MINUTES

MONTANA HOUSE OF REPRESENTATIVES 53rd LEGISLATURE - REGULAR SESSION

JOINT SUBCOMMITTEE ON EDUCATION & CULTURAL RESOURCES

Call to Order: By Chairman Royal Johnson, on February 3, 1993, at 8:00 a.m.

ROLL CALL

Members Present:

Rep. Royal Johnson, Chair (R)

Sen. Don Bianchi, Vice Chair (D)

Rep. Mike Kadas (D)

Sen. Dennis Nathe (R)

Rep. Ray Peck (D)

Sen. Chuck Swysgood (R)

Members Excused: none

Members Absent: none

Staff Present: Taryn Purdy, Legislative Fiscal Analyst

Skip Culver, Legislative Fiscal Analyst

Curt Nichols, Office of Budget & Program Planning Amy Carlson, Office of Budget & Program Planning

Jacqueline Brehe, Committee Secretary

Please Note: These are summary minutes. Testimony and

discussion are paraphrased and condensed.

Committee Business Summary:

Hearing: UNIVERSITY OF MONTANA AND WESTERN

MONTANA COLLEGE

Executive Action: NONE

HEARING ON UNIVERSITY OF MONTANA

Tape No. 1:A:000

Informational Testimony:

George Dennison, President, University of Montana, distributed EXHIBIT 1 which he used in his presentation concerning the accomplishments, achievements, concerns and requests of the university. He said that currently the enrollment was 10,600 with 8,000 being Montana residents. The average age of the students was 25 which indicated a change in student demographics. He noted that although the enrollment had grown over the last few years, the faculty and administration had not increased concomitantly. He briefly reviewed the role and scope of the

university, its goals, outstanding student achievements, and faculty accomplishments. **EXHIBIT 1**

Dr. Dennison described the activities that faculty were involved in and noted that an average work week was 43 hours. EXHIBIT 1, pages 11-12 The excellence of the faculty was reflected in the number and size of grants and research awards. EXHIBIT 1, pages 13-18 Page 21 of the exhibit listed the accreditation status of university programs. Dr. Dennison pointed out that every program was accredited.

Dr. Dennison then reviewed issues surrounding enrollment, faculty/student ratios, unfunded enrollment and class size and distribution. EXHIBIT 1, pages 24-33 He noted that although enrollment in the last few years had increased rapidly, so had average ACT scores and the average high school GPA. The rapid growth in enrollment resulted in a large number of unfunded students which reduced the expenditure per student. It also increased the faculty/student ratio to 1:21. He stressed the scheduling difficulties students were experiencing along with the difficulty of seeing advisors because of increased advising loads. EXHIBIT 1, pages 34-35

Dr. Dennison explained the reasons students take more than four years to graduate and strategies the university was using to assist them. EXHIBIT 1, pages 37-38

Dr. Dennison stressed that the university was using additional funds available in the increased tuition revenue to assist students. The graph on page 39 of the exhibit showed that \$1.4 million of the additional revenue was used to provide extra class sections, \$397,000 for instructional technology and \$311,446 for instructional contingencies. He noted the need for financial aid for students and explained that 85% of students applied for financial aid with 66% receiving some form of aid. EXHIBIT 1, pages 40-44

The tuition indexing concept was the next area addressed by **Dr. Dennison.** He said he strongly endorsed the action of the Regents because it would restrict the use of the general fund to the support of the residents of Montana and would preserve access for residents. **EXHIBIT 1, pages 45-46**

Dr. Dennison reviewed budgetary issues including the expenditure per student, support per student and the student share of the cost of education. He pointed out that the proportion which students were paying had been steadily increasing since 1983. EXHIBIT 1, pages 48-52 He then reviewed the status of the university in comparison to its peers. EXHIBIT 1, pages 53-63 He pointed out the university was well below the peer average in expenditure per FTE.

The area of faculty salaries was the next issue addressed by Dr. Dennison and which he characterized as the most challenging.

