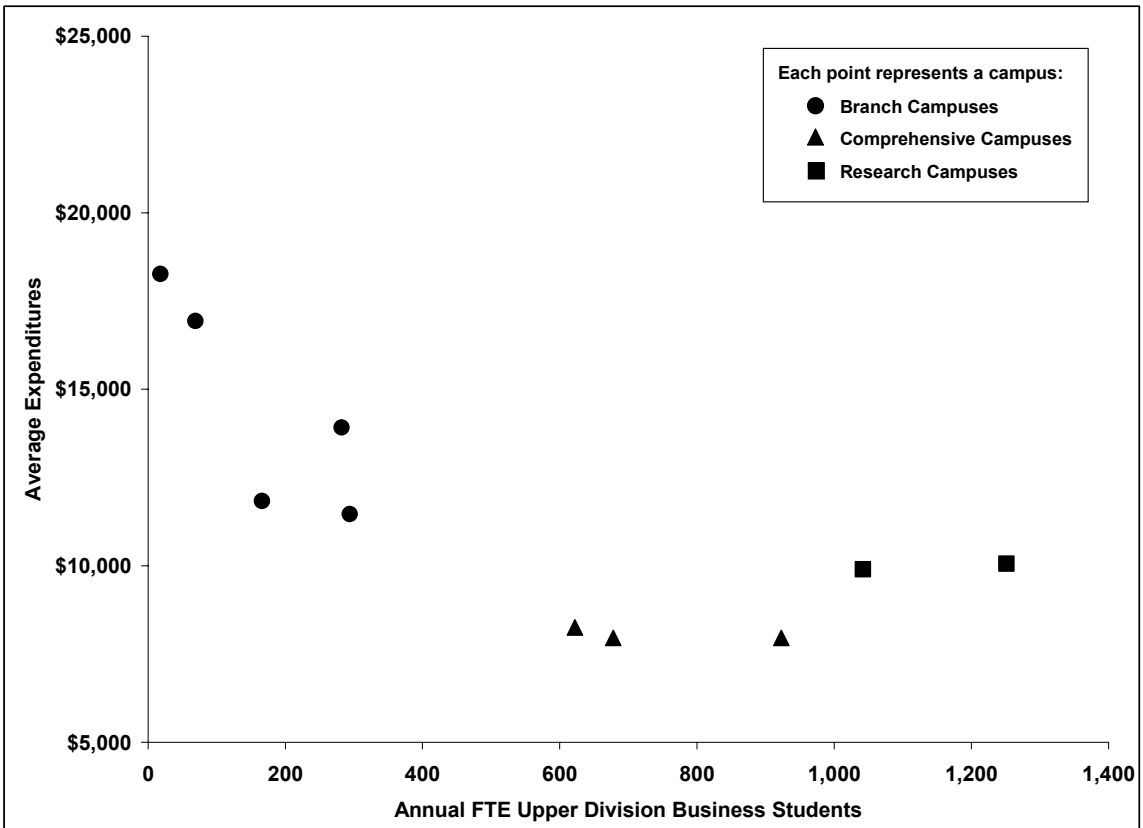
HECB *2001-02 Education Cost Study.* Excludes health sciences.

A slightly more refined approach that limits the analysis to one discipline (business) is demonstrated in Exhibit C-19 and yields similar results.[118] Average costs tend to decline as the number of students increases, flatten out over the enrollment levels of the state's comprehensive institutions, then rise slightly at the larger enrollment levels of the main campuses.

Exhibit C-19

The Small Size of Branch Campuses and Higher Than Average Expenditures

Annual Instructional Costs Per FTE: Upper Division Business Undergraduates



WSIPP 2003

HECB *2001-02 Education Cost Study*. Excludes TESC.

Student to Faculty Ratios and Graduate Assistants. Student-to-faculty ratios tend to be smaller at branch campuses than at other campuses (see Exhibit C-20). This ratio may partially justify the higher instructional costs at branch campuses. WSU Tri-Cities is an exception, with its larger student-to-faculty ratio perhaps contributing to its low cost of instruction relative to other branch campuses. The relationship between undergraduate student-to-faculty ratios and expenditures at the branch campuses is clearly demonstrated in Exhibit C-21.

[118] Business was selected because it is one of two disciplines represented at all branch campuses. The other discipline, arts and letters, is more varied across campuses and yields results similar to the "All Disciplines" example in Exhibit C-18.

Exhibit C-20

Branch Campuses Have Smaller Class Sizes

Ratio of Undergraduate Students to Faculty Providing Undergraduate Instruction by Campus, 2001–02

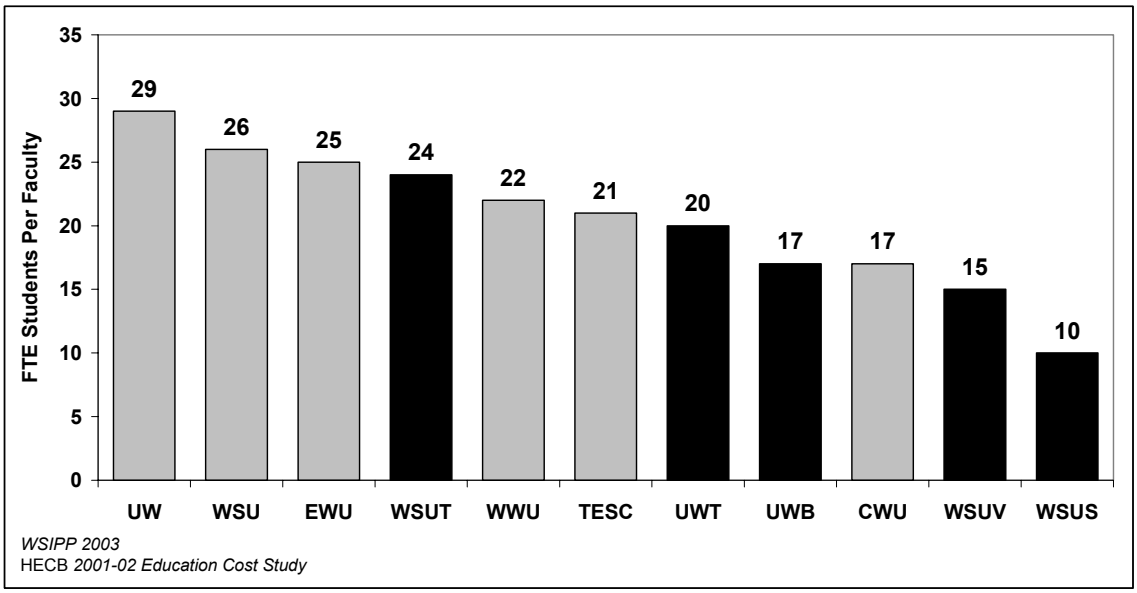
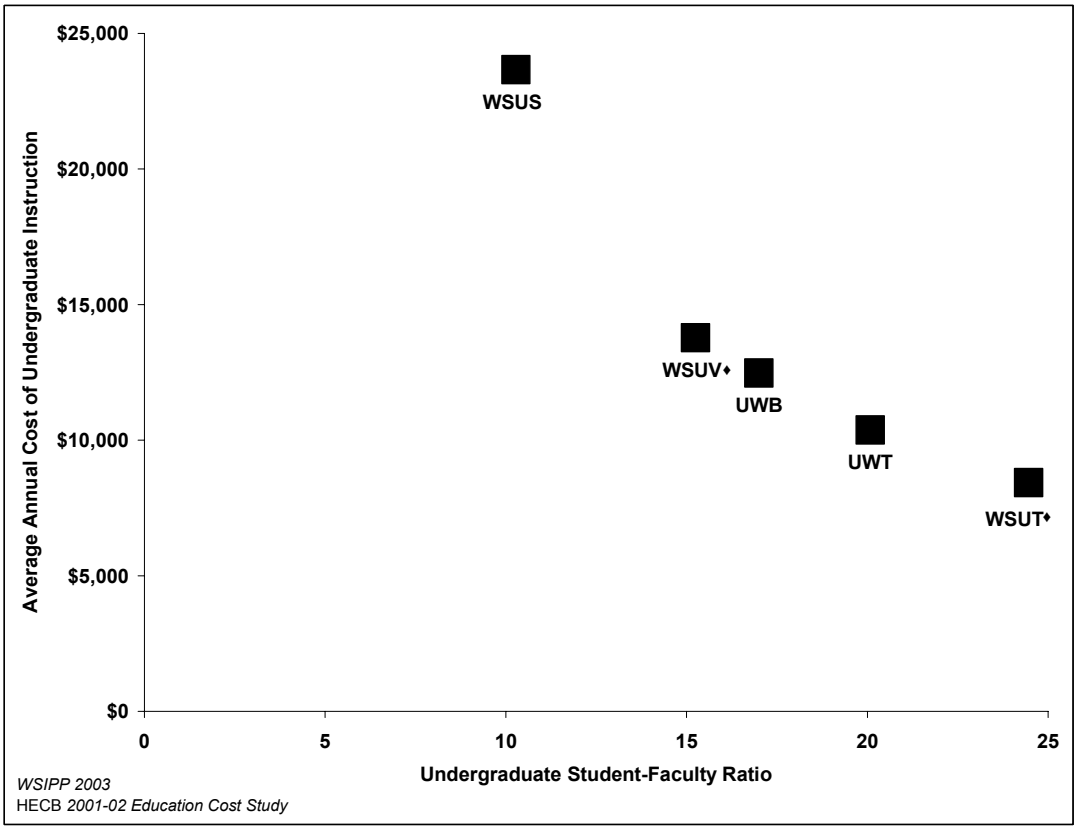


Exhibit C-21

Relationship Between Average FTE Expenditures and the Ratio of Undergraduate Students to Faculty Providing Undergraduate Instruction



Finally, branch campuses and comprehensive institutions do not have the large numbers of graduate students to lead seminars and labs associated with courses. The University of Washington and Washington State University main campuses are able to hold larger undergraduate lectures with the benefit of low-cost graduate student teaching assistants (see Exhibit C-22). Branch campuses average fewer than one paid graduate assistant per campus. There were none at WSU Tri-Cities and UW Tacoma in 2001–02.

Exhibit C-22
FTE Graduate Teaching Assistants: 2001–02

Institution	FTE Teaching Assistants
University of Washington	610.0
Washington State University	343.0
Western Washington University	79.5
Central Washington University	58.8
The Evergreen State College	29.9
Eastern Washington University	16.0
UW Bothell	1.2
WSU Vancouver	0.8
WSU Spokane	0.4
WSU Tri-Cities	0.0
UW Tacoma	0.0

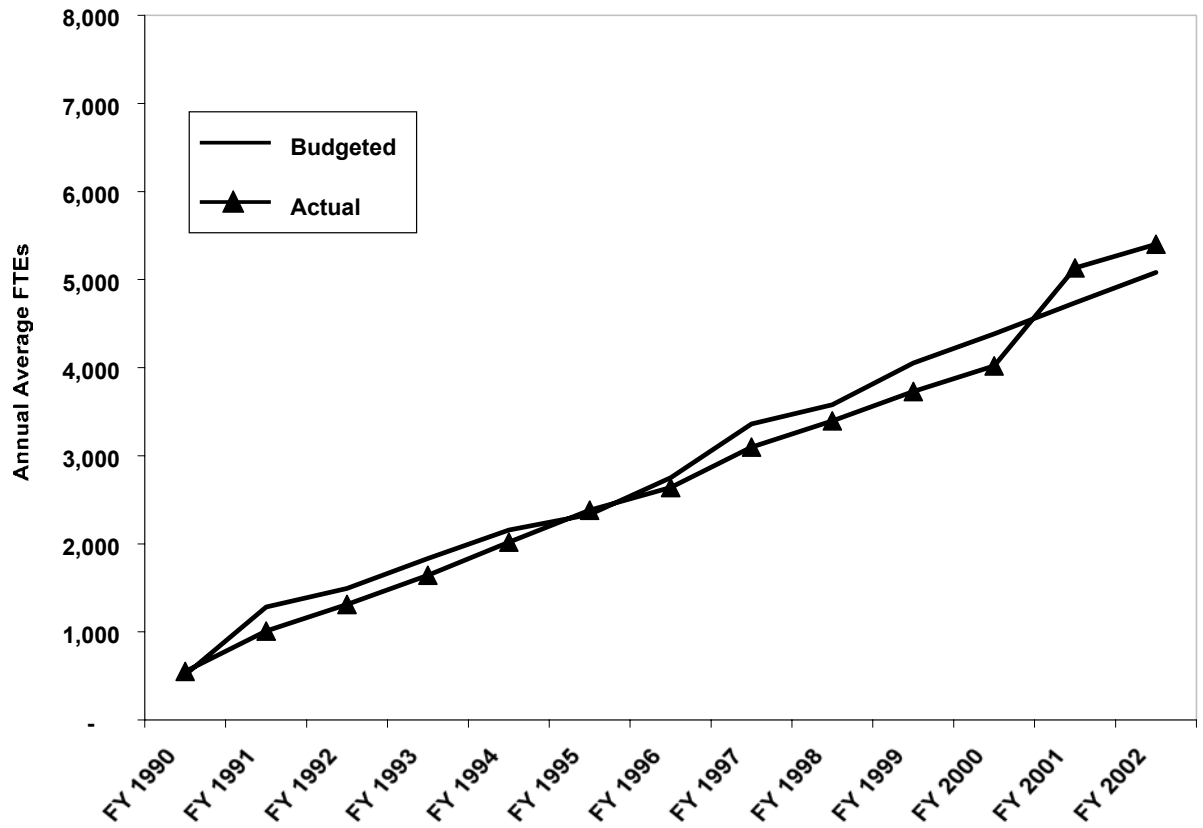
Source: HECB *2001–02 Education Cost Study*

Under and Over Enrollment. Costs may also vary if a school is under or over enrolled. An institution may appear more expensive on average if it fails to meet its budgeted enrollment level. Conversely, an institution that exceeds enrollment levels will appear less expensive, according to the *Cost Study*. Historically, branch campuses have been under enrolled (see Exhibit C-23). At the time of the 2001–02 *Cost Study*, however, all branch campuses met or exceeded budgeted enrollment levels (see Exhibit C-24).

