

# ***KITSAP REGION HIGHER EDUCATION CENTER REPORT***

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## **KITSAP REGION HIGHER EDUCATION CENTER Report to the Higher Education Coordinating Board (CONDENSED REPORT)**

**NOVEMBER 2008**

**N O R T H W E S T   E D U C A T I O N   R E S E A R C H   A S S O C I A T I O N**

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## SUMMATION, RECOMMENDATIONS, AND THE REPORT IN BRIEF

*This section summarizes the major findings of the study and presents recommendations. Typically in a report of this nature both the summation and the recommendations would appear last in the order of things. Here they appear first in the belief that many readers will be likely to turn to the final chapter first. Those who may wish to see more expansive supporting information will find it in the appropriate chapters of the full report and are encouraged to read these as well. The present chapter also is formatted for distribution as a condensed version of the report, or as a Report in Brief.*

### Background

A Legislative proviso in the 2008 Higher Education Coordinating Board [HECB] appropriation called for a program and operating plan for a higher education center in the Kitsap area of Washington:

[The funds are] provided solely for the [HECB] to prepare a program and operating plan for a higher education center in the Kitsap county area. The plan shall be developed in consultation with an advisory committee of civic, business, and education leaders from Clallam, Jefferson, Kitsap, and Mason counties. It shall include a projection of lower and upper division and graduate enrollment trends in the study area; a review of assessments of employer needs; an inventory of existing and needed postsecondary programs; recommended strategies for promoting active program participation in and extensive program offerings at the center by public and private baccalaureate institutions; and an estimate of operating and capital costs for the creation and operation of the center. The board shall submit its findings and recommendations to the governor and legislature by December 1, 2008.

The directive aligns with the 2008 HECB's statewide strategic master plan, which provides a 10-year framework for improvement in all levels of higher education in Washington. The Plan's goals are directed to (1) increasing education attainment; (2) promoting economic growth, prosperity, innovation, and opportunity; and (3) monitoring and funding higher education based on the results. Among many other things, the plan addresses a chronically leaking education pipeline (only 19% of ninth graders complete a higher education degree) and the state as a leading employer of people with technical and scientific degrees (ranking first in engineers, sixth in computer specialists, and ninth in physical scientists per 10,000 workers) but which lags its peers in the education of people for these professions.

The HECB's strategies for achieving its goals include developing and expanding facilities, technology, and distance learning; fulfilling needs in high-demand fields; promoting student enrollment in Science, Technology, Engineering, and Mathematics [STEM] fields, and others. Perhaps most important in the immediate sense, the present study is considered an integral part of the HECB's Strategic Plan Implementation Program.

The research design, approach, and the study itself have been guided by the provisions of the legislative mandate and the priorities of the HECB. The major study questions are:

*What is a higher education center?*

*What is the need for a higher education center?*

*What form or forms of higher education center should be employed to provide services to a region comprising four counties and two peninsulas?*

*Which programs should be offered?*

*How can a comprehensive range of needed programs be provided?*

*How many students are likely to be involved? And*

*What are the likely costs and actions that need to be taken?*

The question, “What is a higher education center?” was presented frequently by the community leaders, employers, residents, and others who were interviewed during the study. When asked what their impressions of such a center might be, they often referred to small temporary modular buildings and converted storefronts, images not greeted warmly by people whose hopes for the education attainment and economic future of their community were closely associated with visions of a substantial higher education presence.

These also are not the images of a higher education center a HECB policy statement definition conveys:

A higher education center may be a multi-institutional . . . entity or a single university/college enterprise. Centers are often located on community college campuses. They may include agreements in which [a host] institution brings [to the area or to its campus] programs offered by another institution (e.g., a public or independent Washington institution and/or an institution outside Washington). Centers also may include co-location of two- and four-year institutions or multiple four-year institutions sharing [a] site.

Typically a higher education center would enroll students in multiple degree programs (two or more). [Centers can] vary in size but [normally] would enroll between 150 and 1,500 [FTE] students.

The next part of the HECB’s policy statement is important to an understanding of the role of such centers in the public higher education system’s progress:

[Whereas] Establishing a new four-year college or university campus [de novo] represents a substantial investment of state resources and requires significant planning prior to consideration of transition to or creation of a four-year college, an institution may first operate as a center or branch campus to ensure that student, employer, and community demand exists.

This statement implicitly recognizes the potential interim nature of higher education centers and their importance to the process of allowing matters to develop and mature before taking next steps, in effect providing incubation and growth opportunities at comparatively low cost.

### **Higher Education Centers in the Context of Recent History**

The HECB's policy statement and its statewide strategic master plan probably are best understood in a larger context, one that itself may be better appreciated in retrospect than it was in prospect. As a state, Washington has been blessed in a lot of ways, not the least of which is its appeal to people in other states as a place to relocate and reside. For years it has been able to count on in-migration for a crucial stream of educated citizens, people who in large part received their college education and degrees elsewhere. If it ranked in the lower reaches of states in per capita baccalaureate participation, the combination of its own efforts and the influx from other states assured that neither commerce nor society would be adversely affected. There were some important tradeoffs that would become more pressing in time, but with a feeling that baccalaureate and graduate workforce needs would be pretty much able to take care of themselves, access, affordability, and the preparation of skilled workers essentially at the certificate and associate degree levels became dominant values. The establishment of a comprehensive statewide community college system in 1967 is the best manifestation of this.

Baccalaureate level and graduate education were not completely ignored, however, and as the system evolved adjustments were made. The Evergreen State College was established in 1969 to expand baccalaureate access in the southwestern sector of the state. With essentially two statewide public higher education systems in place, to coordinate all of this the Council on Higher Education (which became the Council on Postsecondary Education in 1975 and then the Higher Education Coordinating Board in 1987) was formed in 1969.

The process did not end there. The then state colleges, Central, Eastern, and Western, which had been limited to regional baccalaureate and graduate education roles focused essentially on Education, the Humanities, and the Social Sciences, were renamed and re-designated as comprehensive universities in the 1970s, and their degree granting authority was broadened to include other professional fields, especially at the master's degree level where authority to grant professional masters degrees (MPA, MBA, MSW, etc.) was provided (Evergreen, which is treated officially with the other three as a state university, elected to retained its title as The Evergreen State College).

With a strong community college system in place, during the 1980s the state launched a broad initiative aimed at baccalaureate participation – the establishment of branch campuses in five of its largest urban areas. Efforts to form a sixth are underway. The comprehensiveness of the community college system was expanded with the movement of the five vocational-technical institutes from the K-12 sector into that system and their reconstitution as technical colleges.

Matters continued during the 1980s and 1990s with the establishment of community college satellite campuses in outlying areas, in at least one instance (Pierce College) evolving into a

community college. Enhanced distance education capacity and outreach were additional attributes, which made possible, in turn, the formation of higher education centers in Everett and Jefferson County.

The opening years of the 21<sup>st</sup> century witnessed the advent of university centers, most notably those of Central Washington University located on community college campuses in the Puget Sound and central valley regions. The most recent adjustment authorizes native baccalaureate degree programs at community colleges on a test basis. Both of the Kitsap Region's community colleges, Olympic and Peninsula, are participants.

This is about where Washington is now. The public higher education infrastructure has changed dramatically. It is not only impressive by any measure; it would have been unimaginable a generation or so ago. But it should be no surprise that progress was more incremental than synoptic; this is the way important change seems to unfold. The expression, "steady work" would not be inappropriate.

The state is getting close, but problems persist. A leaky pipeline and as yet unfulfilled workforce needs were mentioned. One could add articulation and transfer issues and others to the list. Access, affordability, and baccalaureate participation problems also continue.<sup>1</sup> But a solid foundation for future development is in place. The next steps probably will focus on equity with respect to things that were missed or bypassed. One of these is the subject of the present study: higher education centers in remaining underserved regions.

Economies of scale have dominated decisions about where to locate public higher education facilities from the beginning. This is understandable, but it may no longer be the curtailing force it once was. Residential universities are no longer considered to be the only way to provide higher education. Higher education and university centers accommodating cost-effective partnerships between community colleges and universities, often on community college campuses; community college baccalaureate programs, offered especially in situations where program needs may be too limited to warrant an inter-institutional alternative; opportunities to engage other providers; and continued progress in distance education technologies and their application; coupled with state higher education policies that are not locked in stasis but allow for experimentation and change, contribute to and help shape and define other alternatives. The subjects of this report and its recommendations are probably best understood in this context. There may not need to be a lot of higher education centers in Washington, but there is need for

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<sup>1</sup> OFM, "Higher Education Trends & Highlights," February 2007, p. 2. Participation rates in the four-year system have remained comparatively stable at around 15% for the prime college age group (age 17-29), since 1980, but 'stability' needs to be seen as a relative term in the context of population increase. Participation for this age group increased from 14.3 to 15.2 percent, but this population also increased from about 945,000 to about 1.1 million during this period; those participating in public four-year institutions, accordingly, would have increased from an annual rate of about 135,000 to 165,000.

some. The Kitsap Region, one of Washington's largest remaining inadequately served population centers is one of these places.

### **Higher Education Centers in Washington and Other States**

Costs are perennial concerns. Higher education centers do well in this respect, and with maturation, strong cost-benefit ratios can be expected. In this state cost effectiveness begins with the fact that higher education center buildings usually are located on community college campuses, constructed at comparatively lower costs than university buildings, and jointly utilized by both the college and the participating universities. Strong utilization patterns are accomplished by scheduling classes throughout the day and evenings and on weekends. In terms of operating costs, funding is pegged at the upper-division FTE costs of the comprehensive universities, which in this state are on average 28 percent less than the averages of the research universities and the branch campuses. Should growth and demand warrant the transition of a center into another configuration, the building will remain and be used by the host college. Since many of these institutions are pressed for space they will be welcomed. Centers clearly offer a comparatively low-risk investment.

