



National Center for Higher Education Management Systems

*A Study of the Postsecondary Education Needs of the
New Orleans Region:
A Response to SR 123*

March 14, 2011

The Postsecondary Education Needs of New Orleans

I. Introduction

Senate Resolution 123 (LA Regular Session 2010) directs “the Board of Regents to study the provision of public postsecondary educational opportunities in the New Orleans region, establish the appropriate role, scope, and mission for each public community college and four-year college and university in the region, and formulate a plan that will make optimal use of all available academic, fiscal, and physical resources, recognize the unique nature of each individual postsecondary institution, and which will allow each student attending such institutions to successfully and efficiently pursue his or her chosen academic path.” The resolution also calls for the study to “be based upon best practices for the development of a world class, integrated educational delivery system; further, the study shall be objective and shall preclude the historic missions of the various public postsecondary institutions in the region and the existing relationships between such institutions from prejudicing the conduct and conclusion of the study.” The entire resolution is attached as Appendix A.

Subsequently, Governor Bobby Jindal asked the Board of Regents to “study whether students could be better served if the University of New Orleans (UNO) and Southern University of New Orleans (SUNO) merged and then the newly merged university was transferred to the University of Louisiana System, while also achieving greater collaboration with Delgado Community College nearby” (January 18, 2011).

Against this backdrop, the Board of Regents asked the National Center for Higher Education Management Systems (NCHEMS) to undertake the mandated studies and report the results of this study no later than March 1, 2011. This date was later amended to be March 15, 2011. This report documents the results of the study.

II. Methodology

In conducting this study, NCHEMS staff:

- a. Conducted analyses of various facets of the New Orleans region:
 - Current and projected population
 - Education attainment of the working age population
 - Performance of regional school districts
 - College participation patterns
 - College enrollments and completions
 - Areas of projected workforce needs
 - Etc.
- b. Developed an initial set of criteria to be applied to the assessment of any option proposed as a response to the identified needs of New Orleans.
- c. Discussed the initial draft of criteria and first round of analytical results with the set of project advisors selected to review and comment upon NCHEMS staff work. (See Appendix B for the list of advisors.)

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- d. Discussed these same materials with members of the Louisiana Board of Regents at a special meeting held on February 8, 2011.
 - e. Attended the hearing held on February 8 at which numerous individuals and constituency groups commented on the study, especially on the proposal to merge SUNO and UNO.
 - f. Refined the analyses and set of criteria.
 - g. Developed draft recommendations based on the analyses and criteria for serving the New Orleans area.
 - h. Reviewed these findings and conclusions with members of the advisory group.
 - i. Formulated a project report based on information acquired through all of these avenues.

III. General Approach

In undertaking this study, NCHEMS honored the directive contained in SCR 123 to:

- Reflect “best practices for the development of a world class, integrated educational delivery system” (for the New Orleans region)
- “be objective”
- Not be bound by the historic missions of the public institutions in the region

The approach started with an assessment of the needs of clients – primarily, but not only students – and then followed with a determination of the educational and support services needed to meet the needs of these clients. The study addressed issues of organizational structure and governance only after getting a clear picture of service needs. Every attempt was made to ensure that form follows function rather than the other way around. Of course, it’s impossible to completely wipe the slate clean and start over. There are existing institutions and educational assets that must be recognized. But recognition need not imply business as usual. The recommendations put forward in this report require that substantial changes be made - changes that are designed to provide the New Orleans region and its citizens with the postsecondary education services they need and deserve.

IV. Context

SCR123 calls for a study of the New Orleans region. In Regional Labor Market terms, the New Orleans region consists of Jefferson, Orleans, Plaquemines, St. Bernard, St. Charles, St. James, St. John the Baptist, and St. Tammany parishes. However, if educational attendance patterns are used as the basis for determining the definition of the New Orleans region, three of these parishes – St. Charles, St. John the Baptist, and St. James – fall outside the service regions of the public postsecondary education institutions in the region; most of the students in these three parishes attend institutions outside the region (see Figure 1). Therefore, for purposes of this study, the New Orleans region will be defined as consisting of the following five parishes – Jefferson, Orleans, Plaquemines, St. Bernard, and St. Tammany.

Figure 1. Schools Attended by Residents of New Orleans Region Parishes

Parish of Residence	UNO	SUNO	Delgado	LTC (Reg.1)	Nunez	All Other Inst.	Total
Jefferson	3,540	631	6,230	1,628	141	4,106	16,276
Orleans	3,872	1,914	4,577	485	301	4,959	16,108
Plaquemines	113	32	250	7	117	319	838
St. Tammany	941	46	2,588	251	460	8,188	12,474
St. Charles	295	57	548	59	3	1,309	2,271
St. John	136	54	308	24	10	1,146	1,678
St. James	15	21	39	4	1	929	1,009
St. Bernard	272	20	218	83	791	345	1,729
Total	9,184	2,775	14,758	2,541	1,824	21,301	52,383
	18%	5%	28%	5%	3%	41%	100%

The more narrow definition of the region is given further support by the employment commuting patterns of residents of the parishes. The data in Figure 2 reveal that:

- Residents of Orleans Parish work almost exclusively in Orleans and Jefferson parishes.
- Residents of St. Tammany parish work in St. Tammany, Orleans, and Jefferson parishes.
- Residents of Jefferson Parish work almost exclusively in Jefferson and Orleans parishes.
- Residents of St. Bernard and Plaquemines parishes work almost exclusively in Orleans and Jefferson parishes.
- Residents of St. James, St. John the Baptist and St. Charles parishes work within the parishes and in Jefferson Parish. Very few commute to Orleans Parish for work.

Figure 2. Urban Orleans (PUMA'S 1803, 1804) Workers – Place of Residence, 2009

Place of Residence	Workers	Percent
Urban Orleans (PUMA's 1803, 1804)	66,581	33.2
Northern Jefferson (PUMA's 1901, 1902, 1903, 1904)	51,048	25.4
Rural Orleans, St. Bernard, Southern Jefferson, Plaquemines (PUMA's 1801, 1802, 1905)	47,483	23.7
St. Tammany, Washington (PUMA's 2001, 2002)	15,110	7.5
Out-of-State	9,830	4.9
St. James, St. John the Baptist, St. Charles (PUMA 2400)	5,531	2.8
Tangipahoa (PUMA 1700)	1,302	0.6
Ascension, Livingston (PUMA 1600)	790	0.4
East Baton Rouge, West Baton Rouge - Urban (PUMA's 1501, 1502)	748	0.4
Assumption, Lafourche (PUMA 2100)	690	0.3
Terrebonne (PUMA 2200)	410	0.2
East Baton Rouge, West Baton Rouge - Rural (PUMA's 1401, 1402)	271	0.1
St. Mary, St. Martin (PUMA 2300)	271	0.1
Winn, Grant, Lasalle, Catahoula, Concordia, Avoyelles (PUMA 600)	257	0.1
Evangeline, St. Landry (PUMA 1200)	203	0.1
Ouachita (PUMA 400)	86	0.04
Vermilion, Iberia (PUMA 2500)	62	0.03
Iberville, Pointe Coupee, West Feliciana, East Feliciana, St. Helena (PUMA 1300)	25	0.01
Claiborne, Lincoln, Bienville, Red River, De Soto, Sabine, Natchitoches (PUMA 300)	16	0.01
Total	200,714	100.0

Northern Jefferson (PUMA's 1901, 1902, 1903, 1904) Workers - Place of Residence, 2009

Place of Residence	Workers	Percent
Northern Jefferson (PUMA's 1901, 1902, 1903, 1904)	146,649	61.7
Rural Orleans, St. Bernard, Southern Jefferson, Plaquemines (PUMA's 1801, 1802, 1905)	33,376	14.0
Urban Orleans (PUMA's 1803, 1804)	18,498	7.8
St. James, St. John the Baptist, St. Charles (PUMA 2400)	11,712	4.9
St. Tammany, Washington (PUMA's 2001, 2002)	10,903	4.6
Out-of-State	8,015	3.4
Tangipahoa (PUMA 1700)	3,214	1.4
Ascension, Livingston (PUMA 1600)	1,617	0.7
Assumption, Lafourche (PUMA 2100)	1,244	0.5
Acadia, Rural Lafayette (PUMA 1100)	490	0.2
Terrebonne (PUMA 2200)	476	0.2
East Baton Rouge, West Baton Rouge - Urban (PUMA's 1501, 1502)	425	0.2
East Baton Rouge, West Baton Rouge - Rural (PUMA's 1401, 1402)	397	0.2
Vermilion, Iberia (PUMA 2500)	178	0.1
Calcasieu (PUMA 900)	147	0.1
Iberville, Pointe Coupee, West Feliciana, East Feliciana, St. Helena (PUMA 1300)	146	0.1
Winn, Grant, Lasalle, Catahoula, Concordia, Avoyelles (PUMA 600)	77	0.03
Urban Lafayette (PUMA 1000)	61	0.03
Vernon, Beauregard, Allen, Jefferson Davis, Cameron (PUMA 800)	47	0.02
St. Mary, St. Martin (PUMA 2300)	13	0.01
Total	237,685	100.0

St. Tammany, Washington (PUMA's 2001, 2002) Workers - Place of Residence, 2009

Place of Residence	Workers	Percent
St. Tammany, Washington (PUMA's 2001, 2002)	80,175	80.5
Out-of-State	6,149	6.2
Tangipahoa (PUMA 1700)	5,525	5.5
Northern Jefferson (PUMA's 1901, 1902, 1903, 1904)	2,514	2.5
Ascension, Livingston (PUMA 1600)	1,004	1.0
Iberville, Pointe Coupee, West Feliciana, East Feliciana, St. Helena (PUMA 1300)	995	1.0
St. James, St. John the Baptist, St. Charles (PUMA 2400)	695	0.7
Rural Orleans, St. Bernard, Southern Jefferson, Plaquemines (PUMA's 1801, 1802, 1905)	671	0.7
Urban Orleans (PUMA's 1803, 1804)	434	0.4
East Baton Rouge, West Baton Rouge - Urban (PUMA's 1501, 1502)	420	0.4
Winn, Grant, Lasalle, Catahoula, Concordia, Avoyelles (PUMA 600)	200	0.2
St. Mary, St. Martin (PUMA 2300)	189	0.2
Caddo (PUMA's 101, 102)	183	0.2
Assumption, Lafourche (PUMA 2100)	183	0.2
East Baton Rouge, West Baton Rouge - Rural (PUMA's 1401, 1402)	115	0.1
Acadia, Rural Lafayette (PUMA 1100)	67	0.1
Vermilion, Iberia (PUMA 2500)	53	0.1
Total	99,572	100.0

Rural Orleans, St. Bernard, Southern Jefferson, Plaquemines (PUMA's 1801, 1802, 1905) Workers - Place of Residence, 2009

Place of Residence	Workers	Percent
Rural Orleans, St. Bernard, Southern Jefferson, Plaquemines (PUMA's 1801, 1802, 1905)	2,662	100.0
Total	2,662	100.0

Source: U.S. Census Bureau, 2009 American Community Survey (ACS) Public Use Microdata Sample (PUMS) File.

These data reinforce the decision to exclude St. James, St. Charles, and St. John the Baptist parishes from the “New Orleans region” for purposes of this study.

The following factual information creates the context for the conclusions and recommendations presented in this report.

1. Population changes. The five parishes included in the region are all expected to grow in population over the next 20 years. St. Tammany is projected to be one of the fastest growing parishes in the state over this period, with more than 200,000 new residents. Plaquemines Parish is expected to grow by 30%, but this translates into fewer than 7,000 additional residents. The other three parishes are projected to grow, but very slowly over the period (see Figure 3).

Figure 3. Louisiana Parish by Parish Population Projections, 2010-2030

Parish	Percent Change, 2010 to 2030
Livingston	87.6
St. Tammany	86.0
Ascension	79.9
St. John the Baptist	30.7
Plaquemines	29.8
Bossier	25.7
DeSoto	19.5
Grant	17.8
Beauregard	17.6
Tangipahoa	17.6
Louisiana	15.3
St. Charles	12.6
Sabine	12.5
St. Martin	8.0
St. Bernard	7.7
Lafayette	6.2
Vermilion	6.0
St. Landry	5.9
Terrebonne	5.3
Jefferson	4.2
Orleans	3.4
Washington	2.6
Lafourche	2.4
Caldwell	1.4
Rapides	0.9
Avoyelles	0.3
Iberia	0.1
Evangeline	0.1
Acadia	-0.5
Lincoln	-1.0
Union	-1.4
East Baton Rouge	-2.8
Calcasieu	-2.9
Red River	-4.7
Jefferson Davis	-4.7
Allen	-4.9
Ouachita	-5.0
Winn	-5.1
Caddo	-6.5
West Feliciana	-6.6
West Baton Rouge	-7.3
St. James	-8.1
Natchitoches	-8.5
Webster	-8.6
Bienville	-9.2
LaSalle	-9.7
Assumption	-11.4
Jackson	-11.5
Richland	-12.0
Pointe Coupee	-12.9
Claiborne	-14.9
East Feliciana	-14.9
St. Helena	-17.1
Vernon	-18.1
St. Mary	-18.2
Morehouse	-18.3
West Carroll	-18.7
Iberville	-20.1
Cameron	-20.3
Franklin	-20.6
Catahoula	-22.2
Concordia	-23.5
East Carroll	-27.4
Madison	-28.0
Tensas	-29.5

Source: http://www.louisiana.gov/Explore/Population_Projections/

2. Demographic changes. Orleans Parish is the only one of the five parishes with a predominantly African-American population; at least 2/3 of the population of the other four parishes is white. Except for Plaquemines Parish, whites will be a smaller proportion of parish populations in 2030 than is the case now. Even so, all four will remain at least 60% white by 2030 (see Figure 4). Among 15-24 year olds, the black population of the region will grow substantially faster than their white counterparts. The same general pattern holds for 25-44 year-olds. Among the latter group, the change is driven largely by decreasing white populations and increasing African-American populations in Jefferson and Orleans parishes. Both subpopulations are projected to experience rapid growth in St. Tammany Parish (see Figure 5).

