

STATE OF LOUISIANA
COORDINATING COUNCIL
FOR
HIGHER EDUCATION



MASTER PLAN
TOWARD BALANCED GROWTH IN
LOUISIANA POSTHIGH SCHOOL EDUCATION:
QUANTITY AND QUALITY



1972
Baton Rouge

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January 3, 1972

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The Honorable John J. McKeithen
Governor of Louisiana
The Legislature of Louisiana

Dear Governor and Members of the Legislature:

The Louisiana Coordinating Council for Higher Education is pleased to submit the "Master Plan for Higher Education in Louisiana" to you. We hope that you will study this report and help us fulfill the objectives of the Council that were established by the Legislature (Act 213, 1968).

The Council feels that the implementation of this plan will bring about excellence in higher education in Louisiana.

Sincerely yours,

Ewell E. Eagan
Ewell E. Eagan
Chairman

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Foreword

For more than three centuries, higher education in the United States has been a continuous rapid-growth segment of the nation. Paralleling this rapid growth in enrollment has been the spiraling cost of higher education. The federal government, state legislatures, private foundations, churches and individual donors traditionally committed to maximum access to higher education are finding it necessary to make an agonizing reappraisal of this commitment, not so much in terms of whether the commitment is indeed desirable, but mostly in terms of "how" to fulfill it.

The State of Louisiana is no exception. Enrollment at public institutions of higher education in the State has grown from 46,018 in 1961 to 107,795 in 1971 an increase of 61,777 or 134 percent. Part of the consequence of this increased enrollment are additional facilities, faculty, support staff, supplies and equipment. Also, during this period, new curricula have been added in an attempt to cope with rapidly emerging needs of industry, business, government and institutions of higher education. For the most part, these developments in Louisiana and many other states as well have followed a normal, natural pattern—that is, each college or university has admitted additional students, added new facilities and programs, and recruited the necessary manpower, having to report at most to its own governing board. The resultant pattern of higher education is that of a loose, unbalanced collection of institutions and programs operating in virtual autonomy, frequently in isolation from each other and often in conflict with one another. Unnecessary duplication and overlapping of efforts and programs are commonplace.

In November, 1968, the electorate of the state voted to amend the Constitution of Louisiana to authorize the legislature to create and establish a Coordinating Council for Higher Education.

The legislative act embodying the mandate of the electorate states, among other things, "In order that unnecessary duplication might be avoided and the resources of the state devoted to higher education might be better utilized, a council to provide the leadership which such coordination requires should be established to the end that the State of Louisiana may achieve excellence in the higher education of its youth through the efficient

and effective utilization of all available resources and facilities."

During the brief history of its existence, Council involvements have included (1) review of requests for new degree programs, (2) review of requests for new colleges, for new campuses and for expansion of existing institutions, (3) development of an appropriation formula for state supported institutions of higher education, (4) creation of and participation in the Louisiana Interagency Committee on Higher Education and, (5) development of a Master Plan for the coordination of higher education in Louisiana.

The Master Plan as approved by the Council contains fifty (50) recommendations which are grouped under six (6) subheadings. These are (1) Admissions and Enrollment, (2) Expanded Educational Opportunities, (3) Coordination, Organization and Governance of Posthigh School Education in Louisiana, (4) Graduate and Professional Programs, (5) Institutional Scope and Mission and, (6) Off-Campus Instruction.

The thrust of the Plan in the six categorized areas is:

1. The Council believes that posthigh school educational opportunities should be available to all Louisiana residents, and it strongly urges the retention of the open admissions policy. In line with this, it supports the development of programs of study of sufficient range to accommodate a variety of aptitudes and skills. The Council feels that many institutions have not given adequate recognition to the widely varying qualitative differences among high schools and the range of interests, abilities, motivations and intellectual commitments of students. The present policy assumes that a high school diploma is the appropriate measure of a student's ability to profit from university education. This unfounded assumption leads, at least in part, to the high attrition rate which is now about 50 percent for college freshmen in Louisiana. In keeping with an open admissions policy, the absence of controlled enrollment growth rates and planning maximums leads to the overbuilding of capital facilities and periodic over and/or under utilization of institutional capacity (staff and space). In addition, the policy fosters uniformity and duplication of institutional programs and patterns. The Council con-

tends that there is need for the establishment of institutional enrollment planning maximums.

2. With regard to expanded educational opportunities, every remedy to reduce the number and rate of high school dropouts should be explored. Whatever the cause, the harsh fact is that currently approximately one out of every two Louisiana youths is not completing high school. The Council, though charged with the responsibility of coordinating posthigh school education, recognizes that the problems of adequate educational opportunities at the posthigh school level are fundamentally related to the nature of the primary and secondary school systems of the state. Any solution to these problems must, of necessity, include programs to encourage greater numbers of young people to complete high school and to provide better preparation for those who do.

If Louisiana's open admissions policy of higher education is to be effective, high priority must be given to providing adequate counseling, guidance and evaluation at both the high school level and posthigh school level.

The Council concedes that all students are not capable of fulfilling requirements for college degrees and thus recommends that occupational education and technical and vocational education programs be expanded in high schools and in existing vo-tech schools. A concerted effort must be made to upgrade occupational and technical training in the *minds* and *attitudes* of students, parents, teachers, employers, and the public at large.

