

12-1966

A Master Plan for Higher Education in Illinois: Phase II Extending Educational Opportunity

Illinois Board of Higher Education

Follow this and additional works at: <http://opus.govst.edu/anniv>

Recommended Citation

Illinois Board of Higher Education, "A Master Plan for Higher Education in Illinois: Phase II Extending Educational Opportunity" (1966). *University Anniversaries & Historical Documents*. Paper 34.
<http://opus.govst.edu/anniv/34>

This Article is brought to you for free and open access by the University Archives at OPUS Open Portal to University Scholarship. It has been accepted for inclusion in University Anniversaries & Historical Documents by an authorized administrator of OPUS Open Portal to University Scholarship. For more information, please contact opus@govst.edu.

**ILLINOIS BOARD
OF HIGHER EDUCATION**

Members

Ben W. Heineman, Chicago, Chairman
Milburn P. Akers, Chicago
Conrad Bergendoff, Rock Island
Howard W. Clement, Des Plaines
John A. D. Cooper, Evanston
Kenneth L. Davis, Harrisburg
Frank F. Fowle, Winnetka
George S. Harris, Chicago
Fred W. Heitmann, Jr., Glenview
Mrs. Auguste C. Hershey, Alton
Ray Page, Springfield
Richard Stengel, Rock
Paul Stone, Sullivan

Alternates

Wayne A. Johnston, F
Melvin C. Lockard, Mc
Maurice B. Mitchell, La
W. I. Taylor, M.D., Car

Staff

Lyman A. Glenny, Exec
Arthur D. Browne, Ass
Keith W. Smith, Associ

300 East Monroe Stree
Springfield, Illinois 627



ILLINOIS STATE LIBRARY
SPRINGFIELD

I378 I29m 1966 C.3
Illinois. Board of Higher Education.
A master plan for higher education

A MASTER PLAN for higher education in Illinois

PHASE II - Extending Educational Opportunity



Board of Higher Education
300 East Monroe Street
Springfield, Illinois

December, 1966
7416848

MASTER PLAN ADVISORY COMMITTEES

Citizens Advisory Committee

Carlyle E. Anderson, Evanston
Edwin C. Berry, Chicago
Mrs. Sherret Chase, Sycamore
Nathan T. Elliff, Pekin
John M. Fewkes, Tinley Park
Vernon L. Heath, Robinson
Mrs. Marshall Holleb, Chicago
Gordon M. Jones, Evanston
Edward E. Lindsay, Decatur
C. Virgil Martin, Chicago
Paul E. Mathias, Bloomington
James C. Worthy, Chicago

William McKnight, Bloomington
(Chairman)
Vernon L. Nickell, Springfield
Clair M. Roddewig, Chicago
Rt. Rev. Msgr. James A. Suddes,
Alton
Elizabeth A. Schilling, Mattoon
Marvin W. Swaim, Alton
Bernice T. Van der Vries, Evanston
Vernon M. Welsh, Chicago

Faculty Advisory Committee

Gerald M. Almy, University of Illinois
John Bennett, Rockford College
Harold Berlinger, Illinois Teachers College Chicago-No.
Vernon W. Brockmann, Illinois Teachers College Chicago-So.
Lewis D. Dobbs, Centralia Junior College
Rudolph Edmund, Augustana College
Eric W. Fielitz, Triton College
John S. Gerrietts, Loyola University
William T. Going, Southern Illinois University
Donald D. Hanson, University of Illinois, Chicago Circle
Warren Harden, Illinois State University
Robert Haverkamp, Central YMCA Community College
Merle Kauffman, Bradley University (Chairman)
Edwin R. Whitehead
Illinois Institute of Technology

Charles Leslie, Northern Illinois University
Robert L. Letsinger, Northwestern University
Ralph M. Marty, McKendree College
Martin H. McIntyre, Western Illinois University
James G. Miller, Chicago City Junior College
Willis Moore, Southern Illinois University
Adrian M. Ostfeld, University of Illinois
William C. Rife, North Central College
Ethel Seybold, Illinois College
Glen Smith, Millikin University
Douglas R. Stevens, Black Hawk College
George H. Watson, Roosevelt University
Robert White, Eastern Illinois University

Presidents Advisory Committee

President Lloyd M. Berthoff, Illinois Wesleyan University
President Paul McKay, Millikin University
The Rev. Father John Cortelyou, President, DePaul University
President F. Joseph Mullin, Shimer College
President Robert G. Bone, Illinois State University
President David D. Henry, University of Illinois
President Quincy Doudna, Eastern Illinois University
President Leslie A. Holmes, Northern Illinois University
President A. L. Knoblauch, Western Illinois University
President Delyte W. Morris, Southern Illinois University
President Raymond Dooley, Lincoln College
President Clifford Erickson, Rock Valley College (Chairman)

Milburn P. Akers, Executive Director, The Federation of Independent Illinois Colleges and Universities
Dr. F. H. McKelvey, Executive Officer, Board of Governors of State Colleges and Universities
President Sharvy G. Umbeck, Knox College
President Jerome Sachs, Illinois Teachers College Chicago-No.
President Karl O. Olsson, North Park College
Oscar Shabat, Executive Director, Chicago City College
President Gordon Michalson, MacMurray College
Dean Albert Martin, Bloom Community College
Dr. Eldon Lichty, Office of Superintendent of Public Instruction

MASTER PLAN STUDY COMMITTEES

L—Institutional Size and Capacity

John E. Burns, DePaul University
Leo Cohen, Southern Illinois University
Robert Cole, Illinois Association of School Boards
Francis Geigle, Northern Illinois University
Robert J. Havighurst, University of Chicago
Mrs. Leon Lamet, American Association of University Women

Norman Parker, University of Illinois, Chicago Circle (Chairman)
Vernon C. Pohlmann, Illinois State University
Asa Ruyle, Eastern Illinois University
Dr. Harry L. Wellbank, Sears National Director of Training
Jeremy Wilson, Northwestern University

M—Demography and Location

William Beadles, Illinois Wesleyan University
James F. Cox, Jr., Illinois Council for Branch Banking
Eleanor Gilpatrick, University of Illinois
Joseph Mullin, Shimer College
Edmund Murphy, University of Chicago
Dennis O'Harrow, American Society of Planning Officials

N—Governing Structure

Carlyle Anderson, Evanston
James Broman, Illinois State Chamber of Commerce
Roald Campbell, University of Chicago
Hobart Heller, Eastern Illinois University
Ralph Johns, Chicago
Robert W. MacVicar, Southern Illinois University

O—Programs and Experimentation

Robert Blackburn, Shimer College
Hyman Frankel, Southern Illinois University
Bowen M. Heffner, Chicago Metropolitan Mutual Assurance Co.
Allen S. Hussey, Northwestern University
C. Leplie Kanatzar, MacMurray College (Chairman)
Sister Mary Ann Ida, Mundelein College

Robert E. T. Roberts, Roosevelt University
George Ricks, Chicago City School System
Father Joseph Small, Loyola University
Clarence Stephens, Southern Illinois University (Chairman)
Lewis Wetmore, Planning Commission, City of Chicago

William McKnight, Bloomington
Russell Neil Sullivan, University of Illinois
Russell Whitesel, Northern Illinois University
James Worthy, Chicago (Chairman)

Hans Mauksch, Illinois Institute of Technology
Charles McIntyre, University of Illinois
Byron Riegel, G. D. Searle Company, Chicago
Jerome Sachs, Illinois Teachers College Chicago—North
J. Henry Sather, Western Illinois University
Frank Spencer, Chicago Representative, United Press International

P—Scholarship and Financial Aids

Joseph Boyd, State Scholarship Commission
Dorothy Donald, Monmouth College
Kenneth L. Edwards, Belleville Junior College
Mrs. Irvan Galvin, Chicago Congress of Parents & Teachers
E. Erie Jones, Chicago (Chairman)
Mrs. Carol K. Kimmel, Illinois Congress of Parents & Teachers

Arthur B. Knight, Chicago
Robert A. McGrath, Southern Illinois University
E. E. Oliver, University of Illinois
Edward Stout, DePaul University
Robert H. Zeller, Office of Superintendent of Public Instruction

