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**Oregon State Board of Higher Education  
Student Participation and Completion Committee**

January 30, 2009, 9am-noon

Location: Portland State University

**MEETING NOTES**

**Attendance**

Mark Endsley, Pat Burk, Brian Fox, Gayle Yamasaki, Dave McDonald, Stephanie Carnahan, Chris Cronin, Lew Frederick, Jackie Grant, Jon Joiner, Rosemary Powers, Di Saunders, Bob Turner, Agnes Hoffman, Chris Cronin, Tamara Henderson, Nan Poppe, Ruth Keele, Bob Kieran, Rob Findtner, Bridget Burns, Di Saunders, Endi Hartigan

Meeting notes: Endi Hartigan

**Introduction and welcomes**

Dalton Miller-Jones welcomed participants and introduced Bob Kieran, OUS Assistant Vice Chancellor for Institutional Research and Planning, who would present on institutional research related to OUS Student Participation and Completion, by various categories. Miller-Jones said that data is critical to the committee's work. Miller-Jones also noted that we would look at our work load given budget constraints. The Board had a retreat in early January and discussed a general diversity policy, as well as how the board can move more toward a policy role and less of a hands-on managerial role. There is now a standing committee on strategic initiatives, and the participation and completion group is one of the strategic initiatives.

**Presentation, Bob Kieran**

Kieran introduced his PP presentation, noting he would discuss participation and completion primarily in respect to four groups of underserved groups: ethnicity, age, urban rural differences, and income.

Kieran said that the first group of slides looks at educational attainment for our state now for adults by ethnicity. One bar that jumps out is the Hispanic/Latino level. The blue bar tells us that they have not followed the same path as the rest of our population. We would like to see a lot of bachelor degrees or better. The Governor has made a commitment to 40/40/20, which means 40 percent with four year degree or more, 40 percent with post-high school certificate training, and the remaining 20 percent with at a minimum a high school diploma or equivalent. Miller-Jones asked about quality of census, and Kieran said that the ACS survey is done every year is reasonably accurate.

Nan Poppe noted that our biggest challenges is meeting the 40 goals in the green area of the chart, earning a credential. Kieran said that our state has a high percentage of students with some college no degree compared to other states. Nan Poppe said that Washington did a study and showed that to have value in the labor market you need to have at least a year of college and some sort of credential, a certificate or degree. One thing that skews the numbers in Oregon is we get reimbursed for noncredit courses; we one of the few states that does this. This gets people into jobs but is not a Board certified credential. Poppe said that in the community college system we are one of 5 states that is trying to realign our offerings around a career pathways model. It used to be that the system offered a one year certificate or a two year associate's degree. We are now chunking those up into

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meaningful milestones that can relate to a job, so that students can get career pathway certificates along the way, and these are stackable; this will increase the certificate numbers. The Board has approved over 100 of these.

Mark Endsley said there are two things to talk about with respect to 40/40/20 goals, from *Where Have Oregon's Grads Gone?* and the NCHEM study for the State of Oregon. WHOGG says 70% of high school graduates end up attending college within two terms. These numbers show that some college is attained by about that number of students. What NCHEM says is that about one third of graduates don't graduate on time, so what they're not doing is going beyond that minimum diploma. For implications, in that middle green section, we need to consider how do you get people to continue to have the incentive beyond taking a couple of classes? Also, when we say 70% go on, many go out of state.

Miller-Jones said that the first question is what the committee sees as the most important measurable outcome that we can achieve in the next 12-18 months.

Ruth Keele noted that in terms of policy questions, one thing to keep in mind is that the slide simply shows a snapshot of adult population. It's not looking at what high school students did when they got their diploma. This is for the adult population as a whole. Some students are at more of a disadvantage than others in terms of having the family support. Burk said that many Latino students by age 25 have not attended school anywhere, so we have students who for a variety of reasons didn't engage at all. Kieran added that with the Latino population, you are dealing with students who have a 75% chance of being first generation students.

Kieran continued to slide 2 on educational milestones by race/ethnicity. As guidance on reading this chart, he said if we don't see a flat set of bars we are missing something along the way. The data is in respect to the population. McDonald would like more info on this data over time. Kieran says that participation rate within OUS in the fact book is mirrored with economic standards over last 20 years.