The placement of higher education centers on community college campuses should not be surprising in a state that has invested so extensively in its community college system (placing it in the top tier of states in this regard). Washington has built a large part of its response to postsecondary enrollment needs on a model that assumes many students will begin their studies at a community college near their residence and transfer to a four-year college or university for the final half of a baccalaureate degree. Often this happens; sometimes it does not (this community college mission is shared, of course, with the preparation of students for employment, often in "two-year" or less programs, although in some cases these too involve program articulation and transfer into baccalaureate programs).

Still, this basic approach, the "2+2 model," has the advantage that two-year colleges offer essentially the first and second year ("lower-division") courses at lower overall cost than would be the case at a four-year institution, and at substantially lower price (tuition) to the student. Moreover, community colleges are widely distributed, providing accessible opportunities to students in all regions of the state. Thus, Washington stands near the top among the American states in the percentage of its public sector students enrolled in two-year colleges (64%). As community college-based higher education/university centers become more manifest there seems no reason why one would not expect this pattern to continue to the baccalaureate level as well.

While the involvement of community colleges in higher education centers in this state is clear, it also is apparent that centers vary widely around the country. In other states some higher education centers have their own governing or managing boards; others rely on the governance authorities of the participating institutions, and still others are governed by the trustees of the host (community college) institution. Some involve two institutions (such as Central Washington University's university center partnerships with community colleges); others are based on multi-

institution partnerships with a number of participating institutions, sometimes both public and private, in a consortium that is either managed by the host or proximate community college or (in other states) by a separate governing board, although there are no instances of a separately-governed/managed university center in Washington State. In many states the centers are on campus; in some they are located off campus in downtown or outlying rural areas.

A number of higher education (or university) centers were visited. Four are in other states; six, including two on military installations, are in Washington. Two Washington centers, Central Washington University at Des Moines (CWU-Highline Community College partnership) and the University Center at Everett Station (Everett Community College and a consortium principally of public universities) were chosen as the examples that seem to best fit the higher education and political cultures of Washington State. It should be noted that the Everett Station Center, which presently is located off-campus, will move into a new building on the Everett Community College campus in spring, 2009.

In the case of the CWU-Des Moines facility -- a university center partnership between Central and Highline Community College -- all of the bachelor and master's degree programs are provided by CWU. Enrollments for 2007-08 totaled 625 headcount and 512.2 FTEs, for a headcount-FTE ratio of about five to four, suggesting a comparatively high average student course load.

<b><i>University Center/Teaching Sites</i></b>	<b><i>Programs</i></b>
CWU at Des Moines	13 Bachelor's and 3 Master's program
CWU at Lynnwood	11 Bachelor's and 1 Master's
CWU at Moses Lake (Teaching Site)	1 Master's
CWU Pierce County (Teaching site)	2 Bachelor's
CWU at Wenatchee (Teaching Site)	1 Bachelor's and 1 Master's
CWU at Yakima (Teaching Site)	2 Bachelor's

The CWU university centers vary in size and space, and some operate in established community college buildings, although the Des Moines and Lynnwood Centers and Yakima's Deccio Center are dedicated higher education center facilities. Their size ranges between 80,000 square feet (Des Moines) and 7,000 square feet (Wenatchee). The Deccio Higher Education Center at Yakima [Yakima Valley College] comprises 65,920 gross square feet and cost \$18.5 million. The cost of the Lynnwood facility [Edmonds Community College] which opened in 2002, (51,247 GSF) was \$16.5 million. The newest, the Des Moines facility [2005] cost approximately \$30 million. University students at the centers are counted and funded at average FTE rates as part of Central's budget in the manner of the funding of students on the home campus [i.e., funds for center operations are not separately budgeted but distributed by

the home campus in accord with demand]. Tuition charges also are similar. Central has a long-standing presence in the Des Moines-Federal Way area, as has Highline. The university center allows them to consolidate these activities on a college campus.

The University Center at Everett Station, the second example featured in the report, is the product of a 1997 HECB study that recommended creation of a higher education center based on a multi-institution model in the Everett area. Initially called the North Snohomish, Island, and Skagit Counties Higher Education Consortium (NSIS), it is now known as the University Center at Everett Station, a title that probably will apply until it relocates to Everett Community College’s campus, whereupon it will be known as the University Center of North Puget Sound.

Western Washington University was the original fiscal agent for the Everett consortium. In 2005 the Legislature shifted this responsibility to Everett Community College. The Center has been in operation at Everett Station since the 2000-02 academic year, a location made possible by a 1999 appropriation of \$1 million to the HECB for equipment for the facility. In 2001 the Legislature provided an operating budget to staff and manage Everett Station and to make lease payments to the city, which owns the building. The Center occupies a floor and a half in the renovated terminal.

Six public institutions – Central, Eastern, and Western Washington Universities, The Evergreen State College, the University of Washington, Washington State University– and one independent institution, Hope International University, offer programs there, although not all are typically available on-site at any given time. The Center’s program inventory is shown on the next table. Delivery modes include on-site classroom, online, and teleconferencing.

<i><b>Institution</b></i>	<i><b>Program</b></i>
CWU	MS Engineering Technology BAS Information Technology and Administrative Management BS Interdisciplinary Studies – Social Sciences
EWU	Master of Social Work
TESC	BA Liberal Arts (Tulalip Reservation-Based Bachelor’s Degree
UW	Adult Nurse Practitioner – Rural
WSU	BA Business Administration – Entrepreneurship BA Business Administration – Management and Operations BA Business Administration – Management and Information Systems Certificate in School Psychology (collaboration with EWU)

	Certificate in Construction Project Management
	BA Criminal Justice
	BA Human Development
	BA Humanities
	MS Engineering Management
	BA Social Sciences
	BA Women’s Studies
WWU	BA and Post-Baccalaureate in Elementary Education
	BA Human Services
	BA Planning and Environmental Policy
	BC Environmental Science
	MA Rehabilitation Counseling
HIU	BS Human Development
	BS Business Administration

The Center presently occupies about 22,000 GSF, 13,650 of which are assignable for education use, and which staff consider sufficient for about 225 FTE students. Its operating budget is included in the SBCTC/Everett Community College budget. Several existing programs at the Center operate on a self-support basis and utilize a fee structure rather than a common tuition rate. As self-support programs they charge higher tuition and fee rates to students and are vulnerable to discontinuation if the program does not meet its expenses in a given year.

Planning for a University of Washington branch campus in the area has added an aspect of uncertainty to the Everett Center’s development efforts. While these are not exactly on hold, the program inventory probably will not be expanded until after the move to the Everett Community College campus, but a future higher education role in the region seems certain.

**Aspects of Need**

With a land area of nearly 5,000 square miles, the Kitsap Region compares with the state of Connecticut, which spans 5,543 square miles. If the Region were a state, it would rank just below Connecticut on a national list organized by land area, above Delaware and Rhode Island. In fact, the Kitsap Region is larger than Delaware and Rhode Island combined (4,034 square miles.) One could add the U.S. Virgin Islands (737 square miles) and still be about 140 square miles shy of the land area of the Kitsap Region.

The region’s namesake, Kitsap County, is the population center, but in many respects the region is really two: Clallam and Jefferson Counties in the north, and Kitsap and Mason

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Counties in the south, each comprising a separate community college district. This is a consideration crucial to any higher education center decision for the region.

With a year 2007 total population of 400, 000 (and a projected year 2030 population of 650,000) the region qualifies as a sizable population center, although the numbers are not evenly spread. The individual county numbers, rank, and population density are the following:

<b>County</b>	<b>2007 Estimate</b>	<b>Rank</b>	<b>Persons/ Square Mile</b>
Kitsap	244,800	6	585.8
Clallam	68,500	18	37.1
Mason	54,600	21	51.4
Jefferson	28,600	27	14.3
Total	396,500	N/A	N/A
State	6,488,000	N/A	88.6

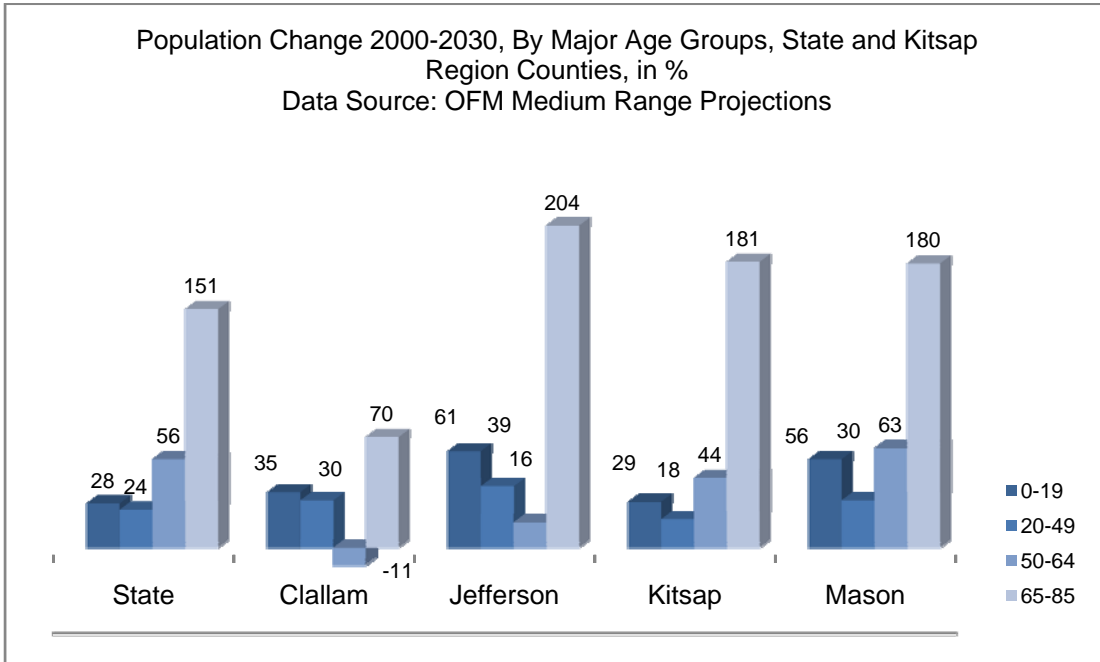
Projections of population growth for the period 2000 to 2030 for the four counties are as follows:

**Total Resident Population for Growth Management**

*Data Source: Office of Financial Management*

	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>% Chg</b>
Clallam	64,179	66,800	73,723	78,014	83,145	88,196	92870	45
Jefferson	26,299	27,600	33,815	38,161	43,014	47,945	52,778	101
Kitsap	231,969	249,400	296,494	316,624	347,255	371,972	396,879	71
Mason	49,405	51,900	66,794	75,649	85,360	95,348	105,257	113
<b>Region Total</b>	<b>371,852</b>	<b>386,700</b>	<b>470,826</b>	<b>508,448</b>	<b>558,744</b>	<b>603,461</b>	<b>647,784</b>	<b>74</b>
State Total	5,894,121	6,256,400	7,372,751	8,042,721	8,713,386	9,379,550	10,026,660	70

Projections of population change by major age group, an important consideration in any higher education planning process, are depicted on the following chart:



Although it is not often recognized as such, the Bremerton-Silverdale MSA is the fourth largest in Washington (the Census Bureau treats the Seattle-Bellevue-Everett-Tacoma area as one mega-Metropolitan Statistical Area; were it to partition the Seattle Mega-MSA, the Bremerton-Silverdale MSA would rank seventh.)