Exhibit C-23

Branch Campuses Are Now Meeting Budgeted Enrollment Levels

Branch Campus Budgeted and Actual Undergraduate FTE Enrollment, 1990–2002



WSIPP 2003

Source: OFM Higher Education Enrollment Statistics and Projections and Budget Driver Reports.

Exhibit C-24

Public Universities Are Exceeding Budgeted Enrollments

Annual Average FTE Enrollments: No Institutions Were Under Enrolled in 2002–03

	Budgeted	Actual	Percent Over Enrolled
All Public Baccalaureate Institutions	85,290	89,493	4.9%
UW Bothell	1,235	1,241	0.5%
UW Tacoma	1,484	1,680	13.2%
WSU Spokane	593	628	5.9%
WSU Tri-Cities	616	627	1.8%
WSU Vancouver	1,153	1,226	6.3%
Branch Campuses	5,081	5,402	6.3%

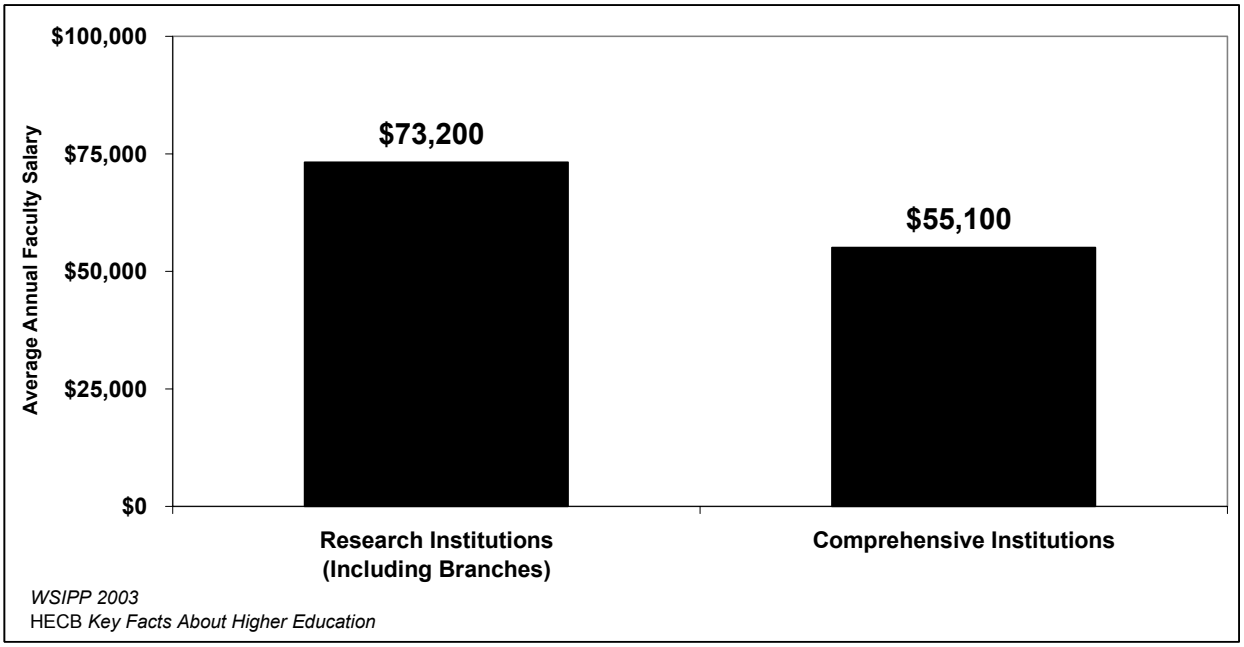
Source: OFM, Actual/Projected Full Time Equivalence (FTE) Budget Driver Report, Winter Quarter/Spring Semester 2003, <http://www.ofm.wa.gov/hied/bd/BudDrivWo3.pdf>, accessed June 12, 2003.

Institutional Mission. The state's research and comprehensive institutions are funded at different levels according to their missions. Faculty at research universities are expected to spend more of their time conducting scholarly research than are faculty at the comprehensive institutions. Therefore, research faculty teaching loads tend to be lower (and more costly) than faculty at other institutions. Research institution faculty also tend to have higher salaries on average, by about $18,000 a year (see Exhibit C-25).

Exhibit C-25

Compensation Contributes to Higher Costs at Research Institutions

Average Annual Instructional Faculty Salaries at Washington's Research and Comprehensive Institutions
2000–2001 Academic Year

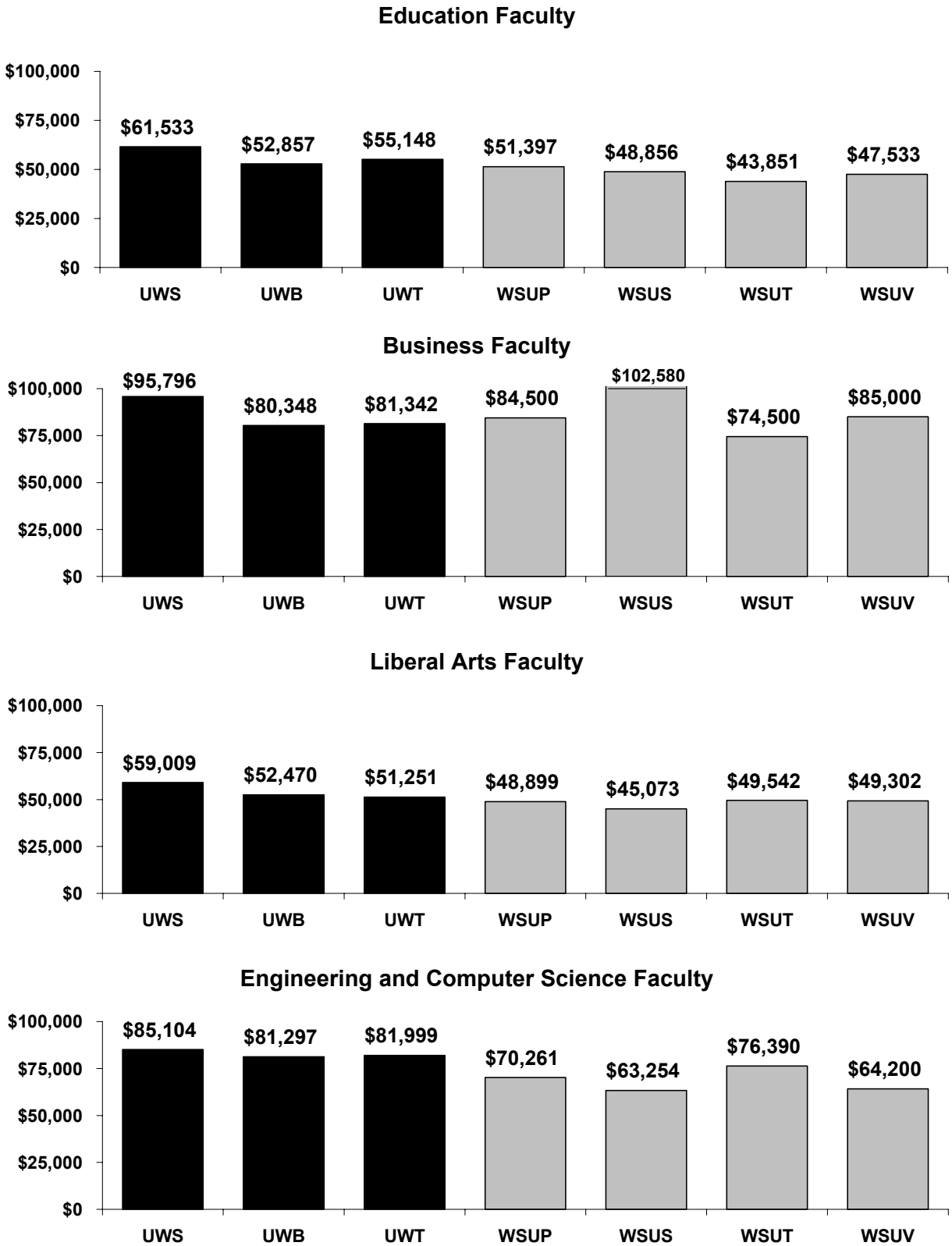


Salaries can vary considerably within a single campus setting or college. At the University of Washington's College of Arts and Sciences, median salaries range from $43,500 in Romance Languages to $95,000 in the Statistics Department.[119] Exhibit C-26 shows comparisons of median faculty salaries within a subset of disciplines that are represented across all branch campuses.

[119] For nine months of service as of October 2002. University of Washington Institutional Research, <http://www.washington.edu/admin/factbook/budget/fac-sal-college.pdf>, accessed May 18, 2003.

Exhibit C-26

Median Instructional Faculty Salaries at Main and Branch Campuses: Nine Months of Service, Fall 2002



WSIPP 2003
Sources: UW and WSU

The faculty salaries at UW Bothell and UW Tacoma are consistently lower than comparable faculty at UW Seattle. WSU branches appear to be more in line with salaries at WSU Pullman.[120] On average, branch campus faculty salaries are lower than salaries at the main campuses but higher than those at the comprehensive institutions.

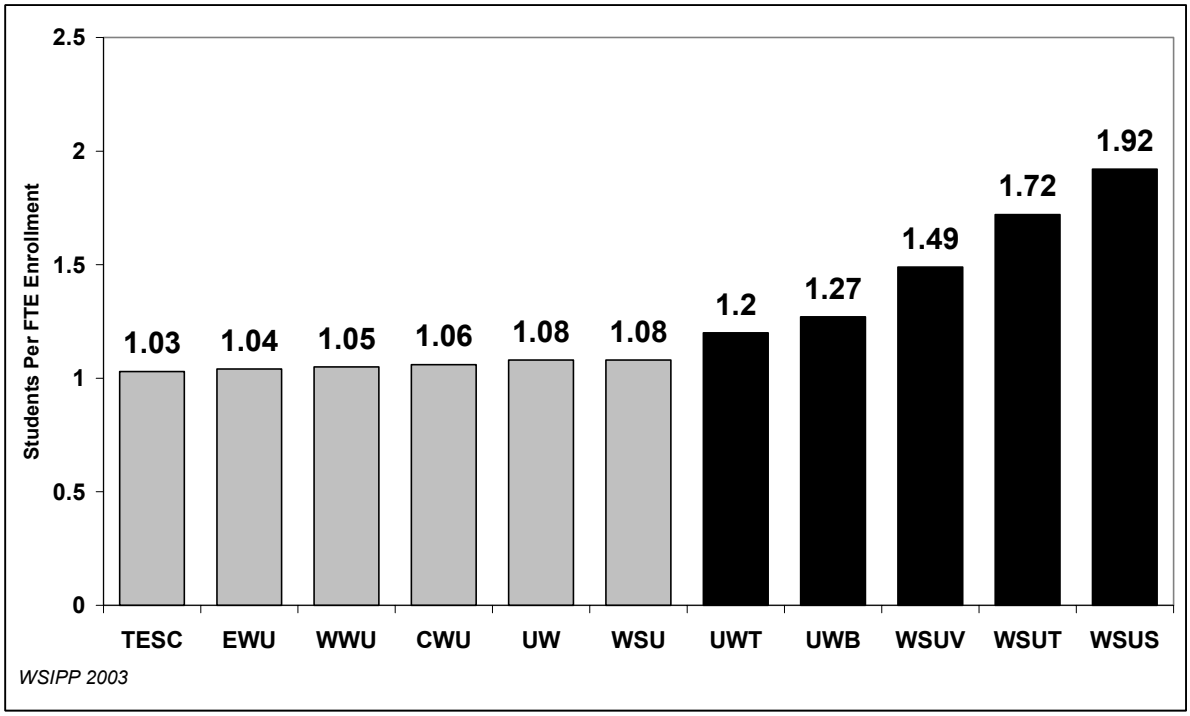
Mix of Traditional and Non-Traditional Students. While 36 percent of new students at the UW and WSU main campuses transfer from other institutions, 100 percent of entering students at the branch campuses are transfer students.[121] If transfer students represent an extra burden on administrative or student services or both, they may increase the operating costs of the receiving institutions.

Students who attend branch campuses are also less likely to be traditional, full-time students than those who attend the state's other institutions. Because branch campuses have more part-time students (see Exhibit C-27), their administrative costs are higher per FTE than at institutions serving more traditional students. The administrative costs associated with two half-time students are more than the costs associated with one full-time student.

Exhibit C-27

More Part-Time Students Attend Branch Campuses

Students Per FTE Enrollment: 2001–02



[120] The small number of faculty at some of the branches (for instance, one business and economics faculty at WSU Spokane) makes generalizations about faculty salaries difficult. Also, the fields shown are only roughly comparable. For example, engineering and education specialties may differ from one campus to another.