Brian Fox added that these are just Oregon residents and OUS. Our residents graduate at a slightly higher rate than nonresidents.

Kieran continued to slide 3. He said that OUS participation rate doesn't tell us the whole story because people select different options out of high school. The *Where have Oregon graduates gone?* study shows that two-year colleges have a better part rate for Latinos than the four year university. For those not attending college, the highest percentages were Latinos and Native Americans at 40%.

Grant noted that the Native American population has a very high rate of not attending college at all. She also noted that the next Oregon Indian Coalition meeting will be March 12<sup>th</sup>.

Kieran continued to the next slide on high school dropout rates. There are many ways to calculate this so we take these data sets with a grain of salt. This slide gives a comparison of a synthetic drop-out rate that ODE calculates. Overall, everybody is doing better. ODE has been spending a lot of energy making sure they don't lose students. We can still see which groups have the highest drop-out rates: Hispanic and African-American students. There is some good news here, though, and we need to acknowledge the progress ODE has made.

Miller-Jones said this is an important data set. He was alarmed when on OPB they reported that PPS has the highest drop-out rate of African-Americans in the country, but we don't know how they calculated that. This is one of the Portland Mayor's goals, to reduce the drop-out rate in 4 years. What should we be looking at when we see data reported on this?

Burk said that the data is a one-year synthetic drop-out rate number, which looks from September to June at how many kids are in school. It is not a longitudinal analysis of a cohort moving through the system. The federal

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regulations changed in December; they are now requiring us to collect and report on a 4-year cohort the regular diploma grad rate. We asked for the ability to count GED, and the answer is no. They want a 4-year standard cohort rate. Modified diplomas for disabled students will count against it. GEDs will count against it. The 3<sup>rd</sup> way to count this is the high school completer rate. Corollary to the positive trend here is the number of students staying in school for four years but not graduating is going up. They are in for 4 years but did not acquire the credit required for graduation of 24 units of credit.

Dave McDonald said he thinks it's important to publicly recognize when success even on a one year basis is being achieved. Here is a story in which ODE and the high schools have had tremendous success across every racial group; it's incumbent on all of us that we help them to continue this. We need to roll up our sleeves and take it to the next level; they need our involvement to get to the next step.

Kieran said that Linda Bergman at ODE is going to do that cohort method in the spring. Kieran continued to the next slide on WICHE high school completers.

He reviewed OUS term to term retention, which shows differences by ethnic groups. Summer is a breaking point, but not returning in the fall is the most common. It's important to note that if they leave in the first couple of years it's by choice because they have the choice of probationary attendance. Nonresidents often leave in good academic standing. Residents who leave often go back to a community college or don't go anywhere. It is not as common for them to transfer to another school. When you're looking at gaps for low hanging fruit, the Native American population fall term retention rates stand out as a problem; there must be something which results in these students not feeling comfortable. Miller-Jones pointed out that if we saw these rates for European Americans it would alarm us. Vicki Merkel asked if OUS has this retention by term data for Oregon residents specifically, and Kieran said he can produce it. He said 75% of our students are residents so it is likely to be similar.

Kieran reviewed OUS graduation rates by race and ethnicity. These are for first-time freshmen and do not include our transfers, which are higher for Hispanic and African-American students. The whites now are the only one population that exceeds the average. Once students get to a 4-year institution, there are still disparities. Overall, our rates continue to improve.

Kieran said we are working on how to define transfer students for a starting point. As we look at our success, we need to take into account the different pathways students are choosing. We need to identify how to best calculate the success or lack of success for our transfer students. We need to arrive at a definition of who goes into transfer student cohorts. Holliday pointed out that the system does calculate the percentage of transfer students with an associate's degree. McDonald pointed out the majority of transfers come in well short of an AA but are successful community college students.

It was noted that there is a clear harmonic relationship between higher education and the economy; when unemployment is high the drop-out rate is less. How does economics instead of system failure play in? Kieran agreed that unemployment rates have an effect. However, OUS also has to change tuition during hard economic times while students are enrolled so that's an additional factor. Although they'd like to go to school, they have to be able to afford it. The door isn't open to everybody. Nevertheless, the graduation rates nationally for any specific college are reported nationally. Keele doesn't know about privates specifically, but compared to 4-year publics, the OUS graduation rates tend to be a little higher. Committee members discussed the percentage of students that go to a private school; Kieran noted that it is about 17-18% of students who leave public system. OUS generally gets 20-23% of the high school graduates, and it goes down when we raise our tuition.