CONTENTS

<i>Master Plan Advisory Committees</i>	ii
<i>Master Plan Study Committees</i>	iii
INTRODUCTION	1
The Original Master Plan.....	3
Continuing Objectives	4
The New Study	5
PHASE II PLAN	7
Highlights	9
CHAPTER 1 — <i>Extending Educational Opportunity Through</i> ADDITIONAL INSTITUTIONS	
A. Recommendations	11
New Institutions	11
Enrollment Policies	12
B. Comment	13
Urgency of Action	13
New Institutions Needed	14
Enrollments	15
Lack of Educational Opportunity.....	17
Need for Graduate Education.....	19
Junior College Expansion	21
Expansion of Nonpublic Colleges and Universities	22
Location of New Colleges.....	28
Policies for Commuter Institutions.....	31
Admission Standards and Enrollment Ceilings.....	32

CHAPTER 2 — *Extending Educational Opportunity Through PROGRAMS AND EXPERIMENTATION*

A. Recommendations	33
Extending Library Resources	33
A Graduate Center	33
Instructional Resources Consortium	34
Inner-City Educational Councils	35
B. Comment	35
Extending Library Resources	35
Graduate Centers	36
Regional Centers for Instructional Resources	38
Education of the Disadvantaged	39

CHAPTER 3 — *Extending Educational Opportunity Through STUDENT FINANCIAL AID*

A. Recommendations	42
A Proposed Grant Program	42
Development of a Plan	43
Funding	44
B. Comment	44
Broadening the Student Aid Program	44
A Proposed Grant Program	47
A Plan for Coordination	49

CHAPTER 4 — *Accommodating Future Growth Through GOVERNING STRUCTURE*

A. Recommendations	52
Junior College Systems	52
Governance of Higher Education	52
Planning and Governance of New Colleges	53
Illinois Board of Higher Education	53
B. Comment	54
Historical Development	54
Urgency of Change	55

A Plan for a System of Systems	56
One New System	57
Coordination of the Systems	58

CHAPTER 5 — *Accommodating Future Growth Through STATE FINANCING OF HIGHER EDUCATION*

A. Recommendations	61
Operating Costs	61
State Support of Junior Colleges	61
Charge-Back Plan	61
State Support of Senior Colleges	61
Capital Construction Costs	62
Emphasis on Commuter Institutions	62
Schedule of Construction 1967-1973	62
Limited Construction for Lower-Division Enrollment	63
Space Utilization Standards	64
B. Comment	64
Operating Costs	64
Capital Costs	65
Relation of Size to Cost	65
Other Costs	67

INTRODUCTION

THE ORIGINAL MASTER PLAN

Since its inception in 1961, the Board of Higher Education has placed primary emphasis on planning activities. Following the injunctions of its enabling statute, the Board launched a comprehensive study to point the directions of higher education development in Illinois to 1975 or later. From early 1962 until July 1964, the Board and its staff, together with scores of special advisors and voluntary groups, intensively worked on the Master Plan which was submitted to the 1965 General Assembly.

The overall objective of the Master Plan was to expand educational opportunity in Illinois to serve rapidly growing enrollments and do so in an efficient and economical fashion. It sought to achieve its objective through the preservation of diversity, promotion of flexibility and adaptability, and prudent financial determination of priorities.

As the Plan materialized, it proposed an extensive number of significant changes. Among them were:

- increased emphasis upon the development of commuter colleges and universities to serve students unable to leave home to attend college,
- provision of state subsidy sufficient to motivate local citizen groups to organize junior colleges which would meet certain qualitative standards,
- organization of a junior college board to coordinate the state-wide development of two-year colleges,
- promotion of technical and semi-technical programs, primarily in junior colleges,
- renewed emphasis upon the development of graduate and research programs at the universities,
- broadened scope and funding of student aid programs,
- revision of the Higher Board's enabling act to change its membership and strengthen its powers, and
- studies of many unresolved problems of educational development.

This initial effort of the Board, published under the title of *A Master Plan for Higher Education in Illinois* in July, 1964, pointed in directions toward which the state has taken giant strides. The 74th General Assembly, upon receipt of the Plan, unanimously enacted twenty-seven bills to implement its recommendations. Most important was passage of the Public Junior College Act and the organization of the Illinois Junior College Board which is now coordinating the build-up of community colleges throughout the state. During its first year of operation, the board approved 23 Class I junior colleges with the prospect that ultimately 40 or more junior college districts will blanket the state.

Other changes have occurred as the result of the initial Master Plan Study. State scholarships have doubled in number to provide more opportunity for college attendance. A state guaranteed loan program was authorized and funded. The Chicago Teachers Colleges were transferred to the state for governance. The former Teachers College Board was given a new name. Membership on the Board of Higher Education was broadened by including the chairman of the Illinois Junior College Board and, at the same time, trimmed down by reducing institutional membership on the Board to governing board chairmen.

CONTINUING OBJECTIVES

Master planning is necessarily a continuous process. A large complex of social institutions is not easily moved. Indeed, resistances appear to compound with each proposed change. The net result is that revisions and modifications must be proposed and considered in a planned series of stages so that, step by step, progress can be sure-footed.

The initial Master Plan provided both thrust and direction to guide statewide higher education, but it necessarily left many perplexing questions and issues for later determination. No sooner were its recommendations accepted by the General Assembly in 1965 than the Board began discussion of the next planning phase. The Board focused on several policy questions which would continue initial efforts to provide widespread educational opportunity for the young people of the state. Such policy questions as the following were proposed:

1. How should commuter opportunities be expanded for college students seeking bachelor's and advanced degrees?
2. What factors should be considered in locating new degree granting institutions?
3. What planning of institutional size is necessary for the most efficient distribution of enrollments among the public universities?
4. What is the best arrangement, or optimum structure, for governing higher institutions in Illinois?
5. What is the most appropriate type of organization for coordinating higher education in the state?
6. If the present Board of Higher Education is retained, in what ways should its operations be improved?
7. What innovative and experimental programs should be considered for higher education instruction and/or services?
8. How can educational opportunities be extended through state scholarships and financial aids?
9. How can the student's freedom in choice of institutions be increased?

THE NEW STUDY

Shortly after the 74th legislative session, the Board of Higher Education launched into another intensive series of planning studies to search for answers to some of the aforementioned policy questions. To pursue this task, in the fall of 1965 it developed a design for the second phase of the Master Plan and organized five inter-institutional study committees, patterned after the effective organizational setup for the previous Master Plan.* The committees were designated as follows:

- Committee L — Institutional Size and Capacity
- Committee M — Demography and Location
- Committee N — Governing Structure
- Committee O — Programs and Experimentation
- Committee P — Scholarships and Financial Aids.

Each of these committees was provided a list of policy questions related to its area of inquiry and charged with responsibility for

* All study committees of the Board are composed of experts drawn from both public and nonpublic colleges and universities plus a small number of lay persons with broad interests in higher education.

recommending policies which would resolve these problems. Each committee held from seven to eleven meetings from December 1965 to June 1966. The committees submitted findings and recommendations on June 1, 1966. These reports were then referred to three advisory committees, composed respectively of citizens, faculty, and college and university presidents, for review and recommendations. All of these reports—the five technical committee reports and the three advisory committee reports—together with staff recommendations were then submitted to the Board of Higher Education for consideration at its meeting of September 12-13, 1966.

The Board directed that public hearings be held on the staff proposals for Phase II. Hearings were held in Normal on September 29, DeKalb on October 3, Chicago on October 5, Springfield on October 6, Edwardsville on October 10 and Urbana on October 11. One or more Board members were present at each hearing. A Board member presided at each hearing.

All told, 80 people testified at the hearings and, in addition, scores of letters were received endorsing all or certain parts as progressive changes in the Plan. The Board received almost universal plaudits at the hearings and in writing for its leadership in planning for higher education in Illinois.

As a result of the hearings, general correspondence, and conferences with the chief officers of many colleges and universities, the staff revised this document. The Board then reacted to the entire study at its meeting on December 5, 1966. Each of the recommendations was discussed and modified to meet Board endorsement. Finally, the Board approved all of the recommendations as they appear herein. The comments remain the sole responsibility of the staff, guided only by Board instructions to make such comments compatible with the tenor of the recommendations.

