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Collis B. Temple III Vice Chair

Blake R. David Secretary

Kim Hunter Reed, Ph.D. Commissioner of Higher Education



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AGENDA PLANNING, RESEARCH and PERFORMANCE COMMITTEE MEETING February 19, 2020 • 11:55 a.m.

Louisiana Purchase Room W.C.C. Claiborne Building, Baton Rouge, LA

- I. Call to Order
- II. Roll Call
- III. Consent Agenda
 - A. State Authorization Reciprocity Agreement (SARA) Institutional Renewal
 - 1. Initial License
 - a. River Parishes Community College
 - 2. Renewals
 - a. Louisiana State University A&M
 - b. Louisiana State University Health Sciences Shreveport
 - c. McNeese State University
 - d. Northwestern State University
 - e. University of Holy Cross
 - B. Proprietary Schools Advisory Commission
 - 1. Initial License
 - a. Hospitality Opportunity & Service Training (HOST) Program (Baton Rouge)
 - b. LifeShare Phlebotomy School (Shreveport)
 - c. Remington College, Inc. (Lafayette)
 - d. Success Prep, LLC (Monroe)
 - 2. Renewal Applications
 - a. Academy of Acadiana--Lake Charles (12/02/10)
 - b. Accelerated Dental Assisting Academy (Hammond) (12/10/15)
 - c. Advanced Welding School, LLC (12/11/17)
 - d. Alexandria Dental Assistant School (12/08/11)
 - e. Infinity College, Inc. (12/02/10)
 - f. Learning Bridge Career Institute (12/02/10)
 - g. Martin International, Inc., of Louisiana (12/16/82)
 - h. NASCAR Technical Institute (12/05/02)
 - i. National Driving Academy, Inc. (12/05/96)
 - j. New Orleans Culinary and Hospitality Institute, Inc. (12/10/15)
 - k. Southern Security School, Inc. (12/07/16)

Renewal Applications (continued)

- 1. Tulsa Welding School (12/07/06)
- m. Unitech Training Academy--Alexandria (12/04/08)
- n. Unitech Training Academy--New Orleans (12/08/11)
- IV. Admissions Criteria Framework
- V. NCHEMS/Law School Report
- VI. Other Business (Dual Enrollment Task Force Update)
- VII. Adjournment

Committee Members: Claudia Adley, Chair, Randy Ewing, Vice Chair, Blake David, Robert Levy, Charles McDonald, Wilbert Pryor, Gerald Theunissen

Agenda Item III.A.1

Executive Summary

The State Authorization Reciprocity Agreement (SARA) is a national initiative which seeks to establish comparable national standards for the interstate offering of postsecondary distance-education courses and programs. SARA makes it easier for students to take online courses offered by institutions based in another state by reducing the cost and administrative burden on institutions seeking authorization in various states. SARA is a voluntary agreement among regional compacts (SREB, NEBHE, MHEC, and WICHE) and member states. Each member state approves their in-state institutions on an annual basis for SARA participation. Once approved, SARA member institutions may offer distance education programs in other SARA member states without additional authorization.

Act 13 of the 2014 Regular Session of the Louisiana Legislature authorized the Louisiana Board of Regents to seek SARA membership on behalf of the State of Louisiana. In October 2014, Louisiana's application for SARA membership was approved by the Southern Regional Education Board (SREB) and the National Council for State Authorization Reciprocity Agreements (NC-SARA), effective December 1, 2014.

To date, the Board of Regents has approved applications for institutional participation in SARA from twenty-five institutions. In January 2019, River Parishes Community College submitted an application for Regents' consideration. Regents' staff have reviewed and determined that they meet all requirements for membership in SARA.

Senior Staff recommend that the Planning, Research & Performance Committee <u>approve</u> the Initial Application for Institutional Participation in SARA for River Parishes Community College and authorize staff to submit the approved application to NC-SARA for final approval of SARA membership.

Agenda Item III.A.2.

Executive Summary

The State Authorization Reciprocity Agreement (SARA) is a national initiative which seeks to establish comparable national standards for the interstate offering of postsecondary distance-education courses and programs. SARA membership makes it easier for students to take online courses offered by institutions based in another state by reducing the cost and administrative burden on institutions seeking authorization in various states. SARA is a voluntary agreement among regional compacts (SREB, NEBHE, MHEC, and WICHE) and member states. Each member state approves their in-state institutions and renews their membership annually. Approved SARA member institutions may offer distance education programs in other SARA member states without additional authorization.

Act 13 of the 2014 Regular Session of the Louisiana Legislature authorized the Louisiana Board of Regents to seek SARA membership on behalf of the State of Louisiana. In October 2014, Louisiana's application for SARA membership was approved by the Southern Regional Education Board (SREB) and the National Council for State Authorization Reciprocity Agreements (NC-SARA), effective December 1, 2014. Since then, 25 Louisiana institutions have joined SARA. Institutions must renew with NC-SARA annually in order to maintain their membership.

Six institutions (Louisiana State University A&M, LSU Health Sciences Center at Shreveport, McNeese State University, Northwestern State University, and University of Holy Cross) have submitted SARA renewal applications. Regents' staff have reviewed the renewal applications and determined that they meet all requirements for continuing their membership in SARA.

Senior Staff recommend that the Planning, Research & Performance Committee <u>approve</u> the Renewal Applications for Institutional Participation in SARA for Louisiana State University A&M, LSU Health Sciences Center at Shreveport, McNeese State University, Northwestern State University, and University of Holy Cross, and authorize staff to submit the approved applications to NC-SARA for final approval of SARA membership renewal.

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Minutes Board of Regents' Proprietary Schools Advisory Commission January 14, 2020

The Louisiana Board of Regents' Proprietary Schools Advisory Commission met on Tuesday, January 14, 2020, at 10:00 a.m., in Room 1-190 of the Claiborne Building, Baton Rouge. Chair Fontenot called the meeting to order. Following an introduction and word of welcome from Chair Fontenot to new Commission member Jada Lewis, an appointee of the Commissioner of Higher Education, and the administering of the Oath of Office to Ms. Lewis by Assistant Attorney General Patricia Wilton, the roll was called.

Commission Members Present

Melanie Amrhein, Vice-Chair Sherrie Despino James Dorris James Fontenot, Chair Jada Lewis Carmen Million

Staff Members Present

Nancy Beall Dr. Randall Brumfield Chandra Cheatham Kristi Kron Carol Marabella

Commission Members Absent

Raymond Lalonde Mary Lou Potter

Guests Present

(See Appendix A)

The first item of business was the election of officers for the Commission for 2020. Chair Fontenot reminded the Commission members that state law requires the Commission to elect from its membership a chair and vice-chair annually, and the law does not restrict the number of terms an individual can serve.

Commission member Amrhein nominated Mr. Fontenot as Chair. There being no other nominations,

On motion of Ms. Million, seconded by Ms. Despino, the Proprietary Schools Advisory Commission unanimously elected Mr. Fontenot as Chair for 2020.

Commission member Despino nominated Ms. Amrhein as Vice-Chair. There being no other nominations,

On motion of Ms. Million, seconded by Ms. Lewis, the Proprietary Schools Advisory Commission unanimously elected Ms. Amrhein as Vice-Chair for 2020.

The next item of business was approval of the minutes from its meeting of November 12, 2019.

On motion of Ms. Despino, seconded by Ms. Million, the Proprietary Schools Advisory Commission unanimously adopted the minutes of the November 12, 2019 Proprietary Schools Advisory Commission meeting.

The next agenda item considered by the Commission was four initial license applications, the first from Hospitality Opportunity and Service Training (HOST) Program, located in Baton Rouge, Louisiana, and represented by the school's Executive Director, Mr. Charles E. Robertson, and School Director, Ms. Angela Davis Robertson. Ms. Kron reviewed the materials of this non-profit corporation for the Commission members, informing them that

this institution was proposing to offer seven (7) programs in the hospitality and guest service areas: Guestroom Attendant (Hybrid) -- 27.0 clock hours, Restaurant Server (Hybrid) -- 26.0 clock hours, Kitchen Cook (Hybrid) -- 30.0 clock hours, Breakfast Attendant (Hybrid) -- 27.0 clock hours, Maintenance Employee (Hybrid) -- 30.0 clock hours, Front Desk Representative (Hybrid) -- 26.0 clock hours, and Guest Service Gold Tourism (Hybrid) -- 24.0 clock hours. Each program was designed to be completed in five weeks. The Hospitality Opportunity and Service Training (HOST) Program had met all the legal and administrative requirements to be approved for an initial license.

Following further discussion regarding the reasons for opening a school and the administrators' backgrounds, the planned cultivation of industry-based partnerships to assist with job placement opportunities for graduates, the offering of entry-level training programs with the opportunity for career advancement, and the marketing strategies of the institution,

On motion of Ms. Million, seconded by Ms. Despino, the Proprietary Schools Advisory Commission unanimously recommends that the Board of Regents approve an initial operating license for Hospitality Opportunity and Service Training (HOST) Program, located in Baton Rouge, Louisiana.

The second initial license application considered by the Commission was from
LifeShare Phlebotomy School, located in Shreveport, Louisiana, and represented by Ms.

Margaret M. Plunkett, Chief Administrative Officer, and Mr. Catalin Hrisafi-Josan, Director
of Education and Training. The school is owned by the non-profit corporation, LifeShare Blood
Center, that is located in Shreveport and has the distinction of being one the oldest blood banking
facilities in the United States. Ms. Marabella reviewed the materials for the Commission,

informing it that this institution would be offering one program of study, Phlebotomy

Technician, which is 120 clock hours in length with an anticipated completion time of six weeks.

LifeShare Phlebotomy School had met all the legal and administrative requirements to be approved for an initial license.

Following further discussion regarding the history of the parent company, the employment of instructors who are specialized in specific subject matter, the documented need of phlebotomists statewide, competition within the market area, and the reason for opening a school with a focus on job readiness for the graduate,

On motion of Ms. Amrhein, seconded by Mr. Dorris, the Proprietary Schools Advisory Commission unanimously recommends that the Board of Regents approve an initial operating license for LifeShare Phlebotomy School, located in Shreveport, Louisiana.

The third initial license application considered by the Commission was from Remington College, Inc., located in Knoxville, Tennessee, and represented by Ms. JoAnn Boudreaux, the Director of Campus Administration, Lafayette Campus. This proposed location in Knoxville will be Remington College's fourth licensed school in Louisiana, joining locations in Baton Rouge, Lafayette, and Shreveport. Remington College's Knoxville Campus is required to be licensed in Louisiana since the institution will have a physical presence in Louisiana supported by a recruiter and potential clinical sites. Ms. Marabella reviewed the materials for the Commission members, relating that the three proposed programs of study are Computer-Aided Design and Drafting (Online) -- 59.0 quarter credit hours/960.0 clock hours/48.0 weeks; Medical Assisting (Hybrid) -- 43.0 quarter credit hours/760.0 clock hours/9.0 months; and

Medical Office Administration (Online) -- 48.0 quarter credit hours/720.0 clock hours/32.0 weeks. Remington College (Knoxville Campus) had met all the legal and administrative requirements to be approved for an initial license.

Following further discussion regarding delivery methods of the program offerings, salary expectations for graduates, the costs of the programs and the financing opportunities available to students, and the availability of statewide externship sites,

On motion of Mr. Dorris, seconded by Ms. Despino, the Proprietary Schools Advisory Commission unanimously recommends that the Board of Regents approve an initial operating license for Remington College, located in Knoxville, Tennessee.

The fourth and final initial license application considered by the Commission was from Success Prep, LLC, located in Monroe, Louisiana, and represented by the school's Co-Owner/ President/Campus Director, Mr. Anthony L. Allen, and Ms. Adrienne Jackson, Co-Owner/ Program Director/Instructor. Ms. Marabella reviewed the materials for the Commission, informing it that this institution would be offering the Medical Billing and Coding program in three separate methods of delivery--onsite, online, and hybrid. The length of the program is 1,400.0 clock hours with an anticipated completion time of 12.0 months. Success Prep, LLC, had met all the legal and administrative requirements to be approved for an initial license.

Following further discussion regarding the professional background of the owners, the educational philosophy reflected in the development of the curriculum, enrollment criteria, marketing strategies, the minimum tuition revenue necessary for solvency, competition within the school's geographical area, and the opportunity for graduates to test for professional certification upon successful completion of the program.

On motion of Mr. Dorris, seconded by Ms. Amrhein, the Proprietary Schools Advisory Commission unanimously recommends that the Board of Regents approve an initial operating license for Success Prep, LLC, located in Monroe, Louisiana.

The next agenda item considered by the Commission was operating license renewals.

Ms. Marabella informed the Commission members that there were fourteen (14) schools seeking renewal. These schools scheduled for renewal were in complete compliance, having met all the legal and administrative requirements to be re-licensed.

Following further discussion,

On motion of Ms. Amrhein, seconded by Mr. Dorris, the Proprietary Schools Advisory Commission unanimously recommends that the Board of Regents renew the licenses of the following proprietary schools (initial license date in parentheses).

Academy of Acadiana--Lake Charles (12/02/10)
Accelerated Dental Assisting Academy (Hammond) (12/10/15)
Advanced Welding School, LLC (12/11/17)
Alexandria Dental Assistant School (12/08/11)
Infinity College, Inc. (12/02/10)
Learning Bridge Career Institute (12/02/10)
Martin International, Inc., of Louisiana (12/16/82)
NASCAR Technical Institute (12/05/02)
National Driving Academy, Inc. (12/05/96)
New Orleans Culinary and Hospitality Institute, Inc. (12/10/15)
Southern Security School, Inc. (12/07/16)
Tulsa Welding School (12/07/06)
Unitech Training Academy--Alexandria (12/04/08)
Unitech Training Academy--New Orleans (12/08/11)

Ms. Marabella informed the Commission that there was one institution that did not renew its license this renewal cycle: Grade A Health Solutions, LLC (12/07/16). Staff will follow through to secure the student records for permanent storage by the Board of Regents.

The next item on the agenda was an update on program approvals. Chair Fontenot reminded the Commission that staff approved these updates administratively and program approvals were being shared for informational purposes only.

Under Report from Staff, Ms. Marabella provided a progress report to the Commission on the ongoing project of the digitalization of the student records from closed schools. To date, more than 563,000 documents have been scanned into an electronic format from 25 closed proprietary schools. She also noted that there remains one vacancy on the Commission, that being an appointment from the LA Association of Private Colleges and Schools. Ms. Marabella also related that staff anticipates a busy next two months as six initial applications have been submitted for review for potential consideration by the Commission at its March meeting.

The next meeting of the Proprietary Schools Advisory Commission is scheduled for Tuesday, March 10, 2020, at 10:00 a.m., in Room 1-190 of the Claiborne Building. There being no further business, the meeting adjourned at 11:04 a.m.

APPENDIX A GUESTS

Anthony Allen Success Prep, LLC

JoAnn Boudreaux Remington College (Knoxville Campus)

Catalin Hrisafi-Josan LifeShare Phlebotomy School

Adrienne Jackson Success Prep, LLC

Margaret Plunkett LifeShare Phlebotomy School

Angela Davis Robertson HOST

Charles Robertson HOST

Patricia Wilton LA Department of Justice

Agenda Item IV.

PROPOSED AMENDMENTS TO BOARD OF REGENTS POLICY FOR ADMISSIONS REQUIREMENTS

Through the Board of Regents' master planning authority, the Board sets minimum admissions standards for Louisiana's public four-year institutions. Several amendments were considered by the Board of Regents to the Policy for Minimum Admissions for First-Time Freshmen at its meeting on January 9, 2020. These amendments were intended to bring additional clarity to the administration and implementation of minimum admissions standards – including guidance for non-resident eligibility, criteria for exceptions to admissions standards, revised maximum allowances for admission by exception, penalties for violation of policy, and other issues related to the adoption of policy amendments.

Upon review of the policy, the Board requested to receive additional information and reconsider the amendments at its February meeting. Regents staff followed-up with Board members, corresponded with systems and institutions, and conducted additional research so as to ensure additional questions and concerns were addressed with the proposed policy. The outline below summarizes changes considered by the Board in January, and those that have since been added for consideration. All items below are included in the proposed policy for board consideration.

SUMMARY OF CHANGES PRESENTED TO THE BOARD ON JANUARY 9, 2020

Minimum Admission Standards Audits and Penalties

Outlines Board of Regents expectations that public institutions adhere to Board policy, including Statewide First-Time Freshman Minimum Admissions Standards and exception allowances. Specifies that annual audits will be conducted on selected institutions. Further articulates that the Board of Regents may apply graduated penalties for violation of admissions policies, in accordance with the degree, repetition, and/or systemic nature of the violation.

The proposed policy calls for annual reporting of a two-year rolling average to be provided. This will entail a review of the prior two years of exceptions data submitted through the Statewide Student Profile System (SSPS). Institutions whose two-year average exceeds the allowed admissions exceptions by 1 percentage point (i.e. institution has a 9% exception rate average, but has an exception allowance of 8%) would be flagged for non-compliance and Board review.

Petition to Change Minimum Standards and Exception Allowances

Following one full year of statewide implementation of the new policy, universities may petition for changes to minimum admission standards and exception allowances provided the requesting institution shows the history of performance of admitted exceptions over a minimum three-year period and the infrastructure in place to support underprepared students. Any approval for such action will commence with a two-year pilot to allow the institution to demonstrate student success prior to continued implementation of the change.

Summer Provisional Programs & Exception Status

This is a new opportunity for institutions to address freshman academic deficiencies through successful participation in a summer provisional program. If the student successfully completes at least 6 credits of

college-level coursework (including English or Math) and achieves a minimum 2.3 Summer GPA with a "C" grade or higher in English or Math, s/he will not be recorded as an exception.

SUMMARY OF ADDITIONAL CHANGES SINCE JANUARY 9, 2020 BOARD MEETING

Request for changes Minimum Standards and Exceptions

Procedural details to submit a request and the necessary data to be reviewed removed from the policy and placed into the institution petition document. The petition document can be updated as requested by the Board.

Penalty Document

Clarification was added to clearly indicate that the BOR has the authority to impose, modify or suspend penalties through board action. (This was a requested addition to ensure that no automatic penalties would be triggered without board review and action.)

Outcomes-Based Exceptions Reporting

Students who successfully complete at least 12 credit hours in the first term with a minimum 2.3 cumulative GPA, and a minimum grade of "C" or higher in either Math or English will be excluded from the institution's exception calculation.

Transfer Exception Allowances

The transfer exception allowance for Statewide institutions (Louisiana Tech University, University of Louisiana-Lafayette, and University of New Orleans) has been updated from 6% to 8%. The transfer exception allowance for Regional institutions (Grambling State University, LSU-Alexandria, McNeese State University, Nicholls State University, Northwestern State University, Southeastern Louisiana University, Southern University-Baton Rouge, Southern University-New Orleans, and University of Louisiana-Monroe) has been updated from 8% to 10%.