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Kieran continued to the next slide on the changing K-12 pipeline. He said that 12<sup>th</sup> grade enrollment is just below 12% Hispanic/Latino, while 1<sup>st</sup> grade is over 20% Hispanic. By the class of 2018, 20% of graduates will be Hispanic. The other minority groups are not changing anywhere nearly as much. Virtually all of the growth in Oregon's population can be attributed to the growth in the Hispanic population. Ruth Keele added that if over 80% of our college is white, that's their perception of what the state is, and yet ten years from now the state will be very different. Dave McDonald commented that this is a potential crisis if we don't get ahead of this with the educational attainment gaps.

The next slide showed rural/urban issues. Kieran said we can't identify exactly who is rural because students move around. We use the counties that are defined rural/urban by the state. People come from rural counties and get a degree and don't go back home, which is hard to define in the data. If they move out of the rural area they take an address in the urban area. We can still see the differences in educational attainment though. For urban counties, 32% of the population has a BA or better, while it is only 18% in rural counties. Rural students finish high school at a reasonably good rate. Motivating them to get to the next level is the hard thing.

Kieran continued to the next slide showing educational attainment changes by rural/urban counties. These have not changed significantly. More people finish high school but we still see the same disparities.

Bob Turner asked if, with respect to people who move from rural areas to go to a 2 or 4-year college, if it is possible to look at degree attainment by high school origin. That might help us to see the number of people that are choosing to move. McDonald said it would help within districts too; there are huge differences between schools in the city. Kieran noted that the data would influence not just urban/ rural but race ethnicity efforts too.

Burk said that we will have to report overall school grad rate by cohort but also by ethnicity and poverty groups.

Kieran responded that we do have the source data for first time freshmen by high school, but that's not reflective of what happens anymore. He said it is more likely that rural people will attend a community college instead of a 4-year college. We award about 55% of our BA degrees to transfer students now. Keele noted that there is the National Student Clearinghouse, but not all institutions participate in that, and there is Oregon population survey.

Chris Cronin said that in Eastern Oregon we work with a lot of transfer students and it's rare that they complete in 6 years. Many are part time students. We don't have a way of tracking completion in non six years and yet more students are taking longer.

Kieran commented that the OOG is structured to try to encourage students to go full time.

Kieran reviewed education milestones by rural/urban counties, then participation rate by county. In the chart, the darker the color the higher the participation rate, and most success areas relate to proximity to university. There are exceptions, however, in areas such as Gilliam and Wheeler County. Lew Frederick said that most likely the numbers in Gilliam and Wheeler County are very small numbers; you may have graduating classes of 10 to 15 kids, who may have connections.

Kieran discussed college attendance choices by rural urban breakdowns. The amount not attending college at all from rural areas is still very large.

Kieran reviewed term to term retention by rural urban breakdown, which does not show as much disparity as among ethnic groups, though rural first term retention is worse than urban.

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Miller-Jones said we need to see an institutional breakout. At PSU, they see that it's fall-winter that is most important. Having system-wide information is a good framing box but we need to look at differentiations by campus. McDonald added that with system level info, the big campuses drive the data.

It was noted that we can't get to 40/40/20 goals just by educating the current crop of high school graduates; we need to get working people back to school to advance their potential income. Kieran is on the modeling committee of the postsecondary education commission for 40/40/20. In the age 55-64 group, 33 % have a BA or better, largely due to in-migration. We used to be agricultural fishing and timber industry state. It used to be possible for many to have a family wage job without a bachelor's degree. When we did get higher paying jobs, we brought these people in from out of state. As these people leave we are not producing replacement parts. At 29% for young populations, when we lose the older workers that's not enough to fill the jobs we have now. The age issues are a concern, not because we don't have well educated folks but because we are going to lose some of our more educated in the next ten years with retirement.

Pat Burk said that Friedman and others are arguing that the U.S. is the new China and India in that graduate degrees and research breakthrough technologies are being created elsewhere. Manufacturing jobs will become the jobs that our workforce is better prepared for, while economic transformation gets done offshore. This is a reversal.