3. During the last year, considerable attention has been given to a variety of questions relative to Coordination, Organization and Governance of higher education in Louisiana. That section of the Master Plan devoted to these type questions commits the Council to the establishment of a single governing board for all public institutions of higher education in Louisiana. The transformation from existing multi-governing boards to a single board is acknowledged to be as complex as it is desirable. This complexity becomes especially apparent when we realize that inherent in the adoption of the single board policy is the elimination of the Coordinating Council itself. In effect, the Coordinating Council is voting itself out of business. As an initial step in the establishment of a single governing board, the Council recommends that a three (3) member committee consisting of one (1) member of the State Board of Education, one (1) member of the Louisiana State University Board of Supervisors, and one

(1) member of the Coordinating Council be appointed by the respective boards to determine the manner of formation and implementation of a single board.

In the area of Coordination, Organization and Governance, Louisiana has some unique problems as one of those states which has had a tradition of separate higher educational facilities for blacks and whites. The Council in its most recent session, duly cognizant of these problems, suggests "that the committee of three in determining the manner of formation and implementation of a single governing board, use among the criteria, the best way to insure participation of Negroes as the largest minority in the state." Further, the Council acknowledges the unique role of the Southern University system and Grambling College in lifting the hopes and aspirations of Negro citizens, urging that "the greatest wisdom and understanding be exercised by the responsible parties in implementing the single board policy."

Pending the establishment of a single board, the Council recommends that the two governing boards begin an immediate program of institutional academic and facility planning and cooperation with the goal of establishing unitary systems of higher education.

4. The Council through its Master Plan recommends a review and reevaluation of all existing graduate and professional programs at public supported institutions. This review and reevaluation should be completed by January, 1973 and a full documented report made to the Council to indicate what programs are to be continued, expanded, or discontinued. Approval of new graduate and professional programs will, in general, be withheld until the completion of the review and reevaluation.

In the development of new programs, priority is recommended for those with an interdisciplinary and interinstitutional thrust. All new program requests are to reflect institutional competence to execute programs and to be within the institution's scope and mission.

5. As for institutional scope and mission, the Council recommends that the institutions presently under the control and administration of the State Board of Education serve primarily regional educational needs, offering associate, baccalaureate, selected master degree programs and specialist programs in the arts and sciences, education and business. Research and service programs

should continue to be directly related to the requirements of their primary geographical areas.

The Council recommends that State Board institutions now offering the doctorate degree in education retain and refine these programs but not entertain plans to expand into other doctoral programs beyond education.

The Council recommends that *all* higher education institutions now offering or authorized to offer the doctorate consider the costly duplication of specialized graduate degrees.

With regard to the general scope and mission of specified institutions, in the Master Plan the Council stipulates that LSU-BR ought to continue to be supported as a full-scale comprehensive university, with increasing emphasis on senior division, graduate and professional programs, while LSU-NO should be supported as a developing comprehensive urban university, focusing on urban related programs. The LSU campuses at Eunice and Alexandria are to provide two-year transferable academic programs and terminal technical and para professional associate degree programs.

6. While advising the review, reorganization and coordination of off-campus, degree credit programs, the Council recommends the continuation of such programs. Also, it recommends that insti-

tutional requests for off-campus, degree credit instruction be formalized and reviewed by the Council in the manner of new degree programs. Further, the Council recommends that fees for off-campus, degree credit programs be made comparable throughout the state and that academic credit, where merited, be transferable among state supported institutions.

The foregoing has been an attempt to give an overview of the Council's perception or version of a Master Plan for the coordination of higher education in Louisiana. The Master Plan establishes an explicit strategy and guidelines for the development of posthigh school education in Louisiana. Planning is, however, a viable, continuous process, and the Louisiana Master Plan will necessarily have to be reexamined and modified to accommodate changing circumstances and revised in the light of new experiences and new requirements. Such modifications will not, however, alter or void the primary function of the Master Plan—namely, to provide a general framework and a direction for decision making.

BERNARD F. SLIGER
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VIRGIL ORR
January 3, 1972

Conclusions and Recommendations of the Master Plan

I. Introduction

The Louisiana Coordinating Council for Higher Education is a planning, coordinating and advisory agency of state government. It is not a management authority, nor does it make final determinations regarding public policy and public financing of posthigh school education in Louisiana. The Council cannot direct or order action, even though it may consider action urgent and desirable. Master Plan recommendations can, therefore, be implemented only by voluntary cooperation of the State Board of Education and the Board of Supervisors of LSU and/or by the exercise of the executive and legislative processes of state government.

The Master Plan is designed to establish an explicit strategy and guidelines for the development of posthigh school education in Louisiana. Planning is, however, a viable, continuous process, and the Louisiana Master Plan will necessarily have to be reexamined and modified to accommodate changing circumstances and revised in the light of new experiences and new requirements. Such modifications will not, however, alter or void the primary function of the Master Plan

—namely, to provide a general framework and a direction for decision making. All decisions with regard to posthigh school education under the responsibility of the Council will be judged for consistency with the overall Plan.

Although much of our attention will be directed to the job-opportunity aspects of postsecondary education, nevertheless the Council is fully cognizant of the humanistic aspects of learning. Without consideration for the dignity and worth of the individual, no amount of emphasis on job opportunity will fully satisfy the goal of an educated citizenry. Thus, though the emphasis in the Plan is, naturally, on earning a living, the humanistic element should not be considered inconsequential.