STAFF RECOMMENDATION

Senior Staff recommend approval of the updated Supplement to the Minimum Standards for Admission Policy with a staff report to be shared next year on the impact of the policy.

Louisiana Board of Regents

SUPPLEMENT TO THE MINIMUM STANDARDS FOR ADMISSION TO LOUISIANA PUBLIC POSTSECONDARY INSTITUTIONS

The Louisiana Board of Regents (BoR) is committed to promoting access to postsecondary education and to ensuring that students enroll at institutions that best serve their individual needs and the needs of the State of Louisiana. The BoR establishes minimum admissions standards for regular admission at all of Louisiana's public postsecondary institutions as part of its constitutional master planning responsibilities. Colleges and universities are encouraged to adopt additional, more specific or rigorous requirements for admission either to the institution or to specific program offerings to help guide students to the best fit in readiness for success.

FIRST-TIME FRESHMAN MINIMUM ADMISSION STANDARDS

As defined in the Board of Regents' Statewide Student Profile System (SSPS), a freshman is a student who has never attended any college (or other postsecondary institution) after completing high school. This includes students enrolled in the fall term who attended college for the first time in the prior summer term. It also includes students who entered with advanced standing (college credit earned before high school completion). These students are reported in SSPS with admission status = 1.

Two-Year College Admission

Public two-year postsecondary institutions are open-admission, meaning that there are no minimum freshman admission requirements to enroll in the college beyond: completion of an application, proof of selective service registration (for males aged 18-25), and submittal of immunization records/waiver. An individual college may adopt additional, more specific or rigorous requirements for general admission and/or admission to specific program offerings. To enroll in mathematics or English courses designed to fulfill general education requirements, students must meet the minimum placement requirements described in Academic Affairs (AA) Policy 2.18. Louisiana two-year institutions include: Baton Rouge Community College (CC); Bossier Parish CC; Central Louisiana Technical Community College (TCC); Delgado CC; Fletcher TCC; LA Delta CC; LSU Eunice; Northshore TCC; Northwest LA TCC; Nunez CC; River Parishes CC; South LA CC; Southern University in Shreveport; and SOWELA TCC.

University Admission

BoR minimum standards for universities are differentiated into three groupings of institutions: Flagship (LSU A&M); Statewide (LA Tech, UL Lafayette, UNO); and Regional (Grambling, LSU Alexandria, LSU Shreveport, McNeese, Nicholls, Northwestern, Southeastern, Southern A&M, SUNO, and UL Monroe).

The general University Freshman Minimum Admission Standards are these: all students offered freshman admission to a Louisiana public university are expected to have completed the 19-unit BoR Core (which is also the TOPS Opportunity Core — or equivalent courses, for out of state students) and achieved at least a 2.0 high school Grade Point Average (GPA). International students must have completed a secondary education comparable to completion of high school in the U.S. and must qualify for admission to a comparable university in their respective country. All must demonstrate a literacy and numeracy readiness for college-level course work, described in Academic Affairs Policy 2.18, Minimum Requirements for Placement Into Entry-Level, College-Level Mathematics and English as an 18 ACT English subscore and 19 ACT Math subscore (or alternate measures). Finally, depending on the institution's grouping, applicants must meet <u>EITHER</u> a minimum GPA on the BoR Core <u>OR</u> a minimum ACT/SAT Composite score as summarized below:

•	Flagship	3.0 Core GPA	or	25 ACT Composite (or SAT Equivalent)
•	Statewide	2.5 Core GPA	or	23 ACT Composite
•	Regional	2.0 Core GPA	or	20 ACT Composite

Universities can access transcripts for Louisiana public and parochial high school students through the Student Transcript System (STS), which evaluates courses for completion of the Core, Core/TOPS GPA, and Overall GPA. For records not found in STS, core course options for transcript evaluation are listed in the LA Department of Education's <u>High School Planning Guidebook</u>, Course Requirements Chart (Appendix 1). Alternate evaluation guidelines and measures are described in the table below.

1. **Under Age 25**

Records found in Student Transcript System (STS): For students who have completed the 19-unit BOR/TOPS University Core (C4 or TU). 1. Board of Regents Minimum Admission Standards for First-Time Freshmen	 Records not found in STS with BOR/TOPS Core: e.g., home schools and out-of-state high schools 1. Board of Regents Minimum Admission Standards for First-Time Freshmen OR 2. Students who have 17 or 18 units of the required 19-unit Core curriculum may be admitted if they have the minimum overall HS GPA and the minimum HS core GPA on those 17-18 units and the minimum ACT score and meet the literacy & numeracy (AA 2.18) requirement; OR 3. Students may be admitted if they have an ACT composite 3 points higher than the minimum required and have the minimum overall HS GPA and meet the literacy & numeracy requirement.
Regents' Core: Core in place at graduation, as determined by and reported in STS. * Example: 2018 graduating class: TOPS/University Core, or 2012-2017: Core 4 Curriculum, as specified in LDE Bulletin 741.	Regents' Core: BoR/TOPS Opportunity Core, evaluated by the admitting university with a documented procedure for evaluation of the (non-LA) HS transcript allowing for appropriate course substitution to determine course equivalencies for graduates of high schools outside of Louisiana. For students who meet their state's HS core but lack the minimum 17-19 BOR Core units, universities may substitute a maximum of 3 'extra' qualifying Core courses. The course substitutions and confirmation of the out-of-state college prep core must be noted in the record. All other minimum admission requirements must be met.
Minimum overall HS GPA: Determined and reported in STS	Minimum overall HS GPA: Determined and reported on HS or STS transcript
Developmental courses/support needed:	Developmental courses/support needed:
In accordance with BoR AA Policy 2.18	Same
High school core GPA: Determined and reported in STS	High school core GPA: Determined by admitting university with a documented evaluation procedure

ACT Composite or comparable SAT total score:	ACT Composite or comparable SAT total score:				
Official score report from ACT or College Board	Same				
HiSET or GED:	HiSet or GED:				
Completion of HiSET/GED is not reported in STS.	ACT composite 3 points higher than the minimum,				
(Use alternate measure →)	and meet the literacy/numeracy requirement.				

Applicants admitted outside of minimum standards (i.e., as exceptions) must demonstrate that they are prepared to do satisfactory academic work at the institution to which they are applying and that, as members of the campus community, they will both benefit from and enrich the educational environment, enhancing the quality of the institution. To make this determination, they should be given a comprehensive review based upon the following criteria:

<u>Academic Factors</u> are the most important consideration in making admissions decisions. Factors to be considered include completion of the college-preparatory Core coursework, GPA, and trends in grades.

<u>Standardized Test Scores</u> (ACT or SAT) are used to provide additional academic information about the quality of the academic background. An institution may require additional information from some or all applicants as supplemental information.

<u>Other Factors</u> for consideration include student experiences at school or work, motivation, community service, special talents, status as a non-traditional or returning adult, status as a veteran of the U.S. military, and socio-economic challenges the applicant may have faced and overcome.

2. Graduating from Non-US High School (Under 25 Years of Age)

Students must have completed a recognized secondary program comparable to a U.S. high school preparatory core and have academic records comparable to those required to meet the Louisiana institution's freshman admission standards. Transcripts must be in or translated into English. When comparable core courses are not evident, institutions must cite nationally recognized (e.g., AACRAO, WES) documentation that the applicants have completed a program of study that would recommend them for admission to a comparable university in their country. SAT or ACT is highly recommended.

International Students from non-English-speaking countries or from non-English curriculum schools may be admitted with a minimum overall GPA from a secondary education program equivalent to completion of high school in the U.S. They must demonstrate college-level English proficiency before admission (e.g., through ACT/SAT/ACCUPLACER, TOEFL/IELTS/MTELP, or completing a campus-based ESL program) and complete the residual Math ACT or ACCUPLACER to meet the AA 2.18 requirement. Students must qualify for admission to a comparable university in their respective country. Upon admission they may be required to enroll in credit-bearing (but not-for-degree-credit) English as a Second Language coursework as determined by the institution.

International students from English-speaking countries and/or English-speaking curriculum schools may be admitted with a minimum overall GPA from secondary education equivalent to completion of high school in the U.S., and the minimum ACT/SAT/ACCUPLACER scores to meet literacy and numeracy requirements (AA 2.18). Students must qualify for admission to a comparable university in their respective country.

Applicants are expected to meet Freshman Minimum Admission Standards or be admitted by exception. (Note: Because of the timing for recruitment materials, reasonable explanations for compliance issues will be considered through Fall 2020.)

3. Adults, Age 25 or Older

Adults aged 25 or older must meet the standards for adult admission that are established by the institution, within placement indicators of AA Policy 2.18. (e.g., ACT English 18, Math 19, or alternate measures). Such students should be age 25 when the semester starts.

4. Provisional Admission

Students should be fully admitted at the time they enroll. At their discretion, institutions may offer provisional admission to freshman students in anticipation of the students meeting the admission standards by the time they begin classes as freshmen.

For example:

- A student who is still in high school may be provisionally admitted pending graduation from high school, completing the core, having the minimum overall GPA, having the minimum ACT or core GPA, and meeting the developmental course requirement.
- A student who has graduated from high school and otherwise meets minimum standards for admission may be provisionally admitted pending receipt of ACT scores or meeting literacy/numeracy measures, as specified by the institution.

The student record must reflect the final admission information showing eligibility for admission by the end of the first semester or term.

5. <u>Developmental Courses Needed</u>

Developmental course needs are determined in accordance with AA Policy 2.18. Students within three (3) ACT points of the breakpoint for enrollment in college-level English or Mathematics *may* be admitted if provided appropriate English/Math supplemental/co-requisite/tutoring courses or support necessary for success. Student success (English/Math course grades, semester GPA, persistence, completion) will be monitored, particularly for students admitted and enrolled with subscores below the AA 2.18 minima (18 ACT English; 19 ACT Math), based on the regular SSPS submissions.

As of June 2015, the BoR minimum standards permit regional institutions to admit students needing one developmental course, but only two-year institutions and HBCUs are authorized to *teach* the developmental course. Developmental courses will be taught at/by two-year colleges or at/by HBCUs, whose missions specifically address serving underprepared students.

6. Allowable Exceptions

In addition to the BoR's minimum admission standards, institutions are encouraged to adopt more specific or rigorous requirements for admission (or for automatic admission). It is possible that exceptions to the *university* standards may still meet the BoR's minimum requirements.

Institutions may admit by exception the following allowable percentage of freshman students (reported in SSPS with admission status =1) who do not meet the BoR's minimum admission standards. The number of freshmen students representing the allowable percentage may be calculated from the previous year's (semester/term) entering freshman class reported as enrolled as of the end of the semester/term.

Flagship: 4% -- LSU

Statewide: 6% -- La Tech, ULL, UNO

Regional: 8% -- Grambling, LSUA, LSUS, McNeese, Nicholls, NSU, SLU, SUBR, SUNO, ULM

★ Additional Exceptions for Non-Resident (Out-of-State and International) Students

A supplemental non-resident exception allowance provides institutions with an opportunity to further develop a geographically and culturally diverse class without restricting opportunities for equivalent exceptions that could otherwise be afforded to qualified Louisiana residents. To achieve this, institutions may enroll a maximum of one hundred (100) non-resident exceptions in addition to the maximum allowance provided in policy.

▼ Summer Provisional Programs & Exception Status

Freshmen admitted by exception to the Fall Cohort who participate in a summer provisional program and successfully complete at least six (6) credits of college-level coursework, including at least one English or Math course, and achieve at least a 2.3 Summer GPA and a grade of "C" or higher in English/Math, may be recoded as 'Not an Exception' for the Summer term. (Note: Summer and Fall first-time freshmen are combined as one entering cohort for IPEDS reporting and BoR analysis.)

BoR will revisit exception allowances after evaluating data comparing performance of students admitted by exception to those admitted under minimum standards. Performance measures to be considered will include: 1st semester GPA; 1st to 2nd year retention; 3rd semester GPA; gateway course attempts and grades; and completion rates.

MINIMUM ADMISSION STANDARDS REVIEW AND AUDIT

Public Universities are expected to adhere to BoR policy, including Statewide First-Time Freshman Minimum Admission Standards and exception allowances. BoR will review student data reported through the Statewide Student Profile System (SSPS) annually, primarily focusing on those data fields that are essential to verify final admissions decisions (e.g., Core, Core GPA, overall HS GPA, admission test score, English and math placement scores, and exception flag) to determine whether institutions are in compliance with the policy. A number of institutions will be selected for a campus audit, and a report to the Board will summarize data on entering freshman cohorts and the percentage admitted by exception.

Annual reporting is to be conducted on a two-year rolling average. This will entail a review of the prior two years of exceptions data submitted through the SSPS. Students who completed the first term with a minimum 12 hours earned and a minimum 2.3 cumulative GPA, and completed a college-level English or Math course with a grade of "C" or higher, will not be counted as exceptions for audit purposes.

Institutions whose two-year average exceeds the admissions exceptions by one percentage point (i.e. institution has a 9% exception rate average, but has an exception allowance of 8%) will be flagged for non-compliance and BoR review.

Based on audit findings, BoR may take action as it deems appropriate when the number of exceptions to the minimum standards exceeds the allowance. Penalties will be graduated in accordance with the degree, repetition, and/or systemic nature of the violation, as BoR determines.

Institutional Requests for Change to Minimum Standards, Exception Allowances

Following a complete year of statewide implementation of this policy, beginning in the 2021-2022 academic year, a university may petition BoR for a change to a minimum standard or exception allowance. If approved by BoR, the change will be implemented on a two-year pilot basis with required annual reports based on data used in the approved petition. If continuation is denied, the entering cohort for the next Fall semester will be required to meet the minimum standards in place. (For example, because of the timeline for the admissions cycle, a two-year pilot could apply the pilot measure for years 1-3 but must have specific authorization to continue for the year four entering cohort.)

TRANSFER MINIMUM ADMISSION STANDARDS FOR 4-YEAR UNIVERSITIES

As defined in SSPS, a transfer is a student enrolling at an institution for the first time who has previously attended another postsecondary institution (after high school). This does not include those students enrolling for the first time in the summer (see definition of freshman). These students are reported in SSPS with admission status = 4.

1. Transferring from a U.S. Postsecondary Institution

Students must have earned a transferrable Associate Degree (AA or AS) or higher from an accredited institution or have met the BoR transfer requirements as per the **Board of Regents Minimum Admission Standards for Transfer Students.**

2. Transferring from a College-University Bridge Program

Statewide minimum standards for admission to a bridge program are silent: bridge program details are left up to the College-University parties for admission, performance, and transfer. Minimum college-level credit hours for transfer is 12, including English and Math courses with a grade of at least "C" in both and the specified GPA, but bridge agreements may require more credits and/or higher GPA.

3. <u>Transferring from a Non-U.S. Postsecondary Institution</u>

Admission decisions must be made in accordance with recommendations in nationally recognized publications. Students must meet the BoR minimum transfer standards.

International students for whom English is a second language are required to demonstrate English proficiency. These students must have completed a college-level Math course designed to fulfill general education requirements and be eligible to enroll in a college-level English course designed to fulfill general education requirements (i.e., not require developmental English).

4. Transferring with Less Than Minimum College-level Academic Hours Earned

Students who wish to transfer to a university before earning the minimum college-level academic hours required may be granted regular transfer admission if they (a) meet the transfer institution's freshman admission standards and (b) transfer in good academic standing from the previous institution.

5. Allowable Transfer Exceptions

Institutions have the opportunity to admit by exception an allowable percentage of transfer students (reported in SSPS with admission status = 4) who do not meet the minimum transfer admission standards, but are eligible to enroll in college-level English and Math. The number of transfer students representing the allowable percentage may be calculated from the previous year's semester/term entering transfer class reported as enrolled as of the end of the semester/term.

Flagship: 4% -- LSU

Statewide: 8% -- La Tech, ULL, UNO

Regional: 10% -- Grambling, LSUA, LS.US, McNeese, Nicholls, NSU, SLU, SUBR, SUNO, ULM

LOUISIANA BOARD OF REGENTS MINIMUM ADMISSION STANDARDS for FIRST-TIME FRESHMEN

The Board of Regents establishes <u>minimum</u> admission standards for regular freshman admission at a Louisiana public university – flagship, statewide, or regional.* The Supplement to the Minimum Standards for admission to Louisiana Public Postsecondary Institutions contains additional policies related to the administration of the standards listed below. The supplement can be found on the Board of Regents webpage for Minimum Admission Standards.

<u>Universities may adopt additional, more specific or rigorous requirements for admission: students should check with the specific institution for additional information.</u>

(1) High School Curriculum	Regents' Core: 19 unit TOPS Opportunity Core Curriculum Those courses in the English, Math, Science, Social Studies, Foreign Language, and Arts Categories as defined in the TOPS University Diploma in LA Department of Education Bulletins 741* or the Louisiana High School Student Planning Guidebook. (*Louisiana Handbook for School Administrators; and Louisiana Handbook for Nonpublic School Administrators)								
	<u>AND</u>								
(2) HS GPA	Minimum Overall HS GPA 2.0								
	AND ONE of the FOLLOWING								
(3) HS Core GPA	GPA on the <i>Core</i> — 3.0 – Flagship GPA on the <i>Core</i> — 2.5 – Statewide GPA on the <i>Core</i> — 2.0 – Regional OR								
-or- ACT	ACT Composite — 25 – Flagship ACT Composite — 23 – Statewide ACT Composite — 20 – Regional								
	<u>AND</u>								
(4) Literacy & Numeracy	ACT English ≥ 18; ACT Math score ≥ 19; or other measures in AA 2.18 [Developmental courses needed, per BoR AA 2.18: 0 at Flagship or Statewide universities; ≤1 at Regional universities.]								

^{*} Flagship: LSU.

Statewide: LA Tech, ULL, UNO.

Regional: Grambling, LSUA, LSUS, McNeese, Nicholls, NSU, SLU, SUBR, SUNO, ULM.

Two-year institutions are open admission for freshman students; contact the institution for information. AA Policy 2.18 (Placement) applies.

LOUISIANA BOARD OF REGENTS MINIMUM ADMISSION STANDARDS for TRANSFER STUDENTS and ADULT STUDENTS

The Board of Regents establishes <u>minimum</u> admission standards for regular admission of transfer students and for adult students at a Louisiana public university – flagship, statewide, or regional.*

<u>Universities may adopt additional, more specific requirements for admission: students should</u> check with the institution for additional information.

