

Recommendations
of the
Joint Committee on the Master Plan
for
Higher Education
FEBRUARY 1973

PURPOSES AND OBJECTIVES

1. The Legislature shall adopt a statement of legislative intent articulating broad statewide goals for California postsecondary education.

STRUCTURE

2. The University of California shall be the primary academic agency for research. It may provide instruction in the liberal arts and sciences and in the professions of law, medicine, dentistry and veterinary medicine. It shall have the sole authority in public higher education to award the doctoral degree in all fields of learning, except that it may agree with the California State University and Colleges to award joint doctoral degrees in selected fields.
3. The primary function of the California State University and Colleges shall be the provision of instruction for undergraduate students and graduate students - through the Master's degree - in liberal arts and sciences, in applied fields and in the professions. Two-year programs in agriculture are authorized subject to the provisions of the Donahoe Act. The doctoral degree may be awarded jointly with the University of California or with a private institution of postsecondary education accredited by the Western Association of Schools and Colleges, provided the program is authorized through the procedures established for new program approval.* Faculty research is authorized to the extent that it is consistent with the primary function of the California State University and Colleges and the facilities provided for that function.
4. Public community colleges shall offer instruction through but not beyond the 14th grade level. This instruction may include but shall not be limited to programs in one or more of the following categories: (1) standard collegiate courses for transfer to other institutions; (2) vocational and technical fields leading to employment; and (3) general or liberal arts courses. Studies in these fields may lead to the Associate in Arts or the Associate in Science degree.
5. Differentiation of segmental function shall not preclude intersegmental cooperation when such cooperation can: (1) enhance the achievement of the institutional missions shared by the segments; (2) enable public and private postsecondary education to more effectively meet the educational needs of a geographic region; and (3) provide more effective planning of postsecondary education on a statewide basis.

*See Recommendation #21(g)

Structure - continued:

6. The University of California and the California State University and Colleges should extend the principle of differentiation to campuses within their systems. The four-year segments should develop missions for their several campuses with more specificity and delineation than "general campus" and "statewide program".

GOVERNANCE

7. The Board of Regents of the University of California and the Board of Trustees of the California State University and Colleges shall each consist of twenty-two voting members and two non-voting members.
- a) The Governor, Lieutenant Governor, Speaker of the Assembly, and Superintendent of Public Instruction shall continue to be members of both boards.
 - b) The President of the University of California and the Chancellor of the California State University and Colleges shall continue to be members of their respective boards.
 - c) An alumni representative shall continue to serve on the Board of Regents and shall be added to the Board of Trustees.
 - d) Sixteen public members shall be appointed in accordance with Recommendation #9.
 - e) A peer-selected faculty member and peer-selected student shall be non-voting members, with the right of full participation in all sessions.
 - f) The representation of the Mechanics Institute and the State Board of Agriculture on the Board of Regents shall be eliminated.
8. The Board of Governors of the California Community Colleges shall consist of seventeen voting members and two non-voting members.
- a) Sixteen public members shall be appointed in accordance with Recommendation #9.
 - b) One alumni representative shall be added to the board as a voting member.
 - c) A peer-selected faculty member and peer-selected student shall be non-voting members with the right of full participation in all sessions.
9. Appointed governing board members of the three segments of higher education shall be selected by the Governor from a list of five to ten persons submitted for each vacancy by a nominating committee.
- a) The nominating committee shall be composed of:
 - (1) the Chief Justice of the California Supreme Court (Chairman)

Governance - continued:

- (2) the Speaker and Minority Leader of the Assembly
 - (3) the President Pro-Tem and Minority Leader of the Senate
 - (4) the chairman of each segmental governing board
 - (5) an alumni representative from each segment
 - (6) a peer-selected faculty member from each segment
 - (7) a peer-selected student from each segment
- b) Committee members designated in a) 4-7 above shall vote only on nominations for their own segmental board.
10. Senate confirmation of governing board members shall be eliminated.
 11. Governing boards shall be broadly and equitably representative of the general public including ethnic minorities and women.
 12. Terms of appointed Regents, Trustees, and members of the Board of Governors shall be eight years.
 13. The Legislature shall provide conflict of interest and disclosure provisions for members of segmental governing boards.
 14. A non-voting student and faculty member shall be added to the governing board of each community college district. These representatives shall be peer-selected and shall have the right of full participation in all sessions.
 15. The fundamental relationships between state government and the University of California and the California State University and Colleges shall be maintained.
 - a) The constitutional autonomy of the University of California shall be preserved. The powers of the Regents shall remain as now specified in the California constitution except with respect to admissions policies* and student charges**.
 - b) Constitutional recognition shall be extended to the California State University and Colleges. The powers of the Board of Trustees shall remain the same and shall continue to be determined by the Legislature.
 16. The Legislature should suggest that the University of California, the California State University and Colleges and community college districts with three or more campuses conduct pilot experiments with local governing boards.