An important ingredient to the full realization of the Coordinating Council's goal to improve the availability and quality of higher education in Louisiana is the ultimate establishment of a single governing board for all public higher education in this state. The Council sees this as necessary to effect optimum efficiency, economy, and coordination in higher education.

II. Summary of Major Findings and Conclusions: Defining the Issues

Among the several problems facing Louisiana posthigh school education in the decade ahead, the following are critical:

1. Institutions are not serving large numbers of young people who could benefit from posthigh school education. As most states, Louisiana is, and should be, moving toward universal postsecondary education. The state must prepare for this phenomenon in an orderly way.

2. Louisiana's postsecondary educational system is not providing sufficient opportunities for all of its college-age population. Moreover, if the existing vocational-technical program is not able to train the large numbers of persons needing the acquisition of skills, who are not now getting that training, then it will be necessary for the public institutions of higher education, especially the regional institutions, to involve themselves in technical knowledge programs that will give the

citizens of Louisiana a broader choice of postsecondary educational opportunities.

3. Louisiana posthigh school education lacks a "systems perspective" and a system of planning, allocation, and design; it has developed as a loose, unbalanced collection of institutions and procedures, operating virtually autonomously, frequently in isolation, and often in conflict with one another.

4. Duplication and proliferation of efforts and programs exist between boards and among institutions.

5. Present levels of financial and public support for posthigh school education are inadequate to accomplish the prescribed objectives of Louisiana posthigh school education.

The Louisiana Coordinating Council for Higher Education, under a specific directive of the

Louisiana legislature included in the statute which created the Council, has developed the Master Plan. It will not solve all the current and future problems confronting postsecondary education. It will, when implemented, provide the blueprint for the balanced and orderly development of posthigh school education.

The Master Plan proposes a reordering of educational priorities, an expansion of some current programs, changes in the organizational structure of postsecondary education, and mechanisms to accomplish prescribed goals. For the most part, the proposals are developed in an orderly rather than a crash or crisis context in order to insure surefooted progress. Only carefully considered educational programs introduced in a planned series of stages can serve the long-range needs and achieve the required widespread acceptance of the citizens of the State of Louisiana. More-

over, some of the problems of higher education can only be resolved over time. For example, only about one-half of the young people who enter the first grade in Louisiana complete the twelfth grade. The Council believes this ratio should and will rise to include all educable children as the economic and social levels of the citizens of Louisiana continue to advance. More young people will then be encouraged to seek education beyond high school. But this development will occur only gradually.

The Master Plan could not resolve all the issues confronting Louisiana posthigh school education for all time; however, if it has succeeded in pursuing a reasonably clear pattern of educational reform and revision, the Plan should suggest or imply the nature and direction of change required in related matters that could not be dealt with specifically.

III. Master Plan Recommendations

A. ADMISSIONS AND ENROLLMENTS

1. The Louisiana Coordinating Council for Higher Education reaffirms the commitment to provide postsecondary educational opportunities to all high school graduates of this state.

2. The Council and the governing Boards should explore the feasibility of establishing annual enrollment planning maximums for each public institution based on demographic and enrollment projections, program offerings and institutional capacity, scope and missions.

This statement is not meant to be inconsistent with the open admissions policy. Open admissions means that every high school graduate in the state can attend some college of his choice but not necessarily any college of his choice. In many states that have open admissions, certain constraints are placed upon student entrance into particular public universities and, of course, there have always been restraints on student entrance into particular departments and schools.

Continuation of the open admissions policy to publicly supported institutions of higher education is important to the economic, social and cultural well-being of the State of Louisiana. The policy recognizes that the most valuable resource of the State of Louisiana is the varied abilities of its citizens. The Council acknowledges, however, that while state institutions are required to accept all resident graduates of accredited high

schools, they do so with the expectation and realization that about 50 per cent of the entering freshmen class will not succeed to the sophomore year. Thus, the actual selection and exclusion functions are performed not at the point of admission, but rather after the first and, to a lesser extent, second year of academic work. Further, because institutional attrition rates and academic achievement levels are generally known, a large number of high school graduates with comparatively low levels of motivation and academic self-confidence do not even apply for admission. When a young person fails to seek admission or drops out of a college or university, the probability of further educational impact on the student is minimal.

The Council believes the present policy could be improved insofar as resource use is concerned. Additionally the practice fails to recognize widely varying qualitative differences among high schools and the range of interests, aptitudes, abilities, motivations and intellectual commitments of the students. Moreover, the present policy assumes that a high school diploma is the appropriate measure of a student's ability to profit from university education.

The Council believes that posthigh school educational opportunities should be available to all Louisiana residents. The Master Plan proposes the development of programs of study of suffi-

cient range to accommodate a variety of aptitudes and skills, thereby increasing the number of citizens provided access to posthigh school education. Further it recommends policies and supporting procedures designed to extend the educational horizons and upgrade the educational aspirations of young people. The adoption and implementation of these recommendations not only will give Louisiana a meaningful open admissions policy, it will also bring about a more productive use of the state's human and physical resources.