[121] Higher Education Coordinating Board, *Key Facts about Higher Education in Washington* (Olympia, WA: HECB, August 2002), 46.

Instructional Expenditures Associated With Degree Attainment

While instructional costs are higher on average at branch campuses, the majority of students earning their degrees at branch campuses do so after attending a state community or technical college (CTC). For students attaining four-year degrees, the higher cost of the branch campuses are partially offset by the lower costs of the CTCs.

To estimate the differences in expenditures associated with attaining a baccalaureate degree, two more cost components—the number and type of credits earned—are required. Overall, Washington State's transfer students who complete baccalaureate degrees earn slightly more *total* credits than direct entry students.[122]

According to the *2000–01 Cohort Study*,[123] selected graduates from branch campuses earn a comparable number of credits as students who transfer to other campuses. According to the same data, however, proportionally more of the credits earned by branch campus graduates are in upper division courses.

Students Examined for This Study. Data from the *Cohort Study* provided specifically for this report describe the number, source, and type of credits taken by students who earned selected baccalaureate degrees in 2000–2001. In total, the analysis is based on 398 branch campus students who graduated in Business, Interdisciplinary Arts and Science, or Social Science (see Exhibit C-28). These represent about 29 percent of the 1,375 students who completed four-year degrees at branch campuses during the same period.

This analysis was limited to the following subset of students for whom there were complete transcripts:[124]

- Direct entry and transfer (with 40 or more transfer credits) students graduating from public baccalaureate institutions in 2000–2001;
- First-time baccalaureate degree earners with one major; and
- Students earning degrees in Business, Interdisciplinary Studies, and Social Science, the most common majors fitting all other selection criteria at branch campuses.

Records of 1,868 graduates meeting the same selection criteria from CWU, EWU, and the UW and WSU main campuses are included for comparison. For various reasons, students from WWU, TESC, and off-campus centers are excluded. Complete transcripts of graduates of WWU were not available for the period studied. A comparable accounting of upper and lower division credits earned at TESC were not attempted for this analysis. Due to the absence of comparable expenditure data, graduates from off-campus centers were also excluded.

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[122] SBCTC, *Role of Transfer in the Bachelor's Degree*, 5.

[123] The *2000–01 Cohort Study* is a research project currently in progress, jointly conducted by the SBCTC and baccalaureate institutions in Washington. The study provides data on 16,800 graduates from Washington baccalaureate institutions in 2000–2001.

[124] The analysis also excluded international students, students requesting anonymity, and students with credits from out-of-state, private colleges, or from institutions other than their degree-granting campus or community college.

Exhibit C-28

Distribution of 2000–2001 Branch Undergraduate Majors Used in This Analysis

Major Area	Branch Campus				
	UW Bothell	UW Tacoma	WSU Tri-Cities	WSU Vancouver	Total
Business	60	61	29	37	187
Interdisciplinary & Social Science	81	87	18	25	211
Total	141	148	48	64	398

Only includes graduates meeting specific selection criteria. There were no students fitting the selection criteria at WSU Spokane.
Source: SBCTC *2000–01 Cohort Study*

Because of the relatively small numbers of graduates in some disciplines used for this analysis, Interdisciplinary Studies and Social Science majors were combined, and all students were aggregated into five transfer status groups (See Exhibit C-29):[125]

- ***Research Direct:*** direct entry students at the UW and WSU main campuses;
- ***Comprehensive Direct:*** direct entry students at CWU and EWU main campuses;
- ***Research Transfer:*** CTC transfer students at the UW and WSU main campuses;
- ***Comprehensive Transfer:*** CTC transfer students at CWU and EWU main campuses; and
- ***Branch Campus:*** CTC transfer students at branch campuses.

Exhibit C-29

Number of Graduates Used in This Analysis by Transfer Status and Major

Major	Research Direct	Comprehensive Direct	Research Transfer	Comprehensive Transfer	Branch Campus
Business	395	140	284	170	187
Interdisciplinary & Social Science	425	69	313	72	211
Total	820	209	597	242	398

Only includes graduates meeting specific selection criteria.
Source: SBCTC *2000–01 Cohort Study*

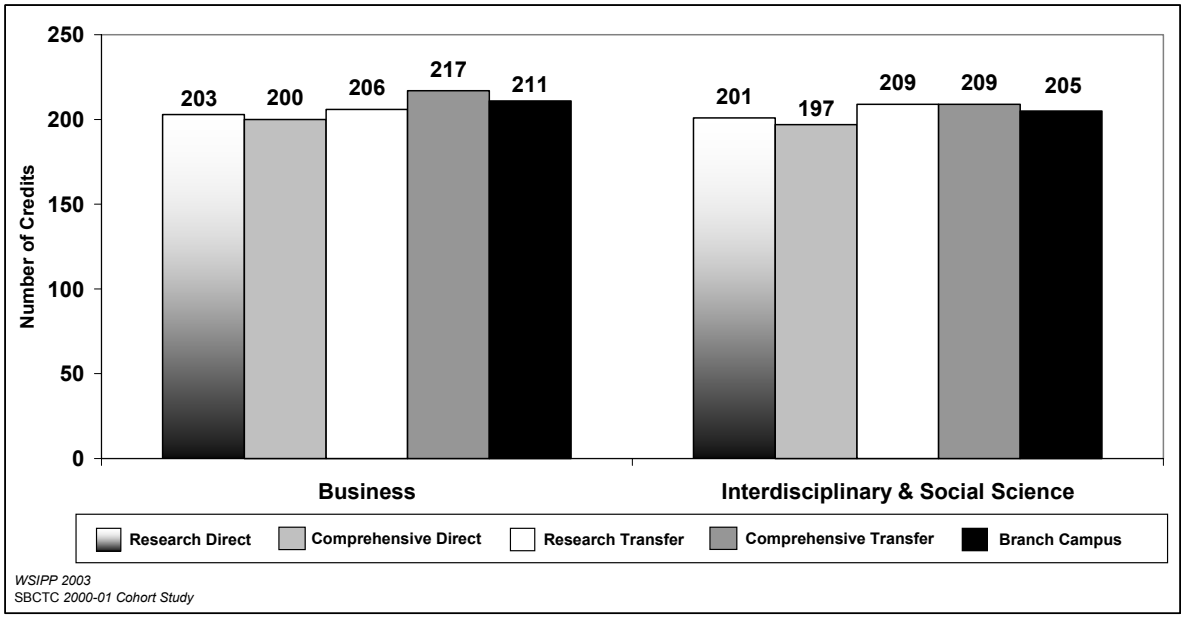
[125] The data provided for this analysis matched branch campus Interdisciplinary Studies students with a small cohort of Liberal Studies students at the other universities. A more appropriate and larger comparison would have been a subset of arts and science majors at the other universities. This is another reason that Interdisciplinary Studies and Social Sciences were combined.

Total Credits Earned. As shown in Exhibit C-30, the total credits earned by branch campus graduates are comparable to the credits earned by other students. Branch campus graduates in Interdisciplinary Studies and Social Science (205 credits) and Business (211 credits) earned total credits comparable to similar majors at other institutions.

Exhibit C-30

Branch Campus Graduates Earn a Comparable Number of Credits

Median Credits to Earn a Four-Year Degree—Direct Entry and CTC Transfers Only



These data indicate that transfer and articulation works at least as well at branches as other institutions—for the majors examined. Any differences in credits earned, however, should not be attributed entirely to a student's transfer status. Other factors, such as student demographics, employment, academic preparation, and other characteristics of the institutions may also contribute to the differences in the number of credits students earn.

A more rigorous statistical analysis of individual student experiences is required to determine the net impact of the branch campuses on the amount and types of credits earned.[126] It is also important to note that the experiences of students who did not transfer or graduate are missing from this analysis.

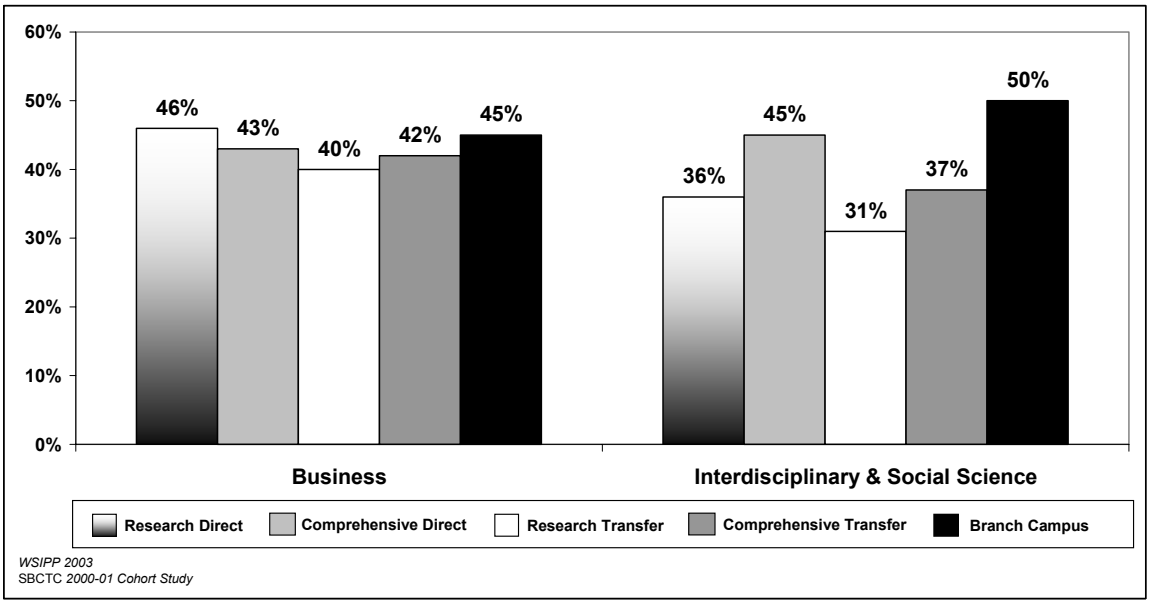
Upper Division Credits Earned. For the majors examined in this analysis, branch campus graduates earned proportionally more upper division credits than other transfer students (see Exhibit C-31). Business graduates at the branches did not take significantly more upper division coursework than transfer students at other institutions. However, branch campus graduates in Interdisciplinary Studies and Social Sciences relied on significantly more upper division coursework (50 percent of total credits earned) than did other transfer students (31 to 37 percent of total credits earned).

[126] This level of analysis will be possible with detailed data collected for the *2000–01 Cohort Study*.

Exhibit C-31

Branch Campus Graduates in Some Majors Take More Upper Division Credits

Upper Division Credits as a Percentage of Total Credits Earned

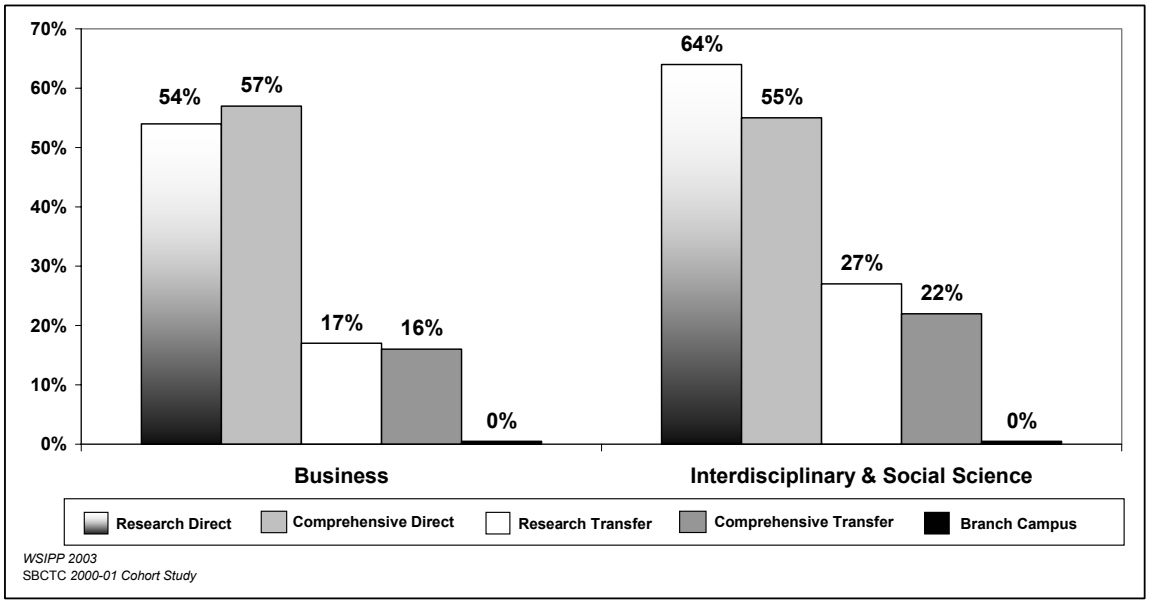


No Lower Division Courses at Branch Campuses. Due to the upper division structure of branch campuses, it is no surprise that some of their graduates rely more heavily on upper division courses. Lower division courses are not available to branch campus students—at least not at their degree-granting institution. In contrast, students transferring to comprehensive or research main campuses take 16 to 27 percent of their lower division coursework at their degree-granting institutions (see Exhibit C-32).