***Metropolitan Statistical Areas in Washington  
2000 Population and Rankings***

<b>MSA</b>	<b>2000 Pop.</b>	<b>Rank in WA</b>	<b>Rank in US</b>
Seattle-Tacoma-Bellevue	3,043,878	1	15
Seattle-Bellevue-Everett*	2,343,058	N/A	
Tacoma*	700,820	N/A	
Portland-Vancouver	1,927,881	2	25
Spokane	417,939	3	107
Bremerton-Silverdale	231,969	4	176
Yakima	222,581	5	182
Olympia	207,355	6	189
Kennewick-Pasco-Richland	191,822	7	201
Bellingham	166,814	8	224

Mt. Vernon-Anacortes	102,979	9	365
Wenatchee	99,219	10	375
Longview-Kelso	92,948	11	391
Lewiston, ID-WA	57,961	12	531

\*Metropolitan Divisions

Source: Census Bureau, "Population in Metropolitan and Micropolitan Statistical Areas: 1990 and 2000"

With respect to employment, federal Civilian and Military sectors together comprise the largest employment sector in Kitsap County (about 26,700). The Naval Submarine Base at Bangor and the Undersea Warfare Center employ about 5,000. People on active duty in the military in the area number nearly 16,500.

The leading employment sectors in the four counties together (those involving more than 5% of the employment force) are shown on the following table, which also lists the percentages of the total.

	<b>Jefferson</b>	<b>Clallam</b>	<b>Kitsap</b>	<b>Mason</b>
Health Care	12.1	9	12.65	6.19
Local Government	10.72	13.45	8.67	18.8
Retail Trades	9.68	14.16	13.03	11.08
Accommodation	9.08	7.65	5.94	6.36
Professional Services	6.77	5.27	6.05	N/R
Construction	4.53	8.65	6.36	7.42
Federal Civilian			11.62	
Federal Military			9.07	
Manufacturing	5.19	5.06	4.29	10.52
Real Estate	5.72	4.89	4.77	5.05

The needs for specific bachelors and masters programs that were identified through the survey research of this and earlier studies correspond with these employment patterns, although, of course, employment is not the only indicator of higher education need.

All recent studies, including this one, have found strong interest in more higher education services in the region, especially among residents and employers. While the former, which some have deemed “aspirational,” outdistance the latter, which some have deemed “pragmatic.”

In fact these are adjectives that characterize the interests of both, which also are strong and convergent. In the case of the present study, respondents to the residents' and employers' surveys conducted in August and September 2008 were almost categorical in this respect. Ninety-five percent of the more than 400 residents who participated in the survey either Strongly Agreed or Agreed that more higher education services, especially those leading to a bachelors or masters degree, were needed. There were almost none who Disagreed or ventured No Opinion. In the case of employers, the question was asked a little differently, but the responses were similar. More than 80% "Disagreed" with a statement that sufficient relevant bachelors and masters programs are now offered in the region.

### **Present Higher Education Services in the Region**

Ten institutions report active bachelor, masters, and a few doctoral programs in the area [June 2008]. Four, Peninsula College (enrollments 27), Olympic College (35), WSU (103), and WWU (207), are Washington public institutions, accounting for 372 of the 958 total baccalaureate-graduate headcount enrollment. About one-third of the public institution enrollments, 103 at WSU, are exclusively On-line programs.

The remaining six institutions are City University (152), Education Consortium Chapman (173), St. Martin's (15), Southern Illinois (45), Old Dominion (156), and Goddard College (90). It appears that 45 bachelor's, 18 masters, and two doctoral programs are available. The rest are certificate or endorsement programs. A mechanical engineering degree is offered by St. Martin's University (Olympia) on the Olympic College campus. Olympic also has partnered with the University of North Dakota to offer four-year engineering degrees starting Fall, 2008. These will be online upper-division programs, with the four-year degree awarded by UND.

The programs of WSU and WWU operate on a self-sustaining basis. The only on-site state funded upper-division FTEs are those associated with Olympic and Peninsula Colleges' bachelor programs in Nursing and Applied Technology.

The role of the Navy is important here, as much of the present higher education programming is directly associated with its presence. In the words of one especially knowledgeable resident, "it is more than simply an employer. It is that, but it also is both an important player and a unique feature of the West Sound landscape because of the numbers of students and universities involved with it and because it has a developed higher education administration infrastructure (which divides into two distinct streams, one for the general Navy population and one for the shipyard). The Navy has assertive policies regarding personnel and workforce higher education aimed specifically at military families and civilian shipyard workers. Its higher education presence is both a major asset and an important potential source of higher education administrative capability."<sup>2</sup>

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<sup>2</sup> November 15, 2008 e-mail exchange between Rep. Larry Seaquist and William Chance.

Recent changes in Navy workforce education policies are likely to have a dramatic affect on projected baccalaureate education needs for the area. This will couple with the new GI-Bill [2009], which also is expected to heavily influence demand and participation, so much so the projected enrollments (outlined below) in Kitsap County could very prove conservative. Moreover, and whatever else, the Navy is an important component of the higher education support system. The area has remarkable strengths in local businesses, civic groups, and existing educational institutions. The Navy is among them. Combined they can represent an important resource for a higher education center.

Many believe the region is underserved, and there is evidence to support this view. It begins with education attainment, in this case the percentage of residents over age 25 with a high school education and the percentage with a bachelor's degree or higher. According to the Census Bureau, the four-county figures are the following. All but Jefferson County are below the state average in Bachelor's Degree and Higher Attainment.

	<b>Clallam</b>	<b>Jefferson</b>	<b>Kitsap</b>	<b>Mason</b>	<b>WA State</b>
High School Graduates (age 25+) <sup>3</sup>	85.5%	91.6%	90.8%	83.7%	87.1%
Bachelor's Degree and Higher (age 25+)	20.8%	28.4%	25%	15.6%	27.7%

If present public institution participation rates for the four counties are guides, without some intervention none are likely to catch up soon. Public college/university participation rates for the

**Participation in Public Colleges, Fall 2006. Figures in %.**  
**Source: OFM Higher Education Trends and Highlights**

	<b>CTCs</b>	<b>Rank</b>	<b>Public Four-Year</b>	<b>Rank</b>
Clallam	5.16	2	1.03	33
Jefferson	2.92	27	0.9	38
Kitsap	3.62	16	1.46	18
Mason	2.61	29	0.95	37
State	3.69		1.63	

four counties and their ranking among all counties of the state are listed on the table.

The four-county average participation rate, 1.08%, is about 60% below the average rate for the state as a whole (1.63%).

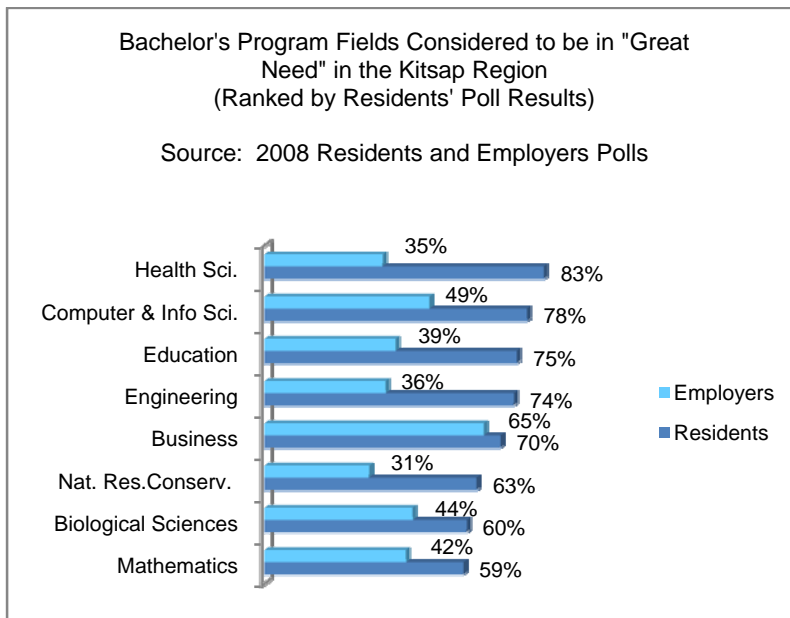
When it comes to transfer students from the two community colleges to the public universities,

both appear to be carrying their load: Olympic College ranks 13<sup>th</sup> among the community colleges and Peninsula places 28<sup>th</sup> in the number of transfer students from their institutions in public four-year universities. This is the same proportion or a little better than their respective rankings in lower-division academic enrollments.