PHASE II PLAN

Highlights

Phase II of the Master Plan has certain major features that warrant emphasis:

1. It reemphasizes the Master Plan objective of extending educational opportunity in the urban areas of the state where the greatest number of students reside.
2. It recommends planning for additional senior commuter institutions which, to the extent feasible, would be developed to offer programs initially for junior, senior, and first-year graduate students. These institutions would complement the rapidly expanding junior college system and provide minimal competition to the nonpublic colleges and universities.
3. Concentrating future enrollments in commuter institutions is assisted by policies which stabilize lower-division enrollments after 1970 in the state residential institutions. Also, a minimum admission standard for these institutions is proposed.
4. Studies and experimentation are suggested to:
 - a. increase use and availability of library materials among all higher institutions,
 - b. extend graduate education for mid-career professional personnel,
 - c. provide for cooperative creating and sharing of instructional resources, and
 - d. focus efforts of urban schools, junior colleges, and universities on the education of disadvantaged youth.
5. The Plan calls for study of consolidation of state-supported student assistance programs in a central state scholarship agency and recommends increased funding of the present state scholarship program and a new student financial grants program based on need rather than scholarship.
6. It clarifies the powers of the Board of Higher Education in relation to statewide planning and administration of federal grant programs.

7. It proposes a more effective means of governing all existing and new campuses of public colleges and universities by grouping them by function under a system of governing boards.
8. It urges the creation of one new system, "The Board of Regency Universities", for the governance of developing liberal arts universities.
9. It proposes a study to develop plans for aiding junior college districts which meet Class I qualifications but have insufficient tax base to maintain a comprehensive junior college.
10. It estimates the capital construction and operations costs of state supported colleges and universities for the next three biennia in order to provide a basis for financial planning by the Governor and General Assembly.

CHAPTER 1

Extending Educational Opportunity Through Additional Institutions

A—Recommendations

NEW INSTITUTIONS

1. In support of Master Plan policy to emphasize commuter institutions rather than residential colleges to accommodate future enrollments, the state begin in 1967 to plan for additional commuter colleges
 - a. to be located in the Chicago Metropolitan Area and
 - b. to be located in the Springfield Area.
2. To the extent feasible, new colleges authorized be developed to offer programs initially for junior, senior, and first-year graduate students, thus strengthening the role of junior colleges and lessening the impact of new public senior institutions on nonpublic colleges.
3. In planning for new institutions, the state not authorize any institution offering curriculums from freshmen level through the master's degree which does not show capability of achieving a total enrollment of at least 2,500 full-time-equivalent students at the end of the fourth year of operation and 5,000 at the end of the eighth year. The proportionate minimum standards for three-year institutions described in Recommendation #2 be 1,000 in the fourth year and 2,000 in the eighth.
4. The Legislature authorize and appropriate \$5 million to be released by the Office of the Governor for planning and development purposes in relation to the new institutions proposed in Recommendation #1.

The Board of Higher Education in cooperation with governing boards and other advisory groups would:

- a. Study the effect each new institution would have on developing junior college programs and the impact on non-public institutions in areas of possible site location.
- b. With further study, determine the general role and function of the institution most suited to serve the needs of the area in which it is located.
 - 1) Designate the levels of instruction to be offered by the institution in order to support its role and function.
 - 2) Indicate the general area in which the college is to be located.
- c. Establish planned enrollment capacity for the first ten years of operation.
- d. Assign governance and further development of the institution to an appropriate public university governing board.
- e. Request the Governor to release funds to the designated governing board as needed for the particular campus.
 - 1) The governing board use the released funds for site purchase, for preliminary drawings of the over-all campus plan, and for drawings of the initial buildings to be constructed.
 - 2) Localities in which the new campuses are planned be encouraged to donate all or a substantial portion of the land for campus sites. The governing board designated will determine whether or not any land gift offered is appropriate for a campus site, and may accept such site with the approval of the Board of Higher Education.

ENROLLMENT POLICIES

5. All commuter, public senior institutions, those located or to be located in the large urban areas of the state, not provide or approve dormitories for unmarried undergraduate enrollees less than 21 years of age.
6. Effective for the Fall term 1967, and for other terms in the regular academic year 1969-70, only students ranking in the

- upper half of their graduating classes through class standing or by scores on qualifying examinations, or both, be admitted as first-time entering freshmen to state senior colleges and universities. For experimental and special programs this policy may be waived by the institution's governing board to accept during the regular academic year new freshmen applicants of lesser qualification numbering up to ten per cent of the previous Fall term entering freshman class on that campus. Students entering one- and two-year vocational-technical programs offered by senior institutions may be subject to other appropriate standards for the programs offered.
- a. The minimum standard recommended be met by a combination of 1) standing in high school class, 2) scores on qualifying examination or examinations.
 - b. If the number of applicants qualifying for admission is greater than can be accommodated, the institution raise admission requirements to limit enrollments to the number which can be accommodated.
7. In 1970-71, the lower-division enrollments of the presently established public senior institutions be stabilized so that thereafter no permanent additional enrollments (beyond the full-time-equivalent number enrolled in the Fall term of 1970) be permitted in the lower-divisions of these institutions, except that this policy be effective for Chicago Circle Campus, Edwardsville Campus and Illinois Teachers College-North and South at a later date to be determined by the Board of Higher Education.

B—Comment

URGENCY OF ACTION

Immediate planning for the expansion of educational opportunity in Illinois is imperative. The initial Master Plan efforts, set into motion by the 74th General Assembly in 1965, are beginning to meet some of the state's needs, especially for the first two years of college. The expanding junior college system and more scholarships provide new impetus for this level of student. These are essential first steps. The pressing need now is to provide those additional

opportunities necessary to a balanced, comprehensive educational system.

Specifically, the number of senior public institutions, particularly those for commuter students at the upper-division and graduate level should be increased. The Master Plan asserted that, in order to equalize college opportunities, institutions should be within commuting distance, particularly of middle and low income students. Such institutions, by accommodating large numbers of students who would not otherwise be able to complete a college degree, contribute substantially to increased production of manpower and research in developing the state's economic and industrial potential. At the same time, the tax base of the state accelerates upward as these trained graduates take salaried positions much higher than possible without college training.

NEW INSTITUTIONS NEEDED

The Board of Higher Education believes that additional commuter institutions are needed in Illinois, particularly for locations in the Chicago Metropolitan area and the Springfield area. The type of such institutions and their specific locations are questions which remain for further study. The current suggestion is that, whenever feasible, some of these institutions be developed initially as three-year colleges, offering programs for juniors, seniors and first-year graduate students. This type of institution would attract transfer students from junior colleges, in the immediate area, thus effecting a close and complementary relationship with the two-year institutions. A further advantage of the three-year institution is that it offers minimal competition with nonpublic colleges and universities wherein upper-division students represent only 40 per cent of the undergraduate enrollments.

In some localities, other types of institutions may be more functional. Planning studies are necessary to determine the specific types of programs and levels of instruction needed. Therefore, the Board will conduct planning studies to make these determinations prior to recommending the establishment of each new institution.

Immediate planning is required to realize a new campus within five or six years. With legislative authorization in 1967, the planning for program, site and construction plans could be completed by 1969 and initial construction started by 1970. Thus, with timely devel-

opment, the doors of new institutions could be opened in the Fall of 1971 or 1972. With good fortune, the instructional programs would be fully developed in time to meet the needs of transfer students from the rapidly expanding junior college system. By 1980, the junior colleges are estimated to enroll 274,000 students. A substantial per cent of these will transfer to senior level colleges. The proportion of second-year junior college students in the suburban area of Chicago and downstate transferring to four-year institutions ranges from 24 per cent to 74 per cent.* In the City of Chicago the rate is somewhat lower for second-year students but is higher for first-year students than in the suburbs and downstate. Because the same economic and social forces which attract students to junior colleges also motivate their choices of senior institutions, they generally enter low-cost commuter colleges in order to continue living at home. It is obvious, therefore, that action must begin immediately and proceed rapidly to prepare for these thousands of additional students.

ENROLLMENTS

Evidence of need for a more fully developed system of educational institutions in Illinois is abundant.

Number of College-Age Youth

The state and the nation confront a marked increase in the college-age population. The Bureau of the Census recently reported:

“Important shifts in the age structure of the national population are expected in the future as a result of past trends in birth rates. Between now and 1985, the most rapidly growing groups are expected to be those of college-age (18 to 24) and those in the young adulthood (25 to 34).”¹

The same report estimates that the Illinois population, 18 to 21 years inclusive, will increase to 872,000 by 1980, or 151 per cent of

* Data taken from a survey of transfer students in 1965-66 conducted by the staff of the Illinois Junior College Board. The range cited herein excludes one institution with a drastically atypical transfer pattern.

¹ U.S. Department of Commerce, Bureau of Census, Population Estimates: Illustrative Projections of the Population of States: 1970-1985, series p. 25, #326, Feb. 7, 1966.

the number in 1965. Moreover, the expanded population of young persons from 1965 to 1980 will produce more offspring than ever before, and these, in turn, will grow into the ever-expanding college-age population from 1983 until the turn of the century.