The cost of postsecondary education demands the most efficient use of available resources and reinforces the need for the establishment of institutional enrollment-planning maximums. With an open admissions policy, the absence of controlled enrollment growth rates and planning maximums leads to the over-building of capital facilities and periodic over and/or under-utilization of institu-

tional capacity (staff and space). In addition, the policy fosters uniformity and duplication of institutional programs and patterns.

It is also in the best educational interest of the State to promote the optimum utilization of private institutions; but the very existence of these institutions will be in jeopardy, particularly at the graduate and professional levels, if the rates of growth of public institutions continue uncoordinated.

The Council believes that the proposal for the planned orderly growth and development of institutions is a necessary ingredient for achieving a "systems approach" to resolving the problems of posthigh school education in Louisiana. Upon completion by the boards of the recommended feasibility studies, the Council will reevaluate capital budget requests in the light of the specified planning maximums.

B. EXPANDED EDUCATIONAL OPPORTUNITIES

3. School officials must find new ways to assist students to continue their secondary education until graduation requirements are fulfilled.

Every method of reducing the rate of high school dropouts should be explored. Whatever the cause, the harsh fact is that currently approximately one out of two Louisiana youths is not completing high school. The Council, though charged with the responsibility of coordinating posthigh school education, recognizes that the problems of adequate educational opportunities at the posthigh school level are fundamentally related to the nature of the primary and secondary school system of the State. Any solution to these problems must, of necessity, include programs to encourage more young people to complete high school and to provide better preparation for those who do.

4. Institutions of higher education should establish and expand programs designed to provide terminal (one-and two-year unit) and corridor (two plus two) technical and para professional programs to accommodate the needs and time available for achieving the individual's educational and career goals. Further, occupational education and technical and vocational education programs should be expanded in high schools and in existing vo-tech schools.

When implemented, this recommendation for the expansion of educational opportunities will preclude the necessity of establishing academic or occupational education programs as 13th and

14th grades in local school systems. The enabling legislation permitting 13th and 14th grades should then be repealed.

Financially hard-pressed local school systems should rather concentrate their resources on developing high quality, comprehensive secondary educational programs to serve the students' pre-collegiate and noncollegiate career objectives.

Although some semantic problems appear to be involved in drawing distinctions between vo-tech programs and collegiate-technical education, the current differences are sufficiently operational for planning purposes. The vo-tech institutes offer programs directed primarily toward acquiring or improving specific work skills. Technical and para professional (or college-parallel) education offered by the universities, on the other hand, requires a knowledge of basic principles of science in addition to the application of these principles to specific problems. Major program emphasis is given to the acquisition of scientific and technical knowledge with work skills as a corollary. Moreover, these programs require a high school diploma as a prerequisite for admission. The distinctions between the two kinds of education should be continued.

5. A concerted effort should be made to upgrade occupational and technical training in the minds and attitudes of students, parents, teachers, employers, and the public at large.

Technical education is a necessary and integral part of posthigh school education. Its goals and

values, however, need to be publicized and systematically explained if it is to make its full contribution to the economic and social welfare of the State of Louisiana.

6. Appropriate recognition should be given by institutions of higher education to the successful completion of a technical education program in the form of a certificate or associate degree. Further, all recipients of associate degrees should be provided with the opportunity to enroll or re-enroll in appropriate baccalaureate programs without encountering admission barriers or loss of college acquired credits.

The Council is cognizant, however, of the problems in transferring credits even from one public institution of higher education to another. Thus, recommendation 6 does not ask for a lowering of standards for entrance into universities nor does it ask for a false transfer of credits from one kind of institution to another. What it does suggest is that logic and fairness be applied to the problem of credit transferability.

7. All associate degree technical programs should be designed in accordance with employment demand and labor market requirements.

These two-year programs would include business, health, and engineering technologies, and public service, agri-business and home economics technologies.

8. Four-year baccalaureate degree programs in technology and applied sciences, or their equivalent, should be established at selected four-year institutions—the type of program to be determined by the mission of the institution, the nature of the associate degrees, and the availability of the programs.

Although all schools are qualified to implement this proposal, the Council is aware that several institutions are better qualified and better located to offer this type of training than others. It is within the scope of the explicit duties of the Council to decide which curricula will be established at a specific institution.

9. An association of the public and private institutions of higher education in the state should be established in cooperation with the Council to effect the statewide sharing of resources, development of programs and opportunities in two- and four-year technical education programs.

10. All institutions, including high schools, should institute more concerted career guidance and counseling programs to assist students in

choosing appropriately among educational and occupational options.

If Louisiana's open admissions policy of higher education is to be effective, high priority must be given to providing adequate counseling, guidance and evaluation. Each student must have the opportunity and the information to determine his interests and aptitudes and to assess the educational and career avenues open to him.

For counseling to be effective, counselors should be included in the minimum funding base of state appropriations to primary and secondary schools. Qualified counseling can be as important to a student's development as good teaching is. School authorities recommend one counselor for every 300 students in college and one counselor for every 400 students in the primary and secondary grades.

11. Louisiana schools, colleges and universities should direct greater attention toward youth who are dropping out of the educational system by helping them select programs, educational environments, and institutions best suited to their needs and interests.

The successful counseling of persons dropping out of the educational system depends upon two important factors: (1) adequate financing to provide the counseling services and (2) the existence of educational programs in which to direct them.

12. Faculty and staff throughout the academic community, but especially in the degree-granting institutions, should participate more fully in the identification, definition, and articulation of occupational, technical, and para professional programs.