EXHIBIT 1 presented data concerning the comparison of faculty salaries to peers and to the national average. It showed that the university ranked last in average salary at the full and associate professor level when compared to 192 Ph.D granting institutions. Because newer faculty were being hired at higher, more competitive salary levels, 47% of the university's faculty members had junior colleagues who earned more. Dr. Dennison noted that the inflation rate in the past eight years had outdistanced pay raises in all but two biennia resulting in a 11% loss in purchasing power. EXHIBIT 1, pages 64-74

Dr. Dennison supplied information on the number of administrators and their workloads and responsibilities. He noted that in comparison to peers, the university had fewer support staff in relation to enrollment. More work was done per administrator for fewer dollars when a peer comparison was made. EXHIBIT 1, pages 75-80

Tape No 1:B

Dr. Dennison reported on the results of the merger between the university and Western Montana College. He said that no significant savings had been realized although both campuses did experience benefits. EXHIBIT 1, page 81

Dr. Dennison then discussed the specific request of the university. He asked for restoration of the general fund recisions of the last two special sessions and a recognition of enrollment increases. He wanted tuition indexing to be implemented over a four-year period. He requested matching funds for continuation of the Centers for Excellence. He stated that the cost of all the requests amounted to a \$14.6 million increase over the biennium. Pages 82-86 of EXHIBIT 1 gave details of the budget, the request of the university and how the requested increases would be spent. Using the chart on page 86, he noted that the Regents were requesting a cost of education for students of \$5,806 in FY94 and \$6060 in FY95 as an attempt to reach parity with the peer average. In the Regents request, the faculty/student ratio would be lowered to 1:17.9 in FY94 and 1:17.5 in FY95. Instructional support per student would rise to \$523 in FY94 and \$607 in FY95 in an effort to reach the peer average.

Tape No 1:B: 335

Dick Barrett, Professor of Economics, U of M, spoke on behalf of the Teachers' Union. He noted that faculty salaries were not only last compared to the 192 Ph.D. granting institutions, but were also a significant distance below the national average. He stated that although incomes in Montana were among the nations lowest, faculty were among the most underpaid groups in the entire state. He referred to the inversion data in EXHIBIT 1, page 73A, and noted that no improvement had been made since the last biennium and that the situation was actually worse. He said it was almost impossible to rectify the inversion inequities and

keep pace with the national market when hiring new faculty with the money designated for this purpose.

Dr. Barrett described the implications of the inversion problem. The first was morale. The second was the destructive message sent to productive faculty that the best way to advance was to leave. The present faculty had a high percentage of senior members which meant a large turnover could be anticipated fairly soon. The third implication was the problem of replacement unless more competitive salaries were offered. Dr. Barrett supported the Regents' requested budget.

Lou Tarry, President, Staff Senate, UofM, spoke to the need for increased staff wages noting page 74 of EXHIBIT 1 illustrated how staff wages had not kept pace with inflation and had actually decreased by 11% in purchasing power. In January, 1991 the Staff Senate surveyed the staff at UofM and found many university employees qualified for welfare programs and energy assistance. Some could not participate in the medical and dental care available through the university because they could not pay the cost of deductibles. It was common for some of the staff to buy their clothes at Goodwill stores.

Ms. Tarry noted that pay raises were given during the last biennium and were beneficial. She explained that with the projected inflationary rates, staff salaries would be 19-20% behind the 1986 levels if increases were not given this biennium. She reiterated that much of the staff could be classified as the "working poor".

Patrick McCleary, President, Associated Students, U of M, noted the negative consequences at the campus of the budget shortfalls in the past. He referred to the Crossroads Report issued by the commission appointed by Governor Stephens to study the university system. He noted that the report recommended changes in the funding policy of the university system and a time frame had been given. It recommended that the cost of education per student be increased by limiting enrollment or by increasing funding. He said tuition indexing would stabilize the cost of college education by limiting enrollment. He supported the Regents request as the most appropriate to reach peer funding levels.

Mr. McCleary said the present choice was between quality funding and access. The goal was to stabilize the financial condition of the university system; otherwise, long term planning was a farce and programs and facilities deteriorated.

CHAIRMAN ROYAL JOHNSON noted that although tuition had been increasing, there was no decrease in enrollment. He asked Mr. McCleary for his view on the reason for this phenomenon. Mr. McCleary answered that with a declining economy nation-wide, there was a premium on education. He added that high schools were doing a better job preparing students for college. He noted his distress with the trend to fill the state budget shortfall with tuition dollars.