Increased College-going Rate

College enrollments are increasing much more rapidly than the college-age population. In other words, college enrollments will continue to rise even in the unlikely event that the number of college-age youth were to become static. For example, from 1950 to 1960, college-age youth in Illinois increased only 2¼ per cent while enrollments increased 39 per cent. No end, but rather an acceleration, is seen throughout the country in the trend for a much greater proportion of youth to attend college. Four important reasons were recently cited by the Senate Committee on Labor for the increase in the college-going rate. The Committee used the report of enrollment projections made by the College Entrance Examination Board for its assessment. The Committee reported that:

- a. In 1970 students will, on the average, remain in higher education 2 years longer than they did in 1960.
- b. The number of women in colleges will be equal to the number of men instead of the 70-30 ratio of 1960.
- c. Graduate enrollments will double by 1971.
- d. Families will send a higher percentage of their children to college.

Many other factors support the trend toward college-going such as the new G.I. Bill, the growing liberalization of government loan and scholarship programs, the greater accessibility of education through junior colleges, the social pressures and economic rewards which motivate more persons to enroll in college, and the increasing economic capability of society to educate its youth.

Illinois Enrollments to 1980

The result of the increased numbers of youth and a rising college enrollment rate is that degree-credit enrollments will increase from 305,000 in Illinois institutions in 1965 to at least 681,000 in 1980.

These projections made by Committee M are extremely conserva-

tive, especially after 1971. The Committee was able to speculate

Year	Total Students	College-going Rate
1960 actual	200,000	41.5
1965 actual	305,000	52.8
1970	472,000	66.6
1975	596,000	73.1
1980	681,000	78.1

on the major factors affecting enrollment projections to 1971, but thereafter it resorted to a conservative enrollment rate of only one-third of the rate estimated for 1966 to 1971. If the Committee had projected enrollments after 1971 at two-thirds the rate of 1966 to 1971, degree-credit enrollments in the state would be 755,000 in 1980 rather than 681,000. Suffice it to say, however, that even the conservative estimate of 681,000 is 123 per cent increase over the 1965 enrollments.

LACK OF EDUCATIONAL OPPORTUNITY

Deficiency in Growth

Illinois is not keeping pace with the nation or other large states in enrollment increases.

1. In rate of enrollment expansion in the period 1962-65 Illinois higher education increased by 32.6 per cent while the national rate was 41.9 per cent.
Deficiency was 9.3 per cent.
2. Public institutions in Illinois increased by 46.4 per cent in the period 1962-65 while the national rate of increase for public institutions was 54.0 per cent.
Deficiency was 7.6 per cent.
3. Nonpublic institutions in Illinois increased enrollments by 17.4 per cent in the period 1962-65. The increase for nonpublic institutions nationally was 22.2 per cent for the same period.
Deficiency was 4.8 per cent.

Hence enrollment increases in nonpublic institutions in Illinois, while lower than the national rate for 1962-65, kept a better relative position to the national trend than did the public institutions.

4. Among the seven largest states the Illinois rate of total enrollment increase in the period 1962-65 was lowest, as indicated in the following data:

States and Increases

California	57.2%
New York	48.4%
Michigan	48.2%
Ohio	37.6%
Texas	36.0%
Pennsylvania	34.2%
Illinois	32.6%

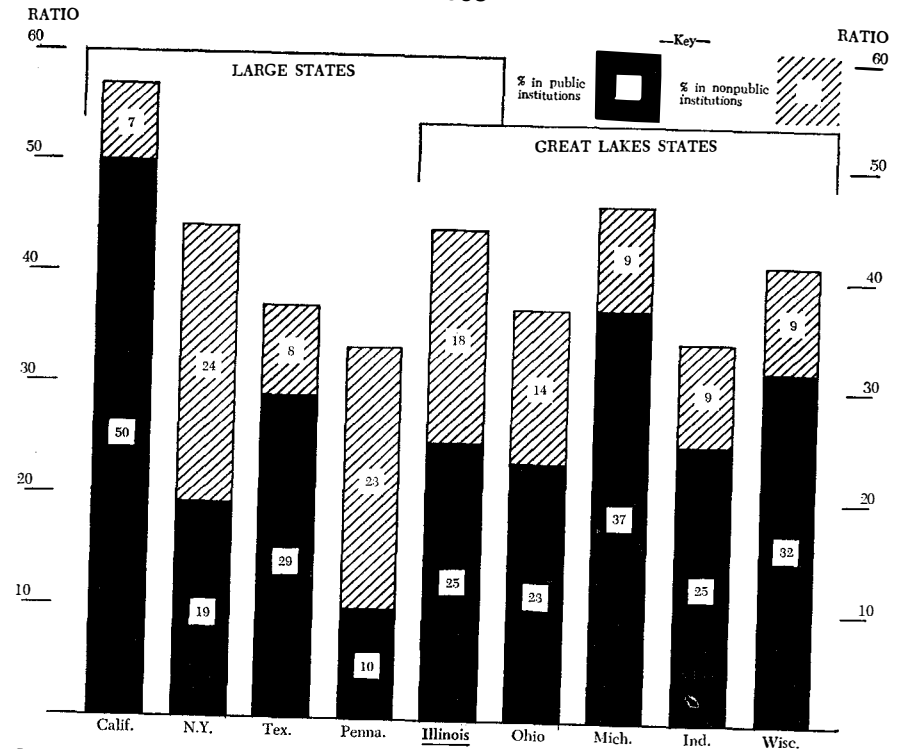
5. Illinois ranked fifth among all states in 18-21 year old population in 1965, but the college-going rate of 18-21 year olds in Illinois (50.63 per cent) ranked 18th among the states.

Student Exodus from Illinois

One in five students now leaves the state for higher education. In 1958, 39,781 students with Illinois residence attended institutions outside the state. In 1963, the number had increased to 56,925, or 22 per cent, of the native Illinois students. (Only 20,796 students from other states came to Illinois, creating a net loss of over 36,000 students.) The fact that 49,000 of the migrating students (86 per cent) enrolled in undergraduate institutions reflects upon the less than optimal availability of appropriate educational facilities in the state. Of the 49,000 undergraduate migrants, 30,434 chose a private college outside Illinois rather than a college in the state. Many migrants attending public institutions were required to pay out-of-state tuition of sufficient amount to have entered a nonpublic institution in Illinois.

The size of the effort within the State of Illinois to accommodate native students, those residing legally within the state, is shown in Figure 1. It may be noted in this figure that the public institutions in Illinois (universities, colleges, junior colleges) provide education for about 25 per cent of the age-group population. This rate is equaled or exceeded by the other Great Lakes States, except Ohio. (It is doubled by California.) On the other hand, the nonpublic institutions in Illinois enroll 18 per cent of the native students, which is

FIGURE 1
Ratio of Native Students at All In-state Institutions to Age Group (18-21) Population 1965



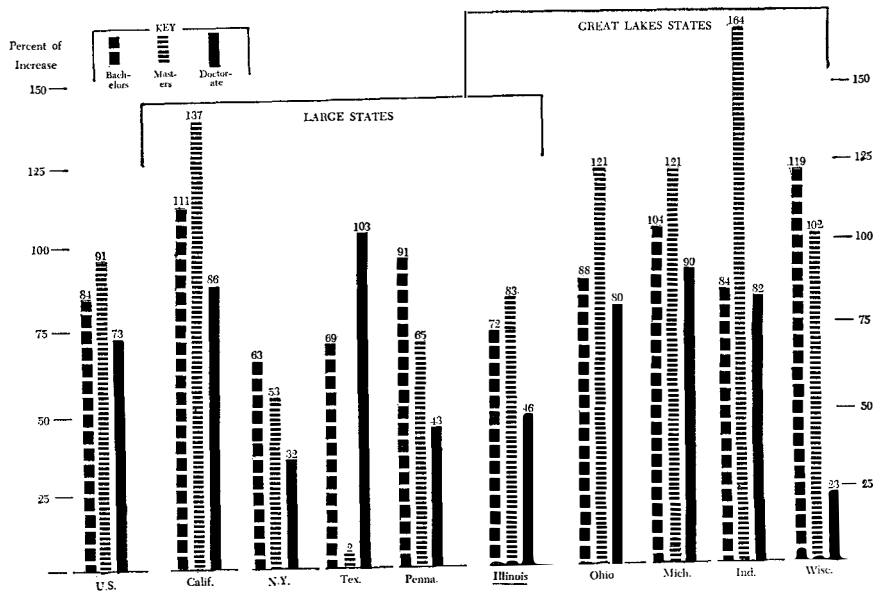
double the rate accommodated by most of the Great Lakes States and exceeded only by a few eastern states such as New York and Pennsylvania.