TRANSFER Students								
Associate Degree	Transferrable Associate Degree (e.g., AA or AS) or higher							
-or-	<u>OR</u>							
	Minimum college-level academic hours earned, with Minimum GPA on college-level academic courses:							
Minimum College-Level	30 credit hours + 2.5 GPA Flagship							
Academic Hours Earned	24 credit hours + 2.25 GPA Statewide 18 credit hours + 2.0 GPA Regional							
and GPA	And, student must have completed a college-level English <u>and</u> a college-level Mathematics course designed to fulfill general education requirements, with a grade ≥ "C" in both.							
-or-	<u>OR</u>							
Bridge Program	From a Community College/University Freshman Bridge Program, minimum 12 college-level credit hours, including English and mathematics, with the corresponding minimum grade and GPA as listed above.							
-or-	<u>OR</u>							
Freshman Std + Good Standing	Meet Freshman admission requirements + be in good standing with the previous institution.							
ADULT Students								
First time in college freshman: Meet Board of Regents Minimum Adm Standards for First-Time Freshmen, with Board of Regents' Core in p of graduation from high school. Transfer student: Meet Board of Regents Minimum Admission Standards Transfer Students.								
Freshman (first time in college) or Transfer Students: Meet the University Admission Requirements for Adults (≥25); may need no more than one developmental/refresher course.								

* Flagship: LSU.

Statewide: LA Tech, ULL, UNO.

Regional: Grambling, LSUA, LSUS, McNeese, Nicholls, NSU, SLU, SUBR, SUNO, ULM.

Proposed Admissions Policy Exception Penalties

Spring 2021

Methodology

Each year the BoR will review campus exceptions data from the previous two years as submitted through the Statewide Student Profile System (SSPS). The proposed policy calls for annual reporting to provide a two-year rolling average. Utilizing the admissions policy supplement adopted February 2020, institutions whose two-year average exceeds the admissions exceptions by one percentage point (i.e. institution has a 9% calculated exception rate average, but an exception allowance of 8%) will be flagged for non-compliance and Board review.

BoR may assess penalties to institutions that exceed admissions exceptions limits. Penalties will be graduated in accordance with the degree, repetition and/or systemic nature of the violation. In addition, BoR may request through the appropriate management board an explanation of the violation and a statement outlining institutional corrective action to ensure policy compliance.

Penalties

The penalties associated with exceeding admissions exceptions increase for each year of continued exceedance. The penalties are as follows:

<u>Year 1</u> – an institution that exceeds the allowed admission exception percentage will have the next year's exceptions limit reduced by the number of students admitted in excess of the exceptions limit in the current year. For illustration purposes: The admissions exceptions limit is 100 and the institution admitted 110 students. In the next year, the same institution would be limited to admitting 90 students by exception (100 exceptions limit- 110 exceptions admitted = -10 exceptions next year).

<u>Year 2</u> – an institution that exceeds allowed admission exception limits for two consecutive years will be penalized the following year by a reduction of State General Fund allocation through the Outcomes-Based Funding Formula. The State General Fund reduction penalty is calculated as the funded FTE amount based on FTE enrollment and formula allocation multiplied by the total number of exceptions exceeding the calculated exceptions limit.

<u>Year 3</u> – an institution that exceeds admission exception limits for three consecutive years will be penalized the following year with a reduction in the State General Fund allocation equivalent

to tuition and fee revenue generated from the number of admissions that exceeded the exceptions limit, in addition to the reduction of formula funding per FTE as defined in Year 2, above.

The Board of Regents has the authority to impose, modify, or suspend penalties as deemed appropriate.

Penalty Allocation

The page entitled "Penalty Allocation by Funded FTE Student" illustrates the penalty calculations applicable to institutions that are above the admissions exception criteria.

The yellow highlighted box under Penalty Amount displays the total funded FTE amount from penalized institutions. The penalty allows for the amount reduced from penalized institutions to be allocated pro-rata to four-year institutions in compliance with admissions exception policies.

Penalty Allocation by Funded FTE Student

		•	/ Allocation 'ear 2		Penalty Allocation Year 3			TUITION BENEFIT OF ADMITTING STUDENTS ABOVE EXCEPTION		
	Total 2019-20 Formula Allocation	(\$403,193)	Adjusted Formula Calculations w- Reduction		(\$1,621,891)	Adjusted Formula Calculations w- Reduction		2019-20 Tuition and Fees (based on 12 hours, in-state)	Exceptions Students over limit	Total Tuition from Execptions Students over limit
Grambling State University	\$ 12,355,844	\$19,923	\$	12,375,767	\$80,142	\$	12,435,986	\$7,683	-	\$0
Louisiana Tech University	\$ 27,135,845	\$43,754	\$	27,179,600	\$176,007	\$	27,311,852	\$9,615	-	\$0
McNeese State University	\$ 16,303,640	\$26,288	\$	16,329,928	\$105,748	\$	16,409,388	\$8,063	-	\$0
Nicholls State University	\$ 13,895,995	\$22,406	\$	13,918,401	\$90,132	\$	13,986,126	\$7,897	-	\$0
University of Louisiana at Monroe	\$ 24,548,220	\$39,582	\$	24,587,802	\$159,224	\$	24,707,444	\$8,974	-	\$0
Northwestern State University	\$ 20,223,888	\$32,609	\$	20,256,497	\$131,175	\$	20,355,063	\$8,768	-	\$0
Southeastern Louisiana University	\$ 27,092,245	\$43,684	\$	27,135,929	\$175,724	\$	27,267,970	\$8,329	-	\$0
University of Louisiana-Lafayette	\$ 46,826,396	\$75,504	\$	46,901,900	\$303,723	\$	47,130,119	\$10,370	-	\$0
University of New Orleans	\$ 24,271,742	\$39,136	\$	24,310,879	\$157,430	\$	24,429,173	\$9,072	-	\$0
L.S.U. at Alexandria	\$ 5,033,840	\$8,117	\$	5,041,956	\$32,650	\$	5,066,490	\$6,951	-	\$0
L.S.U. and A&M College	\$ 114,953,290	(\$403,193)	\$	114,550,097	(\$1,621,891)	\$	113,331,399	\$11,906	102	\$1,218,698
L.S.U. in Shreveport	\$ 8,915,819	\$14,376	\$	8,930,195	\$57,829	\$	8,973,648	\$7,328	-	\$0
Southern University and A&M Coll.	\$ 17,668,685	\$28,489	\$	17,697,175	\$114,602	\$	17,783,287	\$9,136	-	\$0
Southern University in New Orleans	\$ 5,782,291	\$9,323	\$	5,791,614	\$37,505	\$	5,819,795	\$7,366	-	\$0
4 year Total	\$ 365,007,740	<u>\$0</u>	\$	365,007,740	<u>\$0</u>	\$	365,007,740			\$1,218,698

Agenda Item V.

Board of Regents Response to Legislative Studies Regarding Legal Education in the Shreveport/Bossier Area

Background

In the 2019 Regular Session of the Legislature two resolutions were adopted to study the legal education needs of northwest Louisiana:

House Concurrent Resolution No. 24, introduced by Representative Glover, requested the Board of Regents study how the state can best meet the legal education needs of students and the economic and workforce development needs of the Shreveport-Bossier Region. This included exploring how such needs could be met through the establishment of a campus of the Southern University Law Center in Shreveport.

Senate Concurrent Resolution No. 75, introduced by Senator Peacock, also asked the Board of Regents to study how the state could best meet the legal education needs of students and the economic and workforce development needs of the northwest region, and "consider whether any law school established pursuant to the study would best serve the needs of the area and the state by being affiliated solely with either the Louisiana State University System, the Southern University System, the University of Louisiana System, or any combination thereof."

The Board of Regents was charged with developing a report to the Legislature in response to the two resolutions and transmitting it to the House and Senate education committees prior to the 2020 Regular Session.

Research

The National Center for Higher Education Management Systems (NCHEMS) was selected through an RFP process to conduct the study to determine the extent to which a new law school is needed in Shreveport-Bossier and to recommend alternatives to best meet the legal education needs in the Shreveport-Bossier region. This included conducting interviews with stakeholders and performing data analysis.

Having completed its report, NCHEMS staff will provide an overview of findings and recommendations to the Board at its meeting on February 19, 2020.

NCHEMS's conclusions are as follows:

- "On a per capita basis (in comparison with other states), Louisiana has a lot of law schools and a lot of law school graduates. The state does not have a capacity problem it has a distribution problem."
- "There is little compelling evidence that a new law school is warranted in the Shreveport/Bossier region."
- To meet the legislative resolutions' requests to study the feasibility of increasing educational opportunities in the Shreveport-Bossier area, two options are outlined in the report: the

establishment of a branch campus in Shreveport for Southern University Law School and relocation of the Southern University Law School from Baton Rouge to Shreveport.

- The cost for a branch campus is "significant," requiring an estimated \$5 million in annual operating costs and an additional estimated \$14.7 million capital outlay requirement, although the report does note community discussions regarding providing some needed space.
- For both options, significant accreditation requirements from the Southern Association of Colleges and Schools Commission on Colleges (SACSCOC) and the American Bar Association are also outlined.
- Recognizing the interest in retaining lawyers in the Shreveport area, scholarship, tuition deferral, and loan forgiveness programs are recommended to provide an incentive for Shreveport law students to return and work in their communities.
- The other three law schools in Louisiana LSU, Tulane and Loyola expressed no plans for expanding into the Shreveport area, according to the report.

Two additional conclusions are of note. First, the study did find that the region is underserved in opportunities for graduate-and professional-level education, including legal education. Further, while several individuals interviewed for the study expressed support for increased graduate education, some of them indicated they would prioritize "higher demand and impact professions like health care and engineering" over legal education in the Shreveport-Bossier area.

Recommendations

In light of report findings, senior staff recommends that the Board of Regents receive the report and affirm two key recommendations:

- (1) that no new law school be established in the Shreveport-Bossier region; and
- (2) that a comprehensive study of graduate program needs in the region be undertaken given community interest expressed in law, health care (dental) and engineering programs, and this academic analysis assess workforce demand and community interest as well as higher education offerings in the area.

Further, Senior Staff recommend that the report and board actions should be shared, as outlined in the resolutions, with the Southern University System, the Louisiana State University System, the University of Louisiana System in addition to the Caddo Commission for evaluation and comment.

Report to the Louisiana Board of Regents To Inform the Feasibility Study of Increasing Legal Education Capacity in the Shreveport/Bossier Region

Prepared by



National Center for Higher Education Management Systems January 31, 2020

Introduction

This report is provided to the Louisiana Board of Regents (BOR) by the National Center for Higher Education Management Systems (NCHEMS) in response to a Request for Proposals (RFP) issued by the BOR in September 2019. The RFP was issued in order to fulfill BOR responsibilities mandated in two separate legislative resolutions—Senate Concurrent Resolution #75 and House Concurrent Resolution #24 of the 2019 Session of the Louisiana Legislature—which directed the BOR to "study how the state can best meet the legal education needs of students and the economic and workforce development needs of the Shreveport/Bossier region, including but not limited to meeting these needs through establishing a campus of the Southern University Law Center in Shreveport (SULC)" in the case of HCR#24. SCR#75 urged and requested the Board of Regents to "study how the state can best meet the legal education needs of students and the economic and workforce development needs of the northwest region, including meeting those needs through establishing a law school in the Shreveport/Bossier area. The Senate resolution also stated that "the Board of Regents shall consider whether any law school established pursuant to this study would best serve the needs of the area and the state by being affiliated solely with the Louisiana State University System, the Southern University System, the University of Louisiana System, or any combination thereof" (see Appendix A for the full texts of these two resolutions). As highlighted in the second part of this charge, the narrow purpose of this study is to determine if a new law school is needed in Shreveport. The broader purpose is to recommend alternatives to better address the relative shortfall in the number of lawyers in the Shreveport/Bossier region and to meet the legal education needs of the region.

NCHEMS undertook this study by engaging in the following activities:

- 1. **Identify Needed Data and Data Gaps.** NCHEMS staff examined all relevant data sources. On this basis, NCHEMS identified data gaps for discussion with the BOR.
- 2. **Initial Visit.** Two senior NCHEMS staff members and one NCHEMS research staff member visited Baton Rouge to more fully define the scope of work, plan on-site stakeholder interviews, and locate sources of necessary data.
- 3. **Data Analysis.** NCHEMS then undertook a series of quantitative analyses focused on the need for legal services and the availability of legal education in the target region in comparison with selected peer regions in other parts of Louisiana and in other states.
- 4. **Interviews with Key Stakeholders.** Two NCHEMS staff members traveled to Louisiana to conduct interviews with identified informants in the Shreveport/Bossier region. These interviews were augmented by phone interviews with other informants.
- 5. **Develop Potential Policy Responses.** Using information collected in the previous steps, NCHEMS developed three potential policy responses.
- 6. **Develop Cost Estimates.** NCHEMS developed cost estimates (both capital and operating) for one of the potential policy responses.

NCHEMS began assembling and collecting information to inform the study immediately upon learning that its proposal had been accepted. Background data sources used included the federal Integrated Postsecondary Educational Data System (IPEDS), the BOR's own unit-record enrollment data, and associated links to the state's Unemployment Insurance (UI) wage record files. NCHEMS also examined data from resumes posted online and scraped for information about the alma maters of practicing attorneys in the Shreveport/Bossier area as well in other regions of the

state. This was done for all regions in the state in order to determine the relative over- or undersupply of lawyers including the target region. To establish context, data regarding the number of lawyers relative to population size were developed for all 50 states. Comparative pass rates on the state's bar examination for LA law schools were also a part of this analysis.

Interviews conducted with a total of 34 individuals (see Appendices B and C for a list of those interviewed and the interview protocol used) provided another source of information. These individuals were initially identified in partnership with staff at the BOR but many other potential interviewees were identified by requesting names of additional contacts from those individuals initially identified by the BOR (this is a recognized approach to finding relevant interviewees known technically as "snowball sampling"). NCHEMS also established an "open comment" website associated with the study on which invited individual could post comments and opinions about the feasibility of increasing legal education capacity in the Shreveport/Bossier region. Invitations to post were originally suggested by BOR staff, but those invited were also asked to invite others to participate. Thirty-two individuals were initially invited to post to this website and a total of 75 comments were eventually received. Those interviewed and respondents to the website were assured of confidentiality and their responses summarized in aggregate thematic notes which were used to inform the report's conclusions. As a result, verbatim answers from individual respondents cannot be supplied. Summaries of conclusions from the interviews are included in appropriate sections of the report and, of course, represent the opinions of those interviewed. In most cases, assertions made by individuals interviewed were not independently verified by NCHEMS because no empirical data to support these assertions are available.

All data collection was completed by December 23, 2019. Conclusions are presented in this report under two major headings: a) numbers of lawyers and legal professionals in the region and an assessment of demand for legal education and, b) alternative scenarios to increase legal education capacity. NCHEMS staff met by phone with BOR staff on January 16, 2020 to discuss the status of the project; on this basis, NCHEMS revised the report and submitted it in final form to the BOR on January 31, 2020.

Background

There have been proposals to increase legal education capacity in the Shreveport/Bossier region for more than fifteen years. In 2007, encouraged by officials from Caddo Parish and the City of Shreveport, Louisiana College proposed developing a new law school to serve the region. Extensive planning occurred as a result including identifying facilities and recruiting a Dean. But this was an unfortunate time for legal education nationally with law school enrollments falling and the country in recession. For reasons unrelated to the law school proposal, moreover, Louisiana College encountered financial problems and experienced substantial scrutiny from its regional accreditation organization, the Southern Association of Colleges and Schools Commission on Colleges (SACSCOC). In the face of these pressures, the College's plan for opening a new law school was abandoned.

Since that time, proposals to increase legal education capacity have continued to emerge, fueled by widespread perceptions among observers that there are not enough lawyers and legal professionals in the region. This led directly to the study resolutions that formed the basis of the RFP.

Numbers of Lawyers and Legal Professionals and the Demand for Legal Education

The following statistics and points apply to the Shreveport/Bossier region in comparison to the rest of the state. The Shreveport/Bossier region is defined as RMLA7 of the state and consists of ten Parishes located in the northwest corner of the state (Bienville, Bossier, Caddo, Claiborne, DeSoto, Lincoln, Natchitoches, Red River, Sabine, and Webster).

1. The demand for legal education is at a low point nationally and is unlikely to rebound.

• According to the American Bar Association, first-year enrollments in law school have been in decline since 2010. Indeed, the last time that fewer students entered American law schools than in 2017 was 1974 when there were far fewer law schools. At the same time, 2009 was the high point nationally for administration of the Law School Admissions Test (LSAT) with 171,514 administrations; that figure fell to 101,689 just five years later (2015). In Louisiana, enrollments in the state's four law schools declined fairly steadily from 2011 to 2016, then recovered slightly from 2016 to 2019.

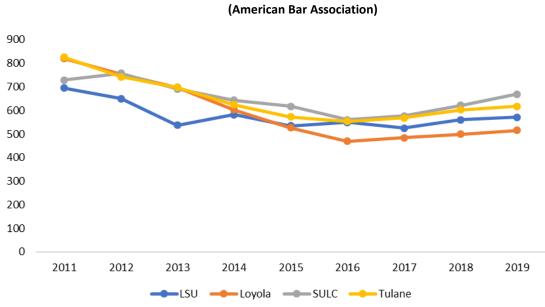


Figure 1. Enrollments at Louisiana Law Schools

(American Bar Association)

2. There are fewer lawyers and other legal professionals (e.g. judges, etc.) per capita in the Shreveport/Bossier region than in other urbanized regions in the state.

• According to data from the U. S. Census Bureau, the Shreveport/Bossier region has significantly fewer lawyers per 1,000 adults aged 25 and older (3.6) than the rest of the state (5.5). Data drawn from the Louisiana Bar Association on members of the Bar resident in different regions of the state confirms this conclusion.

Figure 2. Number of Lawyers per 1,000 Adults Aged 25 and Older, Louisiana Regions (American Community Survey)

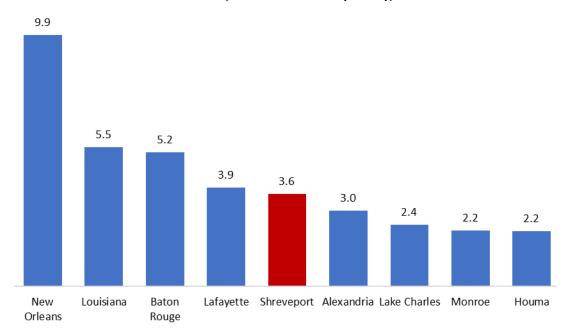
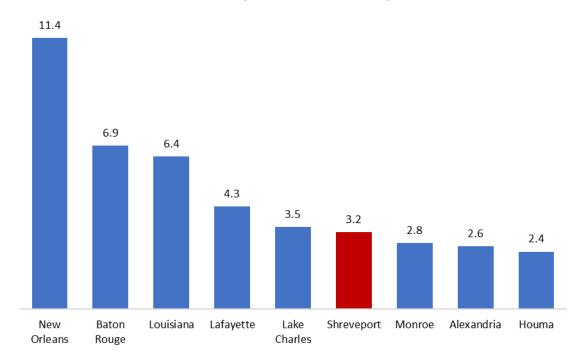


Figure 3. Number of Lawyers per 1,000 Adults Aged 25 and Older, Louisiana Regions (Louisiana Bar Association)



Overall, according to Census data, Louisiana has about the same number of lawyers per 1,000 adults (5.5) as the nation as a whole but more than all but a handful of other states.