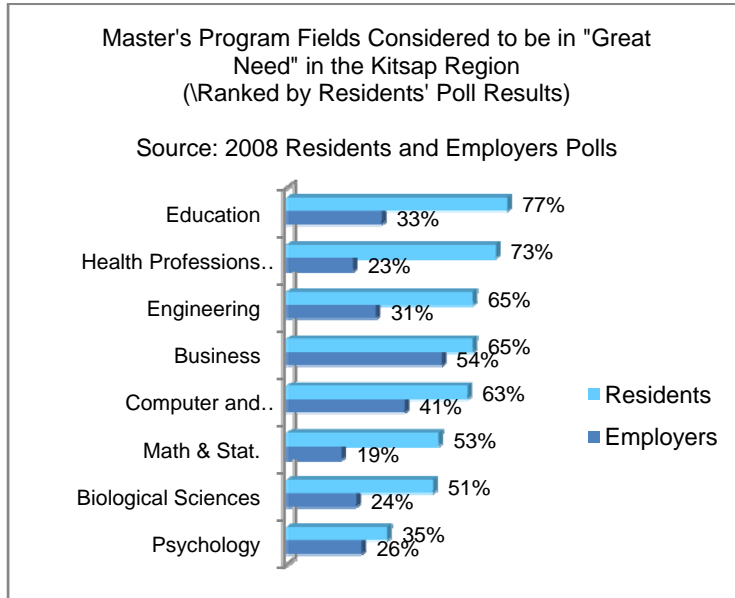
When residents were asked the reasons why college had not been an option for them or their family members, distance and commuting problems were the leading responses; cost and financial considerations also registered high scores. When those who indicated they had attended one of the area's community colleges but had not continued on were asked why, they

cited distance, commuting, need to work, cost, and other causes. The absence of desired or needed programs in the region also was a prominent reason. Perhaps the most telling indication of feelings on this matter were the answers to a question about the likelihood of enrolling if needed programs were offered in the region: more than 80% considered it "Very Likely" or "Likely" they would do so.

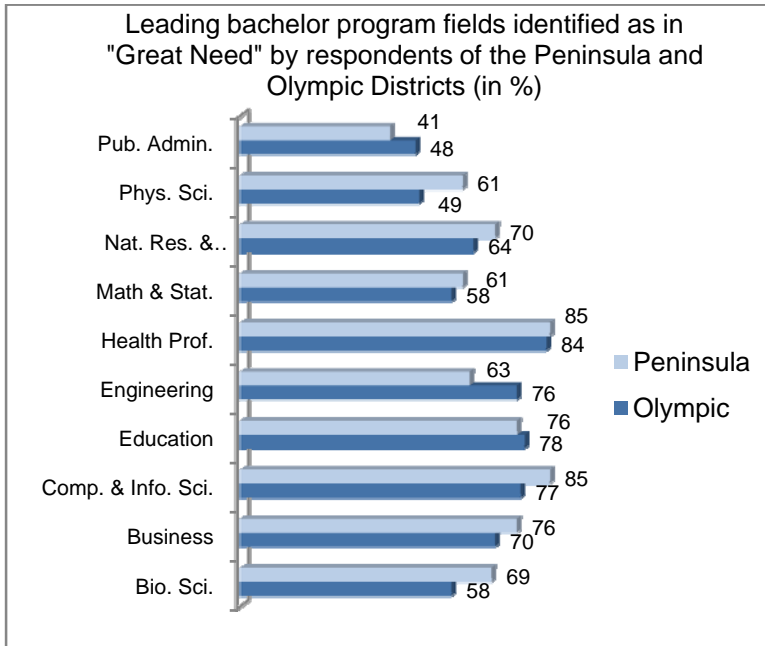
Turning to programs that people believe are needed, the fields at the bachelor degree level employers and residents consider to be in greatest need are shown on the following graph. Business was the most important category for employers, but it ranked fourth, behind Health Sciences, Computer and Information Sciences, Education, and Engineering, in that order, for residents.



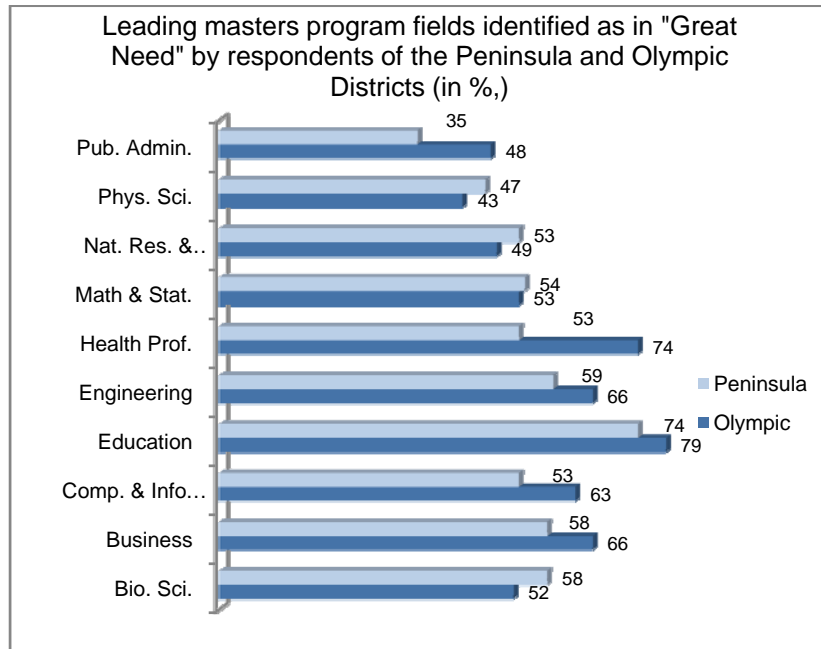
A similar pattern emerged when the topic turned to master's programs, as suggested by the bars on the next graph.



The question of whether there should be one or two higher education centers located in the region rose during the study. Responses to the survey questions, accordingly, were organized by community college district. These are depicted on the next two charts.



Responses to the question about master's programs were these:



Some variance in the preferences of respondents from the different districts is apparent, but it is not great. In general, both districts display similar patterns.

Interviews with individuals throughout the region accord closely with these patterns. Frequent references were to programs to support economic development, including engineering, computer science, business, the “hard sciences,” and clean or green technology industries. Math and science programs, some suggested, would help keep young people in the area. Several mentioned need for engineering programs, among them people associated with the Navy shipyard (who stressed need for civil and mechanical engineering programs). Others spoke of social needs, programs in general education, social work, and human services, concerns driven by the poverty rate of the area and all it brings with it. References to the health sciences were frequent. Public administration and management were strong interests of local government officials and members of the tribes who were interviewed (and who also stressed engineering, nursing, business, and social and human services as needed program areas). The natural sciences, especially biology and forestry, received frequent mention from respondents throughout the region.

The study directive specifically called for consideration of earlier assessments of employer needs. All of the recent major reports and studies were reviewed. These and the present research agree on virtually all of the program dimensions. The patterns that form provide a community based and mutually reinforcing agenda for a higher education center program plan.

Notably, these preferences also correspond well with the HECB’s 2008 Strategic Master Plan’s policy goal to “expand bachelor’s and advanced degree programs in science, technology,

engineering, mathematics, and health sciences.”<sup>4</sup> The plan also calls for increased enrollments in STEM fields, all of which, again, are priorities shared by residents and employers in the Kitsap Region. Although there are a few exceptions, programs in these high demand areas have not been especially prominent, or dominant, in the inventories of other university and higher education centers. This may be a function of demand on university home campuses. The responses of people in the Kitsap Region, however, suggest a receptive audience, and these and other programs they consider to be in great need represent strong candidates for inclusion on the program inventories of the higher education centers that would be located in the area.

### **Enrollment Projections**

How many students to plan for is an important study question for a number of reasons, not the least of which is the capital cost models’ dependence on FTEs, projected enrollments, as the crucial cost variable. Three projections were developed in the study, each founded on a different upper-division and graduate education participation goal for the region:

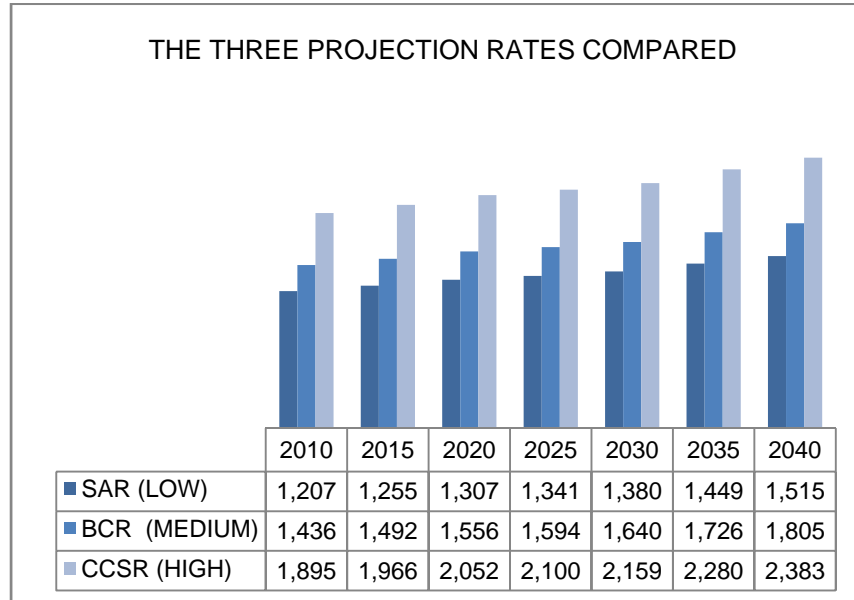
<p>1. <i>Low Projection Model:</i> Achievement of the statewide average four-year public institution participation rate (1.63%)</p>	<p>The Low Model Goal (1.63%) is a 51% improvement over the present average four-county Kitsap Region rate (1.08%)</p>
<p>2. <i>Medium Projection Model:</i> Achievement of the average rate of Washington’s branch campus counties (1.72%)</p>	<p>The Medium Model Goal (1.72%) is a 59% improvement over the present average four-county Kitsap Region rate (1.08%)</p>
<p>3. <i>High Projection Model:</i> Achievement of a participation rate equivalent to the average of Washington’s peer community/technical college state (1.90%)</p>	<p>The High Model Goal (1.90%) is a 76% improvement over the present average four-county Kitsap Region (1.08%)</p>

All build on the region’s present public four-year institution participation rate as the base projection. In each model the difference, the increment, between the present rate and the low, medium, or high projections, would be accomplished by the higher education centers.