NEED FOR GRADUATE EDUCATION

Technological advancements have created an almost insatiable need for highly skilled professional and scientific workers. Hence, enrollments in graduate schools are now increasing at an even more rapid rate than undergraduate enrollments. Illinois has lagged substantially in the production of graduate degrees in comparison with national increases.

Figure 2 shows the comparative growth rates for the past ten years of degrees (bachelor's, master's and doctorates) in Illinois and other comparable or neighboring states.

FIGURE 2
Increased Per Cent of Degrees Awarded in Selected States
(1964 over 1954)



The U.S. Senate Committee on Labor and Public Welfare recently predicted graduate needs for the nation:

“Increasingly, colleges, vocational and technical schools, business, and industry are requiring their professional employees to have some postgraduate education. Ten years ago, there were about 240,000 students enrolled in graduate school; last September, there were 570,000. By 1971, it is expected that there will be almost 1.1 million students in graduate schools across the country.”*

To keep pace with this extraordinary growth in Illinois the number and size of graduate programs, especially at the master's degree level, must be increased immediately. Expansion of existing programs can meet only part of the need. New programs in new institutions must be encouraged and supported. It is the master's level which produces the first professional degree for business, teaching and public service. The new junior colleges are creating an acute shortage of teachers and the deficiencies at the elementary

* Higher Education Amendments of 1966, Report No. 1677, October 5, 1966.

and secondary levels have serious implications for quality education throughout the state. The Illinois Education Association reports that the shortage of teachers in Fall 1966 is the greatest in years. The Office of the Superintendent of Public Instruction indicates that, with 81 per cent of the districts reporting, 1,744 teaching positions in Illinois were not filled at the opening of school in September. The City of Chicago alone reports 618 unfilled positions.

The public colleges and universities now produce the majority of all elementary and secondary teachers in the state, 25 per cent more than the nonpublic institutions in 1965.

The Board has already approved a comprehensive study to be undertaken in 1967 of graduate needs beyond the master's degree, at advanced graduate and professional levels. In the meantime, the Board will continue its vigilance in preventing the proliferation of high-cost and highly-specialized advanced programs. The Commission of Scholars, recommended in the 1964 Master Plan to review such programs, is now established and effectively advising the Board.

JUNIOR COLLEGE EXPANSION

The rapid expansion of the junior colleges in Illinois will undoubtedly accommodate larger proportions of students enrolled in public institutions in the future. Currently 35.4 per cent of the enrollees in public institutions in Illinois attend junior colleges. It is predicted this proportion will increase to nearly 58 per cent by 1980.

An argument presented against additional senior public colleges is that enrollments for the developing junior college system cannot be accurately assessed. One purpose of statewide planning is to prevent serious shortages of spaces for residents of Illinois. We cannot wait for the space crisis to become critical before we initiate action which requires four or five additional years to open new institutions.

The junior colleges, by Committee M projections, are to enroll 274,000 students by 1980, or 4½ times the number enrolled in 1965-66. Only under the most fortuitous of circumstances, including the full funding of all their construction and operational costs, will the junior colleges be able to take care of that projected number of students. The increase in numbers, if it becomes a reality in

TABLE I

Projections of Students Enrolled in Public Institutions Who Attend Junior Colleges and Senior Colleges *

Year	All Public	Junior Colleges	Per Cent	State Univ. and Coll.	Per Cent
1963	129,000	44,000	34.1	85,000	65.9
1965	175,000	62,000	35.4	113,000	64.6
1970	295,000	131,000	44.4	164,000	55.6
1975	397,000	210,000	52.9	187,000	47.1
1980	473,000	274,000	57.9	199,000	42.1

* Data extracted from Master Plan Committee M—Demography and Location.

such a short time, is greater than for any higher educational system in the United States. Moreover, the needs of the thousands of new students at upper-division and graduate levels cannot be cared for by two-year colleges.

EXPANSION OF NONPUBLIC COLLEGES AND UNIVERSITIES

The partnership of the nonpublic with public institutions in attempting to accommodate new enrollments is essential. However, it is doubtful that the nonpublic institutions can accommodate the proportion of students now projected for them, much less relieve the public institutions of any part of their load.

In the past, they have not enrolled the proportion of students predicted for them in the Master Plan. Nevertheless, Committee M

TABLE II

Percentage Distribution of Degree-Credit Enrollments Between Public and Nonpublic Institutions of Higher Education in the State of Illinois.*

Year	Public	% of Total	Nonpublic	% of Total	Total Students
1960	99,000	49.4	101,000	50.6	200,000
1965	175,000	57.2	131,000	42.8	305,000
1970	295,000	62.4	177,000	37.6	472,000
1975	397,000	66.6	199,000	33.4	596,000
1980	473,000	69.4	208,000	30.6	681,000

* Data extracted from Master Plan Committee M—Demography and Location.

relies more heavily on the nonpublic colleges to enroll students than did Committee A.²

Several factors tend to limit the extent to which nonpublic institutions can assume such an overwhelming responsibility.

- The student bodies of a great many nonpublic institutions are composed mostly of adherents to a particular religious denomination. Fifty of the nonpublic colleges in Illinois are church-related.
- High tuition rates create a financial barrier for the vast majority of students.
- Some institutions with national reputations limit Illinois enrollments in the interest of serving more cosmopolitan student bodies.
- Many of the smaller institutions wish to limit size in order to maintain their distinctive character of program and instruction.

Student Spaces Available

A study³ conducted by the Board staff and the Technical Advisory Committee on Physical Facilities has just been completed. The study 1) assesses the physical capacity of each college and university in the state to enroll students through the year 1974, 2) provides information on existing and projected enrollment ceilings, and 3) obtains estimates of expenditures for capital construction. A significant feature of the study is its request to the institutional officers to estimate future enrollment capacity only in light of the physical capacity of buildings, assuming availability of sufficient faculty members and student housing. In other words, the survey was pointed directly at the capability of the existing and planned buildings to accommodate students, both daytime and evening. Other factors which might place limits on full use of the student capacity available were not to be considered. (The instructions to the officers also required that the decision to establish en-

² Master Plan Committee A in 1962 predicted the nonpublic institutions would enroll 45.1 per cent of all students in 1965, but the institutions actually enrolled only 42.8 per cent of them.

³ *Survey of Enrollment Ceilings, Building Plans and Enrollment Capacities, Fall, 1965*, Board of Higher Education, November 1966.

rollment ceilings be an educational policy decision based on a desirable enrollment size—not one determined by any limiting factors other than building capacity).

The results of the study, based on responses from institutions representing 87 per cent of nonpublic college enrollments, reveal the following student capacities for day and evening students adjusted for non-respondents:

Year	Building Capacity	Committee M Projection of Need
1968	149,597	171,000
1971	163,343	182,000
1974	172,527	197,000

By 1974 the nonpublic institutions will fail to provide spaces for approximately 25,000 students now projected for them. Further, by that time, 26 nonpublic institutions intend to establish enrollment ceilings for full time students and 15 for part-time students.

The institutions which intend to have enrollment ceilings also plan to spend \$82 million of the \$204 million estimated capital expenditures by all nonpublic institutions for buildings⁴ to be opened from 1965 through 1969. If one adds to the \$82 million the \$36 million of the University of Chicago, which plans expansion but not of Illinois undergraduate enrollments, the total is \$118 million. All told, \$118 million of the \$204 million, or 58 per cent of the total is to be expended by institutions which, as a matter of educational policy, now have or will have enrollment ceilings by 1974. All the remaining nonpublic colleges plan only \$86 million expansion.

The conclusion derived is that nonpublic institutions intend to expand about 63 per cent as rapidly as required to enroll the projected students to 1974, and that, if provision is to be made to compensate for the deficiency in nonpublic institutional capacity, it must be provided through other institutions.

Awareness of the data from the capacity study has led some leaders of the nonpublic institutions to argue that if they were assured of substantially greater amounts of state scholarship funds, they would be inclined to build additional capacity. There is no evidence now that they will do so. To the contrary, the applica-

⁴ By definition these planned facilities exclude dormitories and student unions.

tions from nonpublic institutions for federal construction funds dropped from 19, for projects totalling \$29.7 million, in the Fall of 1964 to 15, for projects totalling only \$21.9 million, in the Fall of 1966. Only two nonpublic institutions which applied for federal funds in fiscal year 1966 failed to receive a grant. For 1967 funding, not enough applications have been received to use all federal funds available. (In New York in 1965-66, 18 applications, totalling in excess of \$13 million, were not funded for reason of oversubscription of that state's federal allocation. In 1966, at the first application date for the fiscal year, nine applications from nonpublic institutions totalling \$4.5 million were not funded for the same reason.)