Lew Frederick noted that this chart seems to indicate the kind of support for education over time. A significant amount of money went to the baby-boomers. Nan Poppe added this is partly an effect of the GI bill.

Kieran said that the OOG has been a great help to our students and we are looking to improve on that. He continued to the next slide on freshmen and graduation rates by age; he said we are geared mostly toward young folks. It is hard for the older folks to go back to a 4 year college. Data shows that the older population is best served by 2-years at least initially.

Kieran reviewed a slide on new undergrad enrollment by age. For EOU and OIT, the populations are older. Rosemary Powers said that much of the reason for older students at EOU is through distance program. Cronin said that if you're trying to attract that thirty and up population they need retraining while living in their own communities. If there were more online certificate programs, short term training, etc., we would reach more of those adult learners

Gayle Yamasaki said the older population is very effected by online education. Our under 18 population is higher because of our dual credit enrollment.

Jackie Grant said that for Native populations at Eastern, that group comes as freshmen with an average age 25 to 27, and some of them have some CC degrees and some do not. For that group, there are other reasons to hold off, such as families, having children earlier.

Kieran reported that about 2/3 of our grads require some form of financial aid, and just under a quarter are Pell recipients. We can get a pretty good idea of the correlation between educational attainment and income. The more education you have the higher your income will be.

Kieran reviewed some national ranking status for Oregon. He noted the Oregon rank for percentage of income needed to pay for college, minus financial aid. This doesn't include OOG increases. Nevertheless, 44 states are better off than us. We are about average in state undergrad tuition, however in state appropriations we are ranked 45<sup>th</sup> out of 50<sup>th</sup> states. We have fewer resources in the end to bring us there. Average debt at graduation puts us at 19<sup>th</sup>. We are higher than the US average. Pat Burk said that the amount borrowed by freshmen shows that we are 23<sup>rd</sup>. Bob Kieran also noted that with respect to income, Oregon ranks 29<sup>th</sup> in per capita income at \$30,027.

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Debt load is a barrier not only after graduation but also to entry, particularly for some populations such as Hispanic/Latinos. Miller-Jones asked if there are other ways beside the tuition promise that WOU has addressed this. McDonald said that the Western Tuition Promise was geared toward first generation students; however, we now have more middle to upper income students. The enrollment is up but the mix has changed in unintended ways. WOU is targeting more aid into precollege programs and need-based scholarship programs, and picked up the reduction in the OOG.

Agnes Hoffman said that ICAR works collaboratively on financial aid nights and bilingual presentations. Dalton Miller-Jones asked if the other campuses are making efforts like being mindful of debt aversion. McDonald said we need to communicate that getting some level of debt is a normal level behavior. Endsley added that students also need to know there are differences in types of debt.

Tamara Henderson said when you look at average debt and loan amount graduated by freshman; you can see that many students don't graduate and ultimately have a lot of debt but no degree.

Agnes Hoffman said there is a trend among OUS universities; if you look at their pages in scholarships they look at how to pay for college in more general, holistic approaches and from a student-focused perspective, answering "how you are going to pay for this?" Hoffman added that while she appreciates the differences rural and urban areas, it comes to affordability really. We ought to focus most of our attention on affordability to get there. We need to deal with replacement parts. Kieran responded that yes, there are correlations between race/ethnicity and income and rural/urban by income. Unemployment rates and income levels over those counties may show close correlation with participation rates.

Miller-Jones asked if a system can intercede in the issue Henderson raises about stopping out and then facing the consequences of having loans come due. Kieran said he has never known a bank to be forgiving of student loans; the answer to that is not to go in debt in the first place. There are countries where there is no tuition in postsecondary study. Oregon used to rank very near the bottom for state need based aid. The SRM is intending to allow students to go to school without having to borrow.

Kieran reviewed a slide on the OOG disbursement projections for the year. This is OUS only. The overall last year awards doubled, 34 to 78, and include bigger awards and more students served. Tamara Henderson said it's important to emphasize that this is not the fully funded model; there are cost control measures on there, including the expectation that the 4-year students are putting on a \$12,000 debt load. We can't say fully funded because that would mean that the cost control measures are eliminated.