The successful training and utilization of technicians and para professionals is dependent upon the involvement of various departments and schools. Constantly changing procedures and technology require that technical education keep pace with evolving professional practices.

13. The Council, recognizing the relationship between teaching and student retention rates, recommends that all institutions reemphasize the importance of faculty contribution in the classroom by recognizing exemplary teaching as a major criterion for salary increase, promotion in rank, and the granting of tenure.

14. All state posthigh school institutions should exercise their obligation to provide all available information to students about the job prospects in various fields.

The Office of Employment Security of the Lou-

isiana Department of Labor has done a considerable amount of work in manpower planning and intends to expand this program in the future. Moreover, the Council in preparing the master plan has generated a great deal of data on manpower plans and requirements in the state. The Council plans to serve as a center for the dissemination of manpower information to the institutions of posthigh school education in the state.

The Council authorizes its staff to prepare a comprehensive up-to-date inventory of all post-high school educational programs and distribute it to secondary schools and to institutions of higher education. Such inventory should include institutional admission policies, student financial aid programs, remedial work programs, and the like. The Council will serve the functions of a statewide admissions information center.

15. Present area vo-tech schools should be encouraged to cooperate with secondary school systems, industry and labor organizations to carry on the type and quantity of vocational-technical training programs appropriate to the needs of a particular community.

16. All degree-granting institutions in cooperation with the Coordinating Council should develop and offer a uniform preadmission orientation and "college adapter" program to help high school graduates adjust to university and college life.

The high freshmen attrition rate attests to the fact that many Louisiana high school graduates come to college with glaring academic deficiencies: low reading comprehension levels, inability to write well-organized papers or to take lecture

notes, unfamiliarity with the use of libraries, etc. The Council envisions that a uniform, non-credit short course offered in the summer at various locations around the state would help to acquaint prospective students with some of the fundamental problems of college and university life. Such a course likely would include, among other topics: use of the library, how to prepare for tests, how to take lecture notes, and the role of student counseling. The course would be developed by the institutions in cooperation with the Council's staff and would be staffed by selected representatives of each of the institutions.

17. Uniform policies should be adopted with respect to the transfer of students among publicly supported institutions both within a system and between systems. These policies should include a compatible academic calendar. The Council encourages private institutions to participate in similar adoptions.

18. All public institutions of posthigh school education should develop compensating programs necessary and appropriate to offset the cultural and educational disabilities that predispose or otherwise limit large numbers of youth from pursuing either a terminal or transfer program.

With the open admissions policy that the state is committed to, it is necessary that institutions of higher education develop imaginative compensating programs for college students who have not had the same precollege educational opportunities and advantages as others. A few of the ways that this compensation might occur would be through developing such programs as tailored curricula, guidance and instructional grants.

C. COORDINATION, ORGANIZATION, AND GOVERNANCE OF POSTHIGH SCHOOL EDUCATION IN LOUISIANA

The Council recognizes that optimum efficiency, economy and coordination can best be achieved by the establishment of a single governing coordinating board for all public institutions of higher education in Louisiana. Although the Council is committed to the establishment of a single governing board for all public institutions of higher education in Louisiana, the Council is completely mindful of the problems and complexities of changing from the present governing system—Board of Supervisors, State Board of Education, and the Coordinating Council—to that of a single board. Thus, it is necessary for the Council to recommend ways of improving the existing system while working with deliberate speed to solve the problems of how to make a viable single sys-

tem out of the three-division structure that is presently in existence.

During the period that it takes to establish a single board, the recommendations that have been made by other groups to (1) adopt the constitutional amendment proposed in S. B. No. 60, 1970 Regular Session, regarding revisions in the eligibility, composition and tenure of appointees to the LSU Board of Supervisors and to (2) appoint rather than elect the State Superintendent of Education are endorsed by the Council.

19. A three member committee consisting of one member of the State Board of Education, one member of the LSU Board of Supervisors, and one member of the Coordinating Council should

be appointed by the respective boards to determine the manner of formation and implementation of a single board for higher education in Louisiana. Upon the formation of a single board the Coordinating Council will be eliminated.

The Council suggests that the committee of three, in determining the manner of formation and implementation of a single governing board, use among the criteria the best way to insure participation of Negroes as the largest minority in the state.

20. The functions and responsibilities of the Louisiana Higher Education Facilities Commission, the Commission on Extension and Continuing Education, and the Higher Education Assistance Commission should be transferred to the Louisiana Coordinating Council for Higher Education.

Such a transfer would clearly satisfy the legislative directive for statewide coordination in the planning of educational programs. If transfer is not immediately feasible, however, temporary mechanisms should be explored to accomplish coordination pending transfer.

In the interests of effective and efficient coordination of posthigh school education and to comply with its legislatively delegated responsibilities, the Council authorizes the establishment within its staff operation of a Division of Management Information Systems to collect, codify, standardize and analyze educational data for current program and budget review and evaluation, and for long-range planning of resource allocation and utilization.

21. There should be continuation of the cooperation of the nonpublic institutions in furnishing statistical data and otherwise voluntarily participating in statewide coordination of posthigh school education. The Council in turn will give careful consideration to nonpublic institutions in all Council activities.