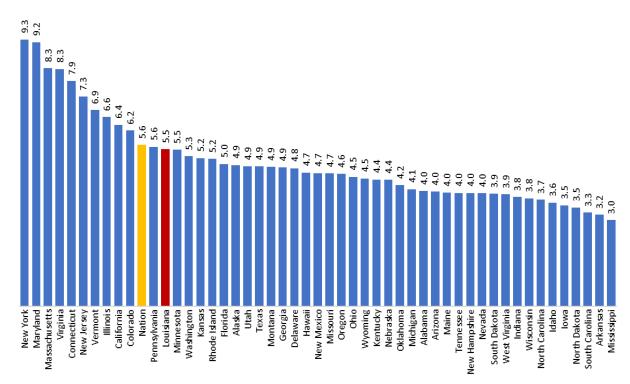


Figure 4. Lawyers per 1,000 Adults Aged 25+, Louisiana Compared to the Nation

At the same time, according to data from EMSI, the Shreveport/Bossier region has the highest expected future growth in demand for legal occupations of any region in the state for the period 2017-2025—23% vs. 11%.

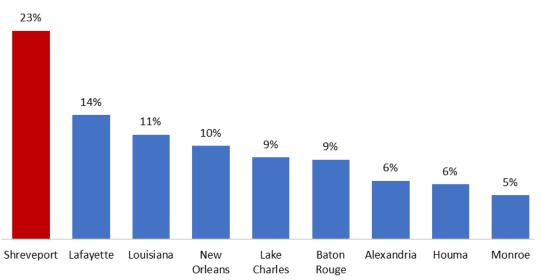


Figure 5. Expected Growth Rate in Number of Lawyers, 2017-2025, Louisiana Regions

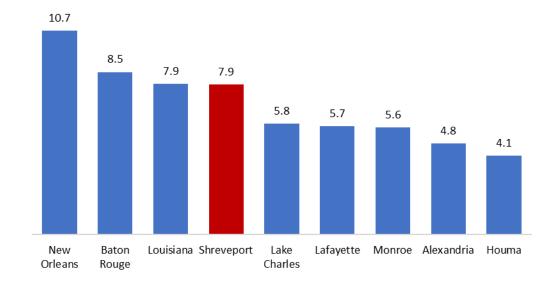
One qualification counterbalancing this conclusion is that the Shreveport/Bossier region has a relatively low ratio of entry-level job postings for lawyers relative to its population—about the same as New Orleans and considerably lower than Baton Rouge (see Appendix D for details). Another qualification is the fact that rural areas in Louisiana are different from

- urban areas in population size and character. They also provide a different, and typically lower, demand for legal services than more urbanized areas in the state.
- Interviews conducted by NCHEMS staff, either in focus groups or by telephone, confirmed the opinion among many residents and legal practitioners in the region that the region has a relative shortfall in the numbers of individuals in legal occupations. This conclusion was also broadly confirmed by those posting to the open-access website. There is a particular reported shortfall in the number of people who can serve as public defenders, where the demand is high because of a large indigent population. There are also needs in some identifiable fields including legal issues surrounding gaming as well as oil/gas extraction; patent and family practice law were also mentioned as areas in short supply. Many of those interviewed also supported the proposition that legal training is not just about producing particular kinds of specialists but also provides an education that "increases the number of critical thinkers in the region," which also benefits its economy. The reality is that not all lawyers practice law. Many find employment in a variety of industries in high level positions. Many supporters interviewed also noted that the real issue was not "increasing the number of lawyers in the region," but rather "increasing access to legal education to citizens of the region" which are not the same thing. Interviews conducted with people from outside the region generally revealed a sentiment that "there are too many lawyers in Louisiana" so there is no need to produce more. This sentiment was also apparent in the responses of some of those posting to the open-access website.

3. The region is significantly under-represented with respect to graduate degrees in general.

According to data from the U.S. Census Bureau, educational attainment at the graduate level
among the adult population is about the same in the Shreveport/Bossier region as the
statewide average, but lower than that for the Baton Rouge and New Orleans regions.

Figure 6. Percent of Population Aged 25-64 with a Graduate Degree, Louisiana Regions

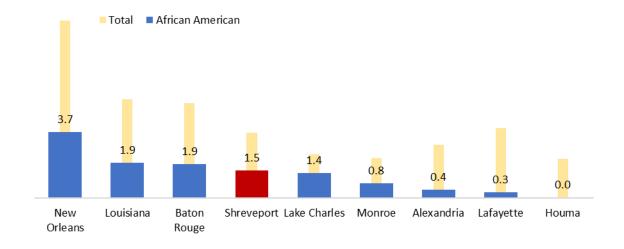


Interviews conducted by NCHEMS staff either in focus groups or by telephone reflected a view that the Shreveport/Bossier region is not competitive with the Baton Rouge and New Orleans regions in the state with respect to the number of graduate degrees per capita. Interviews also revealed strong support for the proposition that the proportion of citizens with graduate degrees is directly correlated with economic development. But correlation is not the same as causation. A highly educated workforce is attracted to regions with a high proportion of jobs that require graduate preparation. In the absence of those jobs, individuals who complete graduate degrees in the region will seek opportunities elsewhere. Large numbers of studies conducted by NCHEMS and similar organizations in dozens of states confirm the relationship between a highly educated workforce and high per capita income (see a more detailed display of this relationship in Appendix D). Leaders in the region have therefore consistently supported increasing educational capacity for graduate and professional programs in the region; the proposed new Dental school was frequently cited as an example of what is needed. But many of those interviewed who expressed support for increased graduate education in the region believed that it should not be in legal education but instead should be in higher demand and impact professions like health care and engineering.

4. The region has significant disparities between the numbers of African American and Caucasian lawyers and legal professionals.

• For the African American population, the Shreveport/Bossier region has significantly fewer lawyers per 1,000 adults aged 25 and older (1.5) versus 5.5 for the state in general; this is about the same for African Americans in the state in general.

Figure 7. African American Lawyers per 1,000 Adults Aged 25+, Louisiana Regions



• Interviews conducted by NCHEMS staff either in focus groups or by telephone confirmed this disparity and added that the black population in the region is growing. Results suggest that the equity argument is as powerful as the shortfall argument in supporting moves to increase capacity. They also suggest that a law degree has a particular attraction as a professional credential among African American citizens. On the other hand, some interviewees did not believe that legal education entity of the size contemplated in Shreveport (e.g. 30 students per cohort) would have much impact on the existing disparity.

5. The population of lawyers in the region is not aging quickly either absolutely or comparatively.

- According to the U.S. Census, the percent of those in legal occupations in the Shreveport/Bossier region who are over 65 years old is 12%, but this is not changing and is lower in this region than for other regions in the state.
- In contrast, interviews conducted by NCHEMS staff suggest that most residents in the region believe that the legal workforce is aging. In the views of these individuals, this is creating a shortfall in some critical legal occupations where people are retiring and there are no new or younger incumbents to replace them.

6. There is an ongoing demand for para-professional legal education in the region, but it is largely met by existing providers that are already located there.

• U.S. Census data reveals that there are currently 1.7 legal paraprofessionals (paralegals and legal assistants, court reporters, title examiners, and other legal support workers) per 1,000 adults 25 and older in the Shreveport Bossier region.

5.9 3.5 2.3 2.2 2.0 1.8 1.7 1.3 1.0 Lafayette Shreveport Alexandria Lake New Louisiana Baton Monroe Houma Charles Orleans Rouge

Figure 8. Paraprofessionals per 1,000 Adults Aged 25+

Three local institutions of higher education (Southern University at Shreveport, Grambling State University, and Bossier Parish Community College offer instructional programs leading to degrees and/or certification in Legal Assistance and similar fields according to BOR records and the Integrated Postsecondary Education Data System (IPEDS). Interviews with

residents of the region and with BOR staff indicate that educational offerings for these occupations are sufficient to meet regional needs—it is a demand, not a supply, issue.

7. Louisiana has a lower than average population per law school than most other states.

• Louisiana has four law schools and a 2018 population of 4,659,690 according to the U.S. Census. This yields an average of one law school per 1,164,923 citizens, which is 12th lowest among the fifty states.

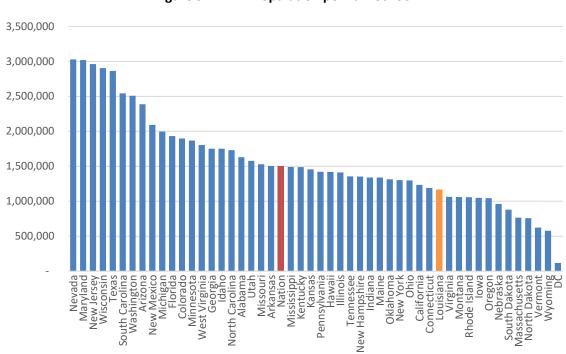


Figure 9. Population per Law School

Data about numbers of law degrees awarded relative to population for the 50 states reveal the same pattern. Louisiana is fifth from the bottom in the nation in population per law school graduate.

8. The region is not well-served by the current configuration of law schools in Louisiana.

- Louisiana BOR enrollment records show that LSU Law Center only draws 8% of its students from the Shreveport region and Southern University Law Center draws only 3%.
 This compares to 38% from Baton Rouge and 21% from New Orleans at LSULC and 33% from Baton Rouge and 11% from New Orleans at SULC (see Appendix D for more details).
- Interviews conducted by NCHEMS staff either in focus groups or by telephone confirm that there is little current opportunity for legal study for citizens of the region. Baton Rouge has two law schools and New Orleans also has two, all in the south part of the state. Testimony suggests that those residents of the Shreveport/Bossier region who want to study law move south to enroll in one of the four law schools there (or, less frequently, do so at North Texas in Dallas) and do not return once they have completed their studies. This is supported by numerous comments posted to the open-access website.

Summary

The results of data analyses and the information gathered through interviews and the website lead to the conclusions that:

- The Shreveport/Bossier region of the state is underserved in opportunities for graduate and professional level education.
- The region has fewer lawyers per capita than other regions of the state, particularly black lawyers.
- The region does not have a shortage of opportunities for education of paralegals or other individuals educated in related fields.
- A case can be made for increasing the number of lawyers and for creating additional capacity to deliver legal education in the Shreveport/Bossier region.

Alternative Scenarios to Increase Capacity

The following scenarios appear to be the most feasible to increase legal education capacity in the Shreveport/Bossier region:

Create a branch of Southern University Law Center (SULC) in Shreveport designed explicitly to serve the Shreveport/Bossier region. Interviews conducted in the Shreveport region and with individuals identified by BOR staff suggest that the adult nontraditional part-time profile of students who currently attend SULC would be the type of offering that would be most beneficial for the region. This is because the demand is mostly among urban professionals who are already employed. Flexibility in provision is a key to serving this clientele—evening and weekend as well as day programs. It should also be affordable compared to other options because of the need to attract working students (no more than \$25,000 in annual tuition and fees). Online provision, though, was largely ruled out by most of those with a legal background who were interviewed because of the need for face-to-face discussion in legal education; the Socratic method is a "signature pedagogy" in legal education and it was uniformly felt that this would not work in a distance environment. Currently, there are not any purely online accredited law schools in the country although some schools allow up to 12 credits to be earned in this fashion. There was also considerable opinion that there should be a legal services/clinic component to the program to provide internships to law students and to serve a local indigent population—the Shreveport Bar already has a program of this nature. The fact that Southern University is an HBCU was also seen as an advantage because more than half the Shreveport population is African American, and, as reported by several of the individuals interviewed, law is seen as an especially prestigious career choice among this population.

A few of those interviewed believe that a full-time selective law school would be important as well as this nontraditional approach because full-time provision would be prestigious and would command competitive respect. Full-time students could be also recruited from the broader ArkLaTex region, especially from East Texas. While many of those interviewed noted the differences between legal education in Louisiana centered on that state's civil law basis (unique in the continental U.S.) and the common law system typical of the rest of the country, most did not see this as a barrier to study for potential students who were from, or who intended to practice, in states other than Louisiana. Administrative officials at the other three law schools in Louisiana—Louisiana State University Law Center, Tulane University

and Loyola University—indicated that there is no interest on the part of any of them in establishing a presence in Shreveport.

Virtually all of those interviewed in Shreveport believe that this proposal could largely be implemented with existing resources. Caddo Parish put up the money to fund the feasibility study and more money could be raised from local businesses and contributors. Several of those interviewed suggested that there is a potential for joint support using partnerships with local businesses—an idea that they report has never really been tried in Louisiana. Most believed that the program could be largely self-supporting from tuition dollars. Another source of funds might be a wealthy SULC alumnus or alumna employed in the community as a lawyer. Caddo Parish could supply initial start-up funds, though providing ongoing operating support will be more difficult. The city of Shreveport is currently providing funds to several non-profits in the arts and would probably be willing to shift this support to legal education, but existing funding of this kind is not enough to meet the need. Many observed that Shreveport is a tough community in which to raise money.

Those interviewed also believe that many of the necessary resources could be provided in kind. The old downtown library is available to house instructional offerings and is a centrally located, attractive, and useful space. They claim that a "law library" already exists in the possession of the local public library and could provide a core resource. Many legal professionals are employed in the region and could provide adjunct faculty at low additional cost; other SULC faculty now resident in Baton Rouge might be induced to commute or move to Shreveport. Most agreed that incremental roll-out would be best with "just in time" funding to support a first-year class, then a second, and so on; yet another proposal was to do the first and second years in Shreveport with the third year completed in residence at the main campus in Baton Rouge. The primary drawback with these alternatives is that accreditors will require that the full program be in place to grant approval. None of these alternatives, interviewees argued, would require a lot of up-front resources. It would need to be sold politically as an extension of an existing opportunity, not a totally new venture. All these opinions were offered in the spirit of "if you build it, they will come."

There are also significant challenges to pursuing this alternative. Accreditation by both SACSCOC and ABA will be a major hurdle; the approval of both will be needed because any proposal will be treated as a substantive change. Requirements that will be difficult to fulfill are adequate legal library resources and a faculty that meet the required qualifications. ABA requirements for the establishment of a "branch campus," for example suggest that three to five full-time faculty members will need to be in place (see the section on "Accreditation Requirements" below). Regents approval will also be needed to offer such a program, but the requirements to obtain Regents approval are not entirely clear except for a need to demonstrate ongoing unfulfilled demand and self-sufficiency. A full cost estimate for implementing this proposal, as required by the BOR RFP, is provided below.

The first cohort of graduates will also have to be unusually successful to demonstrate that the program is of high quality. Pass rates on the Bar exam are a common metric for assessing quality of legal education programs. According to the American Bar Association, 76.8% and 85.3% of SULC graduates ultimately passed the Bar in 2015 and 2016 compared to notably higher rates for the graduates of the other three Louisiana law schools. These rates are, however, roughly comparable to other minority-serving law schools like Florida

A&M and North Carolina Central which are part of SULC's peer group. Pass rates of 75.0% are required to maintain accreditation by the ABA.



Figure 10. Bar Taking and Bar Passage Rates for Selected Law Schools

At the same time, attrition rates at SULC are notably higher than for other Louisiana law schools and for their peer minority-serving schools. Between, 2011 and 2019, attrition rates at SULC have fluctuated between a high of about 40% and a more recent low of about 6%, more than twice as high as those of the other three Louisiana law schools (see Appendix D).

• Physically relocate SULC from its current location in Baton Rouge to Shreveport. This alternative was mentioned by several of those interviewed in Shreveport. Currently, SULC is housed in a single building on the SU campus in Baton Rouge and has 113 faculty and a full curriculum already in place. The proposal here is to physically move the entire SULC operation from Baton Rouge to Shreveport without any additional change in resources or program. Those proposing this alternative would house the new Shreveport campus in the same facilities targeted for the branch campus (suggesting a severe reduction in the size of the program) and additional required resources such as the law library would move with the campus.

Advantages of this alternative are that it would provide a ready-made solution to the lack of a law school in the Shreveport/Bossier region and that it would not entail developing or implementing any new programming. Disadvantages are that it is unclear the extent to which current faculty or currently enrolled students (who are mostly place bound and resident in the Baton Rouge metropolitan area) would also move to follow the campus. The likelihood is that the program would become considerably smaller—benefitting Shreveport but reducing overall legal education capacity in the state. Although SULC is currently fully accredited by the ABA, relocation would constitute a "substantive change," so doing this

would require the school to demonstrate that facilities in Shreveport are equivalent in extent and quality as those in Baton Rouge. Doing this would also be a "substantive change" for SACSCOC and would require the parent institution to demonstrate that facilities are adequate and that the "institutional environment" is supportive (see the section on "Accreditation Requirements" below). Estimating the one-time cost of such a move is beyond the scope of the current study, although it should be noted that the costs in this instance would be one-time costs not on-going incremental costs.

Create incentives for law graduates from all four current Louisiana law schools to locate and practice in the Shreveport/Bossier region. The most straightforward alternative would be to create scholarships or similar financial incentives (such as deferring tuition) for law students on the condition that a student commit to initially locating and remaining in practice in the Shreveport/Bossier region for a designated period after graduation. Moving away from the region during this commitment period would require the graduate to pay back the scholarship amount together with a penalty. Similar incentive arrangements have been developed and implemented in other states for short-supply occupational graduates in such fields as nursing or health care for rural areas currently lacking enough individuals in these occupations. Louisiana itself has a similar program in the form of the John R. Justice Student Loan Repayment Program, which provides loan relief or forgiveness for state and federal public defenders and state prosecutors employed in Louisiana who agree to remain employed as public defenders and prosecutors for at least three years. Louisiana also has a similar program in dentistry, the Rural Scholars Track Program (RST) that provides tuition waivers to dental graduates when they commit to practicing in rural areas of Louisiana. The cost of such incentives would be the direct cost of the subsidies offered. It is estimated that approximately 30 law school graduates per year could be provided this benefit for the amount of the annual subsidy required to support a branch campus of SULC in Shreveport.