Exhibit C-32

Branch Campuses Do Not Offer Lower Division Courses

Lower Division Credits Earned at Degree-Granting Institution as a Percent of Total Credits



Calculating Expenditures Associated With a Degree. Based on transcript data, an average credit profile was constructed for each major and campus. The profiles include the average number of CTC credits and upper and lower division credits earned at four-year institutions, by HECB cost discipline. The source of each credit (CTC or four-year institution), the level, and the discipline were used to estimate costs based on the HECB *Cost Study* (see Exhibit C-33).[127] Multiplying the average credit profiles of the analysis groups by the HECB per-credit costs by cost discipline yields the estimates of instructional expenditures associated with earning a four-year degree.

Exhibit C-33
Subject Areas and Clusters Used to Estimate Costs

Baccalaureate Institutions	Community and Technical Colleges
Agriculture & Natural Resources	Business Administration
Architecture	Sciences
Arts and Letters	Math
Business	Social Sciences
Computer Science	Humanities
Education	Health & PE
Engineering	Health Science*
Health	Public Support*
Sciences	Data Processing
Social Sciences	

*Cost estimates for these two clusters were provided by SBCTC based on HECB data.
Source: HECB *2001–02 Education Cost Study*

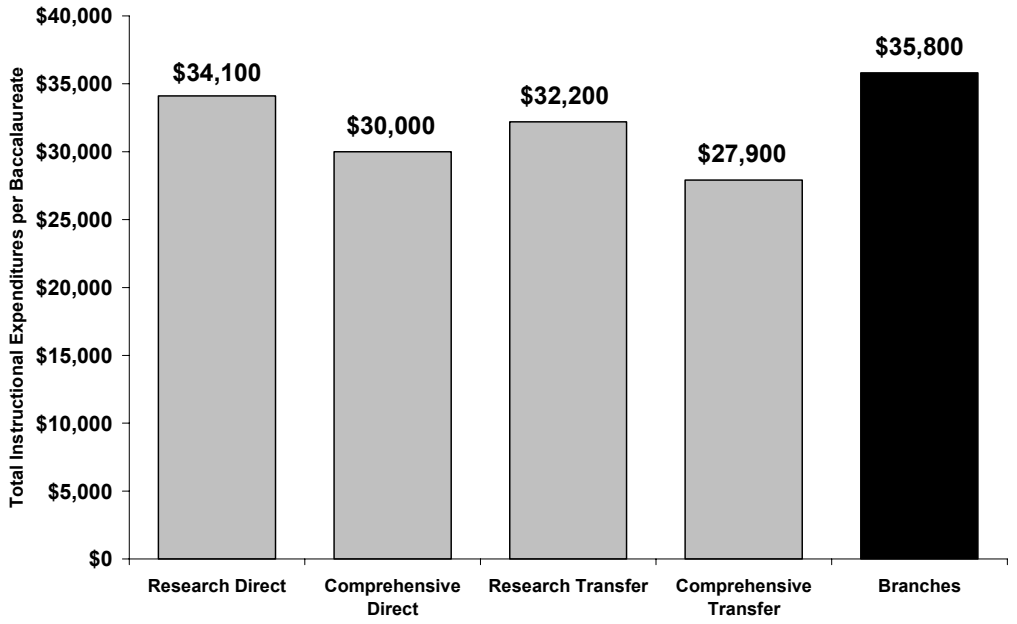
Compared with other transfer institutions (see Exhibits C-34 and C-35), branch campuses are a more expensive option for the two sets of majors examined. The differences in total expenditures on Business majors are the most pronounced. Less pronounced are the differences between the options for Social Science and Interdisciplinary Studies' majors and, given the limitations in the data, those differences in expenditures may be negligible.

[127] Using the HECB *2001–02 Education Cost Study* in this manner assumes that all credits, no matter when they were earned, are evaluated at 2001–02 HECB cost estimates.

Total Operating Fees and State-Funded Instructional Expenditures for Students Earning Baccalaureate Degrees

Exhibit C-34

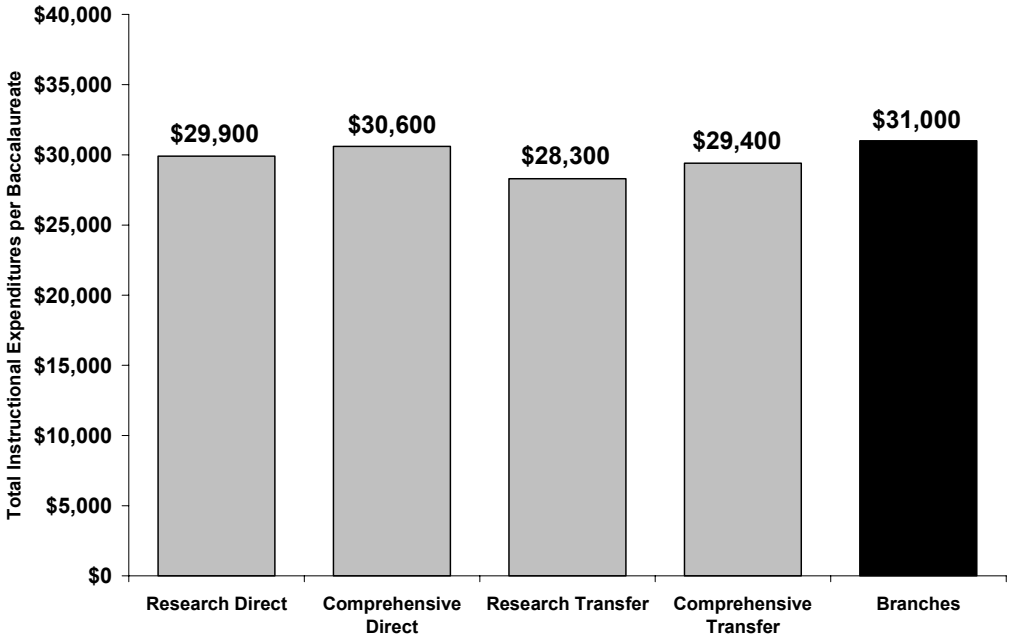
Business Majors



WSIPP 2003
HECB *2001-02 Education Cost Study* and SBCTC *2000-01 Cohort Study*

Exhibit C-35

Social Science or Interdisciplinary Studies Majors



WSIPP 2003
HECB *2001-02 Education Cost Study* and SBCTC *2000-01 Cohort Study*

As shown earlier, branch campus students do not earn significantly more credits on average. Therefore, it appears that the higher costs associated with branch campus graduates are more likely due to the higher cost of branch campus' overall structure (upper division only, research institutions).

Given limitations in the data, however, observed differences should not be used for budgetary decisions. These cost estimates represent a snapshot of a particular point in time and may not represent current costs; additionally, the estimates do not account for costs associated with students who do not transfer from community colleges or do not graduate once they have transferred.

This analysis represents Washington's first attempt to estimate the cost of degree attainment that matches actual credits earned with HECB cost estimates for individual subject areas. Because the focus was branch campuses, these estimates are based on a limited number students in a few majors. A similar approach could be used to estimate costs across a greater variety of majors if the scope of the analysis were expanded to examine the experiences of students at all of Washington's research and comprehensive institutions. The data collected in the *Cohort Study* would also permit a rigorous analysis that controls for differences in student characteristics across campuses and by transfer status.

APPENDIX D: LESSONS FROM OTHER STATES

This section was prepared for the Institute by the National Center for Higher Education Management Systems (NCHEMS) and reviews the experiences of other states that have attempted to improve access to upper division higher education and promote regional economic development through the creation of branch campuses. The following questions are addressed:

- What are the common incentives and disincentives (policy barriers) for branch campuses to sustain a focus on a mission of increasing access to upper division and graduate programs and promoting regional economic development?

- What policy tools are available for states to ensure that branch campuses continue to focus on meeting the needs of their regions for access to upper division undergraduate and graduate programs, especially for placebound students, and to promote regional economic development?

- What are the experiences of states that have tried other approaches—such as off-campus centers and consortia, expansion of community colleges, new institutions, or use of technology—to expand access to upper division higher education?

In doing so, NCHEMS staff focused on the following:

- The background of branch campuses in Washington State;
- The experiences of institutions in other states with enrollments primarily at the upper division and graduate levels;
- Interviews with state-level officials in two states (Arizona and Texas) on the most recent experience with establishing branch campuses to respond to demands for increased access at the upper division and graduate levels; and
- Other states with efforts to shape policy alternatives to improve access to upper division and graduate education and to improve baccalaureate-level degree completion—with a particular focus on regional strategies.

Background

When Washington's Higher Education Coordinating Board (HECB) published its first master plan in 1987, it concluded that the existing upper division and graduate higher education programs did not fully meet the needs of the state. Following the HECB's recommendations, the 1989 Legislature established five branch campuses operated by the two public research universities. The University of Washington (UW) campuses are located in Tacoma and Bothell; the Washington State University (WSU) campuses are located in

Vancouver, the Tri-Cities, and Spokane.[128] The original mission of these branch campuses was to:

- Increase access to higher education by focusing on upper division and graduate programs, targeting placebound students, and relying on a two plus two model in cooperation with local community colleges; and
- Promote economic development, responding to demand for degrees from local businesses and supporting regional economies through research activities.

Among the points cited by the HECB's 1987 Master Plan was that Washington ranked 39th in the nation in rate of participation at four-year public institutions. Furthermore, within the state, participation at four-year public institutions was strongly related to the location of these institutions. Because four of the six four-year institutions were located in areas outside the state's major urban areas, there was inadequate access to upper division baccalaureate education for the state's urban population—including large numbers of placebound adults and most of the state's growing minority population.

The question currently before Washington is whether establishing branch campuses was an effective means for addressing the problem of regional access (especially in growing urban areas) to upper division baccalaureate and graduate education. Washington State ranks 43rd in the nation in the number of bachelor's degrees awarded per 100 undergraduates, a decrease from a rank of 40th in 1991.[129] This measure suggests that while Washington continues to enroll large numbers of students at the community and technical college levels, many of these students are not moving through the system to complete baccalaureate degrees. Exhibit D-1 shows that this is a problem shared by other states, including the two states—Arizona and Texas—which have attempted to address the problem of access to upper division baccalaureate and graduate programs through the establishment of branch campuses.

Exhibit D-1
Bachelor's Degrees Awarded Per 100 Undergraduates, 1991, 1996 and 2001
U.S. and Selected States

Year	U.S. Average	Arizona	California	Oregon	Texas	Washington
1991	9.1	7.5	6.3	8.9	8.3	7.7
1996	9.5	6.7	6.8	8.9	8.5	8.3
2001	9.8	7.0	6.3	9.2	8.7	8.3

Source: National Information Center for Higher Education Policymaking and Analysis (2003). Analysis of data from National Center for Education Statistics, IPEDS Fall Enrollment and Completions Surveys. See http://www.higheredinfo.org.

[128] Pennucci, *Higher Education Branch Campuses*, 1.
[129] National Information Center for Higher Education Policymaking and Analysis, Analysis of data from National Center for Education Statistics, IPEDS Fall Enrollment and Completions Surveys (2003), <http://www.higheredinfo.org>.

Overview of Branch Campus and Other Models of Delivery

Different Models of Off-Campus, Center, and Branch Campus Delivery. Five models for off-campus, center, and branch campus delivery are commonly found across the country:[130]

A. Off-campus delivery of courses and programs but no permanent facility;
B. University center linked to single university;
C. Multi-institution center or delivery site (also called a consortium);
D. University branch of a university emphasizing "one university, multiple sites"; and
E. University branch as relatively independent academic unit.

The following ten characteristics have a significant impact on the mission and orientation of each model:

- Accreditation status
- Institutional identity
- Academic programs
- Modes of delivery
- Local faculty capacity
- Faculty appointments, promotion and tenure
- Faculty governance
- Local campus capacity for academic and student support and for access to technology
- Local campus administration
- Budget and financing

All five of the above models are currently employed to one extent or another in Washington State, and all are means for addressing the need for access at the baccalaureate and graduate levels. The branch campuses established by the Legislature in 1989, however, roughly follow the last two models:

- Washington State University branch campuses follow model D: a university branch in university emphasizing "one university, multiple sites."
- University of Washington branch campuses roughly follow model E: a university branch as a relatively independent academic unit.

Impact on Mission. Based on the experiences of other states, how each of the ten characteristics is handled in a particular branch campus configuration can have significant effects on its mission. Depending on one's perspective, these can be advantages or disadvantages. The impact on mission is illustrated in Exhibit D-2. Branches organized and financed as integrated units of a single university (one university with several sites, model D) tend to be strongly oriented toward the mission, values, and reward systems of

[130] These are somewhat idealized models; extensive variations on each of these models exist across the country. See Exhibit D-3 for the differences among these models.

the main research university campus. Differentiation in mission, academic programs and standards, faculty reward systems, and overall image is deliberately discouraged. The argument is made that students and other university clients should be able to gain access to a uniform level of services with the same standards of quality at all sites of the university.

Exhibit D-2
Branch Campus Models

The trade-off for such uniformity in model D is less capacity for responsiveness to the unique needs of regions and different student and client groups. For example:

- Accreditation requirements may be those applied to research university programs with a strong emphasis on the capacity (faculty credentials, library and other academic support services) and on research productivity in more basic than applied fields.
- The flexibility to offer academic programs that respond to regional needs or for branch campus level curriculum design may be limited. The courses offered are those also offered at the main university campus.
- The modes of delivery (time of delivery and pedagogy) may be more traditional and designed for the needs of the student clientele on the main university campus and less attuned to the needs of placebound adults.
- Faculty appointments and faculty promotion and tenure may be linked to the standards of research-oriented academic departments. The practical result would be that faculty would be evaluated with a significant emphasis on their research productivity and less emphasis on the scholarship of teaching and public service (service external to the institution).