Requests by Illinois nonpublic institutions for federal construction grants in 1967 show a decline at the very time when the state had doubled its state scholarship program from \$5 to \$10 million and established a guaranteed loan program which, with federal funds, provides \$14 million in loans to students. If this additional \$19 million dollars in financial aid has had no recognizable effect on nonpublic college construction plans, it seems highly unlikely that a substantial addition to that amount will do so. The New York experience indicates this conclusion to be valid.

The New York Experience

New York offers the largest student financial aid program in the country. Currently the state provides \$70 million annually for student scholarships and grant programs and \$66 million for loans. Despite the \$136 million outlay each year, the nonpublic institutions, many of which are nationally renowned, are projected to enroll only 50,000 more students by 1980. (The Illinois projection for nonpublic institutions for the same period is 77,000.)

In 1960 nonpublic college enrollments in New York constituted 63 per cent of the state total. By 1966, these colleges enrolled only 53.3 per cent, and are projected to have only 39.0 per cent in 1980.⁵ Despite the tremendous sums poured into student aid programs in New York, the nonpublic institutions share of enrollments is diminishing more rapidly than in Illinois. To meet new enrollment needs, New York has committed \$1½ billion to building expansion of the public colleges and universities: one billion dollars for state institu-

⁵ Office of Planning, New York State Education Department, *Actual and Projected Enrollment in New York State Institutions of Higher Education*, August 1966.

tions and a half billion dollars to the city universities of New York. The state is building four senior level institutions and has taken over the University of Buffalo (formerly a private institution) for which it has developed substantial expansion plans. It is apparent from the New York experience that the most effective means of extending educational opportunity is by building public institutions. There is no better way.

National Picture

Official New York projections to 1980 indicate that the senior public institutions will expand twice as rapidly as the nonpublic ones. The projection parallels the national trend. Nationally in 1965 the nonpublic institutions enrolled 34 per cent of all students. By 1975 the proportion is expected to drop to 25 per cent and in 1980 to about 20 per cent. Thus, the annual shift from the nonpublic proportion toward the public is 1 per cent.

In Illinois, Phase II projections indicate that the proportion for nonpublic will be 42.8 per cent in 1965 and 30.6 per cent in 1980, somewhat more favorable than the national predictions. However, the data previously cited on future capacities would indicate that in reality Illinois trends may be very similar to those for New York and for the nation.

Strengthening the Nonpublic Role

The evidence showing limited facilities capacity should not diminish efforts to strengthen the role of the nonpublic institutions. The Board of Higher Education has consistently held high the value of a strong nonpublic system. The General Assembly in 1965 approved the Board's Master Plan recommendations for doubling the State Scholarship Program from \$5 to \$10 million and for establishing a State Guarantee Loan Program.

Since the Master Plan was adopted by the Board, enrollments in the nonpublic segment have increased by 13,000 students and several new institutions have been formed. The enrollments of the nonpublic institutions as a group have set new records each year. Not a single nonpublic college has closed its doors nor does it seem likely that any will.

Expansion of some colleges has been slower than others for a variety of reasons pertaining to location, quality or specialization

of program, accreditation status, church affiliation, enrollment ceilings and finance. Those which have been willing to expand have done so. At least 17 of the liberal arts colleges and universities have expanded by more than 20 per cent in the last two years. There is absolutely no evidence that the nonpublic colleges are being weakened or that their "decimation" is just around the corner as some of the nonpublic educators believe. These same individuals also assert that substantial state financial support in the form of student grants or loans will save taxpayers money. Only through tortured reasoning could that conclusion be reached. The nonpublic colleges as a group will not be able to handle all students now projected for them. Giving a student a scholarship, even if it pays full tuition costs, will not increase the capacity of the particular nonpublic college which he may choose to attend. With few exceptions, the student will merely displace another student who would have attended anyway.

Advantages of Financial Aids

Despite the fact that no savings to the taxpayers through financial aid to students can be expected, such significant advantages will accrue to the students and to the nonpublic institutions that added expenditure from state general revenue will be a sound investment because:

1. A student receiving a grant will have a freer choice of institution, one most appropriate for providing the educational program desired.
2. A state grant used by the student may offset possible institutional funds reserved to aid that particular student, thus allowing the institution to serve several other worthwhile purposes with the funds thus saved. For example,
 - a. More top Illinois students now leaving the state may be encouraged to remain in Illinois.
 - b. More high quality students from out-of-state may be attracted to Illinois institutions and perhaps subsequently stay in Illinois.
3. The institutions will be able to refuse admittance to low quality but financially able students in favor of better students having state grants.

4. Any possible unused capacity in the nonpublic institutions would be used.

In summary, the following conclusions may be drawn from the discussion:

1. Nonpublic institutions report that they will have the building capacity to enroll only 63 per cent of the increased number of students now projected for them to 1974.
2. Institutions which expect to spend 58 per cent of all estimated nonpublic college construction funds plan to have enrollment ceilings by 1974.
3. Few nonpublic institutions are applying for federal grants for construction despite an increase of some \$19 million in state and federal student financial aid funds in the past two years.
4. Additional financial aid to students will not increase the number of students in nonpublic institutions since their building capacity will be more than filled without that aid. An aided student will merely displace a student already planning to enroll.
5. Additional financial aid funds for students will not save the state taxpayers general revenue funds. Rather, it will increase the tax burden by whatever amounts are expended on such programs.
6. Despite this additional tax burden, the state as a matter of educational policy would be wise to increase funds for student financial aid which will allow greater choice of institution by students receiving aid, strengthen the quality of nonpublic education, and attract more able students into nonpublic institutions.

Discussion and recommendations concerning proposed state scholarship and financial aid programs and organization are contained in Chapter 3 of this document.

LOCATION OF NEW COLLEGES

The Master Plan recognized that the major problem in accommodating the large enrollments of the future is the location of the

public universities in downstate communities rather than in the centers of urban population where the vast majority of youth reside. At present, 88 per cent of the students attending the downstate public universities must live away from home. Of all students enrolled in the public university and college system, only one-fourth attend public campuses in the East St. Louis and Chicago Metropolitan Areas where 76 per cent of the college-age youth will live in 1980.

Colleges for the Chicago Metropolitan Area

Most of the problems inherent in the poor location of public institutions in respect to population are exemplified in the Chicago Area.

The Chicago Metropolitan Area consists of six counties, contains 3,714 square miles of land and 38 square miles of water. It is currently occupied by 6.6 million people, with a predicted growth to 9.3 million persons by 1990. This area produced 80 per cent of the population growth for the entire state from 1960 to 1965, most of it in suburban towns.

For several reasons the Chicago area is in great need of additional public senior college opportunities. First, two-thirds of all the state's population, college-age group, and students will live in the Chicago Metropolitan Area by 1980. Explicitly, of 681,000 predicted enrollees in the state, 458,400 are projected to live in the Chicago area. Many of these students will attend junior colleges, others will go to the downstate universities and still others will go out-of-state; but most of this number will not be able to finance a college education and live away from home at the same time. Presently only three campuses are available in the entire area to accommodate the large number of enrollees predicted for the public senior institutions.

The general locations of additional Chicago area colleges should be determined on the basis of population trends, highway accessibility, public transportation potential, and the location of existing colleges and universities. Further, locations should be strategically planned to permit effective expansion of the higher education system at such future time as may be required.

Committee M on Demography and Location suggested general locations in the Chicago Metropolitan Area which appeared most

appropriate for new colleges. The planning office, City of Chicago, and the Northeast Planning Commission furnished a great deal of planning material in relation to population, transportation, economics, social and industrial potential for all parts of the metropolitan area. These documents and the experienced judgment of the agencies' members who served on Master Plan Committee M were very helpful. The Faculty Advisory Committee recommended locations a few miles closer to the city, and the Citizens Advisory Committee recommended only the two suburban colleges for early development.

Although the guidelines for locating new institutions as proposed by Committee M and the two advisory committees appear to be reasonable, additional criteria must be considered in selecting sites. Further planning and study, with particular reference to the potential impact of new three-year colleges on existing nonpublic institutions, as well as their capability of attracting transfer students from surrounding two-year colleges, will determine the most desirable final site locations.