Finally, whatever approach is adopted, the BOR should undertake or commission a detailed study of the labor market and employment needs of the Shreveport/Bossier region aimed at determining what kinds of additional educational and training opportunities beyond legal study would provide the best return on investment.

Costs

The RFP requires NCHEMS to provide a cost estimate for undertaking at least one of the alternatives recommended. In response, this section contains full cost estimates (capital and operating) for establishing and operating a branch campus of SULC in Shreveport. Cost estimates are based on the following assumptions:

- The entering class each year will be 35 students for a maximum program enrollment of 105 students.
- 25 courses will be offered each semester.
- Instructional staff will consist of five full-time and 15 part-time faculty.

Based on these assumptions, operating cost estimates, by function, are:

Instruction



Position		Salary	Total
1 Full-time Full professor		\$125,000 per year	\$125,000
3 Full-time Associate professors		\$110,000 per year	\$330,000
1 Full-time Assistant professor		\$95,000 per year	\$95,000
15 Part-time faculty		\$20,000 per year	\$300,000
2 Full-time Clerical staff		\$45,000 per year	\$90,000
Total Salaries			\$910,000
Benefits of 110% of FT salaries (SULC IPEDS reported rate)			\$671,000
Total Instruction			\$1,581,000
Other Operating Expenses	Cost		Total
Academic Support	\$7,000 per	rstudent	\$735,000
Student Services	\$4,000 per	rstudent	\$420,000
Institutional Support	10,000 per	r student	\$1,050,000
Plant O&M \$2,500 per		student	\$262,500
Estimated annual operating costs			\$5,629,500

This number can be reduced to about \$5,000,000 per year if one presumes that much of the back-office administrative costs are borne by the SULC with few additional costs to the parent institution.

In addition to this "bottom up" approach to calculating the potential cost of operating a branch campus law program, NCHEMS reviewed costs associated with operating small, free-standing law schools. There are five such institutions in the country that report useable data. These colleges have enrollments varying from 69 to 234 FTE students. Expenditures per FTE student for these colleges vary from \$34,000 to \$54,000. Both the mean and the median for this group are approximately \$42,500 per FTE student per year. For an institution/program of 105 students this translates into an annual expenditure of \$4,462,500. Combining these two approaches to cost estimation leaves a result that the costs of operating a branch campus of SULC in Shreveport will cost somewhere between 4.5 and 5.0 million dollars per year. If all students paid a full tuition of \$25,000 per year, tuition revenue would cover approximately one-half of the annual operating costs.

Capital Requirements

Operating costs do not account for the costs of acquiring/building the facilities needed to house the program. Review of space available to small law programs puts the requirements at about 180 net square feet per FTE student. This is close to the per student space available at SULC at its Baton Rouge location (172 net square feet per student). This translates into:

- 18,900 Net Square Feet for 105 students
- 31,500 Gross Square Feet assuming a net to gross ratio of 0.60
- \$11,025000 Cost to construct assuming \$350 per square foot cost of construction



• \$14,700,000 total project cost assuming that actual building costs are 75% of total project costs, the balance being architectural fees, project management fees, etc.

A depreciation amount of \$220,500 (at 2% of replacement value) should be added to annual operating costs to reflect the costs associated with avoiding the accumulation of deferred maintenance.

Accreditation Requirements

Two of the scenarios outlined above—creating a branch campus of SULC in Shreveport and physically moving SULC from Baton Rouge to Shreveport without changing curriculum or pedagogy—would be considered "substantive changes" by the accreditors involved. These are the Southern Association of Colleges and Schools Commission on Colleges (SACSCOC) for institutional accreditation and the American Bar Association (ABA) for specialized accreditation. Under normal operating procedures responses to an application for substantive change would require the entity in question (institution or school) to obtain prior approval, to undergo a staff review (and perhaps a campus visit), and to pay fees of varying magnitude.

Specific requirements for each accreditor for each of the two scenarios and associated observations are listed below:

- **SACSCOC**. The first proposal would be considered a "branch campus" for accreditation purposes, so would require prior approval and a staff review. The campus would have to submit a business plan and a prospectus outlining student need and demand, describing the program's curriculum and faculty resources, and describing how the accreditor's physical facilities and financial viability standards would be met. A fee of \$500 would apply. Physically moving SULC to Shreveport would also require prior approval and a staff review, as well as a subsequent site visit. The campus would have to submit a prospectus as above, emphasizing compliance with physical resource requirements and requirements on the institutional environment. A fee of \$500 would apply plus at least \$2000 for the cost of the site visit.
- **ABA**. The first proposal would be considered a "branch campus" for accreditation purposes. Although implemented in stages, it must be reviewed and approved after all stages have been accomplished. It would require a permanent, full-time faculty, a law library, and appropriate physical and financial resources. Full-time faculty must teach essentially all first-year courses as well as half of the rest of offered courses, as well as being "available" for students as mentors and advisors. "Full-time faculty" are defined as teaching staff who are not employed elsewhere as a teacher or a member of the legal profession. In addition, the school must "control and direct" the law library, though it need not actually own it. Finally, graduates of the campus must achieve a 75% bar passage rate within two years. Achieving the last may be problematic because the bar passage rates of SULC have dipped below the 75% level on several recent occasions, and the school was cited for this failure by the ABA as recently as 2017.

Physically moving SULC to Shreveport will require the entity to demonstrate to the ABA that the physical facilities available in the new location are equivalent to the original Baton Rouge location in size, type, and quality. These facilities can be leased but must be "under the exclusive control" of the law school.

Historically, moreover, the ABA has not looked favorably on schools that are underresourced, so both scenarios would be subject to particular scrutiny. The ABA has also recently been criticized on the grounds that it has been too lenient in accrediting schools that are on the edge of its requirements, so it will probably be hesitant to recognize either of the entities proposed under these two scenarios.

In short, substantial accreditation demands will apply whichever course of action is chosen and these probably constitute the largest single set of obstacles to moving forward.

Conclusions

In the narrow conception of the legislature's charge, there is little compelling evidence that a new law school is warranted in the Shreveport/Bossier region. On a per capita basis (in comparison with other states) Louisiana has a lot of law schools and a lot of law school graduates. The state does not have a capacity problem—it has a distribution problem. There is a relative shortage of lawyers and judges in the region as shown by both statistics on the relative numbers of individuals in legal occupations in the Shreveport/Bossier region compared to other regions and as reported through interviews conducted with area residents and professionals. There is also an equity argument based on the relative disparity between the number of African American and Caucasian individuals employed in legal professions. At the same time, any one of several proposals to meet this demand could certainly be implemented if the resources needed to do so were provided. The most workable such proposal is establishing a branch campus of SULC in Shreveport. But the direct and indirect costs associated with implementing this proposal are significant. Direct costs will have to be covered in a political environment in which financial and material resources are limited and, if forthcoming, will have to be taken away from other meritorious uses. Indirect costs also include those of meeting significant institutional and professional accreditation requirements. Indeed, the latter probably impose the most important obstacles to implementing each of the proposed alternatives. From a policy perspective, it is advisable to define the problem as a distribution problem and to seek solutions that directly address the problem so defined.

In the broader conception of the legislature's charge "feasibility" is a matter of judgment that must balance practicability and cost. Based on the information and analysis underlying this study in response to the two resolutions enacted by the Louisiana legislature, it is certainly practicable to establish an entity to increase legal education capacity in the Shreveport/Bossier region. But investments in such fields as health, business, and engineering may constitute more beneficial investments in educational capacity for the Shreveport/Bossier region than equivalent investments in legal education. Consequently, it is recommended that no new graduate programs be approved in the region until a more comprehensive study of needs for such programs is completed. At the same time, there are several policy actions that could be taken by the state to increase the numbers of individuals in legal occupations resident in the Shreveport/Bossier region that do not depend upon creating a new legal education provider—actions that address the distribution problem.

In sum, there are two questions outside the scope of this study that must be answered by BOR. First, should the state invest the estimated amount of money in additional educational capacity in the region? Second, is legal education the highest priority investment that could be made or are there better alternatives? Only the Board of Regents can make these judgments. The NCHEMS study team sincerely hopes that this report has supplied some of the information required to do so, recognizing that the costs (and benefits) of other possibilities have not been explored.

Appendix A. Text of Resolutions

2019 Regular Session

HOUSE CONCURRENT RESOLUTION NO. 24

BY REPRESENTATIVES GLOVER, BAGLEY, COX, JEFFERSON, NORTON, BAGNERIS, BRASS, TERRY BROWN, CARPENTER, HORTON, JENKINS, LYONS, MOORE, AND PIERRE AND SENATOR PEACOCK

A CONCURRENT RESOLUTION

To urge and request the Board of Regents to study how the state can best meet the legal education needs of students and the economic and workforce development needs of the Shreveport-Bossier region, including but not limited to meeting these needs through establishing a campus of the Southern University Law Center in Shreveport, and to submit a written report of findings and recommendations to the House Committee on Education and the Senate Committee on Education by not later than ninety days prior to the beginning of the 2020 Regular Session of the Legislature.

WHEREAS, Article VIII, Section 5(D)(2) of the Constitution of Louisiana provides, relative to public institutions of postsecondary education, that it is a power, duty, and responsibility of the Board of Regents to approve a proposed degree program, department of instruction, division, or similar subdivision; and

WHEREAS, Article VIII, Section 5(D)(3)(a) of the constitution further provides that it is a power, duty, and responsibility of the board to study the need for and feasibility of creating a new institution of postsecondary education, which includes establishing a branch of such an institution; and

WHEREAS, there is great interest in establishing a campus of the Southern University Law Center in Shreveport; and

WHEREAS, the provision of a juris doctor program in the Shreveport-Bossier area, through a campus of the Southern University Law Center in downtown Shreveport, would provide access to law school opportunities in an area of the state which is currently underserved; and

WHEREAS, there is a need in the Shreveport area for law degree programs in order to meet not only the educational needs of students but also the economic and workforce development needs of the region.

THEREFORE, BE IT RESOLVED that the Legislature of Louisiana does hereby urge and request the Board of Regents to study how the state can best meet the legal education needs of students and the economic and workforce development needs of the Shreveport-Bossier region, including but not limited to meeting these needs through establishing a campus of the Southern University Law Center in Shreveport, and to submit a written report of findings and recommendations to the House Committee on Education and the Senate Committee on Education by not later than ninety days prior to the beginning of the 2020 Regular Session of the Legislature.

BE IT FURTHER RESOLVED that copies of this Resolution shall be transmitted to the chairman of the Board of Regents and the commissioner of higher education.

SPEAKER OF THE HOUSE OF REPRESENTATIVES

PRESIDENT OF THE SENATE



2019 Regular Session

SENATE CONCURRENT RESOLUTION NO. 75

BY SENATOR PEACOCK AND REPRESENTATIVE GLOVER

A CONCURRENT RESOLUTION

To urge and request the Board of Regents to study how the state can best meet the legal education needs of students and the economic and workforce development needs of the northwest region, including meeting these needs through establishing a law school in the Shreveport-Bossier area.

WHEREAS, Article VIII, Section 5(D)(2) of the Constitution of Louisiana provides, relative to public institutions of postsecondary education, that it is a power, duty, and responsibility of the Board of Regents to approve a proposed degree program, department of instruction, division, or similar subdivision; and

WHEREAS, Article VIII, Section 5(D)(3)(a) of the constitution further provides that it is a power, duty, and responsibility of the board to study the need for and feasibility of creating a new institution of postsecondary education, which includes establishing a branch of such an institution; and

WHEREAS, there is a great interest in establishing a law school in the Shreveport-Bossier area in order to meet not only the educational needs of students, but also the economic and workforce development needs of the region; and

WHEREAS, there are campuses of the Louisiana State University System, the Southern University System, and the University of Louisiana System already existing in the area; and

WHEREAS, a collaborative law school of the three university systems could capitalize on the best of all three systems and result in a school that is second to none in the state; and

WHEREAS, the northwest region of the state lacks a law school program and the provision of a juris doctor program in the Shreveport-Bossier area would provide access to an area of the state that is currently underserved.

THEREFORE, BE IT RESOLVED that the Legislature of Louisiana does hereby urge and request the Board of Regents to study how the state can best meet the legal education needs of students and the economic and workforce development needs of the northwest region, including meeting these needs through establishing a law school in Shreveport-Bossier area.

BE IT FURTHER RESOLVED that the Board of Regents shall consider whether any law school established pursuant to this study would best serve the needs of the area and the state by being affiliated solely with either the Louisiana State University System, the Southern University System, the University of Louisiana System, or any combination

thereof.

BE IT FURTHER RESOLVED that the Board of Regents shall submit a written report of its findings and recommendations to the Senate Committee on Education and the House Committee on Education by not later than ninety days prior to the beginning of the 2020 Regular Session of the Legislature.

BE IT FURTHER RESOLVED that a copy of this Resolution shall be transmitted to the chairman of the Board of Regents, the commissioner of higher education, the president of the Louisiana State University System, the president of the Southern University System, and the president of the University of Louisiana System.

PRESIDENT OF THE SENATE

SPEAKER OF THE HOUSE OF REPRESENTATIVES

Appendix B. Interviewees/Participant List

November 6, 2019

John Pierre, Chancellor, Southern University Law Center

November 7, 2019

Erin Cowser, Assistant Commissioner for Legislative and External Affairs, Commissioner's Office

Terrence Ginn, Deputy Commissioner for Finance and Administration, Commissioner's Office

Kim Hunter Reed, Commissioner

Kim Kirkpatrick, Associate Commissioner for Institutional Research and Performance Assessment Services, Commissioner's Office

Connie Koury, Executive Director, Louisiana Association for Justice

Tina Vanichchagorn, Special Counsel, Governor's Office

November 13, 2019

Tom Galligan, Dean, LSU Law Center

November 26, 2019

Karen Denby, former staff, Commissioner's Office

Larry Tremblay, former staff, Commissioner's Office

December 10, 2019

Lisa Johnson, President, Bossier Chamber of Commerce

Curtis Joseph, President, Shreveport Bar Association

Bob Levy, Board of Regents

Timothy Magner, President, Greater Shreveport Chamber of Commerce

Barrow Peacock, State Senator

Markey Pierre, SO Strategy

Wilbert Pryor, Board of Regents

Rocky Rockett, Executive Director / President, Greater Bossier Economic Development Foundation

Jack "Bump" Scaggs, Executive Director, Coordinating & Development District - District 7

Woodrow Wilson, Parish Administrator, Caddo Commission

Angie White, Senior Vice President, North Louisiana Economic Partnership

December 11, 2019

Tom Arceneaux, Shreveport Bar Association President Elect

Brandon Fail, Directory, City of Shreveport Economic Development

Scott Martinez, President, North Louisiana Economic Partnership



Adrian Perkins, Mayor, Shreveport

Philip Rozeman, community leader

Judge Shonda Stone

Mike Woods, community leader, SACS board member

December 16, 2019

Judge Jeff Cox

Judge Erin Garrett

December 17, 2019

Barry Erwin, Council for a Better Louisiana Jim McMichael, Past President Shreveport Bar Association

Kristi Lumpkin, Economic Development Administrator, City of Lumpkin

Robert Mills, Senator-elect

Thomas Pressly, State Representative-elect



Appendix C. Interview Protocol

Questions for All Participants:

Please describe your background as it relates to the proposal to increase legal education capacity in the Shreveport/Bossier region. When did you first hear about it? How have you been involved since then? Who is backing this proposal and why?

Do you believe that northern Louisiana has a shortage of practicing lawyers? If so, among which populations and/or legal specialties? How do you know this (evidence)?

In addition to education of lawyers, is there a need for other kinds of legal education—paralegal, etc?

What alternatives should be considered (e.g. establishing a new law school, a branch or extension of an existing law school, offering courses on site or online)? If a branch, of which institution?

Is there a need for more general offerings in legal education short of a law degree to serve working professionals in such fields as government, business, or health care?

Should new offerings be directed toward particular types of students and/or be offered in particular ways (e.g. part-time attendance, nontraditional times, nontraditional formats, etc.)?

What would be the concrete benefits to the region? For whom?

What are the main drawbacks?

What do you believe the costs would be and who should bear these costs? Should it go forward if the only source of funds were the reallocation of money within higher education—robbing Peter to pay Paul?

Would doing this provide particular benefits to citizens of color within the region? Why and how? Is serving this audience a sufficient rationale for creating a new law program in the region?00

What are the implications of doing this (or not doing this) for economic development in the region?

Questions for Political Leaders:

What political issues are raised by this proposal? Who would like to see it pursued and why?

What political opposition can be anticipated and why?

What are political leaders in the region willing to invest (both in dollars and in kind) to make such a proposal happen? For how long would this commitment be required/tolerated? Is there appetite in the legislature for direct funding of a new law school with new—not reallocated—appropriations?

Questions for Members of the Shreveport Legal Community:

Where does the current supply of legal talent in the region come from?

Where do current citizens of the region who wish to enter the legal profession seek training and employment? Do they return to the region to practice? If not, where do they go and why?



Appendix D. Supplemental Data

Chart A1. The Relationship Between Educational Attainment and Personal Income (American Community Survey; Bureau of Economic Analysis)

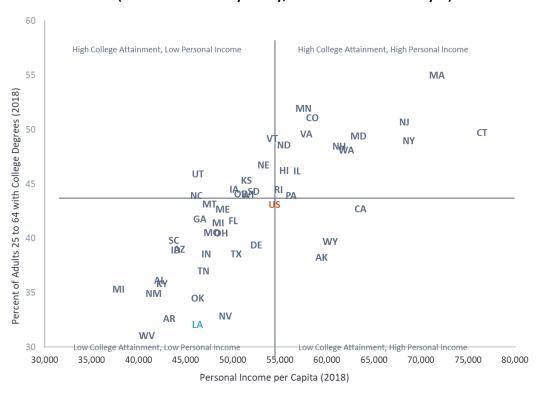
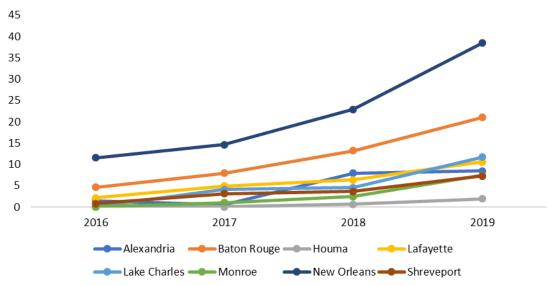
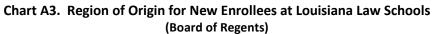
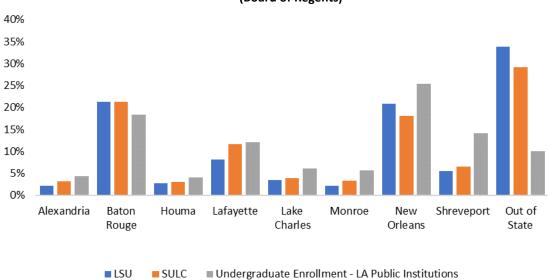


Chart A2. Entry-level Postings for Lawyers per 100,000 Individuals 25+ (American Community Survey; EMSI)







Marty J. Chabert Chair

Collis B. Temple III Vice Chair

Blake R. David Secretary

Kim Hunter Reed, Ph.D. Commissioner of Higher Education



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Dual Enrollment Task Force

The attached report will be reviewed by the Dual Enrollment Task Force Wednesday, February 19, 2020 at 2:45 p.m. in the Board of Regents Conference Room. During this time the Task Force will discuss the attached report, voting to approve or amend the report. We will update the Board regarding any feedback received of the attached report in March.





