

# MINUTES

## BOARD OF REGENTS

March 14, 2011

The Board of Regents met in session at 1:15 p.m., Monday, March 14, 2011, in the Louisiana Purchase Room, Claiborne Building, 1201 North Third Street, Baton Rouge, Louisiana. Chairman Robert Levy called the meeting to order.

### ROLL CALL

Executive Assistant Carolyn Blanchard called the roll and a quorum was established.

#### Present for the meeting were:

Robert Levy, Chairman  
Mary Ellen Roy, Vice Chair  
Charlotte Bollinger, Secretary  
Ed Antie  
Maurice Durbin  
Joseph Farr  
Donna Klein  
W. Clinton Rasberry, Jr.  
Albert D. Sam  
Victor Stelly  
Harold Stokes  
Demetrius Summer  
Joseph Wiley

#### Absent from the meeting were:

Scott Ballard  
Robert Bruno  
Chris Gorman

### SWEARING IN CEREMONY OF NEWLY APPOINTED BOARD MEMBER

Chairman Levy stated that the first order of business was to swear in the newly appointed board member. Ms. Connie Koury, General Counsel, swore in Dr. Albert D. Sam II, representing the 6<sup>th</sup> Congressional District 7 from Baton Rouge.

### BRIEFING BY NATIONAL CENTER FOR HIGHER EDUCATION MANAGEMENT SYSTEMS ON RESPONSE TO SENATE RESOLUTION 123

Chairman Robert Levy welcomed everyone to the meeting regarding the delivery of postsecondary education in the New Orleans area. Regent Levy also informed everyone that the meeting was being streamed over the Internet to allow citizens across the state to view the meeting.

Chairman Robert Levy said the purpose of today's meeting was to have a discussion among Board of Regents' members, consultants and advisory group members to clarify thoughts and make necessary changes to the report on the postsecondary educational needs of the New Orleans region. The Board of Regents requested the National Center for Higher Education Management Systems (NCHEMS) to undertake the mandated studies and report the results. He next introduced Mr. Dennis Jones, President of NCHEMS and Mr. Aims McGuinness, Senior Consultant of NCHEMS, who provided a written report with recommendations to Senate Resolution 123 (SR 123) by Senator Conrad Appel. Also present was Mr. Thomas Layzell, Special Advisor to the Board.

Mr. Jones said that NCHEMS had engaged the services of five national experts on various aspects of the study. These members were Dr. Alvin Schexnider, Dr. Marybeth Gasman, Dr. Shirley Raines, Dr. Richard Rhoda and Dr. Blenda Wilson. Present today was Dr. Schexnider, a graduate 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.

Mr. Jones next presented a PowerPoint entitled *A Study of the Postsecondary Needs of the New Orleans Region: A Response to Senate Resolution 123*. He noted that Senate Resolution 123 of the 2010 Regular Session directed 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 responds to all students attending such institutions to successfully and efficiently pursue their academic paths. The resolution also called for the study to be based upon best practices for the development of a world class, integrated educational delivery system, and ensure that the historic missions of the various public postsecondary institutions in the region and the existing relationships between such institutions did not prejudice the conduct and conclusion of the study.

Mr. Jones noted that in January, 2011, Louisiana 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.”

Mr. Jones said the report on SR 123 called for a study of Jefferson, Orleans, Plaquemines, St. Bernard, St. Charles, St. James, St. John the Baptist, and St. Tammany Parishes in regional market terms. Using educational attendance patterns 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; therefore, these parishes have been removed from the analysis leaving Jefferson, Orleans, Plaquemines, St. Bernard, and St. Tammany Parishes.

Mr. Jones stated he was presenting factual information regarding employment commuting patterns of residents, population projections by parish and state, demographic changes, personal income per capita by race and parish, educational attainment, and the economy and employment by parish and industry/occupation type.

He then reviewed the education pipeline regarding dropout rates, ACT scores, enrollment trends, developmental education, transfer of students, graduation rates, degrees per FTE students, and retention rates.

Mr. Jones said the results of the data analyses led 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 were:

1. The extent to which the parishes in the region vary on key factors – demographics, nature of the economy, wealth, etc.
2. The extreme variation in characteristics of students served by institutions in the region.
3. Graduation rates in the region are unacceptable. SUNO has justifiably been harshly criticized for its low graduation rates, but UNO when measured against its SREB peers does no better.
4. The status quo is unacceptable; change is required. 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.

Senior Consultant Aims McGuinness discussed the criteria for assessing organizational alternatives for the New Orleans region. He said that regardless of organizational and governance arrangements, several components have to be in place for the New Orleans region to be well served by its postsecondary education institutions. He noted that 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 in 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.
- A capacity to serve the differing student needs.
- A clear pathway of student progression to a point of program completion regardless of point of entry.
- A seamless transfer among institutions that ensures, to the extent possible, that each student attending the institution 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 like a single institution from the student's 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.
- Cost-effective ways of helping students remove the academic deficiencies.
- An array of high quality programs, from one-year certificate programs to graduate programs that prepare students for high value jobs in the region.
- 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.
- Optimal use of all available academic, fiscal, and physical resources, recognizing the unique nature of each individual postsecondary institution.
- Efficient use of facilities and technology.
- Efficient use of support services that are not “mission specific.”

Mr. McGuinness next presented two alternatives (Alternative A and Alternative B) that include four key components which must be part of the region’s higher education system: (1) Urban Research University; (2) Metropolitan University; (3) Comprehensive Community College; and 4) University College (creates a unit of the Community College co-located with the Metropolitan University).

Mr. Jones said 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 as follows:

### **Urban Research University**

*Responsible for serving this type of audience:*

- 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 do not count toward degree completion, and who are seeking either a college degree or continuing professional education.
- Students with ACT scores of 24 or better, no remedial needs and 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.

*Responsible for providing an array of programs and 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**

*Responsible for serving this type of audience:*

- 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.

*Responsible for providing an array of programs and services to different audiences:*

- 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), and 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.

*Additional Features*

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

**Comprehensive Community College**

*Responsible for serving this type of audience:*

- 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.

*Responsible for providing an array of programs and services to different audiences including:*

- 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, 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)**

*Responsible for serving this type of audience including:*

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

*Responsible for providing an array of programs and services to different 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 unprovisionally 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 through:
  - 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 the success of the diverse student populations in the region (including links with the K-12 system, charter schools, etc.).

Mr. McGuinness discussed at length the pros and cons of Alternatives A and B.

### **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 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.
- 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.

### **Pros of Alternative A**

- 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 of Alternative A**

- 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**

This alternative would include all four essential components of 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.

#### **Pros of Alternative B**

- 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 of Alternative B**

- 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.

Mr. McGuinness said NCHEMS considered and rejected the following three other alternatives because they fail in significant ways to meet the criteria:

- Maintain the Status-Quo
- Consolidate and Consolidate Facilities and Administrative Structures to Create a Common Platform for the Three Existing Institutions
- Merge Two Four-Year Institutions without Two Clearly Mission-Differentiated Units and Maintain a Separate Community College

After the presentation, a question and answer session ensued for two hours with members of the Board of Regents asking questions of Dennis Jones, Aims McGuinness, Tom Layzell, and Alvin Schexnider.

#### ADJOURNMENT

There being no further business, the meeting was adjourned at 4:50 p.m.