22. Increased consideration should be given to the effect on private higher education in all decisions of the appropriate governing boards and the administrations of the individual institutions of public higher education.

Moreover, in the long-range planning of posthigh school education in Louisiana, attention must be given to the future of the private colleges and universities in the State. They now provide education for more than 17,000 young people each year, or approximately 15 per cent of the students participating in degree programs. If these stu-

dents should have to be provided for in tax-supported institutions, the additional annual operating costs for educational programs, excluding capital requirements, would add substantially to Louisiana's tax burdens.

Louisiana's private colleges and universities are facing a mounting financial crisis. Every reasonable program of encouragement and assistance must be explored to insure their continued operation and financial well-being. The Council will undertake a thorough study and prepare proposals concerning the future role and financing of the private sector of Louisiana's posthigh school education in a coordinated system of higher education.

23. Appropriate legislative action should be taken to revoke the obligation of any private institution of higher education to provide free scholarships on other than its own terms and conditions.

The Act that established Tulane University (Act 43 of the General Assembly, Session of 1884) calls for a tuition waiver to one student from each senatorial and representative district. In 1970-71, the total tuition value of the legislative scholarship program was \$224,000. It is estimated that this figure will be \$258,000 in 1971-72. The Council feels that Tulane University has met its obligations set up under the Act and recommends that the legislative scholarships at Tulane be discontinued.

24. The Council recommends the adoption and full implementation of its State Appropriation Formula for the funding of public universities and colleges.

State Appropriation Formula

I. SALARY BASE

A. The student semester credit hours (SCH) produced in the program areas specified are evaluated at each of the appropriate levels of instruction using the classification of the student as the criteria for decision. These SCH are to be evaluated by each institution on the 14th day of classes with all adds, early resignations and other registration adjustments included in arriving at the evaluation.

At the time legislative budget requests are prepared, productivity data for the Summer and Fall terms will be complete. Estimation of SCH's for the remainder of the year should be made using the experience of the most recent years as a guide. Actual data will be complete before the legislature meets.

B. The SCH productivity for each program area and level is multiplied by the appropriate figure from the following BASIC FACTOR CHART and the sum of these products is determined to establish the "SALARY BASE." The preliminary proposal contained figures for the 1970-71 year for purposes of comparison with funding for

1970-71. Since the earliest possible use of this proposed formula will be for appropriation requests for 1971-72 the original figures have been adjusted based upon salary increases and other cost factors as well as comments from the colleges and universities affected.

Basic Factor Chart
(Dollars per Student Semester Credit Hour)

Program Area	Level of Offering				Special Professional
	Lower Level Under-graduate	Upper Level Under-graduate	Masters	Doctorate	
Agriculture	\$ 19.06	\$ 34.66	\$ 93.89	\$245.55	
Engineering	24.92	45.06	134.82	260.00	
Fine Arts	27.24	52.00	125.18	245.55	
Law					\$ 36.11
Nursing	59.34	59.34			
Pharmacy	24.92	41.60	125.18	245.55	
Sciences	18.33	34.66	125.00	243.00	
Vet. Medicine					246.91
All Other:		23.11	93.89	196.45	
1st 10,000	36.67				
2nd 10,000	24.44				
>20,000	17.46				

It is recognized that this SALARY BASE is not supported from State Appropriations alone; however, through the solution of some relatively simple algebraic relationships it can be used to derive the contribution from the State Appropriation for the recognized functions in the Institutions of Higher Education.

II. OTHER FUNCTIONS

A. Dr. John Russell¹ has recommended allocations of total funds for the eight functions of Educational and General Expenditures (E & G) enumerated earlier based upon extensive study of the subject as follows:

Resident Instruction and Organized Activities Related to Instruction	At least 60%
Organized Research and Extension and Public Service	3% to 4%
Libraries	5% to 6%
General Administration and General Expense	15% or less
Operation & Maintenance of Physical Plants	16% or less

If the first four are grouped under one heading, his recommendations reduce to four groups as follows:

Resident Instruction and Related Activities	At least 63%
Libraries	5% to 6%
General Administration and General Expense	15% or less
Operation & Maintenance of Physical Plant	16% or less

Analysis of data from nine (9) statewide systems of higher education other than Louisiana during recent years confirms Dr. Russell's recommendations:

Category	Range	Average
Resident Instruction and Related Activities	64.6% to 73.7%	68.2%
Libraries	4.2% to 5.9%	5.4%
General Administration and General Expense	11.4% to 18.8%	14.4%
Operation & Maintenance of Physical Plant	9.6% to 13.6%	12.1%

¹ Russell, John Dale, "Budgetary Analysis," *College Self-Study*, ed. Richard Axt and Hall T. Sprague (Boulder, Colorado: Western Interstate Commission for Higher Education, 1959), p. 106.

Because Dr. Russell's research represents the best considered judgments available to the Louisiana Coordinating Council for Higher Education at this time, the following allocations of total budgets for Educational and General expenditures are utilized:

Resident Instruction and Related Activities	68%
Libraries	5%
General Administration and General Expense	15%
Operation and Maintenance of Physical Plant	12%

B. In order to relate these factors to the previously determined SALARY BASE an additional factor has been established. This factor is the percent of expenditures for Instructional and Related Activities represented by Faculty Salaries (SALARY BASE). Analysis of several statewide systems indicated a range from 58.1% to 71.5% with an average of 63.4%. The factor of 60% has been chosen for LSU-Baton Rouge and 66% for all other institutions in Louisiana.