16

17

References

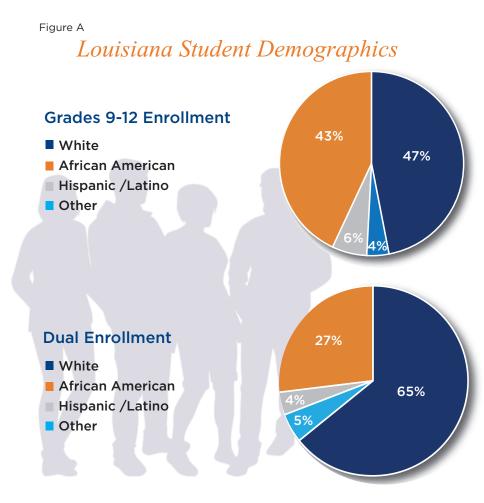
Appendices

I. The Case for Universal Access to Dual Enrollment

Act 128 of the 2019 Regular Legislative Session (Appendix A) created the Dual Enrollment Task Force. Under the jurisdiction of the Board of Regents, the Task Force is charged to make recommendations for the establishment of a statewide framework designed to provide universal access to dual enrollment courses for all eligible public high school juniors and seniors.

Dual enrollment is defined in Act 128 as "the enrollment of a high school student in a postsecondary course for which both postsecondary and high school credit may be earned."

Research across the country documents that students who participate in dual enrollment are more likely than their peers to enroll in college, build academic momentum, and persist to completion. One study, using a nationally representative sample of students, showed that students who took at least one dual enrollment course were 10% more likely to complete a bachelor's degree than the comparison group. The benefits were even greater (12%) for students whose parents never attended college (An, 2013). The U.S. Department of Education's What Works Clearinghouse completed a review of dozens of studies on the effects of dual enrollment. The review found a medium-tolarge evidence base exists showing that dual enrollment has positive impacts on students (WWC, 2017).

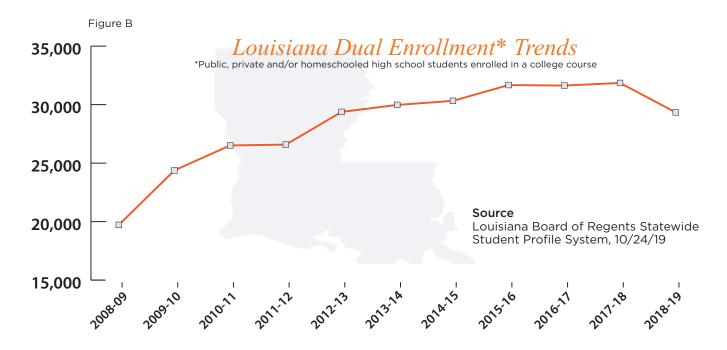


Louisiana currently lacks a strategy for providing universal access to dual enrollment, resulting in widely varying participation rates in high schools across the state and significantly lower participation by low-income and minority students (See Figure A). The Task Force recognizes that a statewide framework will be necessary to harness these successful programs for the benefit of low-income, minority, and first-generation college students. Doing so will help achieve

the state's goals for talent development as well as eliminate persistent and damaging equity gaps.

A fully supported statewide framework for dual enrollment is essential to prepare increasing numbers of students for college and career success. Improving student transitions from high school into college will necessitate shared responsibility by Louisiana's secondary and post-secondary systems (Barnett, 2016).

II. Dual Enrollment Trends in Louisiana



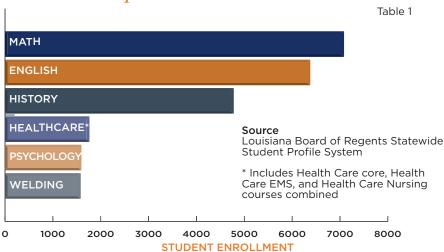
Through the early 2000s, dual enrollment participation in Louisiana was limited to fewer than 3,000 academically advanced students participating in local programs. Significant growth started in 2005 with the creation of the TOPS Tech Early Start Scholarship. This legislatively created award pays up to \$50 per credit hour for technical or applied courses leading to an Industry Based Certification (IBC), a Certificate of Applied Sciences, or a Certificate of Technical Sciences at a Louisiana public postsecondary education institution when such certification or certificate is approved by the Workforce Investment Council. Funding for the TOPS Tech Early Start program is part of the TOPS budget, and remains available for students. The Early

Start Program followed TOPS Tech Early Start, and paid for degree, developmental, or work skills courses at a rate of \$100 per credit hour. Funding for this program is no longer available.

With the defunding of Early Start funds beginning in 2013, school systems have transitioned to expending Supplemental Course Allocation (SCA) funds as well as local general funds to provide funding for Dual Enrollment courses. According to data from the Louisiana Department of Education, in the 2017-18 school year districts spent \$9 million of the \$17 million SCA appropriation on dual enrollment. The Supplemental Course Allocation gives school districts and other public schools a Minimum Foundation

Program (MFP) allocation related to the cost of high school credit courses. It is individualized to the needs of secondary students and is provided outside the traditional secondary school. Funds allocated through SCA will target the following types of courses for high school credit: Career and technical preparation, academic work required to achieve TOPS, advanced coursework not available at the school due to limited resources, dual enrollment, and intensive remediation for students struggling to stay on pace for graduation.

2017-18 Top 6 Dual Enrollment Courses



The growth in the number of students taking dual enrollment courses in Louisiana public colleges and universities plateaued subsequent to the establishment of SCA, growing less than 2% per year through 2017-18, as shown in Figure B. The Board of Regents increased minimum dual enrollment student eligibility requirements for general education courses in 2017-18. This was followed by an 8% decline in participation from 2017-18 to 2018-19. Enrollment in Career and Technical Education (CTE) courses was not impacted by this new policy; participation in CTE dual enrollment remained low.

Louisiana Department of Education records for dual enrollment show that 19,648 public school students dually enrolled in 2017-18 (most recent data available). Of the 19,648 enrollees, 87% were on the TOPS University diploma pathway, 11% were on a Jump Start diploma pathway, and 1% were not declared. In terms of ethnicity, 65% of the enrolled students were White, 27% Black, 4% Hispanic, and 4% other.

Further analysis indicates that 41% of this population is considered economically disadvantaged, compared with 69% of all Louisiana public high school students. Considering the demographic and socio-economic composition of the population of Louisiana (see Figure A), these numbers reflect a lack of parity in access to early college pro-

grams for students from underrepresented and disadvantaged populations.

In addition to dual enrollment, high school students can earn college credit by exam. While not the subject of this report, it's important to recognize other models that support college transition. In 2017-18, students in Louisiana took 30,079 Advanced Placement (AP) exams with 7,305 students earning a score of at least 3 (the minimum score needed to receive college credit). According to the College Board, the organization responsible for administering and scoring AP and College Level Examination Program (CLEP) exams, 2018-19 saw Louisiana's highest-ever recorded participation in CLEP tests, with 18,102 exams taken. This included a record number of exams (8,084) passed with a qualifying score for college credit. Additional research is necessary to better understand the inconsistency in the awarding of credit based on CLEP across Louisiana public postsecondary institutions and the extent to which such credit assists a student in progressing to a postsecondary credential of value.

The Board of Regents' 2019 Master Plan recognized the need to expand talent development within the state in order to meet the workforce needs of the future. Dual Enrollment is a specific policy highlighted to accelerate the earning of early college credit by Louisiana's high school students. These precollege credit programs will be facilitated through the development of secondary-to-postsecondary academic and career pathways and are critical to the state's success in increasing educational attainment. The ability for future high school graduates to have a head start in college coursework via dual enrollment will be a game-changer for Louisiana students by expanding access, equity, and college readiness, as well as facilitating transition to college. Recognizing the necessity to expand this opportunity across Louisiana, in December 2019 the Board of Elementary and Secondary Education and the Board of Regents set a joint goal that every student should graduate high school with college credit (academic and/or career-technical), a postsecondary credential of value, or both, beginning with the high school freshman class of 2025 (senior class of 2029).

III. Process to Inform Task Force Work

Act 128 specifically called for the Task Force to consist of twelve stakeholders representing K-12, postsecondary education, and the broader community. The Board of Regents, aided by consultants from Education Strategy Group, began a review of dual enrollment practices in Louisiana in the context of best practices from across the country. This provided opportunities for the Task Force to consider the most up-to-date in-state and national information in developing its framework and recommendations for the Governor's and Legislature's consideration.

Since July 2019, the Task Force has met seven times at various regional sites to deliberate and facilitate presentations and attendance by secondary and postsecondary partnerships across the state. Table 2 indicates the various locations at which the Task Force conducted its meetings.



The agenda for each meeting of the Task Force featured area representatives sharing information regarding how they facilitate the delivery of dual enrollment in their respective region. This was useful to the Task Force in developing an understanding of the various types of dual enrollment options available to students, along with the challenges and opportunities that exist in different communities across the state (see Appendix B).

In addition to showcasing local dual enrollment programs at each meeting, the Board of Regents and Education Strategy Group conducted key informant interviews and surveys with stakeholders throughout the state. The goal of this project was to inform the Task Force of varying dual enrollment practices and priorities from both K-12 and higher education leaders. The findings from this project were presented at the November Task Force meeting and are summarized in Appendix C.

Table 2

Date	Location
July 24, 2019	Richland Parish School Board (Rayville, LA)
September 9, 2019	Southeastern Louisiana University (Hammond, LA)
October 7, 2019	South Louisiana Community College (Lafayette, LA)
November 4, 2019	LA Tech University at Bossier Parish Community College (Bossier City, LA)
December 2, 2019	Louisiana State University and A&M College (Baton Rouge, LA)
January 6, 2020 & February 19, 2020	Claiborne Building (Baton Rouge, LA)

IV. Guiding Principles of a Statewide Framework

The Dual Enrollment Task Force supports the establishment of a statewide framework designed to ensure students have universal access to dual enrollment courses during high school. Dual enrollment is defined as the enrollment of a high school student in a postsecondary course for which both postsecondary and high school credit may be earned. The Task Force sees value when high school students have access to high-quality academic, career and technical college courses. Dual enrollment provides an early start for students on their college and career journeys and signals to all students that a credential beyond high school is foundational to their success. In addition, dual enrollment allows students to decrease their time to degree once in college, thus making higher education more affordable for families. To that end, the following guiding principles are offered to anchor this effort:

- 1. All high schools shall provide access to dual enrollment, Advanced Placement, and/or International Baccalaureate courses in all core academic content areas and in career/technical fields.
- 2. The availability of dual enrollment courses in both technical and academic fields is critical to supporting the varied postsecondary pathways that students pursue. Therefore, courses must

be accessible to Louisiana's students in both areas, with opportunities provided for students to enroll in either or a combination of both.

- 3. Expansion of dual enrollment opportunities should focus on increased access and equitable participation.
- 4. Each high school student should be able to enroll before graduation in at least four dual enrollment courses for which they are eligible, with no tuition or fees charged to the student and cost of attendance expenses such as text-book, testing, and transportation costs minimized.
- 5. Meaningful, predictive assessments administered in 10th grade or earlier will determine the college readiness of students and identify those in need of additional preparation.
- 6. Institutions of higher education should emphasize consistent academic quality in the delivery of postsecondary courses offered for dual enrollment, regardless of course location, instructor type, or delivery modality.
- 7. Existing state and federal funding streams should be utilized to their full extent to expand equitable participation in dual enrollment.

8. With a focus on access and equity, the state's K-12 Accountability System, overseen by BESE, should provide appropriate incentives for schools to increase successful student completion of dual enrollment courses and college-level assessments.

While the Task Force's first priority was to set the foundation for the dual enrollment framework, it also recognized significant challenges and opportunities that must be addressed in order for Louisiana to reach its goal of expanding early college opportunities across the state. These findings are provided in the following categories for consideration:

- Universal Access and Equity
- Funding Mechanisms
- Course Access and Pathways
- Instructor Support and Program Integrity
- Communication, Outreach and Public Reporting

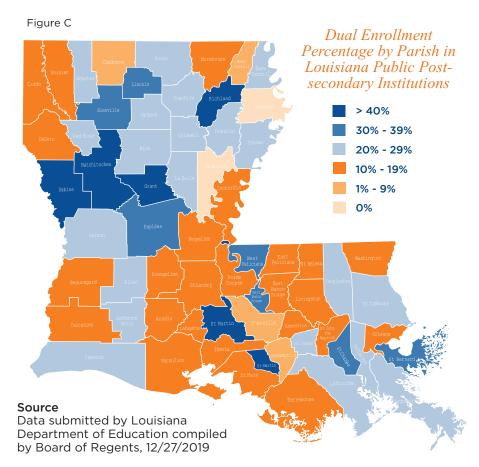
V. Findings and Considerations

A. Universal Access and Equity

Findings

Ensuring universal access to dual enrollment will yield a student population in dual enrollment which mirrors the demographic, socioeconomic and geographic diversity of the state's K-12 student population. Louisiana's K-12 population in 2017-18 was 45% white, 43% African American, 7% Hispanic, and 5% other. Yet, of the 19,648 students in dual enrollment courses, demographic analysis showed 65% white, 27% African American, 4% Hispanic, and 5% other. Figure C highlights the low participation rate in dual enrollment among students in many rural parishes.

Historically, Louisiana has not specified a clear equity goal for dual enrollment nor does the state have a uniform framework to ensure equal access. As a result, dual enrollment in Louisiana is varied and complex, resulting in different course offerings, funding mechanisms and opportunities. Adoption of a statewide dual enrollment framework to ensure universal access and equity of opportunity is critical to reaching the recently agreed shared goal of Board of Elementary and Secondary Education and the Board of Regents for all graduates of Louisiana public high schools, beginning with the



Sources:

- Dual Enrollment Students LA Board of Regents Statewide Student Profile System
 Preparatory Students
- 2. High School Juniors and Seniors- LA DOE High School Session 2017-2018

Notes:

- 1. Dual Enrollment % = counts of prep students/counts of HS juniors & seniors
- 2. 1,607 prep students were reported out of 8,588 HS juniors & seniors in unknown parishes

high school freshman class of 2025 (senior class of 2029), to complete high school having earned college credit (academic and/or career-technical), a post-secondary credential of value, or both.

Conditions Necessary for

Success

1. Alignment of policies and practices overseen by BESE, including the K-12 accountability systems, to incentivize increased dual enrollment completion with a focus on access and equity.

Louisiana's high school account-

ability system has long rewarded schools for dual enrollment participation. However, significantly higher weightings for scores on a single AP or CLEP exam than for passing a college course is impacting school and student course-taking behavior. BESE and the Accountability Commission should review these and other incentives, to consider ways to further reward schools that successfully demonstrate equitable outcomes in dual enrollment completion.

2. Capacity-building to support high-quality academic and career-technical course offerings across the state.

Effectively navigating the complexity of dual enrollment systems that span K-12 and postsecondary systems is difficult for administrators and counselors across the state. There are some excellent dual enrollment opportunities in Louisiana, but schools and colleges not already engaged are often isolated from firmly established programs. Schools would benefit from a resource guide and information sessions with postsecondary institutions to learn more about the academic and career and technical dual enrollment offerings as well as the various delivery models available. This could enhance the opportunities for students in Louisiana. In addition, counselors, college admissions officers, CTE directors, and dual enrollment managers would benefit from an enhanced communication infrastructure, a centralized one-stop shop website linking training, shared resources, and professional

networks to facilitate peer learning. Finally, access to timely, accurate, information about dual enrollment is essential for parents and students.

3. Dual enrollment resources and regional training for professional school counselors and college admissions counselors, to encourage program consistency and success.

Examples were provided to the Task Force of tools and resources used in Tennessee and Idaho to support school counselors in advising students on college and career pathways. For example, Tennessee has eliminated the counselors' role in test proctoring, runs regional workshops, provides data tools for counselors to use in assessing student college readiness, and has created a designation process for schools that exceed standards on advising, college and career planning, and a curriculum linked to guided pathways. Louisiana's existing school counseling model should be reviewed to account for the standards specific to pathway counseling.

4. Resources and training for instructional faculty to ensure higher quality offerings that meet accreditation requirements.

Ensuring universal access to dual enrollment will require the preparation and education necessary for high school teachers to meet the accreditation requirements that would allow them to join college faculty in offering DE courses. In addition



all SACSCOC and Council on Occupational Education criteria regarding resources and student support would need to be addressed. The Statewide Dual Enrollment Framework can provide a road map for the effective establishment of Dual Enrollment programs that meet accreditation requirements, contain the appropriate content and rigor necessary in college courses, support instructional faculty to ensure quality of instruction and provide strong educational experiences for students taking both academic and CTE courses.

5. Regular evaluations conducted by the Department of Education and the Board of Regents of the effectiveness of dual enrollment programs to determine necessary improvements.

In the past, Regents has conducted a few analyses of student success in coursework subsequent to dual enrollment, but has not undertaken comprehensive or targeted evaluations. Conducting evaluations will help identify specific areas of strength and those in need of improvement to ensure that rigorous coursework and appropriate student support are available across Louisiana, to ensure statewide progress toward equity goals.



B. Funding Mechanisms

Findings

The Task Force envisions a future in which each high school student in Louisiana is able to enroll before graduation in at least four dual enrollment courses for which they are eligible, with no tuition or fees charged to the student and other expenses that students may otherwise incur minimized, including textbook, testing, and transportation costs. Without sufficient resources available to support the equitable delivery of dual enrollment, the considerable variability in course offerings and costs across schools and colleges limits access for many students. In many cases, costs incurred by families prohibit or limit enrollment.