College for Springfield

Committee M and both the Citizens and Faculty Advisory Committees recommended a state college in the Springfield area. The staff supports the idea. Such action is proposed for the following reasons: (a) the area has potential enrollments sufficient to exceed the minimum requirements recommended in this report, (b) there are no senior colleges or universities within a 25 mile radius, (c) a senior institution would be an effective aid in recruiting, as well as training, professional personnel for the large governmental complex in Springfield. One of its most important functions would be in-service training for government, service and industrial employees.

Committee M suggested that the institution might be located east of the city not too distant from Interstate 55 in order that it better serve students commuting from south of Lincoln and west of Decatur.

Plans of local school districts around Springfield to create a new comprehensive junior college are well along. This college and several others in the area will probably be established before a new state institution could be planned and built. Therefore, it would appear both expedient and economical for the state to commence

an upper-division and graduate institution to operate in a close complementary relationship with both the public and the nonpublic junior colleges. It may be desirable for the two public institutions in or near Springfield to be located near each other for possible joint use of facilities.

Additional Future Locations

Committee M recommended present and future additional campuses and proposed general locations. The Citizens Advisory Committee and the Faculty Advisory Committee each recommended a second phase of expansion and additional future locations. The staff will continue to assess the need for additional campuses. Studies of need and the effect of new campuses, especially in such metropolitan areas as Chicago, Rockford, Peoria, and the Quad-Cities, will be considered as enrollment projections are validated and the impact of new institutions is ascertained.

POLICIES FOR COMMUTER INSTITUTIONS

Currently, four state colleges and universities serve commuting students in the two large urban areas of the state. Since additional institutions are recommended in this report, policies are needed to assure a commuting role for some institutions, at least in respect to attendance by undergraduates.

The Board recommends that no residence halls be available for unmarried undergraduate students of less than 21 years of age. The Board does not support Master Plan Committee L proposal that 20 per cent of the undergraduate student body be housed in dormitories in order to encourage a more cosmopolitan college and prevent parochialism. Considering the high mobility of urban populations and the rate of in-migration to the city areas, it would seem unlikely that resident students could improve on the existing heterogeneity of urban college youth. Moreover, (1) the high cost of land dictates the conservation of available campus space for instructional rather than residential buildings, (2) auxiliary services for residential students inflate operational costs above those for commuting students, and (3) these institutions are initiated to serve primarily local populations rather than attract students from other regions served by established higher institutions, both public and nonpublic.

A commuting student is defined here as one who lives in his

legal residence or with his immediate family while attending college. Restrictive policies in terms of dormitory residence are limited only to unmarried undergraduates of less than 21 years of age, for it is assumed that more mature students can establish residence wherever they live.

ADMISSION STANDARDS AND ENROLLMENT CEILINGS

The original Master Plan recommended that the Board be given authority to establish minimum admission standards for the state colleges and universities. The General Assembly granted this authority. The Board now recommends that the standard of admission for freshmen students which was suggested in the Master Plan in a slightly different form be made mandatory (See Recommendation #6). Most campuses in the state system are already observing the recommended standard for the Fall term. In the interests of limiting freshmen enrollees to those who have an excellent chance of completing a four-year degree, the policy should be extended to the other terms of the regular academic year.

Because the Illinois junior college system is developing very rapidly, enabling it to accommodate most lower-division students in the public segment of higher education, the Board also recommends that lower-division enrollments be leveled off in most public senior institutions by 1970-71. This policy will allow the colleges and universities to pursue the objective of placing greater emphasis upon upper-division and graduate work in which they may excel and allow the junior colleges and nonpublic institutions to educate the bulk of the freshmen and sophomores. The policy will thus strengthen the role of both the nonpublic colleges and the junior colleges.

Any student not admitted initially to a state university or college may transfer to these institutions under the conditions established by Recommendations #6 and #7 of the original Master Plan. Thus no student will be denied opportunity to complete a degree at his highest level of achievement and the several types of institutions in the state will be performing primarily those tasks for which they are best suited.

The staff of the Board will continue study of enrollment ceilings and admission standards and will recommend such modifications of policy as will best promote overall Master Plan goals.

CHAPTER 2

Extending Educational Opportunity Through Programs and Experimentation

A—Recommendations

EXTENDING LIBRARY RESOURCES

8. An extensive study be undertaken to recommend efficient and economical development of library resources for state higher institutions. Such a study should explore the following:
 - a. extending accessibility to library collections through electronic devices and other means,
 - b. cooperative arrangements for sharing library services and facilities on a state or regional basis by all collegiate institutions, public and nonpublic,
 - c. planning for the development of libraries in newly established two-year and senior institutions,
 - d. future financial requirements for the development of library resources among state-supported higher institutions.

A GRADUATE CENTER

9. An experimental project be planned to test the feasibility of establishing a graduate center in the Quad-cities area (Moline, East Moline, Rock Island, and Davenport).
 - a. A study committee be appointed with representatives from the Quad-cities Technical Advisory Council, the universities currently offering graduate instruction in the area, and other personnel agreed upon by the Illinois Board of Higher Education and the Iowa State Board of Regents.

- b. Funds from private sources (industry and/or foundations) be solicited to plan this interstate project.
- c. A consultant competent in graduate education be employed to pursue the study.
- d. The project would determine:
 - 1) The extent of local resources—library materials, classrooms, instructors, etc.—necessary to establish a graduate center.
 - 2) Effective means for augmenting these resources to produce quality graduate programs leading to Master's degrees in fields of greatest demands.
 - 3) The formulation of policy involving cooperative arrangements in administering the center.
 - 4) The feasibility of continued financing and sources of funds to operate the center.

INSTRUCTIONAL RESOURCES CONSORTIUM

- 10. An interinstitutional study group be appointed by the Board to plan a pilot consortium for creating and disseminating instructional resources.
 - a. The consortium would be organized as follows:
 - 1) It would be a voluntary association of public and non-public institutions in a given region of the state.
 - 2) Its overall objective would be to stimulate innovative teaching and stretch instructional resources through cooperative action.
 - 3) Its functions would be to mobilize mutual assistance from cooperating institutions in planning, constructing, testing and disseminating instructional materials; in exchanging, demonstrating, and evaluating new and creative instructional ideas.
 - b. The study team would plan the location and physical setting for the consortium's center, outline its basic operating procedures and policies, align potential membership, propose initial projects, and estimate financial requirements.
 - c. The Board of Higher Education would approve employment of a competent staff assistant to assist the study group in its planning tasks.

INNER-CITY EDUCATIONAL COUNCILS

- 11. An Inner-city Educational Council be organized, both in Chicago and in East St. Louis, to plan and coordinate guidance and training programs for the disadvantaged youth who may benefit from post-high school education.
 - a. The Council be composed of representatives from high schools, junior and senior colleges, and universities in the area who would work closely with city, state, and federal programs for the disadvantaged.
 - identify disadvantaged students,
 - guide and motivate these students to seek post-high school education,
 - provide remedial or basic skill courses, occupational curricula, and general education,
 - help the students find financial aid necessary to sustain them while continuing their education,
 - achieve adequate numbers of trained professional personnel to work in these special programs,
 - foster experimentation on the problems of educating the disadvantaged.
 - b. The Council recommend policies and programs which seek to
 - identify disadvantaged students,
 - guide and motivate these students to seek post-high school education,
 - provide remedial or basic skill courses, occupational curricula, and general education,
 - help the students find financial aid necessary to sustain them while continuing their education,
 - achieve adequate numbers of trained professional personnel to work in these special programs,
 - foster experimentation on the problems of educating the disadvantaged.
 - c. The Council seek a broad base of funding from all governmental and educational agencies involved to underwrite its program.

B—Comment

The challenge of extending educational opportunity can be met in part through more efficient utilization of present resources. Increased instructional productivity, for example, may be achieved through new technological developments and through cooperative arrangements among the institutions. Many of the innovations proposed by Committee O, Programs and Experimentation, lie in the future. Only a few proposals which require both study and experimentation can be advanced here. All require bold and imaginative planning as a first step toward their realization.

EXTENDING LIBRARY RESOURCES

Burgeoning enrollments and the explosion of knowledge have

compounded to create an acute problem in amassing adequate library collections. The state has already poured a heavy investment into its college and university libraries, particularly in building the University of Illinois collection of over 4 million volumes and the Southern Illinois University library of nearly 1 million volumes. The holdings of all other public senior higher institutions total more than one million volumes, but this number must increase dramatically to keep pace with the explosion of knowledge, the increased number of students, and the library needs of new junior colleges and senior institutions. In 1965-66, for example, the state universities expended more than \$7 million to operate their libraries.