III. STATE APPROPRIATION

A. During 1969-70 the Louisiana State University system received 73.5% of its funds for Educational and General purposes from State Appropriations, and the State Board system derived 76.7% of its E & G funds from State Appropriations. For 1970-71 the comparable figures are 75.7% and 80.1% respectively. Analysis of a number of other statewide systems indicates corresponding percentages ranging from 49.5% to 75.1% with an average of 63.1%, generally much lower than Louisiana's figures.

This formula proposes to derive 73% of E & G funds from State Appropriations.

B. The solution of a set of relatively simple algebraic equations simultaneously satisfying all of the relationships advanced in the previous statements indicates that the STATE APPROPRIATION portion of the total budget is related to the SALARY BASE (Faculty Salaries) by the simple relationships:

LSU-Baton Rouge:

STATE APPROPRIATION = SALARY BASE PLUS 78.92% of the SALARY BASE.

Other Institutions:

STATE APPROPRIATION = SALARY BASE PLUS 62.65% of the SALARY BASE.

IV. SPECIAL REQUESTS

Where there is special justification for short

term extraordinary expenditures this section should be utilized for that request. Support of a continuing function for the purpose of creating differential funding levels is not construed to be proper use of this category. Justification should be furnished.

25. The Council's budgetary review function should provide that in the event available state resources are inadequate to fund the State Appropriation Formula, the Governor, the Commissioner of Administration and the Legislative Budget Committee should request the Council to recommend funding levels of the various state-supported institutions.

26. No new institution offering freshmen and sophomore curricula should be authorized which does not show capability of achieving a total enrollment of at least 1,500 Full Time Equivalents at the end of the third year of operation and 2,000 at the end of the fifth year; proportionate minimum standards should be applied to new four-year institutions.

27. It is recommended that when a Standard Metropolitan Statistical Area of 200,000 population or more has no public four-year degree granting institution in or within 40 miles of its center that such an institution be established or developed according to law within that Standard Metropolitan Statistical Area, provided that the other requirements and principles of this master plan are not violated by such action.

The prescripts of the unitary system as outlined in Section C are to be adhered to in the establishment of any new institution or institutions of public higher education.

✓ 28. Pending the establishment of a single board, the Council recommends that the two governing boards begin an immediate program of institutional academic and facility planning and cooperation with the goal of establishing unitary systems of higher education for those public institutions of higher education which are in close proximity.

The unitary systems envisioned should embody the concepts and ideas recommended in the paper "A Unitary System of Higher Education" prepared by the Institute for Higher Educational Opportunities of the Southern Regional Education Board.

The Southern Regional Education Board has gone to considerable lengths to clarify the concept of a "unitary system" in higher education. Basically, the position is that "a unitary (unified) system provides maximum access to postsec-

dary programs to all, without racial discrimination in admission, staffing, institutional support, and all other facets of operating a higher education enterprise."

More specifically, the staff paper of the Board contends that predominantly white institutions will have to "... increasingly share in the responsibility for providing higher education for larger numbers of black students." The report calls also for a larger enrollment of blacks in traditionally white institutions and the hiring of substantial numbers of black faculty and administrators by the predominantly white institutions. In addition, the staff report says that "the traditionally Negro colleges and universities have important parts to play in the creation of a unitary system. . . . The need for an identity on the part of traditionally Negro institutions which includes pride in their past and dignity in new roles must be met as an integral part of their potential contributions within the total system of higher education. In a pluralistic society their institutional identities can no longer be defined on the old

'separate but equal' basis, but neither does their movement into joint planning and partnership with other institutions require a repudiation of cultural and educational values which were meaningful in the past and which may be adapted to contemporary social patterns and learning needs." With this, the predominantly Negro institutions must actively recruit white students, faculty, and administrators.

The staff report of the SREB outlines several ways in which implementation of a unitary system of higher education can take place. The major characteristics of such a system are: (1) giving a loud voice to both majority and minority group opinion and expression in the planning process; (2) giving consideration to the needs of all the people in the state when doing posthigh school planning; (3) making extensive cross-use of faculty between and among institutions; (5) recognizing resources in existing institutions when expanding the state's system of higher education; (6) defining and taking advantage of the unique roles played by the individual institutions.

D. GRADUATE AND PROFESSIONAL PROGRAMS

29. All publicly supported institutions, in cooperation with the staff of the Council should review and reevaluate existing graduate and professional programs to determine if the contribution of each program is educationally and economically justified. In this review, cognizance should be taken of the efforts of private institutions in these areas.

Approval of new graduate and professional programs will, in general, be withheld until the completion of the review or when justified by conclusive evidence, in terms of state needs, demand, and financial support. All degree programs which require professional, regional and/or national accreditation of the institution or program, or licensing or certification of the graduate should be included in the review. These would include, for example, architecture, education, engineering, law, business administration, pharmacy, and the like.

This recommendation indicates the Council's concern over the relatively high cost of many new programs in the face of limited resources and in several cases the relatively low output of degrees.

30. The appraisal and evaluation by the various institutions and their governing board of the necessity, appropriateness and effectiveness of all existing graduate and professional programs should be completed by January, 1973 and a

full report should be made to the Council to indicate what programs are to be continued, expanded, or discontinued with full documentation.