Figure 4. Population

	2010 % White	2030 % White
St. Tammany	83.2	73.0
Plaquemines	70.3	71.6
St. Bernard	85.6	82.6
Jefferson	66.2	59.7
Orleans	33.2	27.8

Figure 5. Parish by Parish Population Projections, by Age & Race, 2010-30

State/Parish	2010			2020			2030			Change from 2010 to 2030			% Change from 2010 to 2030		
	Total	White	Black	Total	White	Black	Total	White	Black	Total	White	Black	Total	White	Black
	Louisiana	648570	379990	248530	607610	349130	234790	655640	371150	259470	7070	-8840	10940	1.1	-2.3
Jefferson	29130	16160	11060	28640	14450	11710	29680	15160	12760	50	-1000	1700	1.9	-6.2	15.4
Orleans	15370	2160	12490	12490	2690	9130	18950	4010	13980	3580	1850	1500	23.3	85.6	12.0
Plaquemines	1790	1190	410	1470	980	370	1960	1350	470	290	160	60	13.3	13.4	14.6
St. Bernard	1140	880	190	1050	800	200	1700	1380	240	560	500	50	49.1	56.8	26.3
St. Tammany	33400	26800	5380	38010	27440	8700	49960	35080	13330	16560	8280	7950	49.6	30.9	147.8
Parish Totals	80770	47190	29520	81660	46360	30110	102250	56980	40780	21480	9790	11260	26.6	20.7	36.1

State/Parish	2010			2020			2030			Change from 2010 to 2030			% Change from 2010 to 2030		
	Total	White	Black	Total	White	Black	Total	White	Black	Total	White	Black	Total	White	Black
	Louisiana	1198510	779880	378470	1351210	866060	439820	1431340	903150	479710	232830	123270	101240	19.4	15.8
Jefferson	109360	69450	39630	111760	67320	39910	116400	65090	45150	7040	-4360	11520	6.4	-6.3	34.3
Orleans	64350	25390	35200	74220	22400	47620	63780	12830	47690	-570	-12460	12490	-0.9	-49.1	35.5
Plaquemines	5720	3950	1280	7670	5580	1540	9220	7000	1650	3500	3050	370	61.2	77.2	28.9
St. Bernard	5390	4510	660	6880	5750	800	5120	4020	820	-270	-490	160	-5.0	-10.9	24.2
St. Tammany	68930	55540	9820	114810	87830	23190	154780	108710	42550	85850	53170	32790	124.5	95.7	333.3
Parish Totals	253750	158840	80590	315940	188880	113060	349300	197750	137860	95550	38910	57270	37.7	24.5	71.1

Projection of 15 to 24 Year Olds

Projection of 25 to 44 Year Olds

Source: http://www.louisiana.gov/Explore/Population_Projections, Parish-level projections

3. Income. The two smaller parishes in the region both have per capita income lower than the statewide average. The three larger parishes are among the most affluent parishes in the state. (See Figure 6).

Figure 6. Personal Income per Capita

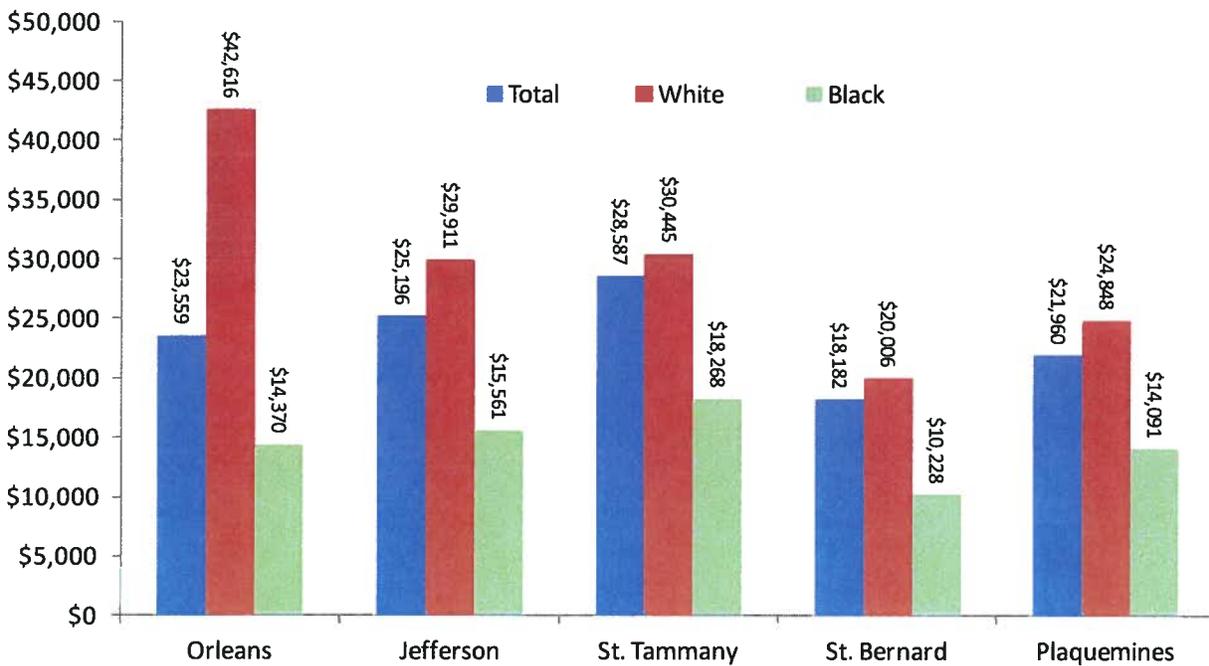
St. Tammany Parish, LA	28,587	Grant Parish, LA	19,526
Lafayette Parish, LA	26,675	Jefferson Davis Parish, LA	19,526
Ascension Parish, LA	26,385	Webster Parish, LA	19,459
Cameron Parish, LA	25,681	Iberville Parish, LA	19,282
East Baton Rouge Parish, LA	25,233	West Feliciana Parish, LA	19,179
St. Charles Parish, LA	25,216	Jackson Parish, LA	18,971
Jefferson Parish, LA	25,196	Caldwell Parish, LA	18,935
Bossier Parish, LA	24,960	La Salle Parish, LA	18,916
Orleans Parish, LA	23,559	Bienville Parish, LA	18,700
Calcasieu Parish, LA	23,514	Catahoula Parish, LA	18,465
Livingston Parish, LA	22,722	Lincoln Parish, LA	18,397
Lafourche Parish, LA	22,578	St. Bernard Parish, LA	18,182
Louisiana	22,535	East Feliciana Parish, LA	17,968
Terrebonne Parish, LA	22,513	Richland Parish, LA	17,891
Caddo Parish, LA	22,323	Red River Parish, LA	17,722
West Baton Rouge Parish, LA	22,309	Acadia Parish, LA	17,704
Plaquemines Parish, LA	21,960	Franklin Parish, LA	17,648
St. James Parish, LA	21,818	Washington Parish, LA	17,619
Rapides Parish, LA	21,480	Evangeline Parish, LA	17,616
Beauregard Parish, LA	21,210	Claiborne Parish, LA	17,236
Ouachita Parish, LA	21,158	St. Helena Parish, LA	17,170
Assumption Parish, LA	21,150	Natchitoches Parish, LA	17,000
Pointe Coupee Parish, LA	20,938	St. Landry Parish, LA	16,506
St. John the Baptist Parish, LA	20,921	Allen Parish, LA	16,497
St. Martin Parish, LA	20,788	Avoyelles Parish, LA	16,293
Union Parish, LA	20,386	Concordia Parish, LA	16,090
Sabine Parish, LA	20,292	West Carroll Parish, LA	16,086
Vermilion Parish, LA	20,108	Morehouse Parish, LA	16,047
Vernon Parish, LA	20,070	Tensas Parish, LA	15,991
St. Mary Parish, LA	19,725	East Carroll Parish, LA	15,720
De Soto Parish, LA	19,648	Winn Parish, LA	15,589
Tangipahoa Parish, LA	19,608	Madison Parish, LA	14,124
Iberia Parish, LA	19,559		

Source: 2005-2009 American Community Survey

It should be noted that these data reflect earned income. If all income (including transfer payments, retirement, etc.) is counted, Plaquemines Parish is also above the statewide average and all but St. Bernard Parish are found to be among the most affluent parishes in the state.

The overall income data mask very large variations in the incomes of different racial groups (see Figure 7). These data reveal that per capita income of whites is three times that of African-Americans in Orleans Parish and nearly twice that of African-Americans in the other four parishes. This data suggests that many of the problems associated with low levels of student success may well be associated with the consequences of poverty, not race.

Figure 7. Average Annual Per Capita Income by Parish and Race, 2005-2009



Source: U.S. Census Bureau, 2005-09 American Community Survey. Note: Figures in 2009 inflation-adjusted dollars.

4. Education attainment. The education attainment of residents of the three most populous parishes in the region is much higher than that for the state as a whole. Further, the attainment levels of each age cohort group continues to improve (see Figure 8). This being said, there are two cautionary points.
 - i. Louisiana and the New Orleans region parishes are substantially behind the U.S. and other developed countries with regard to education attainment of the workforce. Neither Louisiana nor the New Orleans region have a workforce educated to the level that would make them globally competitive.
 - ii. In all parishes and across age groups, African-Americans are much less likely to have attained a college education; they are much more likely than their white counterparts to have dropped out of high school and much less likely to have completed a college degree at any level (see Figure 9).

Figure 8. Percent of Adults with an Associate Degree or Higher by Age Group, Louisiana, U.S., Leading OECD Countries, & Orleans, Jefferson, and St. Tammany Parishes, 2009

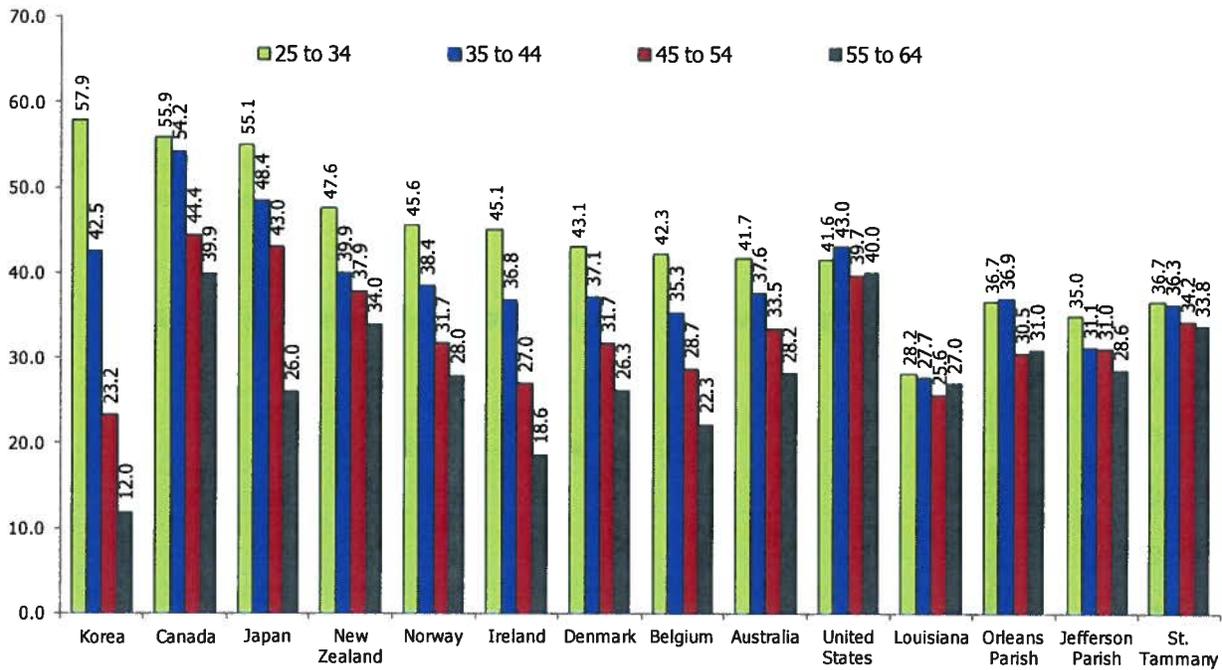
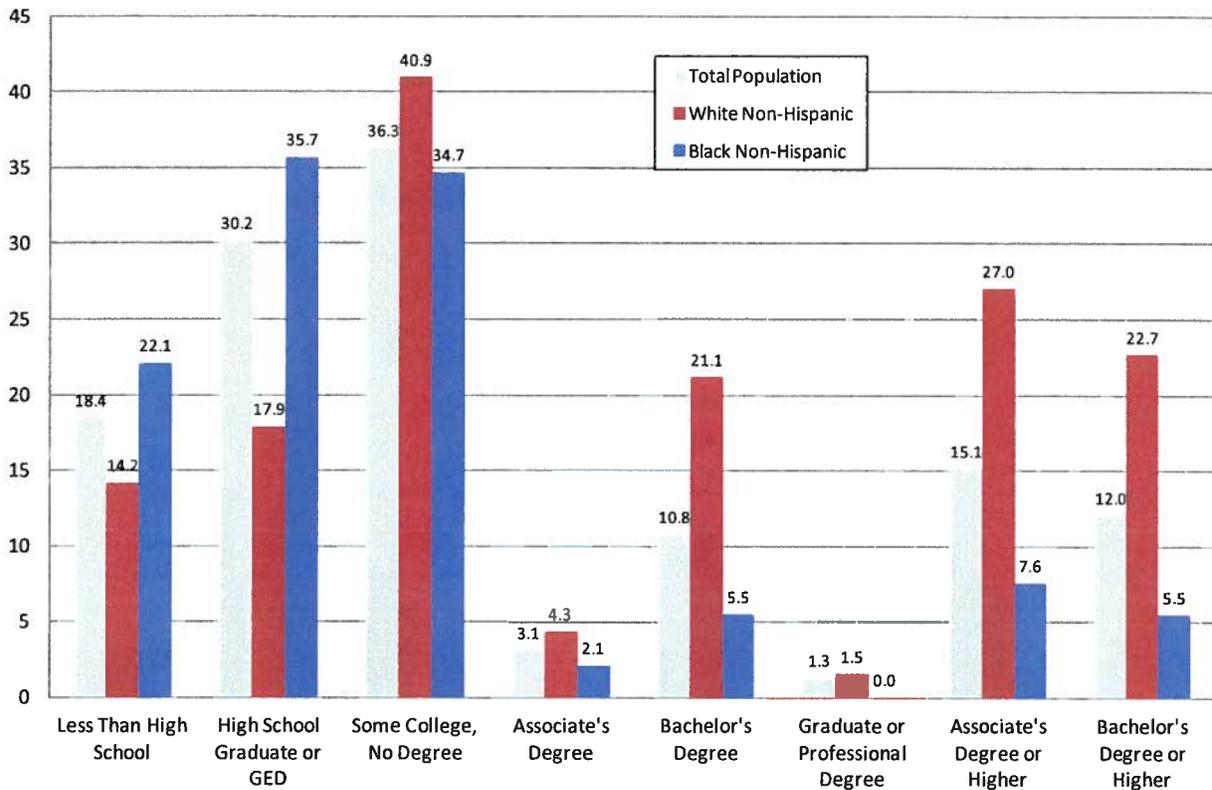


Figure 9. New Orleans Region (PUMA's 1801-1804, 1905) - Percent of Population Age 18-24 by Education Level and Race, 2009