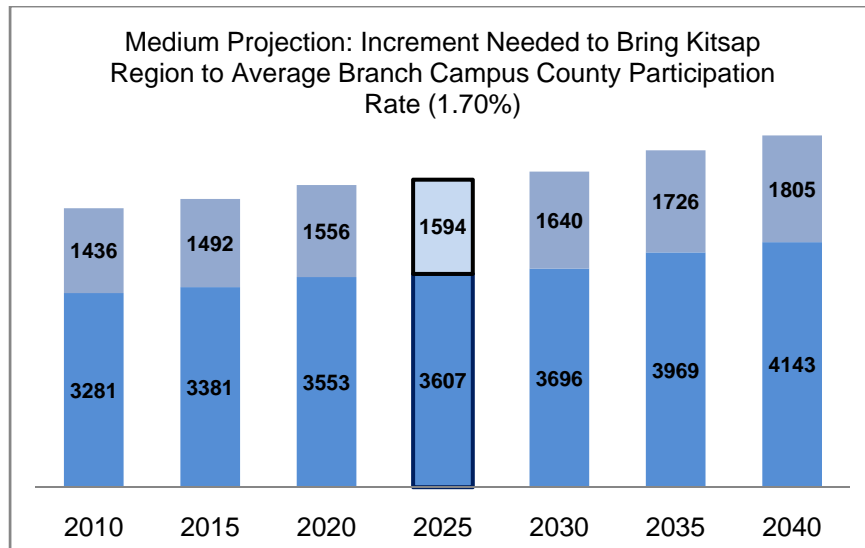
The three projections for the years indicated, in FTE students, are depicted on the next chart:

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<sup>4</sup> “Moving the Blue Arrow: Pathways to Educational Opportunity, 2008 Strategic Master Plan for Higher Education in Washington,” December 2007, p. 27.



The medium projection for the year 2025 was used for calculating facility requirements and cost estimates. The 2025 medium projection is highlighted on the next graph.



According to the projection, the annual shortfall by that year will be about 1600 FTEs, or about 2000 students. The numbers distribute in the region on the basis of about 66% for the Olympic College District, and 33% for Peninsula.

As mentioned above but worthy of repetition here, these figures are considered conservative for several reasons, among them emerging Department of Defense workforce higher education policies and the establishment of the new GI-Bill, both of which will have important if presently indeterminate effects on enrollments in the region. As they materialize the Medium projection could be affected accordingly. Assistance with college in exchange for public service also has

been promoted as a policy initiative by the incoming administration. Should this policy materialize the effects on enrollments throughout the state could be dramatic.

### **Capital Cost Estimates**

Capital cost estimates were developed with several questions in mind. One was whether there should be one or two higher education/university centers, i.e., should there be one regional center or should there be two proportionately sized centers, one in each of the community college districts. Another was whether the center or center's should be campus-based or stand-alone off-campus structures. Cost estimates were prepared for all of these alternatives, using essentially two separate costing models, one utilized for community college campus-based facilities; the other directed to free-standing structures using a modified version of the branch and university campus standards. All of the estimates also include funds for enhanced distance learning capabilities directed to the satellite campuses and the Jefferson Higher Education Center at Port Hadlock. Space to accommodate students in programs presently offered in the region largely by private colleges and universities (mainly in Kitsap County) also is included in the estimates.

The campus-based and off-campus based alternatives involve different FTE-to-space relationships and costs-per-square foot. An adjusted version of the HECB's costing model for university and branch campus facilities was used to estimate costs for the stand-alone, or off-campus, model, which, involving such matters as site acquisition, space for parking and other support elements, and different utilization patterns, more closely mimicked stand-alone centers than community college campus based facilities (such as the CWU-Highline University Center).

The SBCTC model was used to estimate capital costs for the campus-based model. In this case, important cost differences ("savings") emanated from the potential for joint use of such campus resources as libraries, daycare centers, parking, etc. and the absence of any need for site acquisition. The Assignable Square Foot (Net Square Foot) to FTE ratio also is different by virtue of different utilization patterns in such facilities, i.e., the use by both community college students (usually during the day, as in the case of the CWU-Highline experience) and university students (late afternoon and evening.) To say there are important cost differences between the two would be an understatement.

As noted, it is important that the centers be augmented with enhanced distance learning capacities linking them to the present community college satellites in Poulsbo, Bangor, and Shelton, in the case of Olympic College, and Fort Worden and Forks, in the case of Peninsula College. The Jefferson Higher Education Center would need to be part of any solution. The potential for collaborative programming between the two campuses also is an important consideration, and both, along with the JHEC, should be present in the network in broadcasting and receiving capacities. Again, the cost estimates include these enhancements.

Cost for the respective options for the Low, Medium, and High projections, respectively, are:

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<b>LOW PROJECTION</b> (State Average Participation Rate)	<b>Regional HEC</b>	<b>Peninsula District HEC</b>	<b>Olympic District HEC</b>
Estimated Cost w/D.E. Enhancement – Off-Campus (Stand Alone) Facility	100,975,683	34,358,352	65,331,672
Estimated Cost w/D.E. Enhancement - Campus Based Facility	53,026,133	18,065,688	34,301,780

<b>MEDIUM PROJECTION</b> (Branch Campus County Average)	<b>Regional HEC</b>	<b>Peninsula District HEC</b>	<b>Olympic District HEC</b>
Estimated Cost w/D.E. Enhancement Off-Campus Stand Alone Facility	119,400,402	39,137,460	80,262,942
Estimated Cost w/D.E. Enhancement - Campus Based Facility	62,675,578	20,568,615	42,106,961

<b>HIGH PROJECTION</b> (Peer State Average)	<b>Regional HEC</b>	<b>Peninsula District HEC</b>	<b>Olympic District HEC</b>
Estimated Cost w/D.E. Enhancement Stand Alone Facility	147,446,220	44,922,696	102,479,568
Estimated Cost w/D.E. Enhancement - Campus Based Facility	77,363,805	23,598,474	53,765,331

The following table focuses on differences at the “bottom line” among the alternatives. The off-campus version in each case is about 50% more expensive than the on-campus arrangement.

<i>Cost Difference Between Off-Campus Based and Community College Campus Based</i>			
<b>LOW PROJECTION YEAR 2025</b>	<b>Single HEC</b>	<b>Two HEC: PC</b>	<b>Two HEC: OC</b>
<b>Cost Difference Between Campus Based and Stand Alone</b>	<b>47,949,550</b>	<b>16,292,664</b>	<b>31,029,892</b>
<b>MEDIUM PROJECTION YEAR 2025</b>			
<b>Cost Difference Between Campus Based and Stand Alone</b>	<b>56,724,826</b>	<b>18,568,845</b>	<b>38,155,981</b>
<b>HIGH PROJECTION YEAR 2025</b>			
<b>Cost Difference Between Campus Based and Stand Alone</b>	<b>70,082,415</b>	<b>21,324,222</b>	<b>48,714,237</b>

Higher education centers (and university centers) are still relatively new (as are community college baccalaureates), and questions about their cost effectiveness are natural. These are not unique to the present situation – questions about the unit costs of branch campuses persist, although these institutions progressively demonstrate their value and effectiveness with each passing year. This also is the case with university centers. It takes time to mature. So it is with higher education centers; a little time may be needed before such questions can be definitively or conclusively answered, but the auguries are good. They begin with differences in the amount of the investment. Simply put, these centers promise a lot of bang for a buck.

Cost estimates based on space standards and cost calculation formulae, such as those described above, are important for planning and decision purposes, but in the event, a public college or university building will cost as much as the buyer (the state) pays for it, i.e., the funding that is provided in the enacted capital budget. Here the subject turns to real dollars as

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distinct from estimates emanating from standards. The cost data on the following table are actual costs in the sense they are amounts spent in recent years for community college campus-based higher education centers in Washington and university facilities on comprehensive university campuses. The comprehensive university costs are from the 2007-09 capital budget for the respective institutions. All are stated in 2007 dollars (the base cost figures for the HECs were incurred in the years indicated; Highline, \$30.5 million, 2005; Yakima, \$18.5 million, 2003; and Lynnwood, \$16.5 million, 2002; WWU and CWU figures are 2007; again, all are restated in 2007 dollars).

	<b>Highline HEC</b>	<b>Yakima Deccio Center</b>	<b>Lynnwood HEC</b>	<b>EWU Hargraves Hall</b>	<b>WWU Miller Hall</b>	<b>CWU Dean Hall</b>
GSF	80,000	65,920	51,247	45,000	134,190	72,650
Cost (Millions) (\$ 2007)	\$31.9	\$21.7	\$20	\$12.2	\$58	\$25.4
Cost/GSF	\$398	\$329	\$390	\$271	\$432	349
ASF*	52,000	42,848	33,310	29,250	87,158	47,352
FTE Capacity**	1268	1045	812	148	442	240
Cost/FTE at Capacity	\$25,157	\$29,765	\$24,630	\$82,432	\$131,222	\$105,833

\* Efficiency factor of 0.65 (i.e., ASF = 0.65 GSF)

\*\* 41/ASF per FTE for HECs; 197/ASF per FTE for Regional Universities

Taking these numbers to the next step for comparison purposes, if one were to use the average per FTE costs at capacity of the three HECs (\$26,517) as a cost description figure for these institutions, and the average of the three regional universities (\$106,496) as the figure for those institutions and branch campuses, and apply them to a hypothetical 800 FTE sized facility, the differences would be 4 to 1:

<b>Cost of Hypothetical HEC Facility (FTE @\$20,560) for 800 FTEs</b>	<b>Cost of Hypothetical Comprehensive University or Branch Campus Facility (FTE @ \$106,496) for 800 FTEs</b>
\$21.2 million	\$85.2 million

These comparisons reflect the fact that different types of institutions have different missions, and these, in turn, drive different costs. University missions as residential institutions with comprehensive undergraduate and graduate curricula, and strong research responsibilities, along with architectural attributes, engender distinctive facility costs. Higher education centers have different missions and utilization patterns. They also rely on the participation of universities to make things work. These differences drive the numbers. When viewed as pragmatic solutions to higher education participation problems, they not only stand out as a pretty good deal, their potential as cost-effective higher education policy instruments is impressive.