The continued support of all current programs creates a serious financial burden on the total program of posthigh school education in Louisiana; the implications as to the funding of other programs, particularly those proposed in Section B, are significant.

31. Along with continued appraisal of graduate and professional programs, formal reports should be submitted at five-year intervals to determine the quality and effectiveness of the programs in terms of accomplishing the objectives for which they were established.

32. Priority should be given to the improvement of justifiable and established graduate and professional programs before new programs are proposed or initiated.

The Council in reviewing new degree proposals will appraise the institution's support of and success in existing programs.

33. In strengthening existing programs high priority and support should be given to developing appropriate and well-designed interdisciplinary and interinstitutional programs, including cooperative arrangements and contractual programs with nonpublic institutions and with other states.

Interinstitutional cooperation provides the opportunity to expand and improve educational programs with existing resources. Cooperative arrangements can include, among others, joint professorships, joint seminars, a single academic department serving two or more institutions, and the service and student aid contracts and memoranda of agreement in dentistry, veterinary medi-

cine and forestry sponsored by the Southern Regional Education Board.

34. Clear evidence of availability of resources (faculty, space, library, and equipment), scholarly manpower shortages, and appropriateness to the institution's scope and mission should be established prior to the submission of an application for a new graduate program to the Council.

E. INSTITUTIONAL SCOPE AND MISSION

35. The institutions now under the control and administration of the State Board of Education should serve primarily regional educational needs, offering associate, baccalaureate, and selected master degree programs and specialist programs in the arts and sciences, education and business. Research and service programs should continue to be directly related to the requirements of their primary geographical areas.

36. State Board institutions now offering the doctoral degree in education should retain and refine these programs, devoting resources to experimental and innovative programs in teacher preparation; these institutions should not entertain plans to expand their missions beyond education into other doctoral programs.

37. All higher education institutions now offering or authorized to offer the doctoral degree should critically consider the costly duplication of specialized graduate degrees in terms of area needs and alternative resource use.

38. In the proposed review and reevaluation of graduate and professional programs (see recommendation 29), the boards should take into consideration the type of recommendations represented by the Louisiana Engineering Society's report "Engineering Education in Louisiana: Survey and Recommendations" (March, 1971).

39. LSU-BR should continue to be supported as a full-scale comprehensive university, with increasing emphasis on senior division, graduate and professional programs.

The scope and mission of LSU-BR are, in part, delineated by the Morrill Act of 1862 which provided for state land-grant institutions. Historically, it has been committed to emphasis on agriculture, engineering and "the professions of life."

In a coordinated system of posthigh school education, LSU-BR has the responsibility to be the primary resource base for the entire system. Its faculties, library, and other resources, its extension services and various programs all should serve as underpinning for the continued expansion and improvement of posthigh school education in Louisiana.

40. LSU-NO should be supported as a developing comprehensive urban university.

The New Orleans metropolitan area offers a unique opportunity for urban-related programs. LSU-NO should be encouraged to round out its undergraduate offerings and to apply for new graduate programs only in areas of undergraduate strength and as needs are clearly demonstrated and financing becomes available. It should concentrate its research and service programs on problems critical to urban areas.

41. The campuses at Eunice and Alexandria should provide two-year transferable academic programs and terminal technical and para professional associate degree programs.

42. Continued attention should be given to defining the boundaries of scope and mission of the several institutions.

Defining the scope and mission of institutions and insuring that their components are complementary are absolute essentials to a coordinated system for Louisiana posthigh school education.

The possibilities for pooling resources where campuses are in close proximity should be investigated.

The Council, as it adds staff, will make a concerted and continuous effort to define specifically the role and scope of each particular public institution of higher education in Louisiana.

F. OFF-CAMPUS INSTRUCTION

43. Off-campus, degree credit programs of Louisiana institutions should be reviewed, reorganized, and coordinated to eliminate duplica-

tion and inefficiencies and provide a continuity of course programming now lacking.

44. Off-campus, degree credit instruction should

be continued in order to provide late afternoon and evening posthigh school education where none is available, but, in general, it is expected this instruction will consist of lower division courses and only occasionally of course requirements for a graduate degree.

45. Institutional requests for off-campus, degree credit instruction should be formalized and reviewed by the Council in the manner of new degree programs.

46. A continuing inventory of off-campus, degree credit instructional programs and their enrollment should be maintained.

47. An Advisory Group for Off-Campus Instruction should be designated to assist in coordinating the extension programs of public institutions with membership from each institution engaged in such activities. The Chairman of this Advisory Group should be the Director of General Extension at LSU-BR. The Executive Di-

rector of the Coordinating Council should serve as an ex-officio member of the group.

48. When a total of 25 or more off-campus, degree credit courses are offered in any given community and a minimum enrollment of 500 is achieved during an academic year, the dominant state university should be authorized to administer and supervise the program.

49. Fees for off-campus degree credit programs should be made comparable throughout the state and academic credits, where merited, should be transferable among state-supported institutions.

50. The Council recommends exploration of additional methods of off-campus instruction, e.g., educational television, video cassettes, satellite broadcast systems, programmed learning, etc.

Interest in off-campus instruction will increase with technological developments (such as those mentioned above) and with interest in the three-year baccalaureate, work-related study, and external degree. ✓