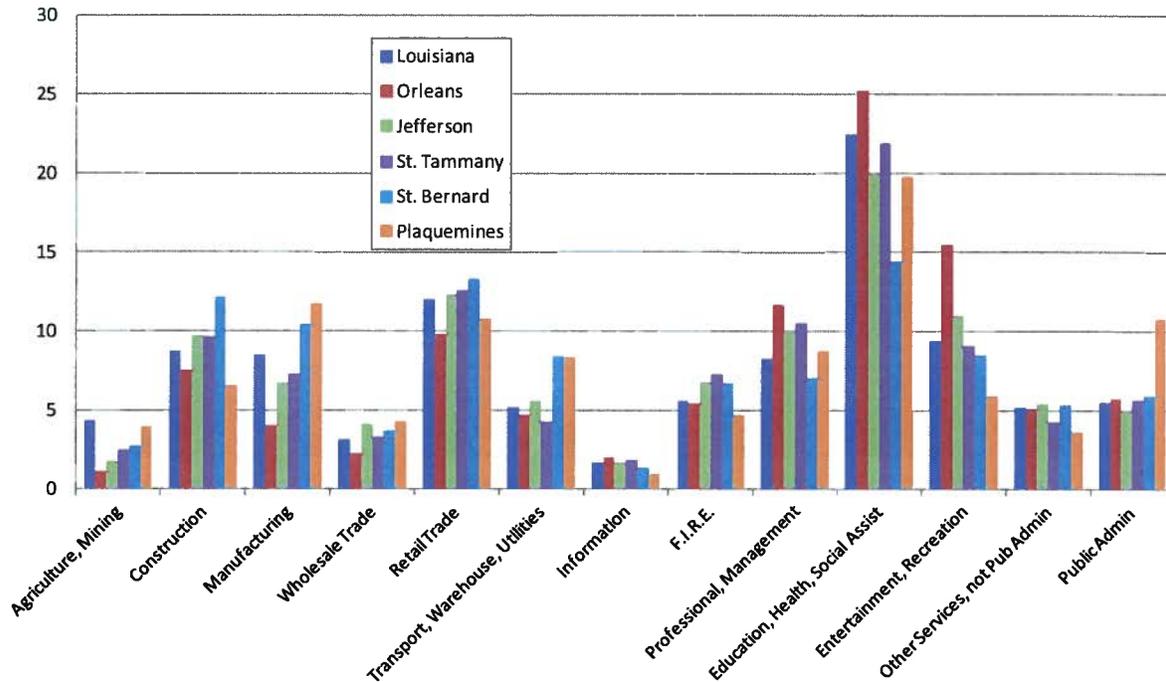
5. The economy and employment. The five parishes differ, not only from the rest of Louisiana, but from each other, with regard to concentrations of industries and the types of occupations in which workers are employed. The notable features of the industry mix in this region as revealed in Figure 10 are as follows:

- Orleans Parish has a high concentration of white collar industries – professional, scientific, management, education, and health care. It also has a much higher concentration of jobs in the entertainment and hospitality industries than the state as a whole. It is notably low in manufacturing sector employment relative to the rest of the state.
- Jefferson Parish has above average employment in construction, wholesale trade, transportation and warehousing, finance, professional/scientific/management, and entertainment and hospitality industries. It is below the norm in manufacturing, educational services, and health care.
- St. Tammany generally mirrors the state as a whole with above average employment in finance and professional/management industries.
- St. Bernard Parish industry base is much more focused on construction, manufacturing, and transportation with much less involvement in the professional industries, especially education and health care.

- Plaquemines Parish employment is much more concentrated in manufacturing, transportation, and public administration than the state as a whole or the other parishes in the region.

Simply put, the Orleans Parish economy is based more on professional, white collar industries, St. Bernard and Plaquemines more heavily blue collar, and Jefferson and St. Tammany fall somewhere in between.

Figure 10. Louisiana Average Annual Percent Employment by Parish and Industry Type, 2005-09

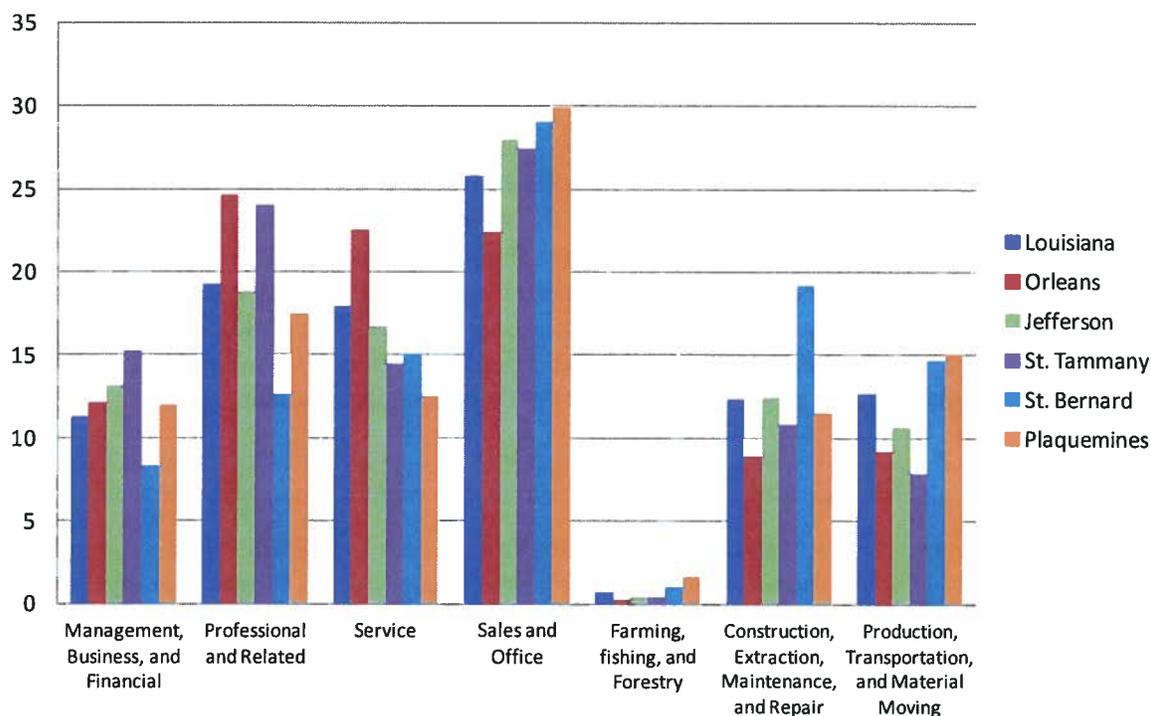


The employment picture is made increasingly clear by the data revealed in Figure 11. These data show that:

- Large numbers of workers in Orleans and St. Tammany parishes are employed in professional occupations
- Many in St. Tammany Parish are employed in management occupations
- Jefferson Parish has a high proportion of sales and office jobs as well as employment in construction, maintenance, and repair occupations
- Only Orleans Parish is below the state average in sales and office jobs – it is much above the state average in entertainment and recreation jobs
- Jobs in St. Bernard Parish are heavily oriented to construction, production, and transportation
- The Plaquemines economy is more oriented to production and transportation jobs than those of other parishes

The occupation data reinforce the characterization of Orleans and St. Tammany as parishes whose economies are based on professional and service jobs while the Plaquemines and St. Bernard Parish economies are more heavily oriented to production and transportation jobs. The economy of Jefferson Parish is more mixed.

Figure 11. Average Annual Percent Employment by Parish and Occupation Type, 2005-09



source: U.S. Census Bureau, 2005-09 American Community Survey.

- The public schools. St. Tammany is the only parish in the region in which the schools perform at levels above the statewide average. In St. Tammany, the dropout rates are below the statewide average and the students' performance on the ACT exam is substantially above the statewide average. The schools in Jefferson and Orleans parishes are particularly poor performers with high drop-out rates and low ACT scores. Schools in St. Bernard and Plaquemines parishes have dropout rates closer to the statewide average and ACT scores only slightly below the statewide averages (see Figure 12 and Figure 13).

Figure 12. 2008-09 Dropout Rates

	7 th Grade	8 th Grade	9 th Grade	10 th Grade	11 th Grade	12 th Grade
LA	1.5	2.9	7.6	6	5.6	5.5
Jefferson	2.1	4.6	9.8	7.1	6.1	4.1
Orleans	3.5	4.5	6.6	6.9	6.5	10.0
Plaquemines	2	3.1	6.8	2.9	4.4	5.8
St. Bernard	0.6	2.1	4.3	7.7	5.5	2.6
St. Tammany	0.4	0.5	3.4	4.5	4.6	4.9

Figure 13. 2006 through 2010 District ACT Results

Parish	2006	2007	2008	2009	2010
Louisiana	20.1	20.1	20.3	20.1	20.1
Jefferson	18.5	18.6	18.8	18.6	18.5
Orleans	17.8	19.1	19.0	19.1	19.0
Plaquemines	19.0	19.1	19.8	18.9	20.0
St. Bernard	19.9	19.3	19.9	19.6	19.7
St. Tammany	21.6	21.6	21.7	21.6	21.8

7. College participation rates. High school graduates in St. Tammany Parish attend college at rates substantially above the statewide average. Students from St. Bernard, Plaquemines and (especially) Orleans Parishes participate in college at rates well below the statewide average. Jefferson Parish is slightly above the average. Within this overall pattern of participation rates is considerable variation in types of institutions attended by students who graduated from high school in the different parishes in the region (see Figure 14). To be specific, students from:

- St. Tammany attend four-year institutions at rates much above the statewide average and two-year institutions much below the statewide average.
- Jefferson Parish residents attend two-year colleges at high rates but four-year institutions at relatively low rates. This pattern is found in exaggerated form in St. Bernard and Plaquemines Parishes where participation is particularly low in four-year institutions and high in community colleges.
- Orleans Parish participates in all types of institutions at rates substantially below the average for the rest of the state.

Figure 14. Participation Patterns of Parish Residents

Parish	High School Graduates (Public & Private), 2006-07 Annual	First-Time Undergrads Directly Out of High School, 2006-08 Annual Avg				Participation Rates (Per 100 High School Graduates)			
		Four-Year	Community College	Technical College	Public Total	Four-Year	Community College	Technical College	Public Total
Madison (Top Parish)	82	46	5	9	61	56.1	6.5	11.4	74.0
St. Tammany	2,450	1,367	251	14	1,632	55.8	10.2	0.6	66.6
Jefferson	3,067	1,192	544	29	1,765	38.9	17.7	1.0	57.6
Louisiana	41,488	17,448	5,010	967	23,425	42.1	12.1	2.3	56.5
St. Bernard	299	92	64	0	156	30.7	21.4	0.1	52.2
Plaquemines	219	71	34	0	105	32.4	15.5	0.2	48.1
Orleans	3,377	1,289	289	10	1,588	38.2	8.5	0.3	47.0

Enrollment numbers include students enrolled at any time in the respective fall semesters.

8. Enrollment trends. Delgado is both the largest and fastest growing of the public institutions in the region (see **Error! Reference source not found.**). UNO is by far the largest of the four-year institutions; it is almost four times the size of SUNO. However, UNO is also the only one of the regional institutions that has not grown rapidly in the post-Katrina years. The reasons for this static enrollment pattern are speculative at best. Both SUNO and Delgado suffered more physical damage from the hurricane than UNO; campus-related factors are unlikely to be the explanation. More likely as an explanation are the changed circumstances of the institution's traditional student base. The rapid growth of North Shore parishes – especially Livingston and St. Tammany – suggest that many residents of Orleans and Jefferson parishes have relocated and are making different college choices. It may also be the case that they remain in the region but are opting to attend (at least initially) a community college for economic reasons.

Figure 15. Enrollment Trends for Institutions in Region 1 by Institution Level

Institution Level	Institution Name	2006	2007	2008	2009	2010	Enrollment Change 2006-2010
Four-Year	UNO	11,744	11,363	11,428	11,724	11,276	-468
	SUNO	2,195	2,663	3,128	3,156	3,165	970
Four-Year Total		13,939	14,026	14,556	14,880	14,441	502
Two-Year	LTC – Delgado CC	12,966	14,763	16,168	19,397	18,767	5,801
	Elaine P. Nunez CC	1,097	1,442	1,692	1,840	2,413	1,316
Two Year Total		14,063	16,205	17,860	21,237	21,180	7,117
Specialized	LSU Health Sciences Center – NO	2,181	2,266	2,432	2,644	2,705	524
Specialized Total		2,181	2,266	2,432	2,644	2,705	524
Grand Total		30,183	32,497	34,848	38,761	38,326	8,143

Preliminary Source: LA BoR Enrollment Survey

9. Enrollment patterns. The three public institutions of primary interest attract very different kinds of students:
- a. UNO students are much more likely to be white, better prepared academically, less economically challenged (as measured by Pell eligibility) and reside outside of Orleans Parish (Figure 14Figure 16-Figure 18).
 - b. SUNO students have almost polar opposite characteristics – they are African-American with almost no exceptions, much less well-prepared academically, poorer, and much more likely to reside in Orleans Parish.
 - c. The Delgado student body is much more racially mixed, but is also poorly prepared academically. They are less likely to receive Pell grants than their SUNO counterparts and are more likely to live outside Orleans Parish (especially in Jefferson and St. Tammany Parishes).