* See Recommendation #36

** See Recommendation #49

COORDINATION AND PLANNING

17. The "master plan" approach shall be abandoned in favor of a continuous planning process which includes:
 - a) Legislative guidelines regarding goals, social needs and general missions of the segments
 - b) Continuous planning by a postsecondary education commission
 - c) Reevaluation of the planning process at ten-year intervals by the Legislature.
18. The Coordinating Council for Higher Education shall be abolished.
19. There shall be a Postsecondary Education Commission created, with constitutional status.
 - a) The Legislature shall have broad powers to determine the membership, powers and functions of the Commission.
 - b) Members of the Commission shall not be employees of any institution of postsecondary education.
 - c) The Commission shall be selected so as to be broadly and equitably representative of the population at large.
 - d) The professional staff of the Commission shall be exempt from civil service regulations.
20. The Commission shall be composed of:
 - a) Twelve (12) public members:
 - (1) six appointed by the Governor for six-year terms
 - (2) three appointed by the Speaker of the Assembly for six-year terms
 - (3) three appointed by the Senate Rules Committee for six-year terms
 - b) Seven institutional representatives:
 - (1) the Chairman of the University of California Board of Regents or a regent designated by him
 - (2) the Chairman of the California State University and Colleges Board of Trustees or a trustee designated by him
 - (3) the Chairman of the California Community Colleges Board of Governors or a member designated by him
 - (4) a representative of non-profit independent higher education, appointed by the Governor for a six-year term, upon the advice of an organization representative of those institutions
 - (5) the Chairman of the State Board of Education or a member designated by him
 - (6) the Chairman of the California Advisory Council on Vocational Education and Technical Training

- (7) a representative of proprietary education, appointed by the Governor for a six-year term, upon the advice of an organization representative of those institutions.

21. The Postsecondary Education Commission shall have these functions:

- a) Prepare a five-year state plan for postsecondary education, this plan shall integrate the planning efforts of the public segments as well as regional plans. Conflicts or inconsistencies among segmental plans shall be resolved by the commission in consultation with the segments. If such consultations are unsuccessful, the Commission shall report the unresolved issues to the Legislature with recommendations for resolution.
- b) Update the state plan annually
- c) Report annually to the legislative and executive branches as to whether segmental operating and capital budgetary requests are compatible with the state plan
- d) Act as the official state clearinghouse for postsecondary education information and as the primary source of information for the Legislature, the Governor and other agencies, and develop a comprehensive data base insuring comparability of data from diverse sources
- e) Require the public institutions of postsecondary education to submit data on matters pertinent to effective planning and coordination
- f) Establish criteria for state support of new and existing programs, in consultation with the public segments, the Department of Finance and the Legislative Analyst
- g) Review segmental proposals for new programs and make recommendations regarding funding to the Legislature. (The Legislature shall adopt a statement of intent not to fund new programs unless favorably reviewed by the Commission.)
- h) Establish a schedule for review of existing programs (certain "core" and experimental programs may be exempted by mutual consent), in consultation with the segments; evaluate the program review processes of the segments, and report to the Legislature
- i) Determine the need for and location of new campuses of public higher education. (The Legislature shall not authorize or acquire sites for new institutions of higher education unless recommended by the Commission.)
- j) Approve changes in admissions policies of the University of California and the California State University and Colleges and of individual campuses within those segments. (The Legislature shall assume control over admissions policies of all segments and delegate this control to the Commission.*)
- k) Develop criteria for evaluating the effectiveness of all aspects of postsecondary education, whenever possible basing evaluation criteria upon qualitative and quantitative programmatic outcomes