Miller-Jones set some context by noting that the system is very thin in infrastructure support. He has never worked in an organizational structure that requires 128% effort on behalf of everyone working in the system. Oregonians need to learn we can't get by on the cheap. He has tried to accommodate to the Oregon culture, but it's time for some of us to say you can't ask this out of people. We're stressing our employees at every level in the system. Pat Burk added that the Oregon Supreme Court last week confirmed that K-12 education is unconstitutionally underfunded but that's OK as long as we tell people and report it.

### **Update on the Governor's Recommended Budget, 2009 Legislative Session**

Di Saunders said that the GRB gave us some optimism when it came out. Education is still a priority for the Governor, and this was a visionary budget, saying we need to focus on the front end not the back end where we have not served people well. The committee should also congratulate themselves because, of the four focus areas, student success and affordability are two out of four of our priorities. Keeping this high on the list has to do with what the committee did to hit home the point that this is necessary, as well as continued push on the OOG

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SRM. We do have the help of a federal grant with outreach on the SRM. The third priority in the Governor's budget is a stimulus piece in capital construction, repairs and defers maintenance, and the 4<sup>th</sup> is clean technologies. Clean technologies include energy investment, such as solar and wave energies, as well as others areas of sustainability. The downside is that no one believes we will be getting his budget; the economic situation everyone knows well. There is high potential for cuts to the OUS and other agency budgets in the 07-09 biennium. There is likely to be another cut to the current budget because we will only have about 4 months left. The revenue forecast comes out on Feb 20<sup>th</sup>; they don't want to look at 09-11 budgets until they can see what they are dealing with in those forecasts. There are stimulus packages, a state as well as a federal package. For higher education, the state is looking at investment in capital repair and deferred maintenance projects. The federal stimulus project also has capital construction increases. It is in many ways not necessarily within our control; we need to keep pushing what our priorities must be so that we can get the best budget level. This is an unprecedented recession for Oregon. This is a different type of economic situation than we have faced for many decades.

Vicki Merkel said that Monday, Feb. 2<sup>nd</sup> at 1pm the House is holding an information meeting on the enrollment and retention of foster youth in cc and higher education. Merkel will be presenting on this meeting. Any ideas need to have a zero budget impact, and they are not expecting a funding stream.

Pat Burk reported on the federal stimulus package and the possibility of some hope there, though it has not yet passed. The final section of the bill is called the state financial stability fund, and our share would be over \$300M in next fiscal year. There is a part that allows maintenance of state budgets at FY 08 level. There could be significant back fill and 61% of that money must be spent on K-university education. Dalton asked if the CO or state economists are factoring in the revenue forecast the impact of infusions from the federal input. Saunders said that until we know what those funds are it's very hard to plan on that; by mid-February there will be more known.

### **Discussion of Goals/Priorities**

Joe Holliday summarized that we have provided some context and info to use as we chart a way forward as a committee. We have received materials in advance, including the POP with crossed out dollar figures, and with notes to capture some of the statewide or system wide efforts that are going on right now that meet or pursue these efforts. We decided to focus on statewide efforts. What we are hoping to arrive at is some sort of prioritization among these many things and how we would also achieve it. We also have looked at what is available on a research side of how to measure student participation & completion rates, as well as the budget picture from Di Saunders. The POP was not funded, but student success is one of four priorities for the Governor. We have encouraging news from Pat Burk regarding the federal stimulus bill possibilities. The mantra with the Governor's Office is watching what the federal government is doing right now. We need to consider how to move forward. Miller-Jones asked what this committee sees as the most important measurable outcomes. The committee is charged with participation for citizens with a special focus around underrepresented communities; our charge is to come up with policies/programs that will change this pattern. Joe Holliday added, if you imagine the pipeline that's leaking, where are the biggest leaps and wouldn't we go to those leaks?

Chris Cronin said we need to look at where the greatest need is and our potential for success given that we don't have funding. We should identify things that are effective like GEAR UP, combine the greatest need with what's working, and build success with success. Jackie Grant added that, on the goal numerated 1.2 in the document, we already have partners in place, such as counselors, admissions, etc. We could think about working better or more effectively together to impact those numbers of students in motivating them for college and doing the outreach. Web portals may not be as important as the people pieces, working together more effectively with the structures that are there.

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Joe Holliday said that the federal college access challenge grant has a focus on how to reach adult learners, and that it is a collaborative effort with CC, 4-year, and private institutions.

Nan Poppe agreed that statewide there is a lot of duplication, and if we joined forces we could make the dollar stretch further.