**Figure 16. Fall 2009 Enrollments in New Orleans Public Institutions
% African American**

	Delgado	SUNO	UNO
First-time Full Time	43.8	98.5	16.0
First-time Part Time	42.5	94.7	13.2
Full-time Undergraduate	39.3	97.3	17.1
Part-time Undergraduate	38.1	96.8	19.5
Full-time Graduate	--	92.3	10.4
Part-time Graduate	--	93.4	16.9

**Figure 17. Distribution of ACT Composite Scores - Two-Year Average
(UNO 2007-08, SUNO 2006-07)**

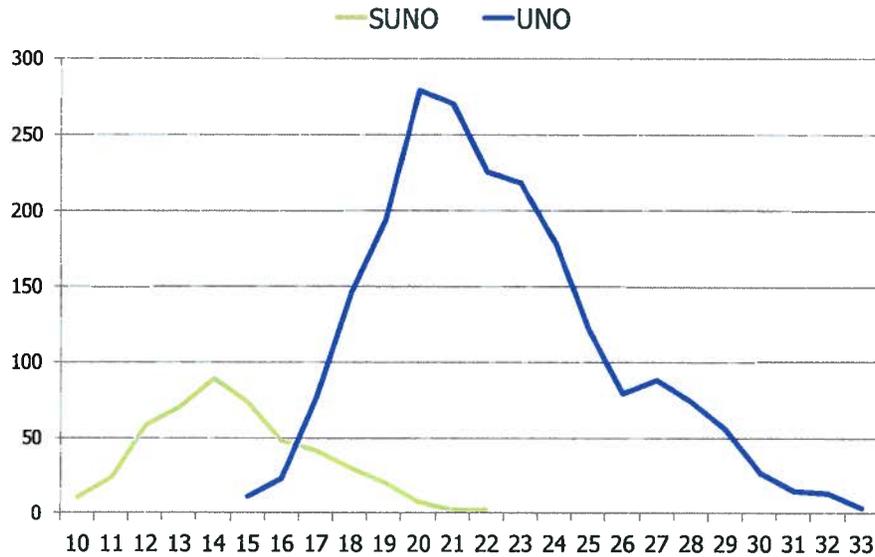


Figure 18. Student Characteristics Comparisons

	Delgado	SUNO	UNO
% Pell Recipients (08-09)	31%	55%	26%
% 25 & Older	45%	47%	31%
Mean ACT	16.6%	15.5	21.8
% Freshmen in Developmental Ed	84.7%	63.4%	19.1%
% Taking Regents Core	--	54%	96%
% Part-time	52.4%	21%	23%
% TOPS (08-09)	2%	9%	18%

10. College completion. Much has been made about the very low graduation rates of the institutions in the New Orleans region, and rightfully so (see Figure 19). These rates are placed into context by comparison with other institutions in the same SREB category (see Figure 20). These data reveal that all three New Orleans institutions have the lowest graduation rates among their SREB peers. The limitations of this particular measure of completion used in these comparisons are well known – it considers only students who enter as full-time freshmen, it counts only graduation from the institution at which the student initially enrolled and it takes no account of transfers.

An alternative measure of completion is the number of degrees granted relative to the size (FTE) of the student body. Graduation rates calculated in this way are shown in Figure 21. These data show that:

- UNO performs slightly better on this measure (sixth from the bottom rather than dead last). Interestingly, UNO performs better than either LA Tech or UL-Lafayette when completion rates are calculated in this way. It should be noted that this measure benefits institutions which enroll a large number of transfer students; UNO is an institution that does so.
- SUNO, too, performs slightly better on this measure than on six-year graduate rate calculation (moving from last to fifth from the bottom). The number of transfers helps SUNO as well.
- Delgado also performs worst of all institutions when the measure is the federal three-year graduation rate. However, when the measure is associate degrees conferred relative to the number of FTE students enrolled, Delgado moves much closer to the middle of its comparison group. It sustains this position when the measure is associate degrees plus certificates of at least one year in length relative to enrollments. When all certificates awarded are counted, Delgado takes its place among best performing institutions in the comparison group.

The bottom line is that all of the New Orleans institutions do very poorly on the standard measures of college completion when compared with similar institutions in the SREB region. If alternative measures are applied, the four-year institutions compare slightly more favorably (but still unacceptably low). Delgado's comparative performance is considerably better when alternative measures are used. The fact that Delgado a.) has many transfer students – both going to four-year institutions and coming from them, and b.) awards a lot of certificates before students get associate degrees accounts for at least part of the institution's poor showing on the standard graduation rate measure.

Figure 19. Graduation Rates

	Entering Cohort	Graduating Prior to or During AY	Same Institution	Statewide
Delgado	Fall 1995	2000-01	3.5%	7.1%
	Fall 1996	2001-02	3.6%	7.0%
	Fall 1997	2002-03	2.5%	6.7%
	Fall 1998	2003-04	3.9%	6.8%
	Fall 1999	2004-05	2.6%	4.3%
	Fall 2000	2005-06	2.6%	6.1%
	Fall 2001	2006-07	2.6%	5.4%
	Fall 2002	2007-08	2.5%	4.8%
	Fall 2003	2008-09	1.3%	3.4%
SUNO	Fall 1995	2000-01	10.4%	10.8%
	Fall 1996	2001-02	9.3%	11.5%
	Fall 1997	2002-03	12.2%	13.2%
	Fall 1998	2003-04	13.4%	14.8%
	Fall 1999	2004-05	8.8%	9.5%
	Fall 2000	2005-06	11.4%	13.4%
	Fall 2001	2006-07	8.2%	9.6%
	Fall 2002	2007-08	5.2%	6.6%
	Fall 2003	2008-09	8.0%	9.3%
UNO	Fall 1998	2000-01	23.4%	29.4%
	Fall 1999	2001-02	21.5%	27.2%
	Fall 2000	2002-03	22.7%	27.0%
	Fall 2001	2003-04	23.6%	29.2%
	Fall 2002	2004-05	23.0%	26.7%
	Fall 2003	2005-06	23.5%	27.4%
	Fall 2004	2006-07	23.2%	28.1%
	Fall 2005	2007-08	21.6%	27.6%
	Fall 2006	2008-09	20.8%	27.8%

Figure 20. Graduation Rates, UNO, SUNO, Delgado and SREB Peers, 2009

(source: NCHEMS NCES IPEDS Graduation Rate Survey, 2009)

University of New Orleans

Institution	6-year Graduation Rate
College of William & Mary	91.1
Georgia Tech-Main Campus	79.2
University of Mississippi Main Campus	60.5
University of Maryland - Baltimore County	59.0
University of North Carolina - Charlotte	54.0
University of North Carolina - Greensboro	51.6
Old Dominion University	50.6
Virginia Commonwealth University	50.1
University of Alabama - Huntsville	47.5
Jackson State University	47.3
Florida International University	46.4
Louisiana Tech University	45.5
Texas Woman's University	43.5
University of Louisiana - Lafayette	42.2
Florida Atlantic University	38.4
University of Memphis	36.7
University of Texas - El Paso	32.0
University of New Orleans	20.9

Southern University at New Orleans

Institution	6-year Graduation Rate
University of Mary Washington	75.2
Longwood University	57.8
The University of Tennessee-Martin	48.6
Coastal Carolina University	46.4
University of Montevallo	44.6
North Georgia College & State University	44.0
Arkansas Tech University	43.8
Lander University	41.2
Mississippi University for Women	39.6
Francis Marion University	39.1
Winston-Salem State University	36.5
South Carolina State University	35.8
Georgia Southwestern State University	35.6
Mississippi Valley State University	35.1
Henderson State University	34.7
University of West Alabama	34.4
University of North Carolina at Pembroke	34.2
Southwestern Oklahoma State University	33.1
East Central University	31.8
Southern Arkansas University Main Campus	31.6
Northwestern Oklahoma State University	31.2
Fort Valley State University	30.2
Southeastern Oklahoma State University	30.1
Savannah State University	29.2
Kentucky State University	23.6
Sul Ross State University	23.0
Augusta State University	19.5
Cameron University	18.4
Langston University	14.3
University of Houston-Downtown	11.9
Southern University at New Orleans	7.7

Delgado Community College

Institution	3-Year Grad Rate	Institution	3-Year Grad Rate
Brevard Community College	47.6	South Plains College	12.1
Rowan-Cabarrus Community College	42.5	Northwest Vista College	11.3
Valencia Community College	40.8	Pulaski Technical College	11.2
Tallahassee Community College	35.4	Greenville Technical College	10.4
Seminole Community College	34.7	Brookhaven College	10.4
Pasco-Hernando Community College	31.5	Tyler Junior College	10.3
Pensacola Junior College	30.6	San Jacinto Community College	10.1
Hillsborough Community College	30.3	Central Texas College	9.9
Asheville-Buncombe Technical CC	25.4	Pellissippi State Technical CC	9.5
Hinds Community College	25.2	El Paso Community College	9.4
Central Carolina Community College	23.2	Richland College	9.4
Mississippi Gulf Coast Community College	22.6	Collin County Community College District	9.0
Navarro College	18.3	John C Calhoun State Community College	8.9
Cape Fear Community College	17.3	Georgia Perimeter College	8.7
McLennan Community College	15.8	The Community College of Baltimore County	8.6
Northern Virginia Community College	15.5	Lone Star College System	8.6
Laredo Community College	15.2	Palo Alto College	8.1
Forsyth Technical Community College	15.0	Durham Technical Community College	8.1
Wake Technical Community College	14.9	Tarrant County College District	7.9
Northwest Mississippi Community College	14.7	Trident Technical College	7.8
Thomas Nelson Community College	14.2	Central Piedmont Community College	7.5
Montgomery College	14.0	Midlands Technical College	7.3
Guilford Technical Community College	13.8	Jefferson State Community College	7.2
Tidewater Community College	13.4	Chattanooga State Technical CC	7.2
Anne Arundel Community College	13.4	Eastfield College	7.1
Tulsa Community College	13.4	Fayetteville Technical Community College	7.1
J Sargeant Reynolds Community College	13.1	Blinn College	7.1
Amarillo College	13.0	North Lake College	6.5
Oklahoma City Community College	13.0	St Philips College	5.6
Jefferson Community & Technical College	12.9	Prince George's Community College	5.6
Houston Community College System	12.9	Austin Community College District	3.9
Del Mar College	12.9	Southwest Tennessee Community College	3.7
Pitt Community College	12.3	San Antonio College	3.0
Catawba Valley Community College	12.2	Delgado Community College	2.1

Figure 21. Degrees per FTE Students, UNO, SUNO, Delgado and SREB Peers, 2008-09

(source: NCHEMS NCES IPEDS Graduation Rate Survey, 2009)

University of New Orleans

Institution	Bachelor's Degrees Awarded per FTE Students
Florida Atlantic University	0.26
College of William and Mary	0.25
Texas Woman's University	0.25
The University of Texas at El Paso	0.21
Florida International University	0.21
University of North Carolina at Charlotte	0.20
Old Dominion University	0.20
Georgia Institute of Technology-Main Campus	0.20
University of Mississippi Main Campus	0.20
University of Maryland-Baltimore County	0.19
University of Memphis	0.19
Virginia Commonwealth University	0.18
University of New Orleans	0.18
University of Alabama in Huntsville	0.18
University of North Carolina at Greensboro	0.17
Louisiana Tech University	0.17
University of Louisiana at Lafayette	0.16
Jackson State University	0.14

Southern University at New Orleans

Institution	Bachelor's Degrees Awarded per FTE Students
University of Houston-Downtown	0.25
University of Mary Washington	0.22
Sul Ross State University	0.22
Northwestern Oklahoma State University	0.21
East Central University	0.21
Southeastern Oklahoma State University	0.21
Mississippi University for Women	0.20
Longwood University	0.19
University of Montevallo	0.19
Lander University	0.19
Georgia Southwestern State University	0.18
North Georgia College & State University	0.17
Winston-Salem State University	0.17
Langston University	0.17
Southwestern Oklahoma State University	0.17
Coastal Carolina University	0.17
The University of Tennessee-Martin	0.16
Henderson State University	0.16
Francis Marion University	0.15
Southern Arkansas University Main Campus	0.15
Arkansas Tech University	0.15
University of North Carolina at Pembroke	0.15
Cameron University	0.14
South Carolina State University	0.13
Augusta State University	0.13
Mississippi Valley State University	0.12
Southern University at New Orleans	0.11
Savannah State University	0.10
University of West Alabama	0.10
Kentucky State University	0.09
Fort Valley State University	0.08

Delgado Community College

Associates per FTE, 2008-09

Tallahassee Community College	0.21	Central Carolina Community College	0.10
Pensacola Junior College	0.21	Pitt Community College	0.10
Valencia Community College	0.20	John C Calhoun State Community College	0.10
Del Mar College	0.19	Forsyth Technical Community College	0.10
Brevard Community College	0.19	J Sargeant Reynolds Community College	0.10
Central Texas College	0.17	Rowan-Cabarrus Community College	0.10
Mississippi Gulf Coast Community College	0.17	Asheville-Buncombe Technical CC	0.10
Pasco-Hernando Community College	0.16	Greenville Technical College	0.09
Seminole Community College	0.15	Prince George's Community College	0.09
San Jacinto Community College	0.15	Tarrant County College District	0.09
Tulsa Community College	0.15	Navarro College	0.09
Oklahoma City Community College	0.14	Collin County Community College District	0.09
El Paso Community College	0.14	McLennan Community College	0.09
Hillsborough Community College	0.13	Delgado Community College	0.09
Anne Arundel Community College	0.13	Georgia Perimeter College	0.09
Tidewater Community College	0.13	Guilford Technical Community College	0.09
Northwest Mississippi Community College	0.12	Fayetteville Technical Community College	0.08
Tyler Junior College	0.12	Houston Community College System	0.08
The Community College of Baltimore County	0.12	Richland College	0.08
Montgomery College	0.12	Lone Star College System	0.08
Hinds Community College	0.12	Brookhaven College	0.08
Thomas Nelson Community College	0.12	Wake Technical Community College	0.08
Cape Fear Community College	0.11	North Lake College	0.08
Jefferson Community and Technical College	0.11	South Plains College	0.08
Trident Technical College	0.11	Southwest Tennessee Community College	0.07
Northern Virginia Community College	0.11	Central Piedmont Community College	0.07
Laredo Community College	0.11	Durham Technical Community College	0.07
Amarillo College	0.11	Blinn College	0.07
Chattanooga State Technical Community Co	0.11	Eastfield College	0.07
Pellissippi State Technical Community Colle	0.11	Austin Community College District	0.05
Midlands Technical College	0.11	St Philips College	0.05
Catawba Valley Community College	0.11	Palo Alto College	0.05
Pulaski Technical College	0.11	Northwest Vista College	0.05
Jefferson State Community College	0.10	San Antonio College	0.05

Delgado – Associates 1+ Year Certificate per FTE, 2008-09

San Jacinto Community College	0.27	Chattanooga State Technical CC	0.13
Del Mar College	0.24	Forsyth Technical Community College	0.13
Pensacola Junior College	0.23	Midlands Technical College	0.12
Brevard Community College	0.22	Trident Technical College	0.12
Tallahassee Community College	0.22	Rowan-Cabarrus Community College	0.12
Tyler Junior College	0.21	Asheville-Buncombe Technical CC	0.12
Valencia Community College	0.20	Greenville Technical College	0.12
Mississippi Gulf Coast Community College	0.20	Jefferson State Community College	0.11
Pulaski Technical College	0.20	Northern Virginia Community College	0.11
Central Texas College	0.19	Delgado Community College	0.11
Pasco-Hernando Community College	0.18	Prince George's Community College	0.11
Anne Arundel Community College	0.17	Pellissippi State Technical CC	0.11
Seminole Community College	0.16	John C Calhoun State Community College	0.11
Central Carolina Community College	0.16	Brookhaven College	0.11
Tulsa Community College	0.16	J Sargeant Reynolds Community College	0.11
Hinds Community College	0.16	Richland College	0.10
Northwest Mississippi Community College	0.16	Eastfield College	0.10
Navarro College	0.15	Fayetteville Technical Community College	0.10
South Plains College	0.15	North Lake College	0.10
The Community College of Baltimore County	0.15	Durham Technical Community College	0.10
Oklahoma City Community College	0.15	Lone Star College System	0.10
El Paso Community College	0.15	Houston Community College System	0.10
Amarillo College	0.15	Blinn College	0.10
Tidewater Community College	0.14	Tarrant County College District	0.09
Laredo Community College	0.14	Collin County Community College District	0.09
Montgomery College	0.14	Wake Technical Community College	0.09
Hillsborough Community College	0.14	Georgia Perimeter College	0.09
Jefferson Community and Technical College	0.14	Southwest Tennessee Community College	0.08
Thomas Nelson Community College	0.14	Central Piedmont Community College	0.08
Cape Fear Community College	0.14	Austin Community College District	0.07
Pitt Community College	0.13	St Philips College	0.07
Catawba Valley Community College	0.13	Paio Alto College	0.05
Guilford Technical Community College	0.13	Northwest Vista College	0.05
McLennan Community College	0.13	San Antonio College	0.05