* See Recommendation #36

- l) Maintain a current inventory of all off-campus programs and facilities for education, research or community service operated by public and private institutions or postsecondary education
 - m) Conduct studies of projected manpower supply and demand, in cooperation with appropriate state agencies; disseminate the results of such studies to public and private institutions of postsecondary education
 - n) Prepare and transmit to the Legislature a plan for the formulation of regional postsecondary education councils throughout California*
 - o) Serve as a stimulus to the segments and institutions of postsecondary education by projecting and identifying segmental and educational needs and encouraging adaptability to change
 - p) Develop and periodically review guidelines for adult and continuing higher education
 - q) Exercise such other responsibilities as are recommended in this report.**
22. The Commission shall be designated the "State Postsecondary Education Commission" under Section 1202 of the Education Amendments of 1972, with the following functions and powers:
- a) Comprehensive statewide planning for postsecondary education (all functions and duties delineated in Section 1203 of the Education Amendments of 1972)
 - b) Statewide planning for and establishment of an advisory council on community colleges (all functions and duties in relation to Title X, A and B of the Education Amendments of 1972)
 - c) All functions and duties in relation to the Higher Education Facilities Act of 1963, Titles I and IV as amended, and Title I (Continuing Education) of the Higher Education Act of 1965 as amended
 - d) Commenting to the Secretary of Health, Education and Welfare on proposals for the improvement of postsecondary education (the reviewing and recommending functions required by Section 404 (b) of the Education Amendments of 1972)
 - e) Affirming when appropriate that an institution of higher education applying for federal emergency assistance is in distress (the functions and duties required of "the appropriate State agency" as designated in Section 122 (b) (2) of the Education Amendments of 1972).

*See Recommendation #'s 37 & 38

**See Recommendation #'s 33, 40, 41, & 43

23. The Commission shall be designated the agency responsible for fiscal management and administration of federal aid for community colleges and occupational education under Section 1055 of the Education Amendments of 1972.
- a) This agency shall be charged with the sole administration of the plans for occupational education developed by the 1202 Commission (Title X-B).
 - b) To aid in the administrative and fiscal duties imposed by Title X-B on the 1055 agency, the Commission should establish a panel of such persons from the postsecondary community as it deems appropriate. (Section 1055 requires the continued use of the existing State Advisory Council on Vocational Education with the same responsibilities as provided in the Vocational Education Act of 1963).
24. The Postsecondary Education Commission and central offices of all public segments of postsecondary education shall be located in Sacramento.
25. Each house of the Legislature shall improve its policy staff capacity in postsecondary education.

ACCESS AND RETENTION

26. The Legislature shall reaffirm the commitment of the State of California to provide an appropriate place in California public higher education for every student willing and able to benefit from attendance.
27. A major goal of California for the remainder of the 1970's shall be to insure that considerations of quality early schooling, ethnic grouping, family income, geographic location, and age no longer impede the access of any citizen who can benefit from higher education.
28. By 1980, each segment of California public higher education shall approximate the general ethnic, sexual and economic composition of the state.
- a) Each segment shall prepare a plan for achieving this objective and report annually to the Postsecondary Education Commission on its progress. The Commission shall integrate and transmit the reports to the Legislature with comments and recommendations.
 - b) This goal shall be achieved by provision of additional student spaces and not by the rejection of any qualified student.
 - c) Institutions located in areas with concentrations of persons who have not had access to higher education in the past shall have a special responsibility for achievement of this goal.

29. The following admissions criteria shall be adopted:

- a) The California Community Colleges shall continue to accept all applicants who are high school graduates and all adults who can benefit from the instruction offered.
- b) The California State University and Colleges shall select first time freshmen from among the 33 1/3% of high school graduates most capable of benefiting from the instruction offered.
- c) The University of California shall select first time freshmen from among the 12 1/2% of high school graduates most capable of benefiting from the instruction offered.
- d) Both the California State University and Colleges and the University of California shall have the flexibility to utilize different criteria for admitting up to 12 1/2% of their freshmen classes.
 - 1) to meet the objective specified in Recommendation #28
 - 2) to conduct controlled experiments designed to identify those students who are most capable of profiting from their instructional programs
- e) Each segment shall report annually to the Legislature through the Postsecondary Education Commission on the utilization of the 12 1/2% flexibility.
- f) The criteria set forth in this recommendation shall not necessarily be applied to innovative programs designed to serve adults beyond the normal age of college attendance.
- g) The segments and/or institutions of higher education may with the approval of the Postsecondary Education Commission alter the admissions criteria established in b, c, and d above. The conditions which might justify alteration include:
 - 1) new knowledge based upon controlled experiments, carried out within the segments, which might provide a new basis for trageting students most likely to profit from instruction offered
 - 2) capacities of segments and institutions
 - 3) the needs of a geographic area
 - 4) the programs of a specific institution.
- h) Admissions criteria within the parameters specified in these recommendations need not be applied uniformly within each segment. The criteria are sufficiently flexible to allow for and encourage diversity of student mix within multicampus systems.