Supplemental Course Allocation (SCA) funds are a valuable incentive for public schools to offer dual enrollment, but insufficient to cover the full cost of dual enrollment for some school

systems - including textbooks and materials. Despite these increases, most schools exhaust their SCA funds due to increased participation in SCA courses. Many schools subsidize additional student participation in SCA courses with general funds. Conversely, according to Louisiana Department of Education records, approximately 8% of SCA funds (\$1.5 million) allocated last year were not committed and were redistributed to schools systems in accordance with ACT 482 of the 2014 legislative session.

The capacity to expand access to career-technical dual enrollment courses is often limited by the added costs of equipment and materials. Department of Education data show that SCA funds subsidized close to 9,000 dual enrollments in the 2018-19 academic year for technical courses, indicating public schools are relying on SCA as a key funding mechanism for these courses. Though some students taking dual enrollment courses in high-demand fields

receive TOPS Tech Early Start scholarships, LOSFA data show there has been a significant decline in their utilization, with 50% fewer dollars awarded in scholarships in 2018-19 than five years earlier. TOPS Tech Early Start is used extensively by some schools, but funds as little as one-third of technical dual enrollment courses due to limitations on the award amount and student eligibility restrictions. The postsecondary education funding formula indirectly incentivizes public institutions to enroll high school students by including them in student credit hour calculations. Once these students matriculate to college after graduation, institutions are rewarded for their progression toward a postsecondary credential.

In addition, there is no specific funding for intensive cohort-based pathway programs that integrate preparation with dual enrollment coursework, including Early College High Schools and Career Academies.

Conditions Necessary for Success

1. A reliable funding stream or combination of funding sources to support the state's vision of universal access to dual enrollment.

This requires that existing state and federal funding streams be utilized to their full extent to ensure equitable participation in dual enrollment. The Task Force may include additional recommendations regarding long-term funding of dual enrollment in its final report to the Legislature by October 1, 2020.

2. Initial investment in capacitybuilding to support both the teaching corps needed to implement universal access to dual enrollment and the infrastructure to ensure more students are prepared and eligible to participate.

The state should fund a Dual Enrollment Innovation and Equity Grant that would support efforts to increase dual enrollment access and equity in areas of high need, as described in the recommendations on page 15.

3. Funding mechanisms that provide incentives for public K-12 and postsecondary institutions to expand access to underserved students and achieve equity in dual enrollment participation.

Legislation establishing the Task Force asked it to consider ways in which performance-based funding for both K-12 and postsecondary institutions might further the goal of universal access to dual enrollment. The Task Force examined the ways in which Louisiana schools and institutions of higher education utilize existing funding streams, as well as funding mechanisms in other states, particularly Georgia, Idaho, Indiana, Kentucky, and Oklahoma. The Task Force recommends that any dual enrollment funding rewards behavior that increases access for students and locations currently underserved, and helps to reduce equity gaps in student participation and performance in dual enrollment.

4. Schools and/or colleges provide tuition and fee waivers to students experiencing economic hardship.

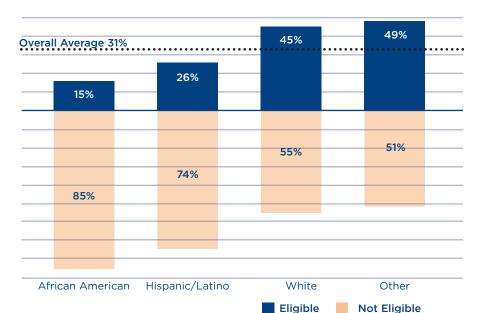
Under Louisiana Act 240 of 2019, each public school's governing authority must adopt and publish a policy on the collection of student fees. This law was enacted to ensure that students are not prevented from participating in curricular or cocurricular programs solely due to their inability to pay. Each school board's fees policy must include a process for students, parents, or guardians to request and receive an economic hardship waiver for any school fee. Department of Education guidance clarified that this law applies to dual enrollment courses. School boards were required to adopt these policies by December 1, 2019. Successful implementation of this law and commitment by all partners to eliminating tuition and fees for students experiencing economic hardship will further the Task

Force's goal of reducing financial barriers to providing universal access to dual enrollment.

5. A uniform pricing structure to ensure affordability of dual enrollment courses, to include maximum and/or minimum tuition and fees.

Dual enrollment tuition and fees charged by colleges and universities to students or schools vary widely, from \$35 to \$170 per credit hour. Interviews and surveys of school officials reveal that some high schools provide one or more dual enrollment courses at no cost to students. often funded by SCA funds. SCA does not require schools to provide SCA-funded courses for free, but schools often do so for a predetermined number of courses per student or until funds are exhausted. Among the Legislative charges assigned to the Task Force were to research and consider a process to establish a uniform pricing structure for dual enrollment courses offered by each public postsecondary education institution with the ability to honor existing MOU's. Regents staff conferred with public university systems' Chief Financial Officers and presented to the Task Force a draft framework of such a pricing structure. Having reviewed this information, the Task Force recommends continued deliberation on uniform pricing in the context of the funding system to be used to promote equitable access to quality dual enrollment opportunities for students in all school districts across Louisiana.

% of Grade 12 Students Eligible for Academic Dual Enrollment



C. Course Access and Pathways

Findings

A 2019 report by the College in High School Alliance and Education Strategy Group noted the importance of state policy and coordination in ensuring that geography does not determine student access to dual enrollment courses and that barriers do not unnecessarily limit participation in dual enrollment in academic and career areas of interest (Unlocking Potential, 2019). This report, and a May 2018 report by the Education Commission of the States, emphasized steps to broaden access to dual enrollment coursework for middle-achieving students through more flexible student eligibility standards, precollegiate experiences to prepare students for dual enrollment, and a wider range of courses offerings, including collegiate courses in technical fields (Zinth & Barnett, 2018). In Louisiana, 83 public high schools have fewer than 5% of students in dual enrollment courses, with nearly half of these reporting no enrollment, according to data reported to the U.S. Department of Education's Civil Rights Data Collection. Within schools offering dual enrollment, many have persistent inequities in student participation when viewed by gender, race/ethnicity, and income status. Disparities in participation is highly correlated with inequitable academic preparation, as shown in Figure D. Only 31% of 12th Grade students in 2017-18 met the current eligibility requirements to enroll in an academic dual enrollment course. While 45% of white students met eligibility requirements, only 15% of African American students and 26% of Hispanic/Latino students were eligible.

Effective Fall 2018, statewide minimum eligibility policies established by the Board of Regents (Academic Affairs Policy 2.22) require students to meet three minimum criteria for participation in academic dual enrollment courses: (1) an ACT composite score of at least 19; (2) minimum ACT subject scores in Math (19) and English (18); and (3) a minimum 2.5 grade point average (GPA). Individual postsecondary institutions may

establish higher eligibility or course-specific placement criteria, as well as additional requirements and fees. This complex eligibility structure, compared to minimal eligibility requirements in other states, results in confusion among dual enrollment administrators and directly affects the number of students who are able to participate.

In addition, there has been limited implementation of high school transition courses designed for high school seniors who do not meet college readiness standards in English and mathematics. Limited funding for early assessments, such as the Pre-ACT, decrease schools' ability to identify and prepare all students for participation in dual enrollment and qualify them for courses earlier than in their senior year.

In 2014, the Louisiana Department of Education launched a career-technical education graduation diploma known as Jumpstart, significantly increasing the number of high school students able to graduate with an industry-based credential. Dual enrollment enhances the value of Jumpstart diplomas by enabling students to earn transferable college credit, providing students an opportunity to earn stackable postsecondary certificates and degrees. It is notable, however, that some high schools and career centers have developed extensive career pathways featuring dual enrollment courses connected to industrybased credentials, while others have only limited dual enrollment options.



Conditions Necessary for Success

To successfully promote course access and create pathways to explore college and career options, the following four conditions are necessary:

1. Universal early use of predictive assessments to identify students potentially eligible for dual enrollment and those in need of additional preparation in order to qualify.

Data obtained from early predictive assessments will allow secondary schools to analyze student scores and determine future dual enrollment eligibility. In addition, early assessments will provide schools the opportunity to implement supports needed to help students meet readiness standards.

2. Widespread implementation of transition courses, including identification of students by the end of their sophomore year who are not on track to meet Regents' college readiness standards.

In response to early predictive assessment, transition courses can provide necessary intervention for students not on track towards college readiness standards. According to a recent scan by the Education Commission of the States, 29 states are offering interventions through transition courses to students who fall below college readiness standards. In addition to transition courses, intervention methods such as tutoring, mentoring, career assessment, and non-academic supports, can be deployed to assist students.

3. Continued support for technical dual enrollment courses through the expansion of technical options for all students.

The successful launch in 2014 of the Jumpstart graduation pathway has resulted in significant increases in the number of high school students earning industrv-based credentials. Dual enrollment enhances the value of Jumpstart diplomas by enabling students to earn transferable college credit toward stackable postsecondary certificates and degrees. The Louisiana Department of Education, Workforce Investment Council, and Louisiana Community and Technical College System (LCTCS) should identify additional ways to encourage schools to offer more advanced and higher-value credentials featuring dual enrollment as part of Jumpstart. Additionally, many students completing a TOPS University Diploma can also benefit from taking career and technical dual enrollment courses. LCTCS should consider additional ways to incorporate technical dual enrollment in Louisiana's draft state plan and accountability metrics for implementing the federal Perkins Career and Technical Education Act.

4. Alignment of dual enrollment courses to established academic and career pathways leading to college certificates and degrees, to ensure courses taken are highly applicable to students' future postsecondary success.

Dual enrollment pathways can help students confirm or rule out potential academic and career interests, minimizing the earning of excess course credits and their associated costs. Pathways can be developed in a way that enables a student to complete credit applicable to any postsecondary credential the student decides to pursue.



D. Instructor Support and Program Integrity

Findings

According to recent interviews with practitioners from across the state, there is considerable variation in levels of training and academic oversight provided by colleges and universities to dual enrollment instructors. In many cases, it is incumbent upon the academic department by which the course is being offered to provide instructors with professional development and access to course materials, and no formal or standardized structures for providing such support. Inconsistency is a key issue: while some instructors receive frequent, tailored training from their college or university, others report limited engagement and oversight. Public institutions report recent increased emphasis

on instructor oversight due to the Regents' Public Postsecondary Quality Guidelines for Dual Enrollment, effective 2018, which specifies academic oversight expectations and formal training for instructors and facilitators.

In addition, high schools have found it challenging to recruit and retain teachers with the credentials necessary to teach dual enrollment courses-or to fund certification of new instructors. For the delivery of courses applicable to undergraduate degree programs, the Southern Association of Colleges and Schools Commission on Colleges (SACSCOC) Guidelines on Faculty Qualifications call for instructors to have at least a master's degree along with at least 18 hours of graduate coursework in their discipline. SACSCOC's Dual Enrollment Policy Statement clarifies that dual enrollment instructors should

possess the minimum credentials required of campus faculty. Like many other states across the country, Louisiana is experiencing a shortage of high school instructors who meet this requirement. Nevertheless, only a few graduate institutions, such as Louisiana Tech University, offer free or discounted coursework for high school instructors to meet credentialing requirements.

In light of the shortage, many Louisiana colleges and universities offer dual enrollment courses taught by regular college faculty, either in the classroom or online. Another strategy used by some Louisiana colleges and universities to fill the need is the hybrid Instructor of Record/Facilitator model, in which a non-credentialed high school instructor facilitates the course and a credentialed university faculty member serves as

the Instructor of Record. While this model has expanded access to dual enrollment, it requires significant investment of campus resources to be implemented with academic integrity.

Conditions Necessary for Success

1. Building teacher corps capacity to incentivize high school teachers to obtain graduate courses or technical certifications necessary to be credentialed as an instructor by a college or university.

To address the shortage of credentialed instructors, programs or incentives should be developed for high school teachers to obtain graduate coursework or technical certifications necessary to serve as dual enrollment instructors. For example, the state could develop a financial aid program for potential dual enrollment instructors that leverages state, federal Title II and/or other aligned funding, similar to programs implemented in Colorado, Indiana, Minnesota, Ohio, and Wyoming. The state could also work with local school districts to offer incentives (such as stipends or supplements) for dual enrollment instructors who complete graduate coursework. Additionally, universities could utilize alternate course delivery models, such as online courses, to facilitate the completion of graduate credit. Graduate programs at both Louisiana Tech and LSU are already targeting

high school instructors seeking advanced credentials; these could be enhanced and expanded with state investment and coordination.

2. Increased levels of training and academic oversight of dual enrollment instructors and facilitators provided by colleges and universities.

To ensure program integrity, colleges and universities should provide increased training for and academic oversight of dual enrollment instructors. To fulfill their duties, academic departments need institutional resources and support, including college-wide guidelines for offering professional development, access to course materials, and evaluation of courses.

E. Communication, Outreach and Public Reporting

The Task Force recognized the significant communication and outreach necessary to ensure parents and students are well informed of the benefits of and requirements for participation in dual enrollment. Our universal access goal will not be accomplished if student participation and success, especially among underserved populations, are not significantly increased. This requires a robust engagement strategy to reach and empower school superintendents, school boards, administrators, teachers, counselors, postsecondary presidents and administrators, faculty, and staff, as well as K-12, higher education, and college access and parent engagement organizations, to participate in promoting universal access to dual enrollment.

As the state increases access, school counselors must be able to expand college and financial aid advisement to students. Unfortunately, these professionals have too many students and responsibilities that hinder their ability to help students effectively navigate complex dual enrollment systems and myriad of information attached to them. Online surveys distributed to school counselors throughout the state revealed severe challenges surrounding communication of dual enrollment opportunities, which included the consistency of available information, the ability to access needed information, and the timing of information distribution.

To monitor our success and continuing challenges, we must be accountable and annually report on our progress and next steps. Currently Louisiana lacks adequate annual reporting on dual enrollment. To monitor progress of the newly established Regents and BESE goal, the Department of Education and Board of Regents should implement transparent annual reporting on dual enrollment participation, performance, and equity at both school and institutional levels.

VI. 2020 Recommendations

At its inaugural meeting, the Task Force decided to prepare this interim report in January 2020 to provide guiding principles, highlight key findings and share initial recommendations.

The time is right to build on the momentum and interest in expanding dual enrollment opportunities in this state. Therefore, the Task Force recommends to the Governor and Legislature adoption of the guiding principles for universal access to dual enrollment and support for an initial seed investment to undertake the capacity-building necessary to advance universal access and expand early college opportunities.

Specifically, the state should fund a Dual Enrollment Innovation and Equity Grant that would support efforts to increase access and equity in dual enrollment in areas of high need, such as:

- 1. Incentives for high school teachers to obtain graduate courses or technical certifications necessary to be credentialed as an instructor by a college or university;
- 2. Incentives to increase student preparation and readiness, including but not limited to early predictive assessments, tutoring, test preparation and other effective interventions;

- 3. Incentives for high school counselors to receive the training necessary to support students in their dual enrollment course selections and overall program participation
- 4. Support for districts to establish and sustain intensive cohort-based pathway programs that increase the preparation of students for college and careers, including Early College High Schools and Career Academies; and
- 5. Development and adoption of Open Educational Resources to reduce textbook and materials costs.
- 6. Expansion of innovative dual enrollment delivery methods through the usage of mobile Science, Technology, Engineering and Mathematics (STEM) laboratories throughout Louisiana.

This grant, combined with the following agency and board initiatives, can improve policy conditions and increase coordination to accelerate our success:

Board of Regents (Higher Education)

1. Review policy on dual enrollment eligibility in coordination with the College and Career Readiness Commission with an eye toward improved qualification alignment and communication simplification.

- 2. Research a centralized communication infrastructure to improve effective outreach, information sharing, and training to build participation in dual enrollment, and consider the feasibility and utility of a common dual enrollment application.
- 3. In collaboration with the Department of Education, publish an annual report on dual enrollment participation, performance, and equity at school and institutional levels.
- 4. Through the Louisiana Library Network (LOUIS), coordinate statewide implementation and resources for the delivery of Open Educational Resources and other approaches to providing no-cost and low-cost learning resources for dual enrollment.

Board of Elementary and Secondary Education (K-12)

1. Consider revising Bulletin 741, the Handbook for School Administrators, to require that all public high schools shall provide access to dual enrollment, Advanced Placement, and/or International Baccalaureate courses in all core academic content areas and in career/technical fields aligned to Regional Labor Market needs.



2. Explore a wide array of incentives to encourage schools to increase successful student completion of dual enrollment courses and college-level assessments, with a focus on access and equity. This could include appropriate adjustments to the state's K-12 Accountability System, performance funding incentives through the MFP, or other mechanisms that BESE may choose to employ.

Department of Education (K-12)

- 1. Provide additional guidance and outreach to school administrators on utilizing existing state and federal funding streams to their full extent to expand equitable participation in dual enrollment.
- 2. In coordination with the Board of Regents, compile a comprehensive funding report on dual enrollment to better understand the landscape of dual enrollment finance in Louisiana and determine the best way to fund future efforts.

- 3. Resolve the challenge with the Supplemental Course Allocation (SCA), in which statutory requirements result in some districts returning allotments to the state.
- 4. Continue alignment of technical dual enrollment courses with Jumpstart programs to encourage schools to offer more advanced and higher-value credentials, and incorporate technical dual enrollment into Louisiana's state plan and accountability metrics for implementing the federal Perkins Act.

A final report will be submitted to the Legislature, as required by Act 128, by October 1, 2020. The Task Force will continue to meet to discuss further refinement of the Statewide Framework, work with agencies to implement necessary already-identified system improvements and continue research and data analysis.