Associates and all Certificates per FTE, 2008-09

San Jacinto Community College	0.35	Tidewater Community College	0.16
Jefferson Community and Technical College	0.34	Navarro College	0.16
Valencia Community College	0.31	Asheville-Buncombe Technical CC	0.15
Central Carolina Community College	0.31	South Plains College	0.15
Brevard Community College	0.28	The Community College of Baltimore County	0.15
Pensacola Junior College	0.26	John C Calhoun State Community College	0.15
Del Mar College	0.26	Montgomery College	0.14
Pasco-Hernando Community College	0.25	Fayetteville Technical Community College	0.14
Tallahassee Community College	0.25	Jefferson State Community College	0.14
Seminole Community College	0.25	Guilford Technical Community College	0.13
Greenville Technical College	0.24	McLennan Community College	0.13
Tyler Junior College	0.23	J Sargeant Reynolds Community College	0.13
Pulaski Technical College	0.22	Chattanooga State Technical CC	0.13
Delgado Community College	0.21	Wake Technical Community College	0.13
Rowan-Cabarrus Community College	0.21	Southwest Tennessee Community College	0.12
Midlands Technical College	0.21	Tarrant County College District	0.12
Mississippi Gulf Coast Community College	0.20	Lone Star College System	0.12
Central Texas College	0.20	Northern Virginia Community College	0.12
Trident Technical College	0.20	Houston Community College System	0.11
Cape Fear Community College	0.19	Prince George's Community College	0.11
Durham Technical Community College	0.19	Pellissippi State Technical CC	0.11
Forsyth Technical Community College	0.19	Brookhaven College	0.11
Thomas Nelson Community College	0.19	Collin County Community College District	0.11
Hillsborough Community College	0.18	Richland College	0.10
Pitt Community College	0.18	Blinn College	0.10
El Paso Community College	0.17	Eastfield College	0.10
Catawba Valley Community College	0.17	North Lake College	0.10
Tulsa Community College	0.17	Central Piedmont Community College	0.10
Amarillo College	0.17	St Philips College	0.10
Hinds Community College	0.17	Georgia Perimeter College	0.09
Anne Arundel Community College	0.17	Austin Community College District	0.07
Northwest Mississippi Community College	0.17	San Antonio College	0.07
Oklahoma City Community College	0.16	Palo Alto College	0.06
Laredo Community College	0.16	Northwest Vista College	0.05

11. Fall to fall retention. The data in Figure 22 explain a large part of the graduation rate problems at the three New Orleans institutions. These data show that both UNO and SUNO are at the bottom of their SREB comparison groups with regard to the proportion of first-year students who enroll in the fall of the following year. Delgado does marginally better, but nowhere near top performing on this measure. All three institutions are losing a substantial portion of their incoming classes in the first year. This finding suggests the importance of attention to creating success in the freshman year.

Figure 22. Retention Rates, UNO, SUNO, Delgado and SREB Peers, 2009

(Source: NCHEMS NCES IPEDS Enrollment Survey, Part D, Fall 2009)

University of New Orleans

Institution	Retention Full-time Fall 2009
College of William and Mary	95
Georgia Institute of Technology-Main Campus	93
University of Maryland-Baltimore County	85
Virginia Commonwealth University	83
Florida International University	81
University of Mississippi Main Campus	81
Old Dominion University	80
Florida Atlantic University	79
University of North Carolina at Charlotte	78
University of North Carolina at Greensboro	77
Jackson State University	76
University of Alabama in Huntsville	76
University of Louisiana at Lafayette	76
University of Memphis	76
Texas Woman's University	75
Louisiana Tech University	74
The University of Texas at El Paso	71
University of New Orleans	69

Southern University at New Orleans

Institution	Retention Full-time Fall 2009
University of Mary Washington	83
Longwood University	79
University of Montevallo	79
Winston-Salem State University	78
North Georgia College & State University	77
Savannah State University	72
The University of Tennessee-Martin	72
Arkansas Tech University	71
Fort Valley State University	71
Augusta State University	70
Lander University	70
Georgia Southwestern State University	69
Francis Marion University	68
Mississippi University for Women	68
University of North Carolina at Pembroke	68
South Carolina State University	67
Coastal Carolina University	66
Southwestern Oklahoma State University	65
University of West Alabama	65
East Central University	64
Southern Arkansas University Main Campus	63
Henderson State University	61
Mississippi Valley State University	61
University of Houston-Downtown	61
Southeastern Oklahoma State University	59
Northwestern Oklahoma State University	58
Cameron University	57
Langston University	57
Kentucky State University	52
Southern University at New Orleans	47
Sul Ross State University	47

Delgado Community College

Laredo Community College	92	Tallahassee Community College	61
McLennan Community College	80	Central Carolina Community College	60
Broward College	75	Central Piedmont Community College	60
Catawba Valley Community College	75	Eastfield College	60
Brevard Community College	73	Jefferson Community and Technical College	60
Northwest Vista College	72	North Lake College	60
Valencia Community College	72	Pellissippi State Community College	60
Northwest Mississippi Community College	71	Prince George's Community College	60
Palm Beach Community College	71	Trident Technical College	60
Rowan-Cabarrus Community College	71	Brookhaven College	59
Wake Technical Community College	71	The CC of Baltimore County	59
El Paso Community College	70	Forsyth Technical Community College	58
Northern Virginia Community College	70	Guilford Technical Community College	58
Pasco-Hernando Community College	70	Navarro College	58
Santa Fe College	70	Palo Alto College	58
Daytona State College	69	San Antonio College	58
Fayetteville Technical Community College	69	Tarrant County College District	58
Lone Star College System	69	Tulsa Community College	58
Pensacola Junior College	68	Asheville-Buncombe Technical CC	57
Richland College	68	Austin Community College District	57
Montgomery College	67	Pitt Community College	57
Hillsborough Community College	66	Delgado Community College	56
Indian River State College	66	Del Mar College	56
Seminole Community College	66	Thomas Nelson Community College	56
Collin County Community College District	65	Chattanooga State Community College	55
Edison State College	65	Jefferson State Community College	55
Florida State College at Jacksonville	65	Durham Technical Community College	54
San Jacinto Community College	65	Amarillo College	53
Anne Arundel Community College	64	Blinn College	53
South Texas College	64	Central Texas College	53
Tidewater Community College	64	Midlands Technical College	53
Cape Fear Community College	63	Oklahoma City Community College	52
Georgia Perimeter College	63	Greenville Technical College	51
Houston Community College	63	St Philips College	51
John C Calhoun State Community College	63	Tyler Junior College	51
State College of Florida-Manatee-Sarasota	63	South Plains College	48
Mississippi Gulf Coast Community College	62	Southwest Tennessee Community College	48
Pulaski Technical College	62	Hinds Community College	47
J Sargeant Reynolds Community College	61		

12. College transfers. The data in Figure 23 indicate that many students who initially enroll at Delgado transfer to four-year institutions to complete their education. UNO is by far the largest recipient of these transfers with Southeastern and SUNO each getting about half as many of these transfers as UNO. Of those students who start at UNO, relatively few transfer to Delgado or (to a lesser extent) other two-year institutions. Students who start at SUNO are very unlikely to transfer to another institution. The few who do transfer, transfer to Delgado.

Figure 23. Student Transfers

Transfers of Students Who Enrolled as First-Time Freshmen at UNO, Total for Years 2006-09		
	Transfers to:	
	Delgado	181
	LSU and A&M	20
	Baton Rouge CC	21
	Southeastern	17
	Other Two-Year	31
	Other Four-Year	29
	Total	299
Transfers of Students Who Enrolled as First-Time Freshmen at SUNO , Total for Years 2006-09		
	Transfers to:	
	Delgado	37
	UNO	9
	Southern U and A&M	5
	Nunez	4
	Other Two-Year	11
	Other Four-Year	3
	Total	69
Transfers of Students Who Enrolled as First-Time Freshmen at Delgado, Total for Years 2008-09		
	Transfers to:	
	UNO	1,578
	Southeastern LA	807
	SUNO	761
	Nicholls St	212
	Southern U and A&M	107
	LSU and A&M	100
	University of Louisiana at Lafayette	93
	Total	3,658

V. Summary Observations

The results of the data analyses presented lead to the following conclusions that must be considered when developing recommendations regarding a postsecondary education enterprise aligned with the needs of the region. Among the critical considerations:

1. The extent to which the parishes in the region vary one from another on key factors – demographics, nature of the economy, wealth, etc.
2. The extreme variation in characteristics of students served by institutions in the region. The differences in student body composition between UNO and SUNO are striking;
 - UNO students are typically white, much better prepared academically, wealthier, and from Jefferson and St. Tammany Parishes.
 - SUNO students are typically African-American, less well prepared academically, poorer, and predominantly from Orleans Parish.
3. None of the institutions in the region is doing an acceptable job of helping students succeed academically. SUNO has justifiably been harshly criticized for its low graduation rates, but UNO when measured against its SREB peers does no better.
4. The institutions as currently operating are not meeting the needs of the students in the region. Further there is no evidence that the institutions, within their current governance and leadership, will improve their performance. The status quo is unacceptable; change is required.

Criteria for Assessing Organizational Alternatives for New Orleans Region

Regardless of organizational and governance arrangements, several things must be in place in order for the New Orleans region to be well served by its postsecondary education institutions. The key elements necessary for success are:

- A bold vision and fresh start for a high performing public higher education system designed to establish a world class, integrated educational delivery system that will raise the educational attainment of the population and contribute to the future economy and quality of life of the Greater New Orleans Region.
- A focus on the future of the whole Greater New Orleans Region.
- Alignment of academic programs and support services with the needs of the Greater New Orleans Region
 - Students
 - Employers
 - The city
 - The region
- A capacity to serve the differing student needs including at a minimum these sub-populations:

-
- Academically well prepared recent high school graduates
 - Recent high school grads with academic deficiencies
 - Adults
 - With some college
 - With high school, no college
 - Less-than-high school
 - A clear pathway of student progression to point of program completion regardless of point of entry and seamless transfer among institutions that ensures to the extent possible that each student attending the institutions can successfully and efficiently pursue his or her chosen academic path.
 - Policies and mechanisms that allow students to draw on the academic resources of all public institutions in the region with the enterprise looking and functioning like a single institution from the students' perspective.
 - Capacity to serve students who come to college poorly prepared academically and without experience (or family help) in navigating institutional processes to help them be successful. As a minimum, this capacity includes:
 - Diagnostic assessments of basic academic skills; the ability to identify specific areas of weakness that must be overcome if students are to successfully complete an academic program of any kind.
 - Guidance in selecting an academic program suited to student interests, preparation, and life circumstances (e.g., a short-term need for a better job, not just for living expenses, but to pay for their education).
 - The support services to help students remove non-academic barriers to college success – case managers who can link students to various forms of assistance.
 - Cost-effective ways of helping students remove these academic deficiencies. The design and implementation of curricula and pedagogical techniques that employ state-of-the-art approaches to developmental education, approaches such as:
 - Use of co-requisites – enrolling students in credit-bearing courses and providing additional instruction/academic assistance
 - Short, intense immersion programs
 - Embedding basic skills instruction in vocational-technical programs
 - Use of technology-enhanced education strategies
 - An array of high quality programs, from one-year certificate to graduate programs that prepare students for high value jobs in the region. This means:
 - Reducing or eliminating “terminal” general studies (AA/BA) degrees
 - Ensuring the availability of one- and two-year programs needed by the health care, hospitality, transportation, education, manufacturing, scientific and business services, and public administration employers in the region

-
- An array of baccalaureate and masters programs in fields that have their basis in a.) the natural and life sciences on the one hand, and b.) the social sciences and humanities on the other. This roughly aligns with the employment opportunities in the private sector in the first instance and in the public sector in the second.
 - A robust applied research capacity tightly linked to regional needs. This suggests the need for a limited number of doctoral programs in fields supportive of this research.
 - Structure and governance (institutional and system) aligned with significantly different missions to ensure that one mission does not negate or give lower priority to another critical mission. For example, that the priority to serve well-prepared students and to develop a high-performing urban university does not negate the priority to develop a high performing metropolitan university serving a broader array of students and significant capacity to serve under-prepared students—and vice versa. Need to ensure clear differentiation in:
 - Determination & statement of mission
 - Promotion & tenure
 - Development, review & approval of academic programs
 - Optimal use of all available academic, fiscal, and physical resources, recognizing the unique nature of each individual postsecondary institution,
 - Efficient use of facilities & technology
 - Classrooms
 - Library
 - Food service
 - Student recreation
 - Utility & maintenance facilities
 - Efficient use of support services that are not “mission specific”
 - Testing/assessment
 - Counseling
 - Student financial aid
 - Campus security
 - Custodial services
 - Facilities maintenance

Implementation criteria

An alternative should:

1. Provide the leadership capacity at the system (within the region) level and institutional level needed to accomplish the substantial reformation of public higher education suggested by the above.
2. Recognize the importance of differences in institutional culture. The success of significant organizational change, especially in complex organizations such as colleges and universities

and hospitals, is highly correlated to the care taken to recognize and respect differences in culture.

3. Recognize obligations to currently enrolled students. Any proposal for change must ensure continuity in the education of the approximately 34,000 students enrolled at the three institutions.
4. Establish clear directions for the future and unambiguous governance and accountability that are prerequisites for attracting strong leadership for the institutions.
5. Recognize Southern Association of Colleges and Schools (SACS) accreditation requirements in terms of process and approval for institutions undergoing “substantive change.” Including, for example, changes in mission or governance, merger or consolidation, or significant changes in academic programs. (Southern Association of Colleges and Schools, Commission on Colleges, Policy on Substantive Change. <http://www.sacscoc.org/SubstantiveChange.asp>)
6. Recognize that implementation of significant organizational changes (mission realignment, consolidation, redesign of institutions or academic units) takes time and does not result in immediate cost-savings. Initial additional funding will be needed to effect changes that may result in longer-term cost savings. It may take as long as eight to ten years for major changes to be fully implemented.