Ray Landfler, Professor of Philosophy and Chair of the Faculty Senate, UofM, stated that he had been at the university for 23 years and spoke to the quality of the students and their work. He told the committee about a document produced by the University Teachers' Union and sent to the legislature in 1973. Similar challenges were addressed then as now. He stated that although every biennium the university indicated budget cuts would have negative effects, every biennium the university produced significant achievements. It had managed to cope. He said that now internal damage had been done. He described the consequences on the campus of consistently inadequate budgets mentioning the growth in faculty/student ratios, inadequate staff to respond to inquiries into particular programs, increased class sizes and loss of personal academic contact, reduced retention, and prolonged matriculation.

Dr. Landfler listed the impact of inadequate operating budgets including departments which could not afford postage stamps, reduction in the number of phone calls, inability to afford paper for exams, and the inability to buy markers to write on instructional boards. He explained that there were not enough large rooms on campus to accommodate large-sized classes at convenient times. He noted that the chemistry and physics lab equipment was inferior to that available at the local high schools. In some of the science departments, labs were not required because the equipment was antiquated. Geology no longer required field trips on the introductory level because the university could not afford the transportation.

Dr. Landfler said that the greatest crisis the university would face in the coming years would be the massive retirements due to large numbers of senior faculty members.

Dr. Landfler endorsed the concept of tuition indexing and noted that it provided some financial stability. He said the reason for the quality of the university was the commitment of its faculty, staff and administrators. He voiced concern for the burn-out of faculty continually trying to cope under adverse financial conditions.

Tape No 2:A:721

Terry Minnow, Montana Federation of Teachers, said her organization supported the funding levels as proposed by the Board of Regents. She said the funding of higher education was a long-term investment in the future of Montana.

Jim Vidal, lawyer, Kalispell, spoke in opposition to the funding of a public television station at the University of Montana in Missoula. He distributed Exhibit 2 which was a compilation of material in support of his position. He requested that the committee include in the language of HB 2 under the areas for the UofM and MSU the following: "No current unrestricted funds appropriated for the public service program [Item--] may be spent for expansion of public television to western Montana."

Mr. Vidal noted that the Hammond Report had indicated the trend in public broadcasting nationally was toward regionalism rather than a local focus. Exhibit 2, pages 87-94 He said the expansion of television with the establishment of KUFM was an unnecessary expenditure especially during the present financial crisis. Presently the west side of the state was served by KSPS out of Spokane. With the addition of three translators, the southern part of western Montana could also receive KSPS. He spoke to the quality of programming at KSPS.

Mr. Vidal stated that there had been no public input into the expansion of KUFM into Missoula. He noted that \$480,000 was being provided for the support and enhancement provisions of the expansion. Exhibit 2, pages 1-5 He noted that although there was federal money for start-up of the expansion, it would cost the state a great deal of money to maintain it. He pointed out that KUSM in Bozeman had an adjusted budget of \$1.3 million which served 32,921 homes (off cable) at a cost of \$40.66 per household. He stated that this was one of the highest household costs in the nation and would actually go up with the expansion into Missoula. Exhibit 2, pages 75-86 In comparison, he said that KSPS served 975,000 households on \$3.7 million with only 1.4% of its support coming from the state of Washington.

Mr. Vidal said that currently KUSM provides 60% of the quality programming of KSPS out of Spokane. He contended that the other 40% was inferior programming. For the cost of three translators (about \$15,000) households in southwest Montana could get public television without the use of cable, and the state would save the cost of purchasing programming for KUFM. He noted that KUED out of Salt Lake City would very likely come back to eastern Montana if KUSM were eliminated.

Mr. Vidal stressed that there was no public input into the present expansion. Funding for it was added in the final days of the last regular legislative session. He requested that funding for KUFM be terminated and a study begun to determine whether KUSM should be maintained. He suggested bringing KUED back and keeping KSPS. He said he did support METNET.