30. To facilitate the transfer of qualified students from two-year to four-year colleges and universities:
 - a) The University of California and California State University and Colleges shall continue to maintain a ceiling of 40% lower division students (we intend this to be a ceiling, not a floor; a campus may fall below 40% or even eliminate the lower division if circumstances justify).
 - b) Transfer students who were eligible for admission as freshmen to a four-year segment and who have maintained satisfactory academic standing shall continue to be eligible for admission at any undergraduate level to that segment.
 - c) Each campus within the four-year segments of public higher education shall implement measures to insure that upper division transfer students receive parity in admissions and course enrollments with previously enrolled students.
 - d) The Postsecondary Education Commission shall assume full responsibility for coordinating transfer procedures among the public segments of California higher education.
31. The University of California and the California State University and Colleges shall develop a common undergraduate applications system similar to that used by each segment internally.
 - a) There shall be a single application form and fee for all four-year public institutions.
 - b) The applicant shall designate the institutions of his choice amongst the campuses in both segments.
32. Fee structures, admissions policies, and financial aids policies and programs shall eliminate discrimination against part-time students and students choosing to combine education with other experiences such as work or travel, by "stopping in" and "stopping out."
33. The state shall establish on an experimental basis (piloted for five years) independent postsecondary education counseling centers in several urban areas.
 - a) These centers shall offer college opportunity information and counseling to any potential applicant.
 - b) Counseling shall include information on proprietary schools and vocational education opportunities, as well as higher education.
 - c) The centers shall provide continually updated information for high school counselors responsible for college counseling.
 - d) They shall coordinate recruiting and counseling pools among neighboring institutions to facilitate admission of educationally disadvantaged candidates.

- e) The Postsecondary Education Commission shall be responsible for administering, staffing and evaluating these programs.
 - f) Staff shall be employees of the Postsecondary Education Commission.
34. Insofar as the four-year segments use high school achievement as the criterion for freshman admissions:
- a) the high school records used shall normally begin with the 10th year
 - b) methods shall be devised to assess competencies rather than requiring specific high school courses
 - c) when specific courses are required, no student attending high school on a full-time basis shall be required to devote more than two-thirds of his program to fulfilling course requirements.
35. It shall be the policy of the state that a community college be located within reasonable commuting distance of any concentration of potential students.
36. The Legislature shall assume responsibility for the undergraduate admissions policies of the public segments of California higher education, and shall empower the Postsecondary Education Commission to approve changes in segmental or institutional admissions policies.

COOPERATION BETWEEN INSTITUTIONS

37. The Postsecondary Education Commission shall prepare and transmit to the Legislature a plan for establishing regional councils throughout the state; each council shall be composed of community representatives and representatives of each institution within the region.
38. The regional councils shall promote inter-institutional cooperation and comprehensive regional planning. Specific functions shall include:
- a) determining total demand, present and projected, for postsecondary education in each region
 - b) determining availability of public and private resources to meet demands for postsecondary education
 - c) finding methods for effectively utilizing or increasing educational resources
 - d) developing policies and procedures for the cross-registration of students and sharing of faculty and facilities
39. Regional planning shall have high priority in the use of federal grants for comprehensive statewide planning.

NEW DIRECTIONS

40. The state shall establish a fourth segment of California public post-secondary education.

a) Responsibilities shall include:

- 1) developing and submitting to the Postsecondary Education Commission and the Legislature a state plan for extended forms of higher education. The purpose of such a plan is to: coordinate the segmental efforts, statewide and regionally; provide for development of new programs when there are needs unmet by the other statewide segments; and establish policies and procedures in such areas as funding, admissions, and financial aids
- 2) awarding credits on the basis of experiential learning and equivalency tests
- 3) maintaining a credit bank for persons who accumulate academic credit through several channels: postsecondary institutions, work experience, tests
- 4) awarding degrees
- 5) developing and implementing alternative delivery systems including individualized and independent study

b) This segment shall consist of a minimum of administrative staff and faculty but shall have no campuses.

c) The Postsecondary Education Commission shall develop a plan for implementation of this proposal, including governance mechanisms for the new segment.

41. The Postsecondary Education Commission shall study the proposal for an institution operated by non-academic professionals and report to the Legislature on the need, feasibility and costs.

42. Each public institution of higher education in the state should re-deploy 1 - 3% of its annual operating budget for the purposes of supporting innovative programs.

43. The Legislature shall establish a fund to support innovation in post-secondary education.

a) The fund shall be supported at the level of 3% of the annual state operating budget for postsecondary education.

b) It shall be utilized to support: innovative proposals for providing educational services to new clientele; new curriculum and pedagogy; greater cost effectiveness and productivity.

- c) Individuals or institutions in non-profit postsecondary education shall be eligible for grants.
- d) A minimum of 10% of each grant shall be used for evaluation and dissemination of results.
- e) No project shall be supported by this fund for more than three years.
- f) The Postsecondary Education Committee shall develop and submit to the Legislature a plan for administering the innovation fund.