Recommendations

NCHEMS presents two alternatives that are consistent with the findings from the data analysis and the criteria for evaluation of alternatives. Both alternatives include four key components which NCHEMS firmly believes must be part of the region’s higher education system if it is to successfully serve the current and future needs of the region. Each institution would be separately accredited by the Southern Association of Colleges and Schools (SACS) and have separate faculty governance structures and policies to ensure that the academic programs, faculty reward systems, extent and nature of graduate education and research be consistent with the each institution’s mission. At the same time, under both alternatives there should be significant integration of administration support systems, sharing of services and facilities and collaboration among the separately accredited entities.

The principal difference between the two alternatives is in how they are governed, not in the missions of the component institutions. Under both alternatives the components of the Higher Education System of Greater New Orleans would be realigned according to these parameters:

Urban Research University

1. Audiences

Responsible for serving:

- Residents of the New Orleans region who have completed high school who are academically prepared to enter into degree credit courses without need of remedial courses that don’t count toward degree completion, and who are seeking either a college degree or continuing professional education.
- Students with ACT scores of 24 or better and no remedial needs can be directly admitted to the university

- Two-year college transfer students who have successfully completed the Louisiana transfer courses in English and math (as a minimum). Successful completion means an overall GPA of at least 2.0 and grades of C or better in the transfer core courses. Higher admissions requirements may be set for specific majors.
- Employers in the region, particularly private sector employers in areas such as urban planning and environmental protection, engineering, health care, hospitality and business and financial services. The nature of the service includes educating (and re-educating) a skilled workforce and undertaking applied research that enhances the competitiveness of regional industries or addresses a critical public need/issue.
- Economic development interests and regional entrepreneurs

2. Array of Programs and Services

Responsible for providing these services to different audiences:

- An array of liberal arts programs at the baccalaureate level appropriate to a teaching institution with a predominantly undergraduate student body.
- Baccalaureate and masters programs in urban planning, communications, education leadership, engineering, business, healthcare administration and hospitality management.
- Doctoral programs in a limited number of engineering and science fields.
- Applied research in areas that have a direct link to regional needs and economic development realities.
- Joint academic programs and research with the LSU Health Sciences Center/Medical School at New Orleans

Metropolitan University

1. Audiences

Responsible for serving:

- Residents of the New Orleans metropolitan area who have completed high school and have ACT scores of 20 or above and have no developmental education requirements that cannot be addressed in college degree credit courses. Students who are in the top half of their high school class and don't meet these requirements can be admitted on the condition that they demonstrate college readiness through successful completion of 18 credits of Louisiana transfer AA courses (including college-level English and math). Successful completion means overall 2.0 GPA and C or better in the English and math college level courses. Higher admissions requirements may be set for specific majors.
- Community college transfer students who demonstrate college readiness in the manner described above.
- Employers in the region, particularly public sector employers – school districts and local governments.
- The communities in the region through contributions to their cultural lives.

2. Array of Programs and Services

Serves these audiences by providing:

- A limited array of liberal arts programs appropriate to an institution with:
 - A predominantly undergraduate student body.
 - Major programs in areas with the social sciences and humanities as the primary disciplinary bases.
- Baccalaureate and Masters programs in
 - Criminal justice
 - Social work
 - Business (with a particular emphasis on small business leadership and entrepreneurship)
 - Education (to adequately serve the region, these programs are particularly in need of being expanded and strengthened)
- Service activities, particularly those that serve the needs of local governments in the region.

3. Additional Features

Mission includes a special role (and obligation) in serving the African-American citizens of the Greater New Orleans Region.

Comprehensive Community College

1. Audiences

Responsible for serving:

- Residents of the region who are high school graduates and are seeking
 - To complete AA and AS programs and have demonstrated they are ready for college-level work
 - Certificates and associate degrees in high value vocational/technical fields
 - Upgrading of skills
- Employers in the area seeking new employees with basic workplace and technical skills or seeking to upgrade skills of current employees.
- Economic development interests in the region.

2. Array of Programs and Services

Serves the needs of these audiences by providing:

- General education courses necessary to prepare students for transfer to four-year institutions.
- Career and technical education programs in a wide variety of occupational areas
 - Computer technologies

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- Culinary arts
 - Engineering and science technologies
 - Public safety
 - Construction trades
 - Auto repair
 - Nursing and allied health
 - Business/accounting/management
- Business and industry training to meet the needs of current employers and economic development interests.

University College (Unit of the Community College Co-Located with the Metropolitan University)

1. Audiences

Responsible for serving:

- The three public undergraduate postsecondary education institutions in New Orleans.
- Students who want to enroll in these institutions.

2. Array of Services

University College serves these audiences by:

- Working with three institutions to establish a co-located admissions center and develop a single web-based portal in support of this function.
- Administering diagnostic assessments of academic skills for all students seeking admission to these institutions.
- Designing curricula and pedagogical techniques that employ state-of-the-art approaches to developmental education.
- Training faculty in the use of these techniques.
- Overseeing the implementation of all developmental education instruction as well as instruction in first year general education courses for all students who must demonstrate college readiness before they are un-provisionally accepted at any one of the three institutions.
- Providing guidance to all admitted students regarding selection of an academic program suited to their interests, preparation, and life circumstances.
- Developing education plans for students so that they have a well-designed, efficient pathway to their educational goals.
- Providing support services to help students remove non-academic barriers to college success.
- Working with regional school districts to ease college transition.

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- Alignment of expectations and curricula
 - Early placement assessment
 - Dual credit arrangements
 - Links with charter schools
- Serving as the organizational “home” for institutes and special projects focused on increasing student success of the diverse populations in the region (including links with the K-12 system, charter schools, etc.)

Alternative A

Create an integrated higher education system to serve the Greater New Orleans Region including three institutions with distinct but complementary missions under the leadership of a new statutory management board, Greater New Orleans Higher Education Authority. Components of this alternative would be:

1. Redesign the three existing institutions to provide for distinct missions aligned with the needs of the Region’s population and economy: an urban research university, a metropolitan university, and a comprehensive community college, and a new entity, co-located with the metropolitan university, the University College.
2. Establish a new entity, the University College, that would serve as the entry point for all students seeking postsecondary education at any three of the institutions, the center for academic support services (advising, counseling, developmental education, entry-level credit-bearing courses in Math and English, etc.), and the coordinating point for links between the higher education institutions and the region’s K-12 system. This entity would be linked to all three institutions but would be under the jurisdiction of the community college and co-located at the site of the Metropolitan University.
3. Establish the Greater New Orleans Higher Education Authority under the authority of the Board of Regents to lead the transformation of the region’s public education system with the responsibility and authority to ensure effective implementation of intended reforms and achieve optimal use of all available academic, fiscal, and physical resources
4. Merge and consolidate administrative support functions, information systems and other functions and provide for sharing of facilities and services across all public institutions to improve the cost-effective delivery of services to students and the region.

To ensure effective implementation of the integrated system, NCHEMS recommends the establishment of the Greater New Orleans Higher Education Authority and the transfer of the three existing institutions, including all assets, to the authority of this management board for a period of not less than five years. At the end of five years, the status of the governance of public higher education in New Orleans should be subject to independent, external evaluation and a judgment made regarding the long-term governance arrangements. The Authority should have powers to:

- Shape a bold vision and strategic plan for an integrated System of Higher Education for Greater New Orleans
- Place new leadership at the helm of each of the three institutions. Current Chancellors could apply but would not automatically remain.

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- Merge and consolidate administrative support functions, information systems and other functions and provide for sharing of facilities and services across all public institutions to improve the cost-effective delivery of services to students and the region.
 - Create a University College division of the community college to be housed on the metropolitan university campus.
 - Review programs (including use of external reviewers as appropriate) to ensure quality. Implement program changes at all three institutions consistent with revised missions, Board of Regents policies, and findings from the program review processes.
 - Monitor and report back to the Board of Regents monthly on the progress of the regional model.

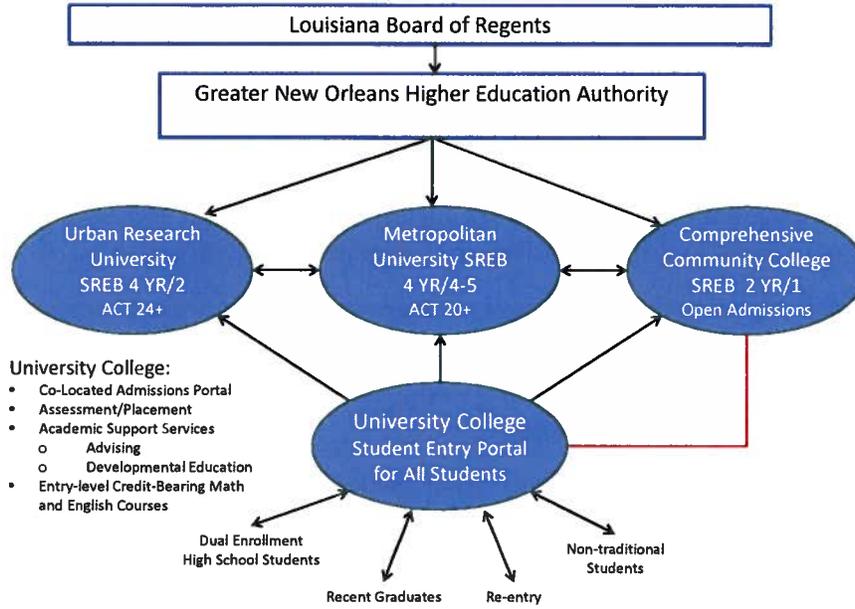
The Authority would be established according to the Louisiana Constitution: (Article 8, Section 5 D (3)(a) and (3)(b) Legislation would be required to:

1. Establish the Greater New Orleans Higher Education Authority and transfer the existing public institutions to this board.
2. Specify the powers and functions of the Authority
3. Provide that no sooner than five years after the establishment of the new management board, the status of the governance of public higher education in New Orleans should be subject to independent, external evaluation and a judgment made regarding the long-term governance arrangement, including consideration of whether the management board should be established in the Constitution.

The Authority would appoint a chief executive and employ this person to lead the shaping of the redesigned institutions and provide overall direction for the newly appointed leadership of each institution.

There would be 13 members of the authority to be nominated by the Board of Regents and appointed by the Governor, no fewer than seven (7) of whom should represent the business and civic leadership of Greater New Orleans and the diversity of the region's population.

The following figure illustrates Alternative A:



Alternative B

The alternative would include all four essential components as in Alternative A, but they would be organized differently. It would include a comprehensive community college and a new multi-unit University of Greater New Orleans. The University of Greater New Orleans would include an urban research university unit and a metropolitan university unit each headed by a chief academic officer under a single president located on the current site of the University of New Orleans. As under Alternative A, the University College would be co-located with the Metropolitan University unit and be under the jurisdiction of the community college. The two academic units of the University of Greater New Orleans would have distinct missions (as defined above). As units of a single multi-unit university, the urban research university unit and metropolitan university unit would be co-located on the same campus and share many of the core administrative and support services. Under this alternative:

- The University of Greater New Orleans would be established under the University of Louisiana System.
- The community college would be governed by the management board of the Louisiana Community and Technical College System.
- All assets of the existing four-year public institutions in New Orleans would be transferred to the University of Louisiana System and be encompassed within the University of Greater New Orleans.
- The Metropolitan University would be co-located on the same site as the Urban Research University. The design would merge and consolidate administrative support functions, information systems and other functions under the single University of Greater New Orleans and provide for sharing of facilities and services between the two component entities.
- Each university unit would have a separate academic and faculty governance and reward structure, and should be accredited separately by SACS as appropriate for its mission.
- The University College would be established under the jurisdiction of the community college but co-located with the Metropolitan University and serve the same functions as in Alternative A.

The Board of Regents would establish the Greater New Orleans Higher Education Coordinating Authority (under the authority of Act 447 of the 2010 Regular Session) to oversee the implementation of the changes. Act 447 grants the Board of Regents broad authority to evaluate regions and take whatever action it deems necessary to reach the enumerated goals. The pertinent part reads:

D(2)(b) Such evaluation shall also be used by the board to create efficiencies, increase student success, enhance academic quality, further the goals established by the master plan for postsecondary education, and for any other purpose that will serve to advance postsecondary education in each region and the state as a whole.

D(2)(c) With the exception of those matters enumerated in Article VIII, Section 5 of the Constitution of Louisiana that requires legislative approval, the Board of Regents shall adopt

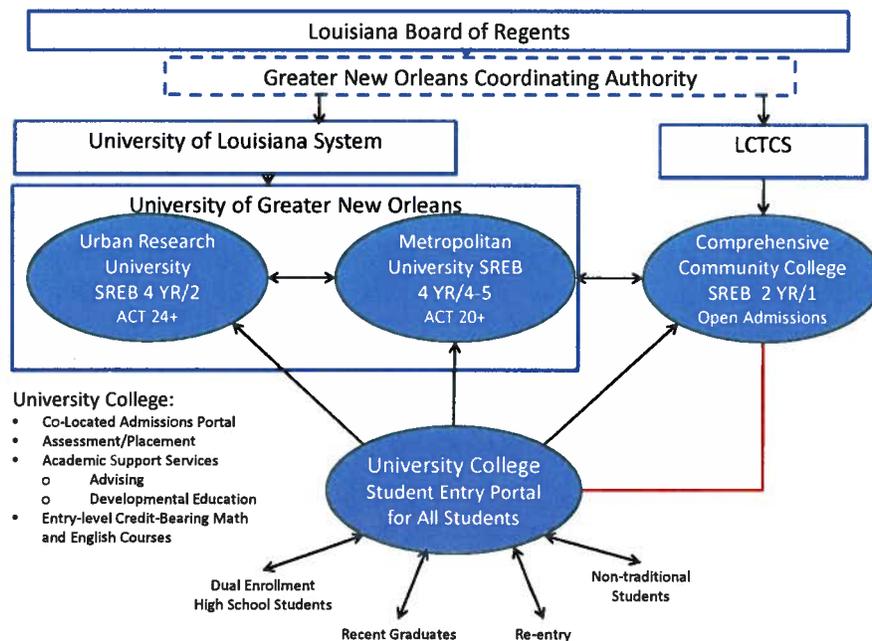
such policies and take such actions deemed appropriate and necessary to maximize the use of all resources available to support and promote postsecondary education in the state.