## Conclusions and Recommendations

The special roles and nature of higher education/university centers were aptly summarized in a report prepared by the Everett Center:

The typical mission of a university center is to attract and coordinate advanced degree programs from a variety of public and private baccalaureate institutions for the purpose of providing educational opportunity to place-bound students, for whom educational options are limited.<sup>5</sup>

Some are located on a community college campus. Others may be located in a downtown facility. Some are supported through public funding. Others support themselves through fees assessed to participating institutions and in-kind support from a host.

Participating institutions usually utilize the curriculum required on their home campus, and staff the classes with faculty [that travel] from the home campus and/or adjunct faculty found locally. In some cases, video-conferencing and online delivery are utilized. From the array of participating institutions, students are admitted to the institution of their choice, pursuing the institution's degree program but are often able to take advantage of the wide variety of courses offered by other partner institutions. The universities provide advising, library access, and other services to the enrolled students, sometimes through the coordinated services of the university center.

University centers are seen as efficient models of delivering education because they utilize existing degree programs and take advantage of blending the offerings of different institutions in order to provide more options. [Schedules] are non-traditional (evenings, weekends, video-conference) thus making good use of existing facilities.

Higher education centers are innovative configurations in this country's store of postsecondary education models. The visits to centers in this and other states led to impressions about what is needed to make them successful. The list is not long:

- *A powerful visible presence in the community*
- *A strong advocacy role with respect to community postsecondary education interests*
- *A clear economic development dimension in the mission*
- *Multi-institution participation*
- *State-of-the-art technology*
- *Responsive scheduling*
- *Effective advisory structures*
- *A high-level director, and*
- *Contractual and other authority to attract and enlist providers.*

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<sup>5</sup> University Center of North Puget Sound, "Report to the Legislature," June 29, 2007, submitted by Dr. David Beyer, President of Everett Community College.

The Kitsap Economic Development Alliance report, "From Dream to Reality" (April 2008) offered some others and closed with this observation about the importance of the last entry on the list: "First, a center relies on the willingness of universities to participate. Second, it requires that partner universities [be] sufficiently committed to [the center's students] that they alter campus-based policies regarding resident requirements, dual enrollments, and prerequisites. And third, [there must be] an innovative funding model that can provide incentives to partnering institutions while retaining local advocacy."

Each is vital; the likelihood of success, growth, and vitality will be affected by the extent to which they are present. Thus, they influence the recommendations of the report. These are respectfully presented in the paragraphs that follow.

**1. THERE SHOULD BE TWO HIGHER EDUCATION CENTERS OPERATED IN A COORDINATED, COLLABORATIVE MANNER IN THE KITSAP REGION, ONE IN THE OLYMPIC COMMUNITY COLLEGE DISTRICT; THE OTHER IN THE PENINSULA COLLEGE DISTRICT.**

A single higher education center, which almost certainly would be located in the Bremerton-Silverdale area, the population core of the region, would work for Kitsap County but would prove insufficient to the needs of a region so large, and especially so for Jefferson and Clallam Counties. About one-third of the population resides in these two counties (Peninsula College District); about two-thirds reside in Kitsap and Mason counties (Olympic College District), most in Kitsap County. People who live in the northern counties would not be likely to make the drive southward on a regular basis (the distance between Port Angeles and Bremerton is about the same as the distance between Chehalis and Seattle, but without the I-5 freeway [which may not be a bad thing].) The projected participation levels for the region would be adversely affected, and the participation rate goals outlined in this report would not be accomplished. Were a single facility located in Bremerton, a fall-off in participation from the northern counties could be expected to amount to 200-300 FTEs -- possibly more.

Some of this loss might be mitigated with distance education programs at Peninsula's home and satellite campuses at Fort Worden and Forks, and at the JHEC; these resources need to be strengthened in any case, but much of this is possible, indeed happening, now, and the average four-year institution participation rates of these two counties still is only 0.96%, about 60% less than the average rate for the state as a whole. While the cost of the single facility would be reduced proportionately because of the enrollment fall off, so also will be its efficacy as a regional solution.

The presence of two community college districts in the region is both a positive and complicating consideration. Each has its own campus, service area, governing board, campus, administration and staff, baccalaureate programs, and satellite campuses. The two districts divide naturally within the region, and this division needs to be taken into account. Separate higher education centers comprise the best-fitting solution.

At the same time it is important to remember that the study's focus is on the entire four-county 5,000 square mile region. Cooperative and coordinated programming services between the two districts and the JHEC are essential, so much so that this is treated in a separate recommendation below.

Thus, two higher education centers operating in a collaborative and cooperative manner are recommended, one in each community college district, and each proportionately sized to its district's projected enrollment levels, i.e., a year 2025 level of 520 FTE in the Peninsula District, and 1074 in the Olympic District, plus space for an additional 300 non-public FTEs (divided proportionately among them) in the two facilities.

**2. THE HIGHER EDUCATION CENTERS SHOULD BE LOCATED ON THE OLYMPIC AND PENINSULA COLLEGE CAMPUSES.**

When it comes to site, there are really only two options: establish the centers as stand-alone buildings located off-campus or as campus-based facilities located on each community college campus.

The stand-alone (off-campus) option raises questions of governance and cost. Starting with the first, should there be new governing boards for the higher education centers or should they come within the purview of existing governing boards? The answer seems fairly obvious. A separate independent governing board could complicate planning, cooperation, and collaboration, possibly leading to unnecessary duplication and undue conflict. An independent governing board also would not fit well in Washington with its present complement of institutional governing boards and general reluctance to establish new ones. It would seem unwise to introduce another board in either district. Hence, it is recommended that the existing community college boards be the managing authorities.

Cost is a significant consideration in the choice between the on-campus and off-campus alternatives. The estimated costs for the campus-based facilities (Medium Projection) are \$20.5 million for the Peninsula College Higher Education Center and \$42.1 million for the Olympic College Higher Education Center. The estimated costs of stand-alone centers (off-campus) are \$39.1 million for Peninsula and \$80.2 million for Olympic. The cost difference between the two forms is \$18.5 million in the case of Peninsula and \$38.1 million in the case of Olympic.

Another cost factor that shapes the totals, accounts for some of the difference, and buttresses the argument for campus-based facilities is the pattern of increased utilization in the on-campus specie. This allows application of community college space planning and cost standards (41 ASF/FTE) for the campus version versus 75 ASF/FTE for the stand-alone version and related construction costs of \$525 versus \$548/GSF. The ratio of 75 ASF/FTE, used here for the stand-alone facility, itself represents a substantial reduction from the standard of 375 ASF/FTE employed in research university calculations and the 197 ASF/FTE used for the regional universities. Viewed in this manner, a building designed for a comparable number of students (FTEs) at a research university would need to be about nine times the size of the higher

education center building. That of a comprehensive university would need to be four times the size of the center building.

The cost differences that would be experienced by not utilizing community college campuses, especially when there is a willingness at both institutions to host higher education centers, are simply too great. Unless substantial supplementary funding were to emanate from some non-state source to share the costs, the on-campus alternative will be compelling.

Finally, other benefits to an on-campus location also are important. These include the potential for more effective transfer policies and articulation and with all that this entails, as well as the efficiencies gained through the sharing of support services and campus amenities. The opportunity for adjustments in scheduling as enrollments grow through such measures as the use of hybrid [blended] delivery modes that would free up classrooms as demand increases, and coordinating courses on campus in other existing facilities, carry additional potential for accommodating growth without further capital improvements.

Thus, two campus-based higher education centers -- each planned to accommodate their proportionate shares of projected FTE enrollments for the respective districts, supplemented by enhanced distance education capacities to extend the programs to satellite campuses, and to the Jefferson Higher Education Center (along with the inclusion of the Jefferson Higher Education Center itself in the solution), to each other college, and the inclusion of the community college baccalaureate programs, present and future, are the components of the case with the stronger argument.

**3. THE ORGANIZATION OF EACH OF THE TWO CENTERS SHOULD ACCORD WITH DISTRICT NEEDS, HISTORICAL RELATIONSHIPS WITH PUBLIC AND INDEPENDENT FOUR-YEAR INSTITUTIONS, AND OTHER REGIONAL CONDITIONS AND NEEDS.**

A higher education center employing a multi-university presence with a lead public university appears more congruent with extant circumstances in the region, including the Navy College, than a community college-single university partnership. The institutions already providing programs there and the range of needed programs, especially in Kitsap County, which probably exceeds the program inventories of any of the comprehensive universities, militates against a single comprehensive university, especially if it were an exclusive partnership.

While both of the research universities – the University of Washington and Washington State University – have programs in a range suited to that identified as needed in the region, this advantage in terms of a single university presence would be offset by their higher costs of upper-division and graduate instruction (research university costs average 28% greater at the upper-division level, and 112% greater at the graduate level than those of the comprehensive universities. [See the table]). This may be changing, but there also seems to be a general reluctance on their part to extend campus-based programs off the home and branch campuses except through distance education.