In contrast, the mission of a university branch following model E commonly is differentiated from that of the main university campus. Policies and structures are deliberately put in place to reinforce this differentiation, including the following:

- Branch campus level academic leadership and faculty governance;
- Branch campus level policies and criteria for faculty appointments, promotion and tenure;

- Branch campus level authority for the design of academic programs and modes of delivery that are responsive to clientele who may be different than those at the main campus (e.g., placebound adults and regional employers); and
- Branch campus level authority to allocate resources in ways that reinforce a distinctive mission.

Most universities employing model E for branch campuses emphasize "differentiation within a university-wide framework." In other words, even though the branches are different, they can take advantage of university-wide services and economies of scale (e.g., in financial services, technology, and access to expertise) that would not be available if they were free-standing institutions.

The trade-off for branches following model E is that *by design* students and other clients are not getting "the same" services, programs, and degrees as those delivered at the university's main campus.

Impact on Costs. Theoretically, model D, the "one university at multiple sites" model, can be cost-effective if the intent is to deliver consistent, uniform services at multiple sites. The relatively cost-intensive processes of curriculum planning and content development are centralized, while content delivery, assessment, tutoring, advising, and academic and student support services are relatively decentralized (within university-wide policy and administration). The capacity to deliver the same service to larger numbers reduces costs compared to a more differentiated model.

Nevertheless, one of the most important elements of university costs is the utilization of faculty time as reflected in faculty teaching loads, faculty-to-student ratios, class size, and expectations regarding faculty research and service imbedded in faculty promotion and tenure policies. The utilization of faculty time is heavily impacted by the structure of the curriculum. Several characteristics of highly integrated branches (model D) lead to a higher-cost model of delivery when compared with a more differentiated model (model E):

- Faculty members tend to have similar teaching loads as those on the main university campus (e.g., six hours or two classes per semester or less compared to nine hours or three classes per semester at differentiated branches);
- Fewer teaching assistants available at the branch compared to the main campus requires more regular faculty time to meet teaching requirements; and
- The curriculum at the main university campus tends to be highly specialized, especially at the upper division level. An effort to deliver the same curriculum at the branch level requires the availability of a wide range of specialized courses and inevitably small class sizes. The flexibility to redesign the curriculum for more efficient delivery at the branch level is not available in the "highly integrated" branch model (model D). This problem can be offset to an extent by distance learning or by drawing on the main campus faculty for face-to-face or mediated delivery.[131]

[131] Use of technology-based distance learning may not be more cost-effective than face-to-face delivery for specialized, relatively low enrollment upper division and graduate courses. See Technology Costing Methodology Project, Western Cooperative for Educational Telecommunications, <http://www.wcet.info/projects/tcm/>.

Perhaps the most significant difference in terms of financing and costs between model D compared with model E is the perspective from which priorities are established. In periods of severe financial constraints, such as most states now face, model D places responsibility for defining budget priorities at the level of the main campus—and often at the departmental level on the main campus. If the priorities of the main campus are threatened, the incentives are to "drain" resources from the branches to serve the interests of the center. In contrast, a more independent, differentiated model such as model E establishes an accountability point for budgeting at the branch level and provides a clearer basis for the branch to advocate for its unique mission and clientele within the overall university budget process.

Experiences of Other States With Upper Division Baccalaureate and Graduate Branches

The history of free-standing upper division baccalaureate institutions and the status of these entities as *branches* are two separate but related issues.

Free-Standing Upper Division Institutions. Most of the upper division baccalaureate and graduate free-standing institutions established in the early 1970s have long since added the freshman and sophomore years and become four-year undergraduate and graduate institutions. Examples include the state universities in Florida, Governors State University in Illinois, and Metropolitan State College in Minnesota. While the specific reasons for these changes varied, the following were common themes:

- **Costs and financial viability.** It was difficult to sustain a model that concentrated on the relatively specialized upper division curriculum (smaller class size and more utilization of full-time faculty) without the offsetting lower-cost, higher volume lower division curriculum (larger classes and more opportunity to use teaching assistants, part-time/adjunct faculty, and other lower-cost modes of delivery).
- **Inability to sustain an innovative mission and curriculum.** Several of the upper division baccalaureate institutions emphasized an interdisciplinary curriculum and academic structure. These innovations not only equipped these institutions to be more responsive to unique student needs and regional priorities than traditional universities, they also resulted in a more cost-effective academic structure of larger, less specialized departments and a less specialized curriculum. The traditional forces within the academic culture slowly overwhelmed these innovations. Faculty members found they could not progress within their professions without credentials in a discipline. Both students and external constituents increasingly demanded traditional academic programs and degrees.
- **Competition for students.** Upper division baccalaureate institutions depend heavily on transfers from community colleges and students completing the lower division at other institutions. Increasing competition from traditional four-year institutions, both for community college transfers and recent high school graduates seeking a four-year college experience, increasingly threatened the viability of the upper division institutions. A common issue in most of the transitions from upper

division institutions to four-year institutions was the potential impact on the enrollment in area community colleges.

- **Community pressures for "full-service" universities.** In several cases, the communities in which the institutions were located never fully embraced the idea of "half a university" and lobbied state legislators to add the freshman and sophomore years.

Two States' Experiences With Upper Division Branches. Only Arizona and Texas have employed branch campuses (models D and E) as a deliberate strategy to meet a statewide priority to accommodate projected demand.[132] A more common pattern across the country is for states to employ models similar to A, B, and C (off-campus delivery of courses and programs but no permanent facility; a university center linked to single university; or multi-institution center or delivery site) to provide access to upper division baccalaureate and graduate programs throughout the state. The following is a brief review of the development of upper division branches in Arizona and Texas.

Arizona. Arizona currently has three branch campuses: Arizona State University West, Arizona State University East, and the University of Arizona South. Northern Arizona University offers upper division baccalaureate and graduate programs at over 30 sites throughout the state through its "Statewide Campus." While these sites are called "branch campuses," they are organized according to model B —university centers linked to a single university. The University of Arizona South is a small unit that is essentially integrated academically with the main university campus.

A governor's advisory committee presented a report to the Arizona Legislature in 1977 on the feasibility of establishing a branch of Arizona State University in West Maricopa County. The campus would be limited to courses in the final two years of college (i.e., upper level university). The advisory committee recommended that the minimum enrollment after five years of operation should be 4,500 full-time equivalent (FTE) students but that the desirable size for an upper division university should be from 6,500 to 8,500 students. The intent was that the new university would have the same degree of autonomy as the instructional college at the main campus. It should be prohibited from offering lower-division courses, except in cooperation with Maricopa Community College, and should offer primarily baccalaureate degrees, with the possible exception a master's degree in education.[133]

Arizona State University West (ASU West) was formally established in 1984 and was initially authorized as an upper division baccalaureate and limited graduate branch. In the late 1990s, pressures developed for the university to add the freshman and sophomore years to increase the capacity of the institution to attract students who otherwise were enrolling directly at the main campus. The change was opposed by the community colleges, but in 1999–2000 the university was formally authorized to admit freshmen and sophomores.

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[132] Oregon State University–Cascades is a recently established entity combining features of a branch and a multi-institution delivery site.

[133] Arizona State University Branch Campus Study Committee, *A Report to the Thirty-Third Legislature, State of Arizona, on the Feasibility of Establishing a Branch of Arizona State University in Western Maricopa County* (1977), ERIC NO. ED222125.

ASU West has historically functioned as a relatively independent branch comparable to model E. The campus is independently accredited. Programs are differentiated from the main campus and have historically had an interdisciplinary emphasis. Faculty governance is separate from the main campus.

In contrast to the original guidelines on enrollment levels, ASU West enrollment remained near the levels considered to be the minimum after five years of operation. In the fall of 2002, headcount enrollment was 6,630, and FTE enrollment was 5,053. Enrollment increased over the previous five-year period, but this was also the period in which the institution added the freshman and sophomore years.[134]

Throughout ASU West's history, there have been strong community and political pressures to expand the institution's mission (including authorizing granting of doctoral degrees) and to increase its independence from ASU. The present and former presidents of ASU, however, have been moving toward greater integration of the branch campuses with the main campus to create "one university, geographically dispersed." This is reflected in changes in the reporting relationships of the campus heads (now to the ASU main campus provost) and more integrated budget and financing control.

The second ASU branch campus, ASU East, was not established as an upper division and graduate branch but as an emerging "polytechnic" campus at a former Air Force base where several of the university's principal colleges, including the College of Technology and Applied Science, are located. The campus functions as a highly integrated unit of the main campus roughly comparable to model D.

At the University of Arizona, an effort was made in the mid-1980s to establish an innovative branch, Arizona International College, within the academic structure of the university. This initiative was abandoned as the result of strong faculty opposition to a unit within the university with a different mission and related faculty reward structure. This case represents a classic example of how difficult it is to develop a branch with a unique mission in a structure of "one university," especially in a university with strong institution-wide faculty governance.

University of Arizona South, with a headcount enrollment of only 270 in the fall of 2002, evolved from private initiatives and political intervention to append the entity to the University of Arizona over the opposition of the university faculty. The entity is academically integrated with the main campus and functions as an upper division and graduate delivery site adjacent to Cochise College, a local community college.

Not counting the Northern Arizona sites, the total headcount enrollment at branch campuses in the fall of 2002 was only 8.4 percent of the total university-level enrollment in Arizona.[135] Access to upper division baccalaureate programs is likely to be an intensifying issue in Arizona as larger numbers of students move through the community colleges and seek further education. Several of the community colleges have proposed that they be authorized to grant baccalaureate degrees. The response has been to extend opportunity through the Northern Arizona University statewide campus and for community colleges to

[134] Arizona Board of Regents, *Enrollment History* (2003), <http://www.abor.asu.edu>.
[135] Ibid.

utilize access to programs through distance learning (e.g., from Old Dominion University in Virginia) to meet placebound students' needs.

Texas. Texas established several upper division branches in the early 1970s at a time when development of upper division baccalaureate institutions was popular in American higher education. In 1972, a report to the Texas Legislature concluded that the most economical way to meet the needs for additional baccalaureate degree opportunities was to establish upper division institutions as branches of existing universities rather than increasing the number of four-year colleges and universities.[136]

In 2003, only five of these entities remain, and one of the institutions, the University of Texas at Tyler, has recently been authorized to accept students in the freshman and sophomore years and to move to a full-scale university. A brief profile of the five institutions is provided in Exhibit D-4. All the Texas branches are independent (comparable to model E) with substantial differentiation in mission and culture from the research university campuses of the systems in which they are located. Only the University of Houston–Clear Lake has developed a strong research capacity as a result of its proximity to the Johnson Space Center. The other institutions remain comparatively small. Total headcount enrollment in the fall of 2001 for all five institutions was 18,110, but 42.7 percent of that enrollment was in the University of Houston–Clear Lake. The institutions enrolled only 4.2 percent of all students in Texas public universities in the fall of 2001.[137]

In the late 1990s, the Texas Higher Education Coordinating Board recognized that access to upper division and graduate educational opportunities needed to be expanded to increase participation, especially of non-traditional students. Clearly, the upper division branches as described above were not fulfilling the needs. To make the best use of state resources, additional access needed to be provided in a manner that was flexible, cost-effective, and appropriately gauged to the geographic area served. Off-campus educational units, as opposed to established branch campuses, of public universities and systems were seen as part of the answer because they offer geographic distribution of courses and programs without the creation of new, free-standing institutions. Texas calls its most significant off-campus units "multi-institution teaching centers" (MITCs) and "university system centers" (USCs). MITCs are administered under a formal agreement between two or more public higher education institutions from multiple university systems (comparable to model C), and possibly some private institutions and community colleges. USCs are units of a public university or a university system (comparable to model B).

In July 1998, the Texas Higher Education Coordinating Board systematized the evolution of instructional locations to MITCs and USCs with the adoption of a "Supply/Demand Pathway." The pathway ties the provision of instructional services to demonstrated enrollment thresholds and serves as a model to meet academic program needs in geographical areas not currently served by public universities, without over-committing or under-committing state resources.

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[136] Texas College and University System, *Upper-Level Institutions: A Report to the Texas Legislature*, (1972), ERIC NO. ED066130.

[137] Texas Higher Education Coordinating Board, *Statistical Report 2002: Headcount Enrollment.* (Austin: HECB, 2003), <http://www.thecb.state.tx.us/>.

MITCs and USCs facilitate the transfer of course credits between institutions and potentially provide students a broader array of academic programs and support services than any one institution could provide at a particular location. As originally envisioned, they (1) are funded through the regular formula process and are not eligible to request separate legislative funding; (2) are under the management of the parent institution(s); (3) focus on teaching, rather than research; (4) award course credit and degrees in the name of the providing institution; and (5) usually use locally provided facilities, often located on or near community college campuses. MITCs and USCs emphasize upper division and graduate-level instruction and are encouraged to develop campus-specific articulation agreements and partnerships with local community and technical colleges and other universities.[138]

A key provision of the Coordinating Board's "Supply/Demand Pathway" policy is that only after an entity has attained a full-time equivalent upper division and graduate enrollment of 3,500 for four fall semesters are the parent institution and governing board authorized to request a review of the status of the center and recommend that the legislature reclassify the unit as an upper division general academic institution—a university. The enrollment level of 3,500 is considered in the Texas funding formula as the minimum size needed to achieve economies of scale.[139]

Despite efforts of the Texas Higher Education Coordinating Board to "systematize" the evolution of new sites, reports from the state indicate that political pressures are overriding the process and leading to proposals before the legislature for changes in the status of centers to full-scale university branches even though the required minimum enrollment levels have not been achieved.