INDEPENDENT HIGHER EDUCATION

- 44. California's independent colleges and universities shall have representation on the Postsecondary Education Commission*
- 45. The Legislature shall urge California's independent institutions to participate (voluntarily) in the state programs for interinstitutional cooperation and regional consortia.
- 46. The Legislature shall expand existing student financial assistance programs which allow the student to utilize his aid at independent institutions.**
- 47. Any additional financial aid to independent institutions shall be channeled through the student.
- 48. The Postsecondary Education Commission shall annually report, with recommendations, to the Legislature and Governor regarding the financial conditions of independent institutions, their enrollment and application figures, the number of student spaces available, and the respective cost of utilizing those spaces versus providing additional public spaces.

FINANCING

- 49. The Legislature shall assume jurisdiction over all student charges in the public segments.
- 50. Allocation bases shall be established as follows for state student financial aids programs:
 - a. The State Scholarship Program shall be funded at a level of 5 percent of high school graduates. This program shall be increased at an annual rate of .5 percent until the 5 percent level is achieved.
 - b. The College Opportunity Grants Program shall be funded at a level of 1 percent of high school graduates.

*See Recommendation #20

**See Recommendation #50

- c. The Educational Opportunity Program shall be funded at a level of 5 percent of full time equivalent enrollments, average daily attendance, excluding adult education, and an average of \$500 per award.
 - d. The Occupational Education Training Grant Program shall be funded at a level of .5 percent of high school graduates.
 - e. The Graduate Fellowship Program shall be fully funded at the currently authorized level of 2 percent of AB degrees and recipients shall be limited to four renewals.
 - f. The Legislature shall fund the above programs jointly. Funds shall be appropriated to the State Scholarship and Loan Commission. The Commission shall allocate the EOP money to campuses on the basis of need, except that no institution shall receive a level of support less than 2 percent of full-time students. The funding level shall average \$500 per award. The Commission shall administer other programs as at present.
51. The following proposals for increasing educational productivity and cost effectiveness should be considered carefully by each institution of higher education:
- a. acceleration of certificate and degree programs where consistent with educational quality
 - b. creating new graduate programs only under exceptional circumstances of student demand and societal need
 - c. greater use of advanced placement and challenge examinations
 - d. interinstitutional and intersegmental cooperation, including sharing of facilities, faculty and concurrent enrollment of students
 - e. continued review by the public segments of the feasibility of cooperative arrangements as a major criterion in the capital review process
 - f. greater use of technology, particularly tapes, television, and other media which are conducive to student self-paced learning and educational flexibility
 - g. development of methods to encourage cost effectiveness at all levels, but particularly among the faculty (There should be incentives such as additional funds for innovation from savings achieved. This will require the cooperation of faculty, administrators, and state government.)
 - h. improvement of management techniques and information systems, including the development of capacity to compare costs and results of comparable programs

- i. development of an outcomes approach to budgeting for post-secondary education
 - j. utilization of all available academic and non-academic facilities on and off campus
 - k. continued efforts to maximize facility utilization including evenings and weekends
 - l. provision of adequate support services to faculty to insure that their time and energies are freed for teaching and/or research
 - m. improvement of the transfer processes to insure removal of unreasonable barriers, particularly between two-year and four-year institutions, and to avoid repetition of courses covering similar material
 - n. improved programmatic articulation with high schools to avoid unnecessary repetition of subject matter
 - o. continuing review of the feasibility of year-round operation
 - p. early admission of advanced high school students
 - q. careful and vigorous monitoring of the growth of administrative staffs, particularly in the segmental central offices.
52. Besides the students who use the formal instructional services of public higher education, there are others who receive a wide range of services including such diverse activities as basic and applied research, studies, consultation, data accumulation and analyses, and entertainment. Systematic data on policies and practices in these public service areas are not now available, but it is possible that full cost is not being charged for all these services. Each public segment shall conduct careful analyses of such costs and adopt a full-cost pricing policy.
53. Except in unusual circumstances, the budgeting and auditing methods of state government should emphasize program budget review and approval and programmatic accountability. Line-item budgeting and auditing creates inflexibility and hinders the development of accountability based upon educational outcomes.
54. System offices of the segments should not inflexibly apply the funding formula developed for the segments to subunits of individual campuses. Each segment should develop and implement administrative means for providing to each campus the broadest flexibility of operation consistent with responsible management.
55. Funds derived from tuition and other student charges shall not be used for the financing of construction of physical facilities for instructional purposes.
56. The state shall make every effort to achieve parity in faculty compensation between the University of California and the California State University and Colleges.