The University of Washington-Tacoma branch has natural links to Olympic College and Kitsap County and could be present in a participant role, perhaps a lead university capacity. Unit costs and program inventory are considerations that would need to be considered – UW-T average upper-division costs are about 30% greater than the average of such costs at the comprehensive universities. There also would be a price (tuition) difference for students.

Nevertheless, the appeal of a research university to residents and employers in the region is undeniable. And in view of these universities’ involvement in the state’s branch campus program (all of which are branches of one or the other research university) including them in what could be an evolving process leading to a branch campus carries certain logic.

The existing providers and the students in their programs, nearly 1000 (estimated at about 300 FTEs), especially in Olympic College’s District, also need to be considered. Their presence has been taken into account in the space and cost estimates of this report.

The CWU university center model that operates in six localities in Central Washington and the Puget Sound region tends to be exclusionary in matters relating to the use of the higher education center. The present students and programs could not be accommodated in the center should this exclusion apply. Still, this model, identified as a “single university-community college partnership,” could fit in other situations where neither the numbers are great nor the list of needed programs expansive. A multi-institution presence, again with a “lead” university (as

	<b>Upper-Division</b>	<b>Graduate</b>
UW All Campuses		\$23,754
Seattle	\$13,948	
Bothell	\$15,847	
Tacoma	\$13,167	
WSU All Campuses		\$21,552
Pullman	\$11,319	
Spokane	\$11,319	
Tri-Cities	\$12,149	
Vancouver	\$12,364	
Average RU Cost/FTE	\$13,006	\$23,089
CWU	\$9,764	\$13,301
EWU	\$9,822	\$9,782
TESC	\$11,035	\$7,768
WWU	\$10,338	\$13,032
Average CU Cost/FTE	\$10,147	\$10,859
% Difference RU/CU	28%	112%

distinct from a “single partner university”) is the preferred model for the HECs in the Kitsap Region.

The resources and roles of other participants in the solution – the Jefferson Higher Education Center, the satellite campuses of Olympic at Poulsbo and Shelton and the satellite campuses of Peninsula at Fort Worden and Forks also need to be included, as does the potential for sharing programs in a collaborative manner between the two parent campuses. Finally, community colleges have been authorized to offer baccalaureate programs as part of the state’s pilot initiative. Peninsula and Olympic College are among them. This authority should be factored into the equation and the range of authorized programs expanded if necessary, especially when providers for crucially needed programs cannot be attracted to the locality.

**4. INTER-DISTRICT COOPERATION IN SUCH MATTERS AS PROGRAM NEED ASSESSMENT, PLANNING, AND SCHEDULING IS ESSENTIAL. THIS WILL REQUIRE CONTINUING CONVERSATIONS AND COMMUNICATIONS BETWEEN THE PRESIDENTS OF THE TWO DISTRICTS AND THEIR HIGHER EDUCATION CENTER DIRECTORS, AND CLOSE RELATIONSHIPS BETWEEN THE GOVERNING BOARDS. A REGIONAL ADVISORY COMMITTEE ALSO WOULD BE AN IMPORTANT CONTRIBUTOR TO THE REGION-WIDE PERSPECTIVE.**

Most of the aspects of this recommendation are evident in the wording. The study proviso called for a regional perspective. A major finding is that the area is too spacious to be served by a single center located in the southeastern corner, even with a substantially increased distance education capacity. Thus, two centers have been recommended. It would be a mistake, however, to lose sight of the regional dimension in favor of two districts and two higher education centers operating in isolation of each other.

Such measures as regular meetings and conversations between the institutional presidents and the center directors, periodic joint meetings of the governing boards (and perhaps an inter-board committee to attend to such matters) could keep everybody on the same page. A regional advisory committee composed of residents of both districts would add an essential and welcome perspective.

**5. EACH HIGHER EDUCATION CENTER SHOULD HAVE A UNIVERSITY PRESENT IN A LEAD UNIVERSITY CO-PARTNER CAPACITY.**

Interest in having a “Lead University” partner is strong. The difference between a “lead university” and a “partner university” as the terms are used in this report is in their application. Lead university refers to an “anchor” or “flag” institution in a multi-institution consortium. “Partner University” applies to the single university-community college relationship, such as CWU-Des Moines. Still another term, “Provider University,” refers to other institutions offering programs in the higher education center.

The lead university is envisioned as a co-partner with the host community college in efforts to attract and enlist other university participants. In many respects the lead university could be an

important draw for other institutions. A lead university would not be expected to provide all of the needed programs, but it would provide some. It also would have an emissary located at the center as a permanent office. The lead university could have a right of first refusal to provide a program, but there should be no provision in any agreement between the host community college and the lead university that would preclude the presence of other institutions at the center if their presence would enhance student access and participation. The lead university also should be encouraged to lend its imprimatur to the center. The notion of an identified presence also extends to the participating or providing universities. Their names and emblems prominently displayed at and on the facility would be important symbols and would provide assurance of a commitment and substance that are vital to a center's appeal.

The enlistment of provider universities should be a collaborative process between the co-partners that could proceed on the basis of a Request for a Statement of Interest (RSI) to universities in Washington. Independent universities should be included in the RSI process. Universities from other states also could be candidates. Washington university responses to the RSI also could be encouraged by the HECB, which, in any case, should have responsibility to review and pass on the centers' plans. The HECB could use its "bully pulpit" to good effect in this regard by encouraging Washington universities in the public and independent sectors to offer needed programs in the centers. Directors of higher education centers in other states, most notably Virginia, South Carolina, and Oklahoma, state that the interest and assistance of the statewide board, especially in such matters as encouraging institution participation, is always helpful and sometimes crucial.

Once chosen, if the lead (or for that matter, a participating) university cannot provide the program or declines to do so, the community college should proceed with a Request for Proposals (RFP) to obtain the needed program and have authority to contract to acquire the program services using higher education center FTE and other funding (e.g., proceeds from space rentals, etc.) In the event these efforts prove unfruitful, it also should have the authority to proceed with planning and program proposals to offer the needed baccalaureate programs itself

Again, decisions about the institutions that would serve in the lead university capacity should begin with the host community college. As a starting point, based on observations formed in the development of this report, Western Washington University would seem to be an attractive candidate at Peninsula College. Washington State University would seem to be an attractive candidate for the lead university role in an Olympic College higher education consortium. Western and the UW-Tacoma also are attractive candidates for lead or participating university in the Olympic District consortium. But there is no further reason to assume that these should be the only candidates.

**6. ADMINISTRATION OF THE CENTER SHOULD BE THE RESPONSIBILITY OF THE HOST COMMUNITY COLLEGE AND THE LEAD UNIVERSITY CO-PARTNERSHIP. THE HOST COMMUNITY COLLEGE IN COOPERATION WITH THE LEAD UNIVERSITY SHOULD BE RESPONSIBLE FOR MANAGING THE CENTER,**

**ENLISTING OTHER INSTITUTION PROVIDERS, AND, WITH THE ADVICE OF THE REGIONAL ADVISORY COMMITTEE, IDENTIFYING PROGRAM NEEDS.**

A co-partnership between the lead university and the host college should describes the administrative model. The details concerning individual and shared responsibilities should be addressed in memoranda of understanding and operating agreements. As a general rule, the host community college should be responsible for maintaining the facility, although there should be cost sharing between it and the universities in matters such as equipment, cleaning, and interior maintenance that are jointly used. It also should be authorized to charge lease rentals for dedicated space and consortium membership fees to participating non-public institutions and to use the proceeds to offset operating costs and as incentives and contracts for programs to attract providers. Consideration also could be given to an agreed percentage of tuition revenues or to a percentage of course or credit hour charges for non-public institution participants.

Each of the participating universities should be responsible for the academic content of its programs, graduation requirements, and other matters concerning quality and adherence to standards.

The host, lead, and participating institutions should approach matters related to articulation and transfer collaboratively and aggressively. Lower-division students in the host institution's programs are likely to comprise a prime enrollment and participation source. Facile movement between the lower- and upper-division components should be a permanent high priority for the centers and those who operate programs within them.

**7. FTE FUNDING AT THE UPPER-DIVISION AND GRADUATE LEVELS AT THE AVERAGE RATE OF THE COMPREHENSIVE UNIVERSITIES SHOULD BE PROVIDED AS OPERATING APPROPRIATIONS TO THE HIGHER EDUCATION CENTERS. IT SHOULD BE AUGMENTED WITH INCOME FROM SPACE RENTALS AND OTHER SOURCES.**

Budget authority for the host institution would provide the flexibility the HEC would need to attract providers and build a program inventory and for planning and rotating programs in accordance with changing needs.

There is precedent in the state funding provided to the Everett Station University Center, which receives direct FTE funding support through the SBCTC budget and Everett Community College, and the Jefferson Higher Education Center, which receives state funding through Peninsula College and the HECB. Also in view of these examples, a blended budget model that would include direct funding to the host college to manage the facility and FTE funding to the lead and participating public universities for students in the programs they provide could be considered.

**8. THE HIGHER EDUCATION CENTER DIRECTOR SHOULD BE A HIGH LEVEL PERSON WITHIN THE COMMUNITY COLLEGE WHO REPORTS TO THE HOST INSTITUTION PRESIDENT AND THE LEAD UNIVERSITY CO-PARTNER.**

The director would have important responsibilities for interactions with the universities and leaders in the community and, as a general rule, should be equal in status to the provosts of participating universities, with authority to administer the center. The emphasis here is on administrative functions – enlisting participants, negotiating contracts, representing the center in memoranda of understanding, scheduling, publicity, etc. As noted above, responsibility for program content and standards should remain with the providing institutions. The director should have a direct reporting line to the president of the host community college and serve at the pleasure of the president and the governing board.