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An, B. (2013). "The Impact of Dual Enrollment on College Degree Attainment: Do Low-SES Students Benefit?" Educational Evaluation and Policy Analysis (Vol. 35, Issue 1). Retrieved from https://doi.org/10.3102/01623737124 61933

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Appendix A

2019 Regular Session

ACT No. 128

ENROLLED

SENATE BILL NO. 243 (Substitute of Senate Bill No. 194 by Senator Morrish)

BY SENATOR MORRISH

1	AN ACT
2	To amend and reenact R.S. 17:183.3(A)(1)(b), to enact R.S. 17:2922.1, and to repeal Subpart Control of the control of t
3	A-3 of Part III of Chapter 1 of Title 17 of the Louisiana Revised Statutes of 1950,
4	comprised of R.S. 17:187.1 through 187.5, R.S. 17:3129.1, and 3137, relative to dual
5	enrollment; to create and provide with respect to the Dual Enrollment Framework
6	Task Force; and to provide for related matters.
7	Be it enacted by the Legislature of Louisiana:
8	Section 1. R.S. 17:183.3(A)(1)(b) is hereby amended and reenacted, and R.S.
9	17:2922.1 is hereby enacted to read as follows:
10	§183.3. Career major; description; curriculum and graduation requirements
1	A.(1)(a) * * *
12	(b) Students pursuing a career major shall be afforded the opportunity to
13	dually enroll in an a Louisiana public postsecondary education institution under
14	the management and supervision of the Board of Supervisors of Community and
15	Technical Colleges or participate in a business internship or work-study program
16	when such opportunities are available and appropriate.
17	* * *
18	§2922.1. Dual Enrollment Framework Task Force, creation, purpose,
19	membership, definitions, reporting, termination
20	A. The Dual Enrollment Framework Task Force is hereby created under
21	the jurisdiction of the Board of Regents for the purpose of making
22	recommendations for the establishment of a statewide dual enrollment
13	framework designed to provide universal access to dual enrollment courses to

Page 1 of 5

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SB NO. 243	ENROLLED

1	all qualified public high school juniors and seniors.
2	B.(1) The task force shall be composed of twelve members as follows:
3	(a) The governor or his designee.
4	(b) The commissioner of higher education or his designee.
5	(c) The state superintendent of education or his designee.
6	(d) The president of the State Board of Elementary and Secondary
7	Education or his designee.
8	(e) The executive director of the Louisiana School Boards Association or
9	his designee.
10	(f) The executive director of the Louisiana Association of School
11	Superintendents or his designee.
12	(g) The executive director of the Louisiana Association of Principals or
13	his designee.
14	(h) The president of the Louisiana School Counselor Association or his
15	designee.
16	(i) The chairman of the College and Career Readiness Commission or his
17	designee.
18	(j) The president of Council for a Better Louisiana or his designee.
19	(k) The executive director of Stand for Children Louisiana or his
20	designee.
21	(1) The executive director of the Louisiana Association of Public Charter
22	Schools or his designee.
23	(2) Members shall serve without compensation, except for per diem or
24	expenses to which they may be entitled as members of the constituent
25	organizations.
26	(3) A majority of the total membership shall constitute a quorum of the
27	task force, and any official action taken by the task force shall require an
28	affirmative vote of the majority of the quorum present and voting.
29	(4) The commissioner of higher education shall call an organizational
30	meeting of the task force by August 1, 2019. The task force shall elect a

Page 2 of 5
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	SB NO. 243 ENROLLED
1	chairman, and any other officers deemed necessary, from among the
2	membership.
3	(5) The Board of Regents shall provide staff support to the task force.
4	C. "Dual enrollment" means the enrollment of a high school student in
5	a postsecondary course for which both postsecondary and high school credit
6	may be earned.
7	(1) Dual enrollment shall include any course which provides credit:
8	(a) Toward a high school diploma and a public postsecondary education
9	academic undergraduate degree.
10	(b) Toward a high school diploma aligned to a career major as provided
11	in R.S. 17:183.1 et seq. and a public postsecondary education credential in a
12	high-demand field.
13	(2) Dual enrollment shall not include any course which provides:
14	(a) Credit only as a high school transition course or a remedial
15	postsecondary education course.
16	(b) Partial credit for a corequisite, modular, or scalable postsecondary
17	education course.
18	D. In developing recommendations for the framework, the task force
19	shall:
20	(1) Review existing laws, policies, and efforts in Louisiana and other
21	states on dual enrollment, course choice, student remediation, articulation and
22	transfer, and transition courses.
23	(2) Consider any dual enrollment recommendations from the College and
24	Career Readiness Commission.
25	(3) Seek to coordinate all dual enrollment efforts of the Board of Regents,
26	the State Board of Elementary and Secondary Education, the state Department
27	of Education, public postsecondary education management boards and
28	institutions, and the governing authority of each public high school.
20	F. In making recommendations, the task force may identify:

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(1) Strategic funding needs.

30

	SB NO. 243 ENROLLED
1	(2) Funding sources.
2	(3) Course content requirements.
3	(4) Instructor and student qualifications.
4	(5) A process to:
5	(a) Guarantee that dual enrollment courses articulate to the appropriate
6	public postsecondary education institution.
7	(b) Require that dual enrollment courses and course grades are recorded
8	on a student's permanent high school and postsecondary academic transcripts.
9	(c) Routinely evaluate the effectiveness of the statewide dual enrollment
10	framework and dual enrollment courses.
11	(d) Recognize and reward schools, through the state's school and district
12	accountability system, that graduate students who have earned significant credit
13	toward a postsecondary credential or degree.
14	(e) Recognize and reward each postsecondary education institution,
15	within the postsecondary education funding formula, that shows significant use
16	of dual enrollment to further its institutional mission.
17	(f)(i) Establish a uniform pricing structure which may include a
18	maximum tuition for dual enrollment courses offered by each public
19	postsecondary education institution and which may differentiate between
20	courses taught on a postsecondary campus, online, or at a high school, and may
21	differentiate by the qualifications of the instructor.
22	(ii) Notwithstanding Item (i) of this Subparagraph, the recommended
23	pricing structure shall not prevent a public postsecondary education institution
24	and a public high school governing authority from entering into a memorandum
25	of understanding or other agreement to provide dual enrollment courses free
26	of charge or an amount less than that established by the pricing structure.
27	F. The Board of Regents shall submit a written report of task force
28	findings and recommendations to the Senate Committee on Education and the
29	House Committee on Education by October 1, 2020.

G. The task force shall terminate on June 30, 2021.

 $Page \ 4 \ of \ 5$ Coding: Words which are struck through are deletions from existing law; words in boldface type and underscored are additions.

30

Statutes of 1950, comprised of R.S. 17:187.1 through 187.5, R.S. 17:3129.1, and 3137 a hereby repealed. Section 3. This Act shall become effective upon signature by the governor or, if a signed by the governor, upon expiration of the time for bills to become law without signature by the governor, as provided by Article III, Section 18 of the Constitution of Louisiana. vetoed by the governor and subsequently approved by the legislature, this Act shall become effective on the day following such approval. PRESIDENT OF THE SENATE				
hereby repealed. Section 3. This Act shall become effective upon signature by the governor or, if resigned by the governor, upon expiration of the time for bills to become law without signature by the governor, as provided by Article III, Section 18 of the Constitution of Louisiana. Vetoed by the governor and subsequently approved by the legislature, this Act shall become effective on the day following such approval. PRESIDENT OF THE SENATE SPEAKER OF THE HOUSE OF REPRESENTATIVE.	1	Section 2. Subpart A-3 of Part III of Chapter 1 of Title 17 of the Louisiana Revised		
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signed by the governor, upon expiration of the time for bills to become law without signature. by the governor, as provided by Article III, Section 18 of the Constitution of Louisiana. vetoed by the governor and subsequently approved by the legislature, this Act shall become effective on the day following such approval. PRESIDENT OF THE SENATE SPEAKER OF THE HOUSE OF REPRESENTATIVE.	3	hereby repealed.		
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8 effective on the day following such approval. PRESIDENT OF THE SENATE SPEAKER OF THE HOUSE OF REPRESENTATIVE	6	by the governor, as provided by Article III, Section 18 of the Constitution of Louisiana. If		
PRESIDENT OF THE SENATE SPEAKER OF THE HOUSE OF REPRESENTATIVE	7	vetoed by the governor and subsequently approved by the legislature, this Act shall become		
SPEAKER OF THE HOUSE OF REPRESENTATIVE	8	effective on the day following such approval.		
SPEAKER OF THE HOUSE OF REPRESENTATIVE				
SPEAKER OF THE HOUSE OF REPRESENTATIVE				
		PRESIDENT OF THE SENATE		
GOVERNOR OF THE STATE OF LOUISIANA		SPEAKER OF THE HOUSE OF REPRESENTATIVES		
GOVERNOR OF THE STATE OF LOUISIANA				
		GOVERNOR OF THE STATE OF LOUISIANA		
APPROVED:		APPROVED:		

SB NO. 243

ENROLLED

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Appendix B

Marty J. Chabert Chair

Collis B. Temple III Vice Chair

Blake R. David Secretary

Kim Hunter Reed, Ph.D. Commissioner of Higher Education



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William S. Jewell, Student

Dual Enrollment Framework Task Force Commission Agenda
July 24, 2019
10:00 a.m.
Richland Parish School Board Meeting Room
411 Foster St., Rayville, LA 71269

Objective:

Make recommendations for the establishment of a statewide dual enrollment framework designed to
provide universal access to dual enrollment courses to all qualified public high school juniors and
seniors.

Agenda Items:

- 1. Call to Order & Roll Call
- 2. Welcome
 - · The Honorable John Bel Edwards, Governor, State of Louisiana
- 3. Election of Chair
- Overview of Legislation
- 5. State of Dual Enrollment in Louisiana
 - Overview
 - Discussion by LCTCS
- Statewide Systems of Dual Enrollment Frameworks Across the Country: Lessons Learned
 - Adam Lowe, Advisor at Education Strategy Group
- Discussion of Process and Next Steps
- 8. Other Business

Proposed Next Meetings

Monday, September 9, 2019 Monday, November 4, 2019 Monday, February 17, 2019

<u>Member</u>	<u>Title</u>	Seat Information as listed in statute
Mr. Donald Songy	Education Policy Advisor, Office of the Governor	(1) The governor or his designee.
Dr. Kim Hunter Reed	Commissioner of Higher Education	(2) The commissioner of higher education or his designee.
Mr. Ken Bradford	Assistant Superintendent	(3) The state superintendent of education or his designee
Ms. Doris Voitier	State Board of Elementary and Secondary Education Member	(4) The president of the State Board of Elementary and Secondary Education or his designee
Dr. Janet Pope	Executive Director of the Louisiana School Boards Association	(5) The executive director of the Louisiana School Boards Association or his designee.
Mr. Mike Faulk	Executive Director of the Louisiana Association of School Superintendents	(6) The executive director of the Louisiana Association of School Superintendents or his designee.
Mr. Tomy Byler	Principal at North Vermillion High School	(7) The executive director of the Louisiana Association of Principals or his designee.
Ms. Denise Latour	Past President of the Louisiana School Counselor Association	(8) The president of the Louisiana School Counselor Association or his designee.
Dr. Jeannine O. Kahn	Provost & Vice President for Academic Affairs	(9) The chairman of the College and Career Readiness Commission or his designee.
Ms. Carrie Griffin Monica	Executive Director of Stand for Children	(10) Stand for Children
Mr. Barry Erwin	President & CEO of Council for A Better Louisiana	(11) Council for a Better Louisiana
Ms. Linda Johnson	Louisiana Association of Public Charter Schools	(12) Louisiana Public Charter School Association

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Dual Enrollment Framework Task Force

October 7, 2019 12 p.m. – 3:30 p.m. South Louisiana Community College Health & Sciences Building Auditorium Lafayette, LA

Agenda Items:

- 12:00 p.m.-12:05 p.m.: Call to Order, Roll Call & Approval of September 9, 2019 Minutes
- 12:05 p.m.- 2:00 p.m.: Financial Models & Uniform Tuition/Fees
 - Terrence Ginn, Deputy Commissioner for Finance and Administration
 - · Matthew LaBruyere, Associate Commissioner for Finance and Administration
- 2:00 p.m. 2: 45 p.m.: Accountability Measures
 - Dr. Erin Bendily, Assistant Superintendent, Policy and Governmental Affairs at Louisiana Department of Education
- 2:45 p.m. 3:15 p.m.: Showcase of Local Partnerships
 - Alex Melton, Principal of Early College Academy
 - Andre Perez, Executive Director for Academic Initiatives at SLCC
 - Caronda Bean, Director of Dual Enrollment at SLCC
 - Amanda Doyle, Director of University Connection at ULL
- 3:15 p.m.- 3:30 p.m.: Next Steps & Adjournment

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Blake R. David Secretary

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Dual Enrollment Framework Task Force

November 4, 2019 12 p.m. to 3:30 p.m. Louisiana Tech at Bossier Parish Community College Building H- Conference Room 418 6220 E. Texas Street Bossier City, LA 71111

- 1. 12:00 p.m. -12:05 p.m.: Call to Order, Roll Call & Approval of October 7, 2019 Minutes
- 2. 12:05 p.m.- 12:25 p.m.: Recommendations by College & Career Readiness Commission
 - Dr. Jim Henderson, President and CEO, University of Louisiana System
- 12:25 p.m.- 1:10 p.m. Findings from Statewide Dual Enrollment Program Interviews & Communication Surveys
 - Adam Lowe, Advisor, Education Strategy Group
 - Lauren Norton, Senior Associate, Education Strategy Group
 - Mellynn Baker, Institutional Research Associate, Louisiana Board of Regents
- 4. 1:10 p.m. 1:55 p.m.: Communications & Outreach
 - Adam Lowe, Advisor, Education Strategy Group
 - Dr. Lupe Lamadrid, Senior Policy Analyst, Louisiana Board of Regents
- 5. 1:55 p.m.- 2:35 p.m.: Showcase of Local Partnerships
 - Dr. Keisha Smith, State Director for Louisiana, Education Trust
 - Dr. Melva Williams, Vice Chancellor for Student Affairs and Enrollment Management, Southern University at Shreveport
 - Gordan D. Ford, Executive Director and Chief Executive Officer, Lincoln Preparatory School
 - Dr. Barry Morales, Director of Dual Enrollment, Louisiana Tech
- 6. 2:35 p.m.- 3:25 p.m.: Career & Technical Education Discussion
 - Ken Bradford, Assistant Superintendent, Louisiana Department of Education
 - Dr. René Cintrón, Chief Academic Affairs Officer, LCTCS
 - Alexandra Ekstron, Program Director, High School Initiatives, BPCC
 - Lynne McCoy, Director of Academic Outreach, BPCC
 - Jayda Spillers, Principal, Bossier Parish School for Technology and Innovative Learning
- 7. 3:25 p.m.- 3:30 p.m.: Public Comments, Next Steps, & Adjournment

Claudia H. Adley

Charles R. McDonald

Gerald J. Theunissen

Jacqueline V. Wyatt William S. Jewell, Student

Randy L. Ewing Robert W. Levy

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Dual Enrollment Framework Task Force
December 2, 2019 1 p.m. to 4 p.m.
LSU Foundation
3796 Nicholson Dr.
Baton Rouge, LA 70802

- 1. 1:00 p.m. -1:05 p.m.: Call to Order, Roll Call & Approval of November 4, 2019 Minutes
- 2. 1:05 p.m. 1:20 p.m.: LSU College Readiness Dual Enrollment Program
 - Dr. Matthew R. Lee, LSU Vice Provost for Academic Programs and Support Services
 - Phoebe B. Rouse, LSU College Readiness Dual Enrollment Program Director
- 3. 1:20 1:30 p.m.: Review of Legislation & Charge of Task Force
- 4. 1:30 p.m.- 2:15 p.m.: Discussion of Draft Guiding Principles
- 5. 2:15 p.m.- 3:00 p.m.: Discussion of Foundational Areas to Address
- 6. 3:00 p.m.- 3:45 p.m.: Discussion of Conditions Necessary for Success
- 7. 3:45 p.m.- 4:00 p.m.: Public Comments, Next Steps, & Adjournment

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Dual Enrollment Framework Task Force

January 6, 2020 12 p.m. to 3 p.m. Claiborne Building- Rm. 1-135 (Iowa Room) 1201 N 3rd St. Baton Rouge, LA 70802

- 12:00 p.m. -12:05 p.m.: Call to Order, Roll Call & Approval of December 2, 2019 Minutes
- 12:05 p.m. -12:15 p.m.: Public Comments
- 12:15 p.m.- 2:00 p.m.: Discussion and Approval of Draft Dual Enrollment Report
- 2:00 p.m.- 2:30 p.m.: Discussion of Next Steps
- 2:40 p.m.- 3:00 p.m.: Other Business & Adjournment

Claudia H. Adley

Randy L. Ewing Robert W. Levy

Sonia A. Pérez Wilbert D. Pryor

T. Jay Seale III

Felix R. Weill

Phillip R. May, Jr.

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Appendix C





Louisiana Dual Enrollment Task Force Key Informant Interview Summary of Findings

Prepared by Adam I. Lowe and Lauren Norton | October 2019

Goals & Approach

- To inform the Dual Enrollment Task Force by soliciting additional insights into dual enrollment practices and priorities from K12 and higher education leaders
- To collect examples of successful programs that can be highlighted
- Representatives of 15 colleges and universities and 10 superintendents, principals, and counselors from varied programs across the state interviewed by phone

Key Takeaways from Our Interviews

- Considerable variability in financing dual enrollment limits access for many students
- Access is limited primarily to students already likely to succeed in college
- While navigational supports are available, they are inconsistently utilized
- Numerous approaches aim to address the gap in credentialed instructors
- Principals and counselors expressed several challenges with communications

Near Term Opportunities

- Set equity goals and measure and report progress.
- Simplify complex Board of Regents and TOPS Tech Early Start Student Eligibility requirements.
- Build on Jumpstart momentum to expand Career and Technical dual enrollment course-taking.
- Develop a state communications hub and infrastructure.
- Replicate successful pathway programs like Early College, Career Academies, and the Extension Academy pilot.

Longer Term Opportunities

- Offer and use earlier predictive assessments to identify students potentially eligible for dual enrollment.
- Reduce financial burden incurred by students and families.
- Consider increased weighting for dual enrollment courses in the high school Accountability System.
- Support continued institutional improvement of academic quality and course oversight.
- Expand pool of dual enrollment instructors through graduate programs and professional development.

DUAL ENROLLMENT



COMMUNICATION SURVEY

Board of Regents staff administered a 7 question survey regarding dual enrollment communication. This survey was sent to members of the Louisiana Association of Principals and the Louisiana School Counselor Association.

DEMOGRAPHICS



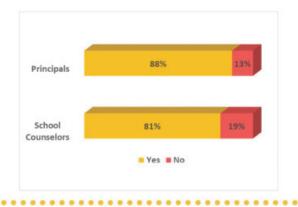
48 Principals

36 School Counselors

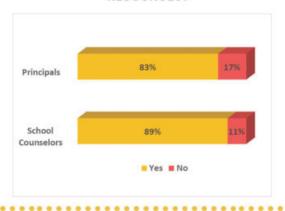


59 Cities

ARE YOU SATISFIED WITH DUAL ENROLLMENT COMMUNICATION?



ARE YOU SATISFIED WITH DUAL ENROLLMENT RESOURCES?



TOP 3 METHODS OF RECEIVING INFORMATION CONCERNING DUAL ENROLLMENT

SCHOOL COUNSELORS

- 1. COLLEGES
- 2. LOCAL SCHOOL DISTRICT
- 3. LDOE

PRINCIPALS

- 1. LOCAL SCHOOL DISTRICT
- COLLEGES
- 3. LDOE

CHALLENGES OF COMMUNICATION:

"At this point, there are several inconsistencies between universities."

"I never know when things change unless I look. I have close contact with my college partnership and ask them directly."

"I don't really receive information concerning dual enrollment policies."

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