Dave Wilson, University of Montana, disagreed with the information presented by Mr. Vidal. He said the project was a public telecommunications project, not a public television project. Television comprised only a small portion of the overall proposal. He stated that the two-way interconnection between Bozeman and Missoula would allow KUSM and KUFM to share programming including continuing education. The project was driven by educational needs. The awarding of the largest grant of its nature to the university for the establishment of the project indicated the merit of the proposal. He added that there had been public debate of the project and stressed the support of the Regents and others. He noted that there was only a 5% programming difference between KUSM and KSPS. He stressed that the system was cost effective. A separate station was not being

created in Missoula; rather, a satellite station was being established. Mr. Wilson stated it was an educational effort that supported METNET in its educational goals. He added that KSPS and KUED were fully behind the project.

SEN. CHUCK SWYSGOOD asked Mr. Vidal for his response to Mr. Wilson's presentation. Mr. Vidal said that originally UofM favored linkage with KSPS rather than with KUSM. He noted that in surveys in Kalispell 68% wanted specific programming rather than a specific station. He reiterated that KUFM was unnecessary and too costly.

John Hutchinson, Commissioner of Higher Education, explained that originally the incentive was for the UofM to set up an independent television station in concert with KSPS. The Board of Regents decided it would be better to have a unified state-wide system. It was an effort to eliminate unnecessary duplication. He added that Mr. Vidal was given the opportunity to make his presentation to the regents, which he did.

HEARING ON WESTERN MONTANA COLLEGE

Tape No. 2:B:357

Informational Testimony:

Michael Easton, Provost, Western Montana College, stated that the primary focus at the college was education of teachers for small communities in Montana. In 1987 the Regents administratively merged the campus with the University of Montana. At that time, the college lost its Business Administration Program and the graduate program in Education which together constituted 40% of the college's enrollment. The effect on the campus was devastating with freshman enrollment dropping 50% in the fall of 1987.

Dr. Easton described the college as an undergraduate institution with 1,064 students. The average student age was 25. The FTE had increased dramatically over the past four years. He added that 91% of the students were Montanans with a placement of graduates of 88%, 63% in Montana. He referred the committee to EXHIBIT 3 which listed the various projects which had received grant support. All projects were consistent with the emphasis the college had on education of teachers. He also referred to the exhibit in describing the college's effort at raising outside funding and its success rate.

Dr. Easton noted that the recisions of the special sessions cost the college \$98,523 in FY92 and \$96,322 in FY93. EXHIBIT 3 The reductions were met through vacancy savings and reductions in the number of temporary faculty. Since it resulted in a reduction in the number of offerings, the years for graduation increased for some students who could not get the classes they required.

Dr. Easton stated that institutional support had increased slightly from 13.73 FTEs in FY89 to 14.84 in FY93. EXHIBIT 3 In the same time period the FTEs in Student Services had gone down by one FTE while academic support increased by 0.15 FTE. He noted that the number of administrators had gone down in nine years while the number of students was increasing. Dr. Easton referred to the executive budget for the college which listed tuition revenue as \$1.7 million for FY94 and FY95. He said this would be a 33% increase over the present revenue and stated it would not be possible to attain that level.

Dr. Easton noted that additional budget reductions would result in layoff of personnel. Because the focus of the campus was on teaching, there were few programs to cut.

Questions, Responses, and Discussion:

CHAIRMAN JOHNSON asked what the size of the endowment was at Western Montana College. Dr. Easton said the endowment had gone from \$200,000 to \$1.2 million in four years. In addition, there was a \$1.5 million endowment for arts only. He explained that an art faculty member died and left her entire estate to establish the endowment which could only be used for operations, maintenance and scholarships.

REP. MIKE KADAS asked how Western would deal with the reductions in the proposed executive budget. Dr. Easton stated that there were certain fixed costs that existed regardless of the size of an institution and limiting student enrollment did not save money. To meet reductions they would try to further consolidate administration. After that, first-year faculty would be eliminated. Without additional faculty the college could not handle more than 1,350 students.

Dr. Dennison distributed EXHIBITS 4 and 5 and used them in his description of the Centers for Excellence which included the Center for Excellence in Biotechnology, EXHIBIT 4, and the Entrepreneurship Center. EXHIBIT 5 He said the centers had not been funded directly through the general fund in the past, but through loans obtained from the Montana Science and Technology Alliance. The university was requesting \$250,000 to pay back the loans. The exhibits listed the annual funding and the accomplishments of the centers.