Summary Observations About Other States. The following are observations about the experiences of other states with upper division and graduate branches and other forms of delivery:

- With few exceptions, upper division and graduate branch campuses have evolved to add freshman and sophomore years and become four-year university branches. The pressures for this to occur are similar to those that caused most free-standing upper division institutions to make a similar transition (costs, competition, pressures from traditional academic networks, and community pressures).
- In terms of students served, most branches examined in the course of the review have retained an important mission, similar to the Washington State branches, of enrolling part-time students. Most enroll a significantly higher proportion of part-time students compared with the university main campus (roughly 60 percent compared with 20 percent on the main campus).
- From a statewide perspective, upper division and graduate branches have not evolved as significant providers of access at these levels. The institutions remain comparatively small and, despite increased demand in the state overall, enrollment

[138] Texas Higher Education Coordinating Board, *Report on the Coordinating Board's "Supply/Demand Pathway Model" and the Educational Centers Established in Accordance with Its Provisions* (Austin: HECB, January 2003), Agenda item IX-H.
[139] Texas Higher Education Coordinating Board, "Subchapter D," *Operation of Off-Campus Educational Units of Public Senior Colleges, Universities, and Health-Related Institutions* (Austin: HECB, 2003).

growth has been modest. States are advancing other alternatives, such as models B (university center linked to single university) and C (multi-institutional center or delivery site), as the means to meet current and projected demand. These other alternatives have the advantages of:

  - Limited investment in fixed capacity;
  - Flexibility in terms of being able to draw on the resources of multiple providers to meet changing student and community needs; and
  - A means to test the market and establish the demand for additional services and therefore justify the building of increased capacity (e.g., the Texas Supply/Demand Pathway).

- Community and political pressures have been—and continue to be—important forces for branch campus' evolution: first from university center to upper division baccalaureate and graduate branch and then to a full-scale four-year and graduate branch. In both Texas and Arizona, community initiatives to influence the formal policy process and make direct appeals to the legislature have forced changes in mission that could not be justified by enrollment levels, clientele served, or other objective criteria.
- In both Arizona and Texas, there are strong pressures from branches, as well as from community leaders, for one or more of the branches to offer doctoral degrees. Common arguments are (1) that there is a demand from placebound adults for the doctorates in professional fields (e.g., education)—doctorates that differ significantly from those available at research universities; and (2) that the authority to grant doctorates will enhance the institution's prestige and thereby contribute to the image and potential economic development of the region. These initiatives have been strongly resisted by the existing research universities and state policy boards, but in several cases the likelihood is increasing for political influence on the state legislature to authorize doctoral programs.
- The structure of "integrated" university branches (one university with multiple points) clearly reinforces incentives for branches to move away from differentiated missions, and policy actions to move branches to a more integrated model (e.g., in Arizona) are clearly designed to create an image, if not reality, of consistency. The experience from other states strongly suggests that the move toward greater integration will:
  - Decrease the incentives for the branch to develop strategies to serve placebound adults and focus on community/regional economic development, especially if these run counter to the dominant values and incentives on the main university campus.
  - Increase incentives for the branch to move more toward a research university model for graduate and professional programs.
  - Potentially increase costs, primarily because of reduced faculty teaching loads, as well as smaller, more specialized upper division and graduate courses.

Alternative Policy Tools

The policy tools available to a state to focus branch campuses on a mission of serving placebound adults in a region and contributing to economic development can be outlined in four basic categories: accountability, financing, structure and governance, and regulation.

Accountability

- Negotiate (preferably at the point the branch is established) specific accountability requirements. Hold the branches (as opposed to the host university) accountable for measurable improvement in the educational attainment and performance of a defined region or "responsibility" area. Accountability measures could include the following:
  - Participation rates;
  - Degree production;
  - Transfer rates; and
  - Contributions to regional economic development.

Financing

- Allocate a percentage of the branch campus funding directly to the branch (as opposed to through the host university) based on measurable improvement *within the responsibility area*.
- Allocate dollars to the region. If the region's performance on the agreed-upon accountability measures does not improve in a defined time period (e.g., five years), hold an open competition for another provider or providers to assume responsibility for the region.

Structure and Governance

- Mandate, by state statute, that organizational structure and governance of branches be aligned with mission and public purpose:
  - If the mission of a branch is distinctly different from the main campus, insist that the branch be organized as a relatively independent entity similar to model E (e.g., separate accreditation, authority to develop distinctive academic programs, local faculty governance, locally determined faculty appointment, promotion and tenure policies, and independent local academic and administrative leadership); or
  - If the mission of a branch is to be a direct extension of the mission of the main campus (e.g., research and graduate education), then a more integrated structure such as model D would be appropriate.

Regulation

- Establish by regulation the process by which entities must demonstrate that sustained demand exists to justify movement of entities from one level of

commitment to fixed capacity to another level (such as the Texas Supply/Demand Pathways).

Principles

Based on the review of branch campuses in states other than Washington, the following principles represent best practice in state efforts to address regional priorities:

- Shift the focus from *building* institutional capacity to *utilization* of existing capacity to meet the needs of a region's population and economy.
- Assign responsibility to institutions or other entities in each region of the state to lead long-term (five- to ten-year) strategies to increase both participation and degree *completion* at the baccalaureate level. Shift the emphasis from *participation* to *completion*. For example, hold institutions accountable for increasing the number of baccalaureate degrees granted per 100 undergraduates in the region (including community college and independent college undergraduate enrollment).
- Align financing policy with policy goals. For example, allocate a portion of the resources (e.g., state-funded enrollment) to a region, not a specific institution, and hold the institution accountable for increasing the participation rate as well as the degree completion rate for the *region*, working in collaboration with other providers.
- Align structure and governance with mission. The tendency of every branch (especially model D) is to move over time to become a carbon copy of the main campus. Therefore, branches should be aligned with main campuses that have missions appropriate to the regional need. For example, if the goal is to increase access for placebound adults in different regions of the state, branch campuses or other entities should be linked to universities with missions, culture, and reward structures that support this mission. The governing arrangements should support a high level of differentiation in modes of delivery to meet the unique needs of each region.
- Establish statutory and regulatory frameworks as well as financial incentives for continued development of higher education centers and other delivery sites (see Texas example of Supply/Demand Pathways) to curb the drift of entities to full institutional/university status.

Conclusion

With only a few exceptions, upper division baccalaureate and graduate branches have not been an especially effective means for increasing upper division access *and* baccalaureate degree completion (especially for placebound adults) in the states in which they have been implemented. A few of these entities remain, but the pattern is for the institutions to evolve into full-service universities with traditional missions. Strong pressures both inside (within the academic culture of the branch and the host institution) and outside (community and political forces) tend to push the branches away from their original missions and toward the more traditional research university mission.

If the goal is to address a priority such as increasing regional baccalaureate-level access and degree completion for placebound adults, states should consider options other than establishing branches or other fixed institutional capacity. Backed by deliberate policies of accountability, financing, structure and governance, and regulations, options such as the multi-institution center or delivery site (model C) are likely to be more responsive to regional needs and avoid the long-term costs of maintaining fixed capacity that in time drifts away from the original purposes. However, if branches are established, they should be linked to institutions that have regional service as a *primary* mission. State policies should be in place to ensure that the branches remain focused on their intended purposes.

Exhibit D-3: **Principal Models of Off-Campus, Center, and Branch Campus Delivery**

Type of Unit	A. Off-Campus Delivery of Courses and Programs But No Permanent Facility	B. University Center Linked to Single University	C. Multi-Institution Center or Delivery Site	D. University Branch Emphasizing "One University, Multiple Sites"	E. University Branch as Relatively Independent Academic Unit
Accreditation	None for delivery site; accreditation is at main campus	None for delivery site; accreditation is at main campus	None for delivery site; accreditation is for each providing institution	Main campus	Branch
Institutional Identity	No distinction from main campus	No distinction from main campus	Identity not associated with specific institution but associated with location or region (e.g., Ardmore, OK, Higher Education Center)	Limited distinction from main campus; emphasis on "integrated image"	Distinctive mission and image but within the framework of main campus-university system image
Academic Programs	Responsibility of main campus academic departments	Responsibility of main campus academic departments	Responsibility of each providing institution	Responsibility of main campus academic departments	Responsibility of branch academic departments, but subject to approval of main campus academic departments and faculty governance
Modes of Delivery	Both face-to-face and distance learning (mostly from main campus)	Both face-to-face and distance learning (primarily from main campus)	Both face-to-face and distance learning from multiple providers	Both face-to-face and distance delivery (primarily from the main campus)	Both face-to-face and distance delivery (primarily from the main campus but also from other providers)
Local Faculty Capacity	None	Limited	Limited	Limited to Full (depending on branch)	Medium to Full
Faculty Appointments, Promotion, and Tenure	Main campus, but may rely extensively on local adjunct/part-time faculty	Main campus, but may rely extensively on local adjunct/part-time faculty	Responsibility of each providing institution, but each may rely extensively on local adjunct/part-time faculty	Centralized at main campus	Branch, but some faculty may have joint appointments at main campus
Faculty Governance	Main campus faculty senate	Main campus faculty senate	No local faculty governance	Main campus; faculty senate; local advisory body subordinated to main campus	Branch campus faculty senate is not subordinated to main campus senate

Type of Unit	A. Off-Campus Delivery of Courses and Programs But No Permanent Facility	B. University Center Linked to Single University	C. Multi-Institution Center or Delivery Site	D. University Branch Emphasizing "One University, Multiple Sites"	E. University Branch as Relatively Independent Academic Unit
Local Campus Capacity (Academic and Student Support and Access to Technology)	None, except for temporary leased space–often at a school or other institution (community college)	Student support services, classrooms, access to technology, and limited academic support (e.g., library); services often obtained from or shared with co-located community college or institution	Student support services, classrooms, access to technology, and limited academic support (e.g., library); services are provided by two models: (A) services obtained from or shared with co-located community college or institution; (B) services provided by an independent entity for all providers	Full campus services (student and academic support and access to technology) but linked to units on main campus	Full campus services (student and academic support and access to technology) with some links to main campus for technical support; services often obtained from or shared with co-located community college or institution
Local Campus Administration	None	Site director; no academic authority; often reports to university extension, continuing education or distance learning division	Two models: (A) Unit is administered by one of providing institutions; site director with no academic authority; local advisory group; (B) Unit is independent and governed by separate board; site director with no academic authority	Campus executive or provost reporting to the chief academic officer at main campus	Campus executive is a chancellor reporting to the president of the main campus
Budget and Financing	Primarily self-sustaining from tuition revenue; main campus may receive state funding for approved courses/programs. No state capital funding	Primarily self-sustaining from tuition revenue; main campus may receive state formula funding for approved courses or programs. Limited state capital funding; state often requires local non-state capital funding	Each provider receives separate state formula funding and tuition; center/site may get "receive-site" funding from state or as percent of each provider's revenue for support services. Limited state capital funding; state often requires local non-state capital funding	State formula funding and tuition revenue goes to main campus; centralized control of operating budget by main campus (sometimes at department or college level); state funding for capital facilities (except auxiliaries)	Branch considered a separate academic and budgetary unit within university. May be treated as "revenue center" with centrally established revenue targets. State financing of capital facilities (except auxiliaries)

Exhibit D-4: Texas Upper Division Baccalaureate and Graduate Branch Campuses

Name	History and Current Status	Degree Programs	Headcount Enrollment Fall 2001	Research Expenditures 2001–02
Texas A&M University–Texarkana	Established as an upper-level center in 1971. Legislature changed to free-standing, degree-granting institution effective September 1, 1993. The name was changed from East Texas State University–Texarkana to Texas A&M University–Texarkana in 1996. Shares a campus with Texarkana College.	20 baccalaureate and 12 master's degree programs	1,219	$2,564
University of Houston–Clear Lake	Authorized by Legislature in 1971 with the first class held in September 1974. Upper division institution within the University of Houston system that offers a range of programs in the arts, sciences and professions at the baccalaureate and graduate levels. Program orientation reflects the needs of the area's nine community colleges.	31 undergraduate and 38 master's degree programs	7,738	$11,785,164
University of Houston–Victoria	Originated in 1973 as an off-campus center for the University of Houston, the University of Houston–Victoria became a separate degree-granting institution in 1983. An upper division institution, the university adjoins the campus of Victoria College, a publicly supported community college from which the university has purchased the land and building it formerly leased. The library and some other facilities are shared.	14 undergraduate and 14 master's degree programs	1,927	$6,186
University of Texas at Brownsville	In 1973 Pan American University in Edinburgh began offering courses in Brownsville at Texas Southmost College. In 1977, the Texas Legislature approved the establishment of Pan American University at Brownsville as an upper division center, and in 1989 that it became part of the University of Texas System. In 1991, its name was changed to the University of Texas at Brownsville; the bill authorizing the change also allowed a continuing partnership arrangement between the university and Texas Southmost College.	32 baccalaureate and 15 master's degree programs. Texas Southmost College offers 19 associate degrees	3,494	$717,087

Name	History and Current Status	Degree Programs	Headcount Enrollment Fall 2001	Research Expenditures 2001–02
University of Texas at Tyler	Authorized by the Texas Legislature in 1971 as a upper division and graduate institution, Tyler State College enrolled its first students in January 1973. It became Texas Eastern University in 1975, and a component of the University of Texas System in 1979 as the University of Texas at Tyler. Authorized to admit freshmen and sophomores starting in Summer 1998.	38 baccalaureate and 35 master's degree programs	3,732	$334,074

APPENDIX E: COMPETENCY-BASED ARTICULATION

What Are Competencies?