**9. THE BACCALAUREATE AND MASTER’S PROGRAM INVENTORIES FOR EACH OF THE HIGHER EDUCATION CENTERS SHOULD FOCUS ON THE FIELDS IDENTIFIED IN THE STUDY, PREVIOUS ASSESSMENTS OF EMPLOYER AND REGIONAL NEEDS IDENTIFIED AS IN THE REPORT AND THE HECB’S LIST OF HIGH DEMAND PROGRAMS AND PROGRAMS IN STEM FIELDS. COOPERATION AND COORDINATION SHOULD BE STRESSED AND ADDRESSED THROUGH COOPERATIVE PLANNING, CONVERSATIONS, STAFF INTERACTIONS, SCHEDULING, AND COMMUNICATIONS BETWEEN THE TWO CENTERS.**

At the bachelor’s level the programs considered to be in great need are the Health Sciences, Education, Computer and Information Sciences, Engineering, Business, Natural Resources and Conservation, Biological Sciences, Math and Statistics, the Physical Sciences, and Public Administration. Those deemed to be needed at the master’s level are essentially the same. The HECB’s list of high demand programs features science, technology, engineering, mathematics, and the health sciences. The STEM fields are science, technology, engineering, and mathematics. There is strong agreement between local and state interests in these program areas, and they are identified as high priority fields for the respective institutions in the operations plan that follows. Planning with respect to specific programs should proceed accordingly, directed to the definition of majors within these fields, taking into consideration programs presently available, and aiming for funding for state subsidized FTEs in high demand/STEM programs at the centers during the 2009-2011 biennium.

**10. THE BACHELOR PROGRAMS OF THE RESPECTIVE COMMUNITY COLLEGES SHOULD BE INCLUDED IN THE HIGHER EDUCATION CENTER PROGRAM INVENTORIES.**

The list of such programs should be allowed to increase in accordance with evidence of need at the center and the willingness and capacity of universities to provide them. Such programs should be an option for the host college’s baccalaureate efforts, especially if other qualified providers cannot be brought into to offer them at the center.

**11. AS WITH OTHER ENDEAVORS OF THIS TYPE, THE KITSAP HIGHER EDUCATION CENTERS MAY PROVE TO BE AN INTERIM SOLUTION SHOULD ENROLLMENT AND PARTICIPATION RATES EXCEED PROJECTED LEVELS OR AT A POINT WHERE THE HIGHER EDUCATION CENTER NEEDS TO BECOME MORE COMPREHENSIVE. THE HECB SHOULD CONSIDER A PROCESS FOR EVALUATING THE CENTERS IN A TIMELY FASHION, ASSESSING THE NEED AND APPROVING TRANSITIONS FROM ONE STAGE TO THE NEXT ON AN ORDERLY AND PREDICTABLE BASIS.**

The argument for this recommendation is pretty straightforward. In its policy paper on higher education and other centers the HECB has established some standards to guide institution transitions. It also has identified the Kitsap Higher Education region solution as a component of its “Delivery System Design Project,” and it has review and approval authority over new bachelor and graduate programs in public institutions. All of these come into play in the present situation, as does the Board’s interest in a cost-effective approach to baccalaureate education needs in other areas. There is time, and there is a rather clear need, to create a process for these initiatives to develop and grow in an orderly manner.

As envisioned here, the process would include consultation with the SBCTC, Washington’s public universities, and others to ensure that change would be predictable, collaborative, in accordance with established criteria, based solidly on need, and manageable. This recommendation is intended to take the HECB 2006 policy paper to its next logical step with a process through which change can occur.

**12. THE STUDY DIRECTIVE CALLS FOR PROGRAM AND OPERATING PLANS FOR THE HIGHER EDUCATION CENTERS. IN THE FORMAL OR DETAILED SENSE, SUCH PLANS WILL NEED TO AWAIT THE HEC’S INAUGURATION, BE DEVELOPED BY CENTER AND INSTITUTION STAFF, AND GO THROUGH THE INSTITUTIONAL AND STATE REVIEW PROCESSES. PLANS AT THAT LEVEL OF DETAIL WOULD BE PREMATURE AT THIS STAGE. WHAT CAN BE PRODUCTIVELY OFFERED HERE ARE RECOMMENDATIONS ON PRINCIPLES AND STAGES THAT CAN BE CONSIDERED BY THE INSTITUTIONS AS EVENTS UNFOLD. THEY ARE NOT INTENDED TO BE PRESCRIPTIVE; RATHER, THEY ARE OFFERED AS GUIDES OR BENCHMARKS. THOUGH PRESENTED IN THE MANNER OF TWO CENTERS THAT PROCEED IN TANDEM, WHICH IS THE RECOMMENDED APPROACH, BUDGET UNCERTAINTIES MAY REQUIRE A SEQUENCED ORDER WITH ONE CENTER ADVANCING A STEP AHEAD OF THE OTHER. IF STAGING CANNOT BE AVOIDED, OLYMPIC COLLEGE CENTER SHOULD RECEIVE THE FIRST PRIORITY FOR CAPITAL FUNDING, WITH PENINSULA FOLLOWING IN THE NEXT BIENNIUM. IN ANY CASE, BOTH DISTRICTS SHOULD BE ALLOWED TO PROCEED SIMULTANEOUSLY WITH THE OTHER, I.E., NON-CAPITAL, ASPECTS OF THE PROGRAM, ESPECIALLY WITH HIGH DEMAND AND STEM PROGRAMS, LOCATING ACTIVITIES AND PROGRAMS IN OTHER SPACE ON CAMPUS WHILE THE CAPITAL PROCESS PROCEEDS.**

The recommended principle features of a program and operating plan for the Kitsap Region higher education centers include the following:

- Initial biennium<sup>6</sup> operating funds should be sought by and provided to each of the colleges for their higher education centers in the recommended amount of \$250,000 for a director and assistant to commence the program planning, start-up, and the facility design processes.
- Strong community support for the higher education centers exists in each district. The colleges should be encouraged to call upon these resources as the centers develop.

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<sup>6</sup> All other things equal, the “initial biennium” is intended to be 2009-11.

They also should be authorized to seek and accept gifts, grants, and contracts for their higher education centers, and to provide in-kind services in matching grant programs.

- FTE funding should be sought and provided in the operating budgets of each of the institutions while the construction process unfolds to allow the centers to proceed with program planning, enlist providers, and accommodate HEC classes in other campus facilities on a space available basis. High demand and STEM programs fields should be pursued as a program priority.
- Authorization and capital funds for the first phase of the capital process should be sought and provided during the initial biennium. Recommended funding for the first phase of the capital development process (planning and design) should be approximately \$2.0 million for Peninsula College, and \$4.0 million for Olympic College.
- The capital construction process should continue in the standard fashion during the second and third biennia, with construction funds appropriated and apportioned accordingly. Occupancy should be planned for early in the third biennium. Lead universities should be identified and involved, program-providing universities should be aligned, and the first full HEC program schedule should have been promulgated and be in place by this point.
- Operations funding should key on the Medium Projection level of 990 upper-division and graduate FTEs in the Olympic College HEC, and 500 upper-division and graduate FTEs in the Peninsula College HEC by 2015. Graduated interim enrollment goals should approximate the following and commence with the Low Projection during the start-up years of the initial biennium, shift to the Medium Projection during the second biennium, and accord with the Medium Projection as the enrollment goals thereafter to year 2025, adjusted in accordance with changes in objective circumstances and experience:

<i>Year</i>	<i>Peninsula HEC</i>	<i>Olympic HEC</i>
2010	440	760
2011	442	770
2012	452	780
2013	460	800
2014	470	850
2015	501	991

- The efforts to identify lead universities and program providers and proceed with program planning for baccalaureate development should be guided by a program plan focused on the fields identified as those in greatest need for the respective centers. These are listed in terms of their relative weight on a 1-10 scale on the following table. Those with the highest scores, more than 7.0 are highlighted on the table. STEM fields are highlighted in the program field column. These are the logical high priority candidates:

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<i>Program Field</i>	<i>Olympic HEC</i>		<i>Peninsula HEC</i>	
	<i>Bachelor's</i>	<i>Master's</i>	<i>Bachelor's</i>	<i>Master's</i>
<i>Degree Level</i>				
Public Administration	4.1	3.5	4.8	4.8
Physical Sciences	6.1	4.7	4.9	4.3
Natural Resources & Conservation	7.0	5.3	6.4	4.9
Math & Statistics	6.1	5.4	5.8	5.3
Health Professions	8.5	5.3	8.4	7.4
Engineering	6.3	5.9	7.6	6.6
Education	7.6	7.4	7.8	7.9
Computer & Information Sciences	8.5	5.3	7.7	6.3
Business	7.6	5.8	7.0	6.6
Biological Sciences	6.9	5.8	5.8	5.2

➤ In chronologically arranged tabular form, these principles align as follows:

<i>Year</i>	<i>Action</i>	<i>HEC</i>	<i>Host Institution</i>	<i>SBCTC</i>	<i>HECB</i>	<i>Legislative/Executive</i>
2009	Submit request for \$250K start-up funding		Request	Approve	Review	Authorize and Appropriate
	Hire director	Issue SOI for Lead University	Authorize			
	Program list	Identify programs, including high demand and STEM fields, and prepare program list and master program plan; establish HEC Advisory Committee	Approve		Review	
2010	Submit request for FTE funding, including funding for high demand and STEM programs, as part of		Approve	Approve	Review	Authorize and Appropriate

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	supplemental budget					
	Capital Design Funds for HEC		Approve	Approve	Review	Authorize and Appropriate
2011-12	Enlist initial High Priority program providers	Issue RFPs for programs	Approve	Review	Review	
	Construction & Operations (FTE) Funding Request in Biennium Budget	Prepare & Submit Budgets	Approve	Approve		Authorize and Appropriate
	Enlist Program providers	Issue RFPs for programs	Approve			
	Commence HEC Construction			Approve		
2013-14	Commence HEC Operations in Host Campus Buildings	Manage HEC Schedule and operations.	Approve			
	Commence and Normalize HEC Operations in HEC facility	Manage HEC Operations	Serve as fiscal agent and overseer			

The background and supporting material for these findings and recommendations is presented in the chapters of the full report; these are places readers are encouraged to visit.