Rosemary Powers said it is hard to prioritize these things; what would help is a visual of what are the things that are in place, and to get in touch with people in charge of each project. Something we can do is help with getting transfer students through. We could work on that area without a lot of money.

Mark Endsley said there is a difference in attitudes that people have about students across boarder from high school into college. Responsibility is with teachers in high school and with students in college. College is not a particularly welcoming place often. How do we engage that now? How do we change this perception? That may be a relatively low cost activity. Holliday said there are strong institutional activities in this area.

Pat Burk noted that he thought the conversation was to focus on systemic indicators that would be used to guide our work; he would like to suggest that they are true output indicators and not input indicators. For example, the existence of certain programmatic issues would not be an output indicator. We should say that whatever indicators we select should be in a disaggregated fashion by income level and ethnicity. Take some key indicators that are pointers. Entrance rates disaggregated would be a pointer to the K-12 systems. We should also look at disaggregated participation in the OOG. We need to look at the number of transfer degrees into OUS, and the number of associates degrees earned. A data point I didn't hear is the degree completion rate of OOG recipients. This would be a powerful indicator. In terms of academic rigor, let's look at the reduction in non credit-bearing courses.

Holliday asked if it would be an appropriate homework assignment to look at the data and suggest, a few powerful indicators that would show up if everything else was in place.

Nan Poppe said there are other activities in the community that we can leverage. One thing the federal stimulus can do is invest in youth employment. Cities and communities will go back to summer youth employment program; we are already having discussions in Portland. If a student is not at grade level, part of their day will be spent in a fun remediation program. We can leverage that for our work, as we are providing that remediation, and we can also build in college going cultural things, visits to campuses, there are things like that in the community. We can partner more. Holliday noted that we did not intend this document to be an exhaustive list.

Chris Cronin said we need to find some outcome indicators and graduation rates are the obvious one. We have some positive things happening in this area.

Bob Turner said that with respect to things we do when we think about contact between an OUS and CC with middle school and high school students, let's think about mentoring as a critical component of the contact team. Also we can recommend upper division to lower division student mentoring, and support these students financially. An unintended consequence of mentoring is that more mentors begin to consider K-12 teaching. Turner encouraged the committee to include mentoring as a component in any strategy.

Agnes Hoffman said that we need to look at progress in the OOG by ethnicity as well as retention by OOG. We know what the future looks like, and we need to know if the major financial initiative is doing what we hope it will do for those populations who really need it.

Lew Frederick is very interested in freshman success by high school and by OUS institution, making sure that information is available to high school teachers so that they know what is and is not successful. Kieran said that

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data is available online now by high school, and includes first year academic performance of schools that come to OUS. There is 5-year history of that now, and we are enhancing those report. They include freshman participation rate, success, and persistence by high school.

Endi Hartigan said we may need to better communicate that availability better to schools, work on communication and coordination of work.

Pat Burk said that one indicator we're looking at is increasing PSAT participation at a 10<sup>th</sup> grade level. We are expanding opportunities for expanding the number of courses. Also, AP holds potential data.

Tamara Henderson said looking at the POP, she thinks we need to focus on some of the student success areas, to make sure that students that are there are going to complete degrees. We should look at TRIO programs, etc., system wide things that have had success. She also said that data summit would be interesting because a lot of the numbers we would like can't currently be tracked.

Dalton Miller-Jones said an agreement was made at UEE to get all the data system people in one room and lock the door. They also need to take the outputs that we are looking at now, and use these systems to share things that have impacted indicators. Tamara Henderson said this is a small initiative but would have a big impact.

Dalton Miller-Jones said that the UEE is committed to having that data summit happen.

Jon Joiner added that we need to look at the POP and identify what is working and what we need to do. Dalton Miller-Jones said we will need to redirect existing resources. Each institution should set goals for each entering class based on the high school class; these goals should be realistic. We want the OUS Chancellor and campus presidents to report annually on these data points.

Agnes Hoffman said that if we knew that the people the preponderance of money for the OOG went to white students we need to think about that. We need this kind of analysis to redirect some of the money with some of the data that we have.

Miller-Jones suggested establishing interim indicators with respect to the 40/40/20 goals. He said this discussion will be a starting point for the next meeting.

The meeting was adjourned.