In addition to the powers derived from being a unit of the Board of Regents, the Coordinating Authority would have powers to:

- Shape a bold vision and strategic plan for an integrated strategy of Higher Education for Greater New Orleans
- Make recommendations to the respective management boards regarding the new leadership of the two entities: the University of Greater New Orleans and the community college.
- Manage the transfer of assets to the University of Louisiana System
- Design and oversee the implementation of the University College
- Review programs (including use of external reviewers as appropriate) to ensure quality and make recommendations on program changes at the community college and the two units of the University of Greater New Orleans consistent with revised missions, Board of Regents policies, and findings from the program review processes.
- Monitor and report back to the Board of Regents monthly on the progress of the regional model.

The members of the Coordinating Authority would be appointed by the Board of Regents and would include a majority of members from the business and civic leadership in the Greater New Orleans region and would reflect the diversity of the region’s population.

The following figure illustrates Alternative B:



Pros and Cons of Two Alternatives

Alternative A

Pros

- Meets most of the criteria
- Establishes an entity with the authority and responsibility necessary to create a truly integrated higher education delivery system for the Greater New Orleans region and to achieve fundamental changes needed within each institution.
- Encompasses all public institutions within a single governing structure.
- Provides for the necessary differentiation among institutions in mission and related academic and governance processes while providing the opportunity for significant sharing across the institutions and economies of scale in administrative and support systems.
- Would lead to improved differentiation of capacity to serve different student populations while providing pathways for students through the system, utilizing the resources of all institutions.

Cons

- Creates a new management board
- Would require significant changes in administrative structures, financial management, and information systems (e.g., transfer of authority and responsibility from systems to new entity).
- Would require investment of time and resources to be effectively implemented

Alternative B

Pros

- Meets most of the criteria
- Provides for the necessary differentiation among institutions in mission and related academic and governance processes while providing the opportunity for significant sharing across the institutions and economies of scale in administrative and support systems
- Creates two structures encompassing the four distinct elements essential to serve the diverse student and client needs in the region
- Aligns institutional missions with system missions (e.g., University of Louisiana System composed of regional universities and LCTCS composed of community and technical colleges)

Cons

- Would require extreme care in organizing and leading the University of Greater New Orleans to ensure that the Urban Research University mission (e.g., serving high ACT students, reduced faculty teaching loads to focus on research) does not drive attention away from and influence the Metropolitan University (e.g., serving a more diverse student population and central focus on undergraduate teaching and selected professional master's

degree programs) or vice versa (e.g., giving lower priority to a high-performing urban university)

- Would require deliberate efforts by the Board of Regents and the Greater New Orleans Higher Education Coordinating Authority to ensure regional coordination of two institutions that are linked vertically to statewide management boards.
- Would require significant changes in administrative structures, financial management, and information systems (e.g., transfer of authority and responsibility from systems to new entity).
- Would require investment of time and resources to be effectively implemented

Other Alternatives

NCHEMS considered and rejected three other alternatives because they fail in significant ways to meet the criteria:

Maintain the Status-Quo

There is no evidence that the kinds of dramatic changes required to serve the students and other priorities in the New Orleans Regions would occur if the current institutions and their related systems were simply charged to make needed changes.

Consolidate and Consolidate Facilities and Administrative Structures to Create a Common Platform for the Three Existing Institutions

This alternative would follow the “Auraria” model in Denver, Colorado in which three co-located institutions share facilities and support services. NCHEMS rejected this alternative because it would not include fundamental improvements in the delivery of educational services to the population of the Greater New Orleans Region. It would be similar to the unacceptable “Status Quo” alternative

Merge Two Four-Year Institutions without Two Clearly Mission-Differentiated Units and Maintain a Separate Community College

This alternative fails to meet most of the criteria and could do significant damage to the essential differentiation that is needed to serve the current and future needs of the New Orleans Region. The alternative would:

- Deny opportunities to thousands of youth and adults in the New Orleans region who could not meet the necessarily higher entrance requirements of a high-performing urban university
- Place a significant burden on the urban research university to serve comparatively under-prepared students and threaten the changes of the institution to achieve its long-term aspirations
- Do little to advance the collaboration between the community college and the university through a University College to serve the significant population of youth and adults who require developmental education and need clear pathways to success through and among the higher education resources in the region
- Ignore the fundamental concerns about differences in culture that are essential for successful mergers

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- Evidence from similar mergers of significantly different institutions is that it can take 10 to 15 years—and sometimes far longer—to resolve internal tensions and conflicts with the result that the ultimate costs and distractions from core missions far outweigh any intended “savings”

Appendix A. Senate Resolution 123 (Regular Session 2010)

SENATE RESOLUTION NO. 123

BY SENATORS APPEL AND DUPLESSIS

A RESOLUTION

To direct the Board of Regents to study the provision of public postsecondary educational opportunities in the New Orleans region, establish the appropriate role, scope, and mission for each public community college and four-year college and university in the region, and formulate a plan that will make optimal use of all available academic, fiscal, and physical resources, recognize the unique nature of each individual postsecondary institution, and which will allow each student attending such institutions to successfully and efficiently pursue his or her chosen academic path.

WHEREAS, Hurricane Katrina impacted postsecondary education in Orleans Parish and the surrounding area as severely as the cultural and physical landscape; and

WHEREAS, the various public colleges and universities in the region, through diligent, valiant, and tireless effort, have made tremendous strides to rebuild and recover their facilities, their programs, and their enrollment; and

WHEREAS, although great progress has been made by all systems and institutions, there is much left to be done, and the state's ongoing budgetary crisis is not only impeding progress, but is seriously threatening the progress made to date; and

WHEREAS, it is becoming increasingly apparent that the current levels of enrollment and funding and the quality and capacity of existing facilities are insufficient to successfully sustain the long-term viability of these postsecondary institutions; and

WHEREAS, it is logical, reasonable, and imperative that these institutions no longer be forced to compete individually for students and resources, but rather work within a cohesive, comprehensive, regional framework that maximizes scarce resources in a manner that considers the unique nature of each institution and ensures to the benefit of each public postsecondary institution and the students and community they exist to serve.

SR NO. 123

ENROLLED

THEREFORE, BE IT RESOLVED that the Legislature of Louisiana does hereby direct the Board of Regents to study the provision of public postsecondary educational opportunities in the New Orleans region, establish the appropriate role, scope, and mission for each public community college and four-year college and university in the region, and formulate a plan that will make optimal use of all available academic, fiscal, and physical resources, recognize the unique nature of each individual postsecondary institution, and which will allow each student attending such institutions to successfully and efficiently pursue his or her chosen academic path.

BE IT FURTHER RESOLVED that this study shall be based upon best practices for the development of a world class, integrated educational delivery system; further, the study shall be objective and shall preclude the historic missions of the various public postsecondary institutions in the region and the existing relationships between such institutions from prejudicing the conduct and conclusions of the study.

BE IT FURTHER RESOLVED that the Board of Regents submit a written report of its findings and recommendations to the Senate Committee on Education and the House Committee on Education, not later than March 1, 2011.

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

PRESIDENT OF THE SENATE

Page 2 of 2

Appendix B. Project Advisors

Project Advisors

Dr. Marybeth Gasman, Professor, University of Pennsylvania and historian of higher education, has done research on historically black colleges and has been cited in various media venues including the New York Times, the Washington Post, the Wall Street Journal, the Chronicle of Higher Education, Diverse Issues in Higher Education, National Public Radio, Inside Higher Education, U.S. News and World Report, and CNN.

Dr. Shirley Raines, President, Memphis State University, an urban university, and former Vice Chancellor for Academic Services and Dean of the College of Education at the University of Kentucky.

Dr. Richard Rhoda, Executive Director of the Tennessee Higher Education Commission (THEC); former senior official at Tennessee Board of Regents and Tennessee State University; served at time of merger of UT-Nashville with Tennessee State University.

Dr. Alvin Schexnider, graduated from Grambling State University; President, Thomas Nelson Community College (Virginia); Former Chancellor, Winston-Salem State University, North Carolina; and faculty and administrative positions at Southern University, Syracuse University, the Federal Executive Institute, the University of North Carolina at Greensboro, Virginia Commonwealth University, and Wake Forest University.

Dr. Blenda Wilson, former President, California State University, Northridge, where she lead the University in the enormous task of heading California State University, Northridge's recovery from the devastating 1994 Northridge earthquake; former Chancellor, University of Michigan's Dearborn Campus; former Executive Director of the Colorado Commission on Higher Education; and former President and Chief Executive Officer of the Nellie Mae Education Foundation.

A FOCUSED LEARNING APPROACH
to
STRENGTHEN the ROLE
of
PUBLIC HIGHER EDUCATION
in
BUILDING A GREATER NEW ORLEANS

**THE HONORE' CENTER for UNDERGRADUATE STUDENT
ACHIEVEMENT**

If we are going to serve our people well and be good stewards of taxpayer dollars, we absolutely must take a targeted approach to helping the most "at risk" young people in communities all around our state. – Gov. Bobby Jindal

A Southern University System Proposal

Introduction

The Southern University System of Higher Learning (SUS), in consultation with Southern University of New Orleans (SUNO), other institutions of higher learning in New Orleans, the Hanover Research Council, national higher education associations and experts in the field of educating the underserved, particularly African Americans, offers the following plan to strengthen public higher education in the City of New Orleans and its role in helping to build a better city.

This plan responds to a call from the governor and the legislature to improve public higher education in New Orleans. The governor has further proposed the merger of SUNO and the University of New Orleans (UNO) as the best way to serve the students of the City. In response to such calls, the National Center for Higher Education Management Systems (NCHEMS) has been retained by the Louisiana Board of Regents to study the feasibility of such a merger. NCHEMS has established "Criteria for Establishing Organizational Alternatives for New Orleans" upon which its recommendations will be based. This plan agrees with such criteria, and meets them as follows:

1. Aligns academic programs and support services with the needs of New Orleans-

In the aftermath of Katrina, the academic programs of SUNO and UNO were significantly downsized and coordinated to avoid duplication and better align with the City's public higher education needs. The process is ongoing in accordance with Board of Regents procedures.

2. Provides services that recognize the needs of students with different backgrounds, levels of academic preparation, and interests. The structure must foster best practices in serving each different student subpopulation in order to achieve student success and degree/certificate completion -

The proposal accommodates students at all levels of academic preparation, at critical junctures of the education pipeline. Moreover, it focuses specifically on New Orleans greatest higher education challenge, the lack of baccalaureates among its African American population. It is also research based, holistic and infused with national best practices.

3. Supports and promotes good practice in promoting student learning -

The proposal is student centered and tailored to the short and long term education needs of New Orleans population. The college freshman component will be hands on, rigorous and residential. It establishes learning communities focused on "at risk" students.

4. Aligns institutional processes with successfully meeting the priority needs of clients -

The plan envisions a symbiotic relationship among a community and technical college, an undergraduate focused baccalaureate university and a research university. Each institution's promotion, tenure and reward system will support its primary mission.

5. Promotes strong relationships with key external constituents -

Higher education will serve as an institutional base for working with families, agencies that support them, the p-K education system, and businesses, to build more and better graduates. The learning process can help build better communities by connecting experiential learning opportunities to human and community needs.

6. Makes efficient use of facilities & technology -

The plan envisions a program and facility jointly managed by SUNO and Delgado on the SUNO campus. The HEOPS staff will be located in the same facility. Shared students will be housed in apartments currently available on the SUNO campus. The NOCIA staff will be located at UNO.

7. Makes efficient use of support services that are not “mission specific” -

The plan seeks to create a model of focused academic cooperation that can be expanded over time. Counseling, testing, course development, co-curricular enhancements will be best practices replicable across the state and nation. In addition, the proposed operations center offers opportunities for synergism among support facilities and services across the three campuses.

8. Provides a clear pathway of student progression to point of program completion regardless of point of entry -

The long term goal is to change the unemployment to prison pipeline. As such, the plan engages “at risk” children starting before they are born. At the college level, the plan will result in continuously increasing numbers of associate, bachelor and graduate degrees.

9. At a minimum, serves the differing needs of ... sub-populations -

Each public institution of higher learning in New Orleans will have a primary area of focus, thus covering the depth and breadth of the City’s higher education needs. SUNO and Delgado will jointly operate a facility and program that focuses specifically on New Orleans greatest educational challenge, increasing the number of African American baccalaureates.

The Need

The condition of African Americans is the legacy of the historic and persistent marginalization of Black men. Black male unemployment hovers between 40 and 50%. More than half of Black men earn less than is necessary to lift themselves and their families out of poverty. As a result, in Louisiana, for example, although they are 32% of the population, 74% of the people in prison are Black, over 90% men. The impact of this pipeline to prison on people, families, communities and society as a whole is profound. Unemployment fosters crime, which leads to fatherless homes, underprepared toddlers, underperforming students, dropouts, and underprepared high school graduates, which leads back to under employment, unemployment and crime.

Ultimately, the lost and wasted human capital in the unemployment to prison pipeline is reflected in the high cost of health care, social services and prisons. It is also reflected in less and less prepared college graduates when compared to other industrialized nations, especially in the STEM fields, and America’s waning global competitiveness in general.

The educational challenge in New Orleans, therefore, is clear. Over 60% of the population of Louisiana’s largest city is African American, but only 12% of the 25 – 44 year olds have a bachelor degrees. Unless that single statistic dramatically improves, the New Orleans region will remain challenged, and a bystander in the global information age economy.

The Academic Plan – The Honore’ Center for Undergraduate Student Achievement

In order to better serve the students of New Orleans, the Southern University System proposes to establish the **Honore’ Center for Undergraduate Student Achievement (HCUSA)**, in New Orleans, Louisiana. General Russel Honore’ was the Commander of Joint Task Force Katrina, responsible for coordinating military relief efforts in New Orleans. He is considered by the poor and working poor people of New Orleans to be the soldier who saved them.

SUNO and Delgado primarily serve the underserved population of the City. SUNO, as a Historically Black University, is mission driven to serve the most underserved. The average SUNO student is Pell Grant eligible, works full time and takes nine years to attain a bachelor degree. Thus, its 6 year graduation rate, when not adjusted for the effects of Katrina, is only 8%. Nevertheless, in 2010 it awarded 52% of the public bachelor degrees awarded to African Americans in New Orleans. Delgado’s enrollment is over capacity and it desires to enable more of its graduates to achieve associate degrees.

The SUNO and Delgado partnership will: 1) significantly increase the number of African American, especially male, baccalaureate degree holders in the region; 2) increase the ability of New Orleans residents to matriculate through the upper division, graduate and professional programs of UNO; 3) improve academic and operational efficiency among the three institutions; and 4) establish a replicable systemic approach to overcoming barriers to the baccalaureate experienced by underrepresented populations, especially African American men.

The HCUSA will break the cycle of unemployment and prison by attacking it at three critical junctures: before the child starts school, while the student is in the formal P-12 school system, and when the student enters college.