Competencies are defined as the "combination of skills, abilities, and knowledge needed to perform a specific task."[140] A competency-based approach to higher education is focused on *outcomes* (what has been learned) rather than *outputs* (how many credits have been earned, representing hours in class). In a competency-based approach, completion of educational programs occurs when students demonstrate they can perform pre-defined tasks. Carefully developed assessment tests are used to evaluate students' competencies. In the more common, traditional credit-based programs, students graduate after amassing a certain amount and type of credits.

What Is Competency-Based Articulation?

Competency-based articulation programs use competencies, rather than credits, as the basis for student transfer. Currently, students in Washington State must usually first take certain courses and earn particular types and amounts of course credits prior to transferring into most majors for baccalaureate degrees. A competency-based approach to articulation would instead substitute *assessments* for *credits.* Students who demonstrate competency in pre-defined areas would be allowed to transfer into the major with junior status, regardless of prior coursework taken.

Current Status of Competency-Based Programs

A recent national-level review of competency-based programs found that "most competency-based initiatives are at the embryonic stage of development across postsecondary education in the United States."[141] The few programs that exist are in early stages of implementation, and most are not yet comprehensive enough to allow for a meaningful evaluation of their effectiveness.

While some institutions, most notably Western Governors University and Arizona's Maricopa Community College District, have made significant progress in creating and implementing competency-based articulation, there is still considerable work needed in this area.[142] Higher education programs, and liberal arts in particular, often have vaguely defined objectives, and measurable competencies for various disciplines must be defined

[140] Elizabeth A. Jones, Richard A. Voorhees, and Karen Paulson, "Defining and Assessing Learning: Exploring Competency-based Initiatives," NCES 2002-159 (Washington, D.C.: National Postsecondary Education Cooperative, September 2002), 7.
[141] Jones et al., "Defining and Assessing Learning," 5.
[142] Alice Bedard Voorhees, "Creating and Implementing Competency-Based Learning Models," *New Directions for Institutional Research* 110 (Summer 2001): 84–85.

before competency-based articulation can be fully implemented.[143] Additional challenges related to such initiatives are described below.

Challenges of Implementing Competency-Based Articulation

Once competencies are identified and clearly defined, assessment instruments must be developed and tested for validity and reliability. Next, benchmarks or goals for performance on assessments are established to determine the level of competency that is desired.[144] Considerable barriers exist to successfully implementing these phases of competency-based initiatives, including the following:

- **Lack of faculty support.** Recent national research identifies faculty support as a critical factor in successfully implementing competencies in higher education. It can be difficult to convince faculty of the importance of competencies because faculty are often unfamiliar with the goals and practices of competency-based initiatives. Assessment appears to be yet another item in a long list of new responsibilities that faculty are being asked to assume without additional compensation or recognition.[145]

  Additionally, competency-based approaches historically have been viewed as exclusively within the purview of vocational education; getting four-year faculty to recognize that it is applicable to baccalaureate education and that competencies are not necessarily "reductionist and prescriptive" but, instead, outcomes-focused, is a major challenge for this approach.[146]

- **Limitations of assessment tools and methods.** Most researchers acknowledge that "[n]o instrument is perfectly reliable or valid, and most are seriously flawed as measures of the fullness of the concepts we value."[147] Advocates of the competency-based approach suggest using multiple assessments to counter this limitation.

- **No resources devoted to development or implementation.** Developing and implementing valid and reliable assessment tools—fundamentally changing the way academic assessment occurs—requires substantial amounts of time and resources. Few entities have devoted significant resources to this.

  The 2003 Washington State Legislature passed a bill providing for a pilot program that will implement a transfer program, in selected academic disciplines, based on student competencies. No funds, however, were appropriated for the project. Participants will report findings of the project to the Legislature in December 2005.[148]

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[143] James Warn and Paul Tranter, "Measuring Quality in Higher Education: A Competency Approach," *Quality in Higher Education* 7, no. 3 (2001): 192.
[144] Jones et al., "Defining and Assessing Learning," 9.
[145] Trudy W. Banta, "Moving Assessment Forward: Enabling Conditions and Stumbling Block," *New Directions for Higher Education* 100 (Winter 1997): 89.
[146] Richard A. Voorhees, "Competency-Based Learning Models: A Necessary Future," *New Directions for Institutional Research* 110 (Summer 2001): 10–11.
[147] Banta, "Moving Assessment Forward," 89.
[148] SHB 1909, Chapter 131, Laws of 2003.

So Why Do It? Benefits of the Competency-Based Approach

The National Postsecondary Education Cooperative, a working group within the National Center for Education Statistics, contends that:

> … learning pathways from school to college and to work can no longer be defined in terms of highly structured, linear patterns and timeframes. Rather, learners (during the course of a lifetime) are likely to pursue many different transitions between learning experiences and work, and between further training and additional education. Gaining insights into these transitions is important so that the documentation of learning (via competencies) can lead to smoother student transitions within and outside of postsecondary education.[149]

Competencies are increasingly viewed as critical outcomes for higher education programs. Pressures to hold institutions accountable, align degree programs for the purpose of student transfer, and match educational programs with labor market demands have contributed to growing support for competency-based education.[150] Because competencies require clear definitions of the objectives of particular courses and programs, they are believed to be understandable across a wider array of contexts than are traditional academic grades and credits. This may allow institutions receiving transfer students, employers, and other stakeholders to more clearly understand what graduates of particular programs are capable of doing.[151]

[149] Jones et al., "Defining and Assessing Learning," 5.
[150] A. Voorhees, "Creating and Implementing Competency-Based Learning Models," 83.
[151] R. Voorhees, "Competency-Based Learning Models," 11.

APPENDIX F: RESPONSES FROM HIGHER EDUCATION INSTITUTIONS

Response to
Higher Education Branch Campuses in Washington State: Final Report
By Washington State University
Robert C. Bates, Provost
August 28, 2003

WSIPP's study of branch campuses in Washington state, conducted by Annie Pennucci and Jim Mayfield is very well done. The Final Report is very useful and raises a number of issues about branch campuses and the 2+2 strategy for providing enhanced access to higher education in Washington State.

This study was intended to review a 15 year old policy decision by the State Legislature. That decision was a very important and very effective one. Changes during the past 15 years have only exacerbated the challenges that the branches were intended to address. The anticipated needs for higher education have, indeed, materialized and are even greater than expected. The importance of higher education for the economic health of the state and the ability of its citizens to participate in a knowledge based economy is even more apparent. The number of students seeking to enter higher education in Washington will continue to increase to record numbers for some time. We strongly believe that Washington needs to define its overall plan for higher education. In the context of that larger comprehensive plan this report will serve a very important role. But attending to the current functioning of branch campuses alone is only a small step in addressing the larger issues facing higher education in this state.

As part of that planning, Washington must consider access to higher education, both in general and to specific degree programs, as well as the critical, longer-range impact on economic development of research at public universities. The Technology Alliance strongly argues that Washington needs more, not less, investment in university research to stimulate and rejuvenate its economy for the current generations as well as the ones that will follow. This report indicates appropriately that the role of research at the individual branch campuses varies markedly and does not yet match the per faculty productivity of the main campuses of the research universities. The variability is, in part, by design. It is also dependent upon the needs of the individual communities. Those campuses that are close to a major research university have less need to address the research and development needs of their local communities. Those that are separated by greater distance from the main campuses of the research universities have a greater obligation to address these needs of the local community.

Research, like instructional programs, takes time to establish and grow. The extramural research funding (one primary measure of research productivity) has continued to expand steadily at WSU's branch campuses but has not yet (as the study notes) reached the per faculty levels of the main campus. The research productivity of faculty at the branch campuses of WSU, measured in projects and publications per faculty member, compares quite well with similar measures at the main campus. Further, these activities of faculty

and students at the branch campuses are often conducted in partnership with local business, agencies and industry, and thus have a direct impact on economic and intellectual climate of the local community.

We strongly agree with the study conclusion that each branch campus is very different from the others and the needs of the communities in which they reside also vary markedly. An important implication of this conclusion is that no one set of policies will effectively apply to all. Rather, planning for the needs of the individual communities, within the larger context of the State's needs, must determine the future of the individual campuses.

A corollary of this conclusion is that the long range planning for each campus should be done in a venue that permits the time-consuming and detailed attention necessary. We believe that the HECB is the appropriate body to determine campus-by-campus policies because they can focus the necessary expertise and attention on the issues, and provide the flexibility to respond to growing campuses and changing community needs, while at the same time addressing the needs of the State as a whole.

In contrast to the discussion that occurred 15 years ago, the report suggests that greater flexibility in branches offering lower division courses could actually enhance the efficiency of the 2+2 model. In support of that notion, four-year institutions and community colleges co-exist in a number of places, both in Washington and across the country with cooperative and mutually supportive relationships.

For example, the University of Massachusetts Boston and its partner community colleges have such a relationship. The co-admission agreements recently developed between WSU Vancouver and both Clark College and Lower Columbia College provide guarantees for community college students that ensure they will be able to transfer no matter what other developments may occur at WSU Vancouver. There are additional ways in which efficient and expanded transfer can be assured among institutions with joint efforts of the community colleges and baccalaureate institutions. We also suggest that Vancouver/Clark County might be compared to Bellingham/Whatcom County. Vancouver is more than twice as large as Bellingham. Southwest Washington could well-support, and benefit greatly from, multiple public institutions, just as Bellingham does (WWU - 11,750 FTE, Whatcom CC -- 3,800 FTE, Bellingham TC -- 12,000 HC).

In terms of enhancing 2+2 opportunities, we strongly support the report's suggestion that providing resources specifically to fund branch/CC collaboration would help considerably to focus effort on this demanding activity that is now done as an overload to everyone's already busy schedules.

WSU's campuses may be characterized as responses more to distance from other higher education opportunities while UW's may be characterized as responses to population density. As such, WSU campuses may need to offer a wider array of both programs types and levels of degrees (i.e., including doctorates). Although the report discusses doctoral programs as if each would be a stand-alone program, in fact WSU does not intend to

place complete doctoral programs at any of its newer campuses. Rather, WSU considers its doctoral programs to be university-wide degrees that should be made available via any of its campuses to Washington citizens, as university wide (not campus specific) degrees. That is, WSU does not contemplate "branch campus doctorates" as such, but does contemplate system-wide doctorates in which branches would participate, with faculty members at each branch contributing more to doctorates related to their own community's business and industry base. The research mission and resources of WSU Pullman would remain central to all doctoral programs, system-wide.

As Washington contemplates its educational and economic future it will be necessary to recognize that the cost of programs which have greater immediate and long term impact on the economy are often more expensive ones. Consequently the relative cost of branch campuses is not only due to their small size and the amount of research conducted, but also to the mix of programs -- any campus with programs that are high cost, but important to the community (such as nursing and engineering) as part of a limited array of programs will be disproportionately expensive. The benefits of having programs such as nursing readily available to the branches combined with the economic engine inherent in the research institution mission reconfirm the wisdom of the original decision to align the branches with Washington's research institutions.

This report confirms that the successes of the branch campuses are extensive. Their contribution to expanded higher education access and their impact on economic development are even more remarkable when one considers that they have been in existence for only 14 years. They will continue to make major contributions to their local communities and to Washington state as a whole. With appropriate planning and policy development that contribution could expand markedly.

University of Washington Response to
Washington State Institute for Public Policy Report:
Higher Education Branch Campuses in
Washington State

August 29, 2003

We will first address the six issues identified as "Opportunities for Legislative Direction," starting on page 45 of the report.

1. The designation of UW Bothell and UW Tacoma as research institution is indeed appropriate. Each provides key research on issues unique to its locale and also works with the Seattle campus on broader research projects.

2. The question of turning these campuses into four-year schools is probably premature and will certainly depend on conditions peculiar to each campus. At this point, we are not ready either to embrace or to oppose that development. The report does point out (page 128) that upper-division campuses in most other states have evolved to include at least some freshmen and sophomores.

3. We believe that serving placebound students should continue to be a priority of these campuses.

4. UW Tacoma and UW Bothell are still working hard to establish their baccalaureate and master's-degree programs. Neither would have the capacity to offer doctoral degrees anytime soon. At some point in the future, again depending on conditions unique to each campus, offering doctoral programs may serve students and the state. But this is an issue that should not be decided at this time.

5. We believe very strongly that UW Bothell and UW Tacoma should not be required to provide "upside down" degrees (baccalaureate degrees for individuals with two-year technical degrees). This would reduce already-limited space and resources for students seeking academic degrees. It would also require the campuses to develop lower-division general-education classes, as against the specialized upper-division courses that (as the report points out) serve our current students and mission. In addition, such applied-technology degrees might be confused with academic degrees from the University of Washington. "Upside down" degrees would best be offered at comprehensive universities that choose to do so or at selected community colleges.