Questions, Responses, and Discussion:

REP. KADAS asked a question in regard to the budget for the UofM. He noted that the UofM would have to take \$11 million of the proposed \$20 million cut in the executive budget. Of the \$19.5 million in general fund reduction, UofM would take a \$16.8 million cut. The UofM would suffer 85% of the reductions designated for the six units. He said he assumed it was because of the enrollment and the faculty/student ratios. He asked for the president's response.

Tape No 3:A:000

Dr. Dennison referred to page 82 of EXHIBIT 1 which compared the executive budget, the LFA budget and the Regents' request. He explained that, according to their calculations, the university would receive a \$10 million reduction in general fund support over the biennium. He added that it was an estimate because the Regents had not yet had a chance to work through the figures. The other reductions came in tuition revenue and in the reduction of scholarships. The effect of the executive budget was to reduce enrollment by about 1,000 students, who would mostly be resident students since the support reduction would be in general fund money. He agreed that the university was being hit hard because enrollment had increased significantly over the biennium and the executive used the previous budget to design its present one and did not take enrollment into account.

SEN. DENNIS NATHE asked how fast the university could respond to the directive on WUE (Western Undergraduate Exchange) students from the Regents. Dr. Dennison said the university had been accepting applications from non-residents, but not as WUE students. When the Regents acted, the university decided to use WUE funds as a scholarship program with 50 students being admitted each year for the next four years. There would eventually be about 200 WUE students each year.

SEN. SWYSGOOD asked if the university would increase its recruitment of out-of-state students if a drop in general fund money limited resident student enrollment. Dr. Dennison explained that tuition indexing, if implemented, would set a ceiling for non-residents which they would not exceed. He added that non-residents would be paying the full cost of instruction. SEN. SWYSGOOD voiced his concern about tuition indexing. repeated that resident enrollment was directly tied to general fund support and if the legislature decreased that support, it resulted in an enrollment limit. Depending on the enrollment cap, non-residents could make up the difference. Dr. Dennison acknowledged the concern and voiced his opinion that the legislature should be making the decision as to how many residents would be educated in the institutions of higher education, however, the facilities should not be left unused if there was room for non-residents. He noted that states which had adopted the concept of tuition indexing had all struggled in determining the proper non-resident to resident tuition ratio. The decision as to the balance would determine the access for residents.

SEN. NATHE asked what other mechanisms for capping enrollments the Regents had considered besides tuition indexing. Dr. Hutchinson explained the Regents were still in the process of discussing what caps should be used. The mechanism which was now being considered involved determination of the physical capacity of the institution, an evaluation of their bonding requirements and other factors. Establishing a cap would put a brake on rampant recruitment activity. He agreed that it was the job of

the legislature to determine how many resident students the state could educate. He added that university units should be allowed to admit non-residents to fill in the difference between the number of residents and the physical capacity of the institution.

REP. KADAS explained that there were two types of caps. One was for in-state students which was based on available general fund and the ratio of tuition to general fund support. The second cap was an institutional cap by campus based on the number of students the facility could contain. The legislature would be involved in establishing the first cap. He asked when the information about the second cap (physical capacity of the institutions) would be available. Dr. Hutchinson said the information would be supplied before the end of the legislative session.

REP. KADAS asked what the UofM would do if it received a budget at a level recommended by the executive. Dr. Dennison said the presidents were under directions from the Regents to develop scenarios responding to that situation. In preliminary discussions it was determined that access definitely would be reduced. Administrative costs would also be carefully examined. Programs would not be eliminated. Unless the number of students were reduced, costs could not be reduced. REP. KADAS noted that the university had an increase in enrollment of 1,200 student FTEs from the last biennium. He asked if the university would cut 1200 students. Dr. Dennison responded that 1,200 students could not be cut in one year. Access would be the only way to reach the lower enrollment figure.

CHAIRMAN JOHNSON noted that all the proposed budgets provided for an increase in actual expenditures over 1992. The legislature would decide how much of it to fund. He voiced concern about using the peer average as a benchmark. As a salary was increased in one of the peer institutions, then an increase occurred in another institution as an escalating effect. He asked how the increases stopped if the institutions were all using each other for comparison. Dr. Dennison stated that two institutions could use each other for leveraging. He noted, however, that the figures used in his presentation were national averages. He spoke to the usefulness of peer comparisons as a benchmark.