The college level component, designed for early impact, is the **Institute for Undergraduate Achievement (IUA)**. It is a residential, two year college program jointly operated by Southern University New Orleans and Delgado Community College. The students will be jointly admitted and housed on the SUNO campus. Approximately 200 slots will be available, apportioned based on race and gender in reverse proportion to the number of bachelor degrees awarded by public institutions in New Orleans the prior year. Admissions criteria would include income and aptitude determined by GPA, references, interviews and a commitment to a rigorous, holistic learning process. STEM best practices will be infused in cooperation with Xavier University of New Orleans. Black male education best practices will be infused in cooperation with Morehouse College. Tutors will be provided through the service programs at Tulane University of Louisiana.

The HCUSA will also comprise two additional components in order to increase the success rate of students matriculating through the public P – 20 pipe line. The **Institute for Parents and Grandparents (IPG)** will focus on underserved families, typically headed by women. The SUNO and Delgado academic units involved would include, but not be limited to, Education, Nursing, Social Work and Business. Through curricular and co-curricular programs, the IPG would work with child raisers in areas of pre-natal health, mental and physical family health, and early childhood learning starting in the womb. Families would be eligible based on income and geographical location. Each family member would be entered into a data base to track and study inputs and the effectiveness of the various inputs. Each child

would be followed throughout the learning continuum. Individual Development Accounts would also be established for the child's college tuition or other approved purpose if certain family goals are met.

HCUSA will also house the **Pipeline Partnership Institute (PPI)**. It is a P-20 literacy based professional development system. Even if children start kindergarten or first grade at the appropriate level of preparation, they remain at risk when the K-12 system is inadequate to meet their needs. The key is strong leadership and content competent and pedagogically appropriate teachers. It is also helpful if men, particularly black men, are represented on the faculty. PPI would be a dynamic partnership between SUNO and Delgado, and a public P-12 feeder network to develop outstanding principals and teachers. Practicing teachers, college faculty and upper division students would engage in praxis thought and action, in a continuous cycle of self improvement, throughout the learning pipeline. Methods used would be in-service and pre-service training, real time assessment and response, curriculum re-design, and scope and sequence planning throughout the pipeline. In addition, a research agenda would be built around lessons learned through the utilization of such a seamless approach to learning.

In addition to the short term outcomes, HCUSA will demonstrate the means to systemically impact the unemployment to prison pipeline through replicable programs based at Historically Black Universities. The HBCU platform is important for several reasons. First, despite their lack of wealth, HBCUs were founded and are mission driven to address the unemployment to prison challenge. They are unique among American Institutions in that regard. Second, they have remained true to their purpose and have performed better with the underserved African American population than their majority counterparts. Third, they embrace the challenge with a commitment beyond inducement or compulsion, simply because the children caught in the pipeline to prison are theirs. HCUSA is therefore expected to be a national model able to garner resources beyond those of the State.

The Operational Plan – HEOPS and NOCIA

Operational efficiencies may be obtained by creating two legal entities jointly and majority owned and operated by Delgado, SUNO and UNO. Each institution would be equally represented. The boards of directors would be responsible for policy guidance and for hiring competent management.

The first entity could be called the Higher Education Operations Center (HEOPS). Efficiencies might be gained through combining support units, e.g., police, custodial, building management and maintenance, food services, technology and certain accounting functions, under a single management structure. The second entity could be called the New Orleans Center for Intercollegiate Athletics (NOCIA). NOCIA would manage shared recreational and athletic facilities. NOCIA would also be responsible for enhancing the shared facilities to the level necessary to host regional intercollegiate athletic events.

Conclusion

New Orleans' future depends on the success of its public education system. The higher education component of that system is central to any proposed solution. Given the demographics of the city, New Orleans is fortunate to possess three critical pieces of the public higher education puzzle: a community and technical college, a four year university focused on its underserved population, and a selective urban research university. The fact that the undergraduate focused institution is a Historically Black University is value added.

In the short run SUNO is indispensable. It is mission driven to focus on the very higher education problem that New Orleans must solve. As recommended in recent Board of Regents and Post Secondary Education Review Committee studies, SUNO should be strengthened. Its campus, including the proposed shared facility, should be rebuilt. As SUNO improves, New Orleans opportunities for a brighter future will be greatly enhanced. In addition, if this plan is embraced by the City and State, New Orleans will be a national demonstration site for approaches to addressing a great challenge to the Nation's future competitiveness, the unemployment to prison pipeline for African American men.

What is required in New Orleans is a team effort, not fights over which institutions will or won't survive. The above plan is a student centered approach to higher learning, focused on the specific educational needs of the city. It draws on the strengths and aspirations of each institution, and coordinates their assets in ways that will lead to academic and operational efficiency.

Barriers to a baccalaureate do not begin with graduation from high school. They begin before the child is born, generations ago. Thomas Jefferson was quoted to say, in reference to slavery, "We have the wolf by the ears, and we can neither hold him, nor safely let him go. Justice is in one scale, and self-preservation in the other." Given America, Louisiana and New Orleans' great need for human capital in an increasingly competitive global workplace, the HCUSA holistic approach is potent, not only because it is necessary, but because this is a point in our nation, state and city's history where justice and self preservation share a common goal.

Southern University System Perspective on NCHEMS Study

We generally agree with the data and analysis. The central role of an institution such as SUNO in the future of New Orleans is clearly recognized. However it is difficult to connect either the data or analysis to the recommendations offered.

Recommendation B proposes to rename or recreate SUNO and move it to the U of L System. If, according to the consultants, neither university has shown an ability to address the educational challenges of the region, why assume that the U of L System is likely to do better in the future? Both universities have to perform better, no matter what systems they are in. However, in terms of mission, purpose and motivation, SUNO and the Southern System seems a more likely opportunity for improvement.

Other Questions

1. Given the student population the "University College", (essentially the Southern System proposed Honore' Center) is intended to serve, wouldn't it make more sense to locate it on a currently existing 4 year campus that serves the same population?
2. At best, the proposal is complicated, expensive, will not save money and, even if fully committed to, will require much more analysis and planning to be implemented. The NCHEMS estimated it would take 8 to 10 years to implement. Wouldn't it make more sense to develop a bold plan among the existing institutions and assess it annually over time?
3. We agree with NCHEMS that neither the status quo nor a merger is acceptable. The Focused Learning Approach proposed by the Southern System envisions neither. It has all of the elements of the NCHEMS recommendations, without the need to change names or Systems.
 - SUNO is already the proposed Metropolitan College
 - The SUS proposed **Honore' Center for Undergraduate Student Achievement (HCUSA)** is essentially the NCHEMS University College, but focused on the entire learning pipeline in very specific ways. It is composed of an Institute for Parents and Grandparents (better toddlers), a Pipeline Partnership Institute (better teachers), and an Institute for Undergraduate Achievement (better college prep).
 - HCUSA is also residential, which adds learning value.
 - HCUSA is also quickly implementable and can be expanded over time. This seems like a much more prudent and less expensive approach.
4. If the data were honestly followed, it is difficult to see how a conclusion could be drawn to close SUNO, move it to the U of L System and expect it to continue to do the job that NCHEMS says is so important to the New Orleans Region. Doing so would change the mission and culture that the consultants say must be preserved. It would also critically impact the Southern System, which Louisiana needs.
5. Neither a new system nor the U of L system has experience in addressing the types of educational issues presented by New Orleans. SUS recently hired management with expertise and a track record of success in serving underserved, particularly African American populations. A more prudent, direct and cost effective approach would be to allow Southern to work with the other institutions in the region to create substantial positive changes.

BOBBY JINDAL
GOVERNOR



PAUL W. RAINWATER
COMMISSIONER OF ADMINISTRATION

State of Louisiana
Division of Administration
FACILITY PLANNING AND CONTROL

March 14, 2011

Mr. Robert Levy, Chairman
Board of Regents
1201 North Third Street, Suite 6-200
Baton Rouge, LA 70802

Re: Southern University New Orleans

Dear Mr. Levy

This in response to your inquiry concerning the status of hurricane repair projects and the use of FEMA funds, specifically in reference to Southern University New Orleans (SUNO).

Work Completed:
\$30,842,547

Work Remaining:
\$92,002,275

- \$82,502,275 **Total dollars obligated for replacement buildings.** Please note however that there is still a dispute with FEMA concerning \$9,616,756 of temporary repairs to upper floors of buildings that are slated for demolition and replacement. If we are unsuccessful in this appeal, this amount will be reduced by FEMA to \$72,885,519.
- \$ 9,500,000 **Renovated Buildings**

Replacement Buildings:

- Central Plant
- Clark Hall
- New Science
- Old Science
- Multi-purpose

Completed Repairs

- Maintenance
- Cafeteria
- Gymnasium

Post Office Box 94095 • Claiborne Building • Baton Rouge, Louisiana 70804-9095
(225) 342-0820 • Fax (225) 342-7624

An Equal Opportunity Employer

Repairs Scheduled to be Bid Shortly

- Administration
- Library
- University Center

General Questions

1. **What are the allowable uses of the FEMA funds?**
 - a. Repair and restoration of existing facilities back to the condition that existed pre-storm.
 - b. Where damage repairs costs are in excess of 50% of the replacement value, replacement is allowed. The intended use of the funds in this case is to replace the same function and capacity in a new building. (If you had 12 classrooms, FEMA would expect to see 12 classrooms in the new building.)
 - c. **FEMA funds cannot be used for operating costs.**
 2. What if we do not wish to use the funds for the same purpose, are there allowable alternative uses of FEMA funds and if we elect to do that are there penalties for doing so?
 - a. **Alternate projects** - When the service provided by a facility is no longer needed, an applicant may apply to FEMA to use eligible funds for an Alternate Project(s).

The following are some examples of alternate projects:

 - i. Repair or expansion of other public facilities
 - ii. Construction of new public facilities
 - iii. Demolition of original structure
 - iv. Purchase of capital equipment
 - v. Funding of cost effective hazard mitigation in the area affected by the disaster
 - vi. Funding of project shortfalls due to mandatory NFIP reductions on applicant buildings in floodplains
 - vii. Supplemental funds used on an improved project
1. **Limitations on Alternate projects**
 - a. May not located in a regulatory floodway
 - b. Will have to be insured if located in the 100-year floodplain
 - c. Funding may not be used for operating costs
 - d. Use of funds for alternate project must be approved by FEMA as appropriate use of funds and comply with environmental and historic preservation laws.
 - e. **Eligible funding is limited to 75% of the approved Federal share of the eligible costs**

Mr. Robert Levy, Chairman
Board of Regents
Page -3-

- b. **Improved projects** - are those projects where an applicant uses the opportunity to make additional improvements while still restoring the facility to its pre-disaster function and capacity.
 - i. Must be approved by FEMA
 - ii. Federal funding is limited to the Federal share of the estimated costs of the original project or to the Federal share of actual costs of completing the improved project, whichever is less.
 - 1. **In this case there is no reduction in FEMA funding.**

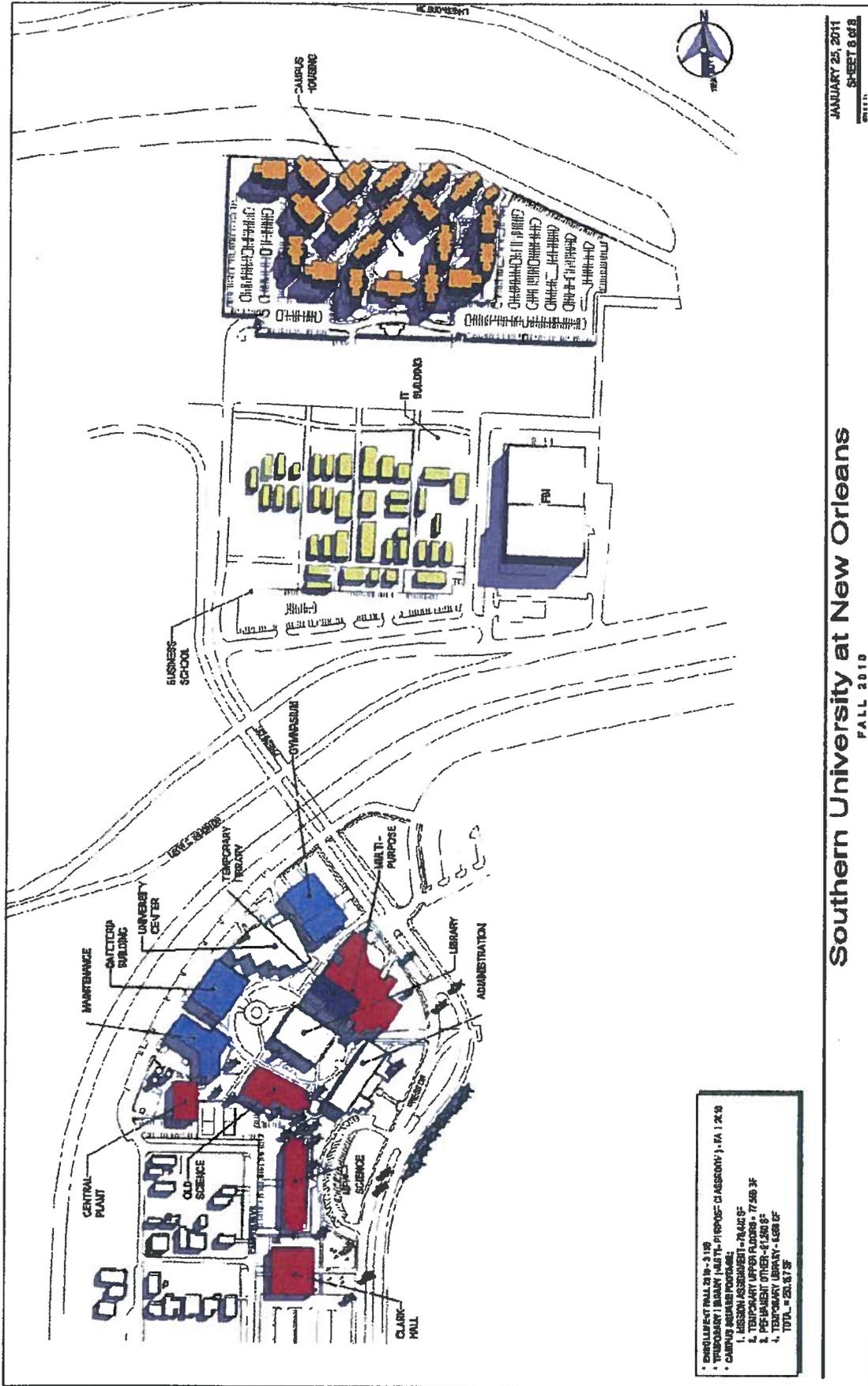
Please let me know if you need additional information or further clarifications.

Sincerely,



Jerry W. Jones
Assistant Commissioner

JWJ:cn



JANUARY 25, 2011
SHEET 8 OF 8

Southern University at New Orleans
FALL 2010