6. We agree with the proposals for relaxing restrictions on which institutions can offer lower- and upper-division courses. Because of the uniqueness of each campus, however, any effort to specify which courses are allowed should be tailored to individual campuses and provide maximum flexibility for students.

We have these additional observations:

- The report's attention to the individuality of each campus is welcome. Each of these five campuses was created to meet specific regional needs and each has developed, academically and operationally, to be quite different from the others and from its respective main campus. It is critical that policy makers and legislators continue to recognize that "one-size-fits-all" policies will not be helpful in enhancing the development and effectiveness of these campuses. Each is distinctive in its mission, offerings, operations, and service to its region. Policies should be developed that support this distinctiveness and are flexible enough to allow each campus to evolve in its own way.

- In that spirit, we believe it is time to give these campuses a different designation. The 1989 legislation that established them referred to them as "branch campuses." But the word *branch* connotes "extension" and implies that UW Tacoma and UW Bothell, for example, simply replicate existing UW programs at different locations. This was never true, and it becomes even less true as the two campuses evolve along their own individual pathways. The five upper-division campuses were deliberately created with distinct missions and mandates that were and remain very different from those of the main campuses. They were charged with developing unique academic programs to serve the students of their respective regions, as the report recognizes. The term "branch" fosters misunderstanding of the nature and purpose of these campuses.

- The report suggests (page 5) that these campuses have been "pushed away" from their original missions. We disagree. UW Bothell and UW Tacoma have been exceedingly successful in meeting the mandate of the 1989 legislation—that is, serving nontraditional, older, placebound students and stimulating regional economic development. We remain committed to the original mission and will continue to recruit and serve this population of students. It is clear, however, that the mix of students seeking admission and the educational needs of the two regions have changed and evolved over the past 13 years. For example, both campuses now enroll increasing numbers of traditional-aged transfer students in the junior year, and UWT acquired a statewide mission with the creation (by the Governor's initiative) of the Institute of Technology. It is critical that these campuses have the flexibility to meet emerging needs and respond to changing demographics.

- The discussion of UW Bothell includes a section on its legislatively mandated co-location with Cascadia Community College. The report does not, however, fully or consistently recognize the impact of this co-location (unique in the state) on budgeting, administration, enrollment, and other aspects of running UWB. Comparisons with other campuses, for example in charts and graphs, can therefore be misleading. (See especially page 94, exhibit C-8; page 96, exhibit C-10; and page 98, exhibit C-12.) We are particularly concerned about the assignment of some capital costs to UWB that ought to have been allocated to Cascadia Community College. We would be glad to provide details.

In general, we find the report a valuable treatment of important issues, and we appreciate the opportunity to comment.

BOB CRAVES
Chair

RUTA FANNING
Interim Executive Director

STATE OF WASHINGTON
HIGHER EDUCATION COORDINATING BOARD
917 Lakeridge Way SW • Olympia, Washington 98504-3430 • (360) 753-7800 • FAX (360) 753-7808 • TDD (360) 753-7809

September 3, 2003

TO: Annie Pennucci
Washington State Institute for Public Policy

FROM: Ruta Fanning, Interim Executive Director
Higher Education Coordinating Board

Ruta Fanning

SUBJECT: Response to WSIPP Report on Branch Campuses

Thank you for providing the Higher Education Coordinating Board an opportunity to comment on the Washington State Institute for Public Policy final report on the branch campuses. We would like to commend the WSIPP staff on the quality of its work and for consulting with higher education leaders and representatives of local communities and businesses in developing the report. We also appreciate the staff's collaborative approach in convening the project advisory group and your attention to our suggestions during development of the interim and final reports.

We concur with the finding that the campuses are achieving their initial mandate. In addition, we appreciate and concur with the observation that each campus is evolving into a unique educational resource. We particularly welcome the section of the report that identifies policy issues for further legislative direction. Several of these issues will be addressed in the 2004 strategic master plan for higher education being developed by the HECB in collaboration with the Legislature and the higher education community under the terms of House Bill 2076. The legislative direction for the strategic master plan meshes well with the approach taken in the WSIPP study and we would offer the following comments regarding the specific policy issues identified in the report.

Aligning Branch Campuses With the State's Higher Education Goals

We agree with the need to align all sectors of public postsecondary education with clear and measurable policies and goals. In this regard, we feel the study has identified several important policy issues (appropriateness of the research institution designation, possible evolution into four-year institutions, whether placebound students should continue to receive the branches' highest priority; and questions surrounding the offering of doctoral programs). The HECB's forthcoming strategic master plan will not be able to answer all of the questions raised in the branch campus study, but the strategic plan will pay special

attention to the role and mission of all public colleges and universities and will address several key branch campus issues as described in HB 2076.

Improving the Two-Plus-Two Model

We agree collaboration should be improved among the branch campuses and their community and technical college partners as described in the report and the discussion of academic and budgetary options in the report will be useful for future policy discussions. In the HECB strategic plan, we expect to address the role of branch campuses in serving transfer students who have received technical degrees from two-year colleges, and to examine the possibility of lower-division courses being offered at the branch campuses (as well as upper-division course at community colleges).

In closing, thank you for the opportunity to provide our comments on this important report. We hope to continue working with you as we develop the state's strategic plan for higher education.

RF:JR:cp

WASHINGTON STATE BOARD FOR COMMUNITY & TECHNICAL COLLEGES

September 5, 2003

Ms. Roxanne Lieb, Director
Washington State Institute for Public Policy
110 Fifth Avenue Southeast, Suite 214
Post Office Box 40999
Olympia, WA 98504

Dear Roxanne:

Thank you for the opportunity to respond to the Institute's report: "Higher Education Branch Campuses in Washington State." We'd like to commend the Institute staff for its work. Branch campuses involve a wide variety of policy issues. The staff has dealt with the complexities of this topic with a depth of understanding that conveys the relationship of the issues facing branch campuses and those issues that are impacting all of higher education.

We'd like to provide you with our perspective on some of the information presented in the report and provide our point of view on the policy options facing the state at this juncture. Branch campuses were initiated to both expand access to baccalaureate education focusing on transfer and placebound students, and to foster regional economic development. We will limit our responses to the first goal: to increase access. Although the scope of the study was not intended to address the larger question of how the state should meet the state's future demand for service in the most cost-effective manner, we believe our responses should be provided within the larger context of increasing demand for access to higher education, higher skill requirements for workers, and shrinking resources.

The state is at a pivotal point. We agree that policy makers have an opportunity to provide guidance and direction as we plan for the future higher education needs of the state. Our comments and opinions are attached. We took the liberty of suggesting some policy options that the state might consider as well. Please contact me (360/753-7412) if you have any questions.

Sincerely,

Earl Hale
Executive Director

Attachment

Higher Education Branch Campuses in Washington State, July 2003
Washington Institute for Public Policy
Response from the State Board for Community and Technical Colleges

We agree with the conclusion of the study that the branch campus discussion should be embedded in the context of the broader conversation about the state's vision for higher education. In light of that point of view, we will present our responses in the framework of some of the over-arching policy issues and, then, the specific policy issues relating to the future of the branch campuses.

ACCESS: The branch campuses were created to increase access to baccalaureate education – particularly for placebound students – relying on lower-cost and geographically dispersed community colleges to provide the first two years and research institutions to provide the upper-division education.

Is access still an issue? The Office of Financial Management has produced enrollment projections for higher education that indicate a need for over 37,000 more students by 2011. This year, the higher education institutions were over-enrolled by 16,000 FTEs. This pressure for increased access is occurring at a time when the state's budget is experiencing significant shortfalls. The Legislature was able to fund only targeted FTEs this last session (for high demand and transfer enrollments). General enrollment growth was not funded.

Demand for higher education is strong in both the four-year sector and the community and technical college system. One of the biggest pressure points is access for transfer students, particularly in western Washington.

Policy Option: The state should fund regular enrollment as well as continue the practice of funding transfer FTEs. A portion of these FTEs could be designated to the university centers and the branch campuses – particularly to the University of Washington branch campuses – to relieve some of the pressure in the Puget Sound area where there is the greatest need.

Policy Option: To complement the funding of FTEs, the state should encourage the development of cost-effective and predictable transfer policies that assure spaces for associate degree transfer students at four-year institutions.

A related access issue is how to provide curriculum ladders for students who have technical or professional training but do not have the breadth of education required of most students during the first two years of a

baccalaureate education. Many technical and professional students want to continue their education, but they should not have to "start all over," lengthening the cost and time to complete a bachelor's degree. By providing pathways for these students, the state will be better able to respond to employer demand in certain occupational areas. While we have had success with some of the universities in this area, we need to develop a way to articulate professional technical programs with more of the four-year institutions in a broader variety of programs.

Policy Option: All universities should be encouraged to work with community and technical colleges to design curricula that take advantage of students who want to continue their education and who are in the pipeline in technical training programs.

Policy Option: A limited number of community or technical colleges should be granted the authority to offer bachelor's degrees in selected technical disciplines where the public universities do not choose to develop such programs.

ACCESS – BRANCH CAMPUSES

One of the remaining policy issues that should be addressed relates to whether the branches should continue to focus on students who are placebound in the local community or become more regional in nature. This issue is closely related to two other policy issues: the structure of the entire higher education delivery system, and funding. It is our perspective that the state still needs to focus on local placebound students. We think the state should reaffirm that the role of the branch campuses is to serve this population. Additionally, it's important that the array of programs offered by the branches meet local student and community needs. Local college staff indicate that one of the limitations of the current branch offerings is that some of the programs are not aligned with student and community needs. By focusing baccalaureate program offerings on high-demand occupations, the state will be more responsive in some of the high-demand fields.

The state needs to develop a policy approach to other underserved areas of the state and identify the most cost-effective way for the state to respond to these needs. The state cannot afford to build a branch campus or a four-year institution in every town across the state.

Branch Campus Policy Option:

The Higher Education Coordinating Board should develop policy recommendations to address the underserved areas of the state – what conditions might trigger additional service and what the service delivery

model should look like. Other states such as Florida, have reviewed this issue and determined that two-plus-two models in which a four-year institution physically locates on a two-year college campus is a cost-effective way of addressing access and curriculum issues in an affordable manner. This state has some examples of this approach (Central Washington University's co-located centers with Highline Community College, Edmonds Community College, and Pierce College; Western Washington's centers with Everett, Peninsula, and Olympic; and Eastern Washington University's centers with Clark, Pierce and the Seattle District). Another approach is for four-year universities to offer "cohort-based programs" on a one-time basis at selected colleges. The focus of these programs is to respond to a particular need. An example of this type of program is the Central Washington University partnership with Green River Community College in offering elementary education with an emphasis on mathematics. The HECB could also be responsible for a review of the programmatic and employer needs of the various local regions.

CURRICULUM AND ARTICULATION

Decision makers and the public expect the education sectors to communicate, collaborate, cooperate and ensure that the connections between the sectors are seamless for students. Although collaboration takes time and effort, it should be expected and policy makers should use their bully pulpit to hold higher education institutions accountable for working together. More effort needs to occur among faculty members at every educational level.

Policy Option: Transfer students going from community colleges to four-year universities should be allowed to transfer up to 60 percent lower-division courses (108 quarter credits) with the remaining 72 credits to be earned at the four-year university. This parallels current practice with native students and grants community college transfers the same treatment currently granted to transfers from other four-year universities. Other states have adopted this approach. State policy allowing a similar transfer of 60 percent of the degree from community and technical colleges could enhance seamless transfer and create additional capacity.

BRANCH CAMPUS CURRICULUM AND ARTICULATION:

The Institute's study raised the question about the need for curriculum flexibility. The branch campuses indicated that, in some cases, they should provide lower-division coursework.

Branch Campus Curriculum and Articulation Policy Option:

Policy makers should re-enforce the role and mission of the respective branch campus partners and expect the two sectors to articulate programs given their respective roles. This model reduces course duplication and provides cost efficiencies to both the student and the state. If articulation problems arise, the Higher Education Coordinating Board should arbitrate the disputes and bring the institutions together to develop solutions. Branch campuses should be granted the authority to offer lower-division courses only if the pipeline colleges are unable to provide the required lower division-courses.

STRUCTURE AND FUNDING

As indicated, the study was conducted during a period of dramatic downturn in revenues to the state. All state services are being reduced and re-evaluated. Higher education is experiencing cutbacks and an increasing share of the cost is being shifted from the state to students. The state is unable to pay for additional access to its higher education system at a time when demand for higher education is greater than ever before. It does not appear that the fiscal situation will be turning around in the near term. Within this context, suggestions have been made to turn the branch campuses into four-year institutions – funded at the research level. We strongly question the timing and cost effectiveness of these proposals when resources are so tight and the state should be implementing methods to maximize access to all of higher education.

We believe that the funding of the branches should be reviewed in light of the overall structure of higher education in this state. What funding levels for the branches are appropriate? What tuition levels are appropriate for undergraduate students at the branch campuses? Should the branches be funded at the research or comprehensive level? In order to maximize undergraduate access, should research and doctoral programs be limited to the two existing research institutions? How long should start-up costs be incorporated in the funding model – whichever model is selected? If maximizing baccalaureate access is a pressing issue, the role and mission of the branches should focus on programs with the highest employment and student demand in their immediate regions, with the instruction focused on undergraduates and master's degree programs.

Branch Campus Policy Option: The Higher Education Coordinating Board should conduct a review of the funding level of branch campuses and recommend to the Legislature a sustainable level within the context of the existing higher education delivery system.