HOUSE EDUCATION & CULTURAL RESOURCES SUBCOMMITTEE
February 3, 1993
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ADJOURNMENT

Adjournment: 11:45 a.m.

REP. BOYAL JOHNSON, Chair

Jacqueline Breke, Secretary

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HOUSE OF REPRESENTATIVES

	EDUCATION	SUB-COMMITTEE		
ROLL CALL		DATE _	2-3	

NAME	PRESENT	ABSENT	EXCUSED
REP. ROYAL JOHNSON, CHAIRMAN	V		
SEN. DON BIANCHI, VICE CHAIRMAN	V -		
REP. MIKE KADAS	· ·		
SEN. DENNIS NATHE	V		
REP. RAY PECK	V		
SEN. CHUCK SWYSGOOD	1		

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The University of Montana

February 3, 1993

Exhibit 1, "Report to the Legislature: February 3, 1993", is 86 pages long. The original is stored at the Historical Society at 225 North Roberts Street, Helena, MT 59620-1201. The phone number is 444-2694.

SUBJECT

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Letter - Rep. Tom Zook	New 6-7
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Letter - Eric Newhouse, Editor Great Falls Tribune	New 9-10
Correspondence from Claude Kistler, General Manager Public Television KSPS	New 11
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Costs of Putting Translator on Air	New 13
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Exhibit 2, "Index", is 128 pages long. The original is stored at the Historical Society at 225 North Roberts Street, Helena, MT 59620-1201. The phone number is 444-2694.



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The University of Montana

Montana College

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Exhibit 3, "Issues '93", is 9 pages long. The original is stored at the Historical Society at 225 North Roberts Street, Helena, MT 59620-1201. The phone number is 444-2694.

MONTANA CENTER OF EXCELLENCE IN BIOTECHNOLOGY

A Center funded by the Montana Science and Technology Alliance in which The University of Montana is the lead institution and manages the program cooperatively with Montana State University. The Montana Science and Technology Alliance began funding the Center in April of 1988. The bi-annual administrative budget for the program is approximately \$168,000 plus \$550,000 in competitive research loans.

Accomplishments:

- ■Has the major coordinating role for developing University biotech/business interactions. This involves shared equipment, availability of faculty expertise, opportunities for students, etc.
- ■Initiated two major biotech equipment grants totalling \$750,000.
- ■Sponsored three annual poster exchange conferences bringing together researchers and biotech business people.
- ■Assisted in the publishing of three hundred page Montana Bioscience Research Directory.
- ■Sponsors the statewide biotechnology forum with over five hundred university and industry participants.
- ■Represents the State of Montana in numerous national and international biotech meetings and is a major focus in Montana's NSF EPSCoR proposal.
- ■Funded research in areas with high commercial possibility, such as: semi-synthetic liquid medium production of taxol, diagnostics for neonatal diarrhea, software for maximum performance chromatography, multiple disease resistance in Canola. In this role, the Center serves as a stimulator and coordinator of University system activities in developing commercial biotechnology applications.

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MONTANA ENTREPRENEURSHIP CENTER

A Center funded by the Montana Science and Technology Alliance in which The University of Montana is the lead institution and manages the program cooperatively with Montana State University and Eastern Montana College. The Montana Science and Technology Alliance began funding the Center in July of 1988. The bi-annual budget for the program is \$404,000.

Accomplishments:

- ■The Center has responded to over 2,500 business requests for business assistance from Montana businesses.
- ■In the last year alone, the Center has linked Montana businesses with over 2,300 different resource opportunity in the public, private, and university sectors.
- ■Awarded almost \$400,000 by the U.S. West Foundation and others in support of its business assistance program.
- ■Serves as a central information source and networking agent for entrepreneurs, small business owners, business assistance providers, and economic development specialists.
- ■Operates the Montana Private Capitol Network, a computerized

 "matching program" that links Montana entrepreneurs with potential

 investors.
- ■Operates an electronic bulletin board conferencing system that helps Montanans bridge the vast distances across our rural state.
- ■This Center is the University System's coordinated business assistance program providing Montana entrepreneurs with information for success.

EXHIBIT.	5
DATE	2-3-93
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HOUSE OF REPRESENTATIVES VISITOR REGISTER

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