Easily accessible books and periodicals are necessary for undergraduate instruction, as well as some graduate programs. However, the heavy library resources required to support highly specialized graduate and research programs are increasingly difficult and expensive to acquire. These circumstances challenge the library community to find ways of pooling resources and increasing utilization of their collections and services.

Many suggestions have been made, some old and some new, to accomplish this task. By means of new electronic equipment, it may be possible to establish a network throughout the state for rapid retrieval and transmission of material from one library to another. The liberalization of visiting scholar privileges, the use of state university libraries by junior college and nonpublic college students and other arrangements to unify and centralize some library services may be feasible. In any event, a thorough study of possibilities for advancement in this area is required.

The Board of Higher Education proposes that a Master Plan Study Committee be established, composed of both professional librarians and other university personnel, to guide and implement this study. If funds are made available for this purpose, consultants will be hired to undertake the highly technical and specialized phases of the study. The project should be consummated and its proposals ready for review by the Summer of 1968, prior to the construction of new senior institutions in the state.

GRADUATE CENTERS

In the populous and, particularly, the industrial areas of the state a large number of professional workers are in need of gradu-

ate education to keep abreast of technological advancements. Mid-career training is needed particularly in the fields of engineering, behavioral science, research, business management and public administration. Commonly such training is provided by universities, but some areas of the state are too distant from established institutions to commute to them. The alternative of taking leave from a position for resident enrollment at a university is often not feasible because of pressures from family and job responsibilities.

The extension divisions of universities currently provide some courses for on-the-job personnel but do not offer the full range of education to complete advanced degrees which professional workers want and frequently find necessary for job promotions. Somehow, the challenge of mid-career education must be met by departure from the traditional forms of on-campus education. If universities are to remain in the main stream of scientific and industrial development, then new creative forms of educational marketing must be devised to upgrade the mature professional who is embedded in his community and job.

Developments have occurred in the Quad-cities (Moline, East Moline, Rock Island, and Davenport) area which illustrate the point. Some 600 manufacturing concerns are located within a 40 mile radius of this complex, as well as major installations of the U.S. Army. A sample of 456 of the estimated 1,300 engineers and scientists in this area revealed that 40 per cent of those with bachelor's degrees would work on advanced degrees in engineering or science if local programs were available. Both the University of Iowa and the University of Illinois have provided extension courses in recent years for this area, with a January, 1966, offering of about 26 graduate level courses for 746 students. Much more needs to be done, however, to make it possible for these students to achieve advanced degrees.

The Quad-cities Technical Advisory Council, a nonprofit corporation, has been organized to pursue the advancement of education in this locality. Some of the larger industrial firms in the vicinity are willing to place their libraries and other facilities at the disposal of the Council to foster graduate education. The extent of local interest and demand suggests many potentialities stemming from the developing partnership between the cooperating universities on the one hand and the industrial and governmental organiza-

tions on the other hand for establishment of a resident graduate center. The situation is fraught with problems of quality control over higher degrees as well as financial barriers.

A feasibility study is suggested to determine the necessary requirements for establishing a graduate center. Such a study would probe local resources and recommend means for achieving adequate library, laboratory, and classroom facilities; the use of permanent and rotating staff; the feasibility of augmenting instruction by linking with the universities through television, telelecture, or other means; the formulation of administrative policy to safeguard the quality of education provided, and the financing of the project through state, local and/or other funds.

The feasibility study of a graduate center in the Quad-cities area is proposed as a pilot project because this locality offers the possibility of local support through heightened interest. At the same time it presents the challenge of educational programming at a substantial distance from the parent institutions. If the pilot project is successful, it may be applied in other industrial communities, such as Rockford, which have shown interest in localizing graduate education.

REGIONAL CENTERS FOR INSTRUCTIONAL RESOURCES

The rapid growth of higher institutions, particularly in the junior college sector, presents a prodigious task of finding faculties to sustain the instructional programs. Educators are searching avidly for means of stretching instructional resources. Automated and programmed instruction, independent study, educational television, telelectures, team teaching, and other innovations have been introduced to increase instructional effectiveness and meet the impending faculty shortages. This rising instructional technology points to significant improvements which can be widely utilized for the advancement of education.

One means of creating and utilizing these costly innovative ideas is to share the expense of their creation by many institutions. For this purpose, consortia could be organized in various regions of the state, composed of both public and nonpublic institutions willing to offer mutual assistance in providing and sharing instructional resources.

Some of the possible functions to be undertaken by a regional consortium are:

- construction of courses and course materials,
- arrangements for pretesting and evaluating new courses,
- experimentation in programmed instruction and automated learning,
- demonstrations of innovative teaching methodology,
- creation of instructional units for distribution via educational television,
- development of consultative, research, and evaluative services for improved instruction,
- in-service and pre-service training of college teachers,
- clearing house for the exchange of instructional materials and ideas.

The participation of institutions in a regional consortium would be voluntary and on a project by project basis. Nonpublic as well as public senior institutions and junior colleges would be invited to participate. The only obligation is the responsibility of actively contributing to the manpower requirements of the projects. The participating institutions would be responsible for creating common projects of mutual interest and in pooling resources to yield useful outcomes.

It is proposed that a single consortium, preferably in the Chicago area, be planned as a pilot project. Initial plans would call for a small staff at this center and space for workshops, demonstrations, and the storage and maintenance of instructional materials. These facilities could best be housed within a higher institution on a contractual basis, commencing on a small scale.

It is recommended that a planning study be launched to determine the appropriateness of these ideas, the extent of interest among potential participants, the exact location and requirements of physical facilities, staff needs and manpower procurement for both permanent and revolving staff, the types of projects to be undertaken, and the financial requirements as well as source of funds for this undertaking.

EDUCATION OF THE DISADVANTAGED

In urban centers such as the City of Chicago and East St. Louis,

large numbers of youth are deprived of higher education because their cultural backgrounds predispose them to either poor public school education or lack of motivation to pursue post-high school training. Many of these youth have the intellectual capabilities to profit by further education. The mere existence of available institutions is insufficient. Rather, an extensive and well organized program of (a) identification, (b) guidance, (c) remedial programs, (d) specially tailored curricula, and (e) student financial aid programs are all necessary to develop these youth into productive and economically self-sufficient citizens.

Higher education is only one facet of the problem, but nevertheless an important one. Institutions must be prepared to take the inadmissible student and motivate him through either a terminal or transfer program suitable for his abilities. This type of training is most likely to materialize in the community colleges. Universities, however, can also play a part by training instructional faculty, counselors, and other personnel competent to staff these institutions. Experimental programs to prepare teachers and counselors to work with the underprivileged are already underway, but much more needs to be done.

It is recommended that an Inner-city Educational Council be created in urban areas with joint membership of representatives from the high schools, community colleges, and senior institutions. The Council would work closely with the Office of Economic Opportunity, the Department of Employment Security, and industrial organizations. The purpose of the Council would be to marshal and coordinate educational resources and programs from the three types of institutions to assist in the continuing education of high school drop-outs, potential drop-outs, and other prospective students who would ordinarily be inadmissible to college programs. The Council would function as an advisory, rather than administrative, body to promote voluntary cooperation in an urban area. Board of Higher Education involvement in such Councils will be limited to providing initial organizational stimulus.

By recommending policies to coordinate programs for the disadvantaged at the three levels of schooling, the Council would help formulate a continuity of programming now lacking. Further, the potential duplication of poverty programs and other governmental programs for this segment of the young adult population would be

reduced. Most important, however, is the possible salvage of human resources as good potential for the job market rather than the welfare or penitentiary rolls.

The financing of local programs might well stem from a partnership of the community and the state with federal funds. University research in training manpower and devising experimental programs to meet the needs of the underprivileged and culturally deprived segments of society may be accomplished through the matching of state and federal funds in the Cooperative Research Program.

CHAPTER 3

Extending Educational Opportunity Through Student Financial Aid

A—Recommendations

A PROPOSED GRANT PROGRAM

12. Beginning in the academic year, 1967-68, the Illinois State Scholarship Commission be authorized to supervise and adopt rules and regulations for administering a pilot program of student aid in which grants are awarded upon the basis of student financial need rather than high scholastic ability. This experimental program, formulated along lines proposed by Committee P, would have the following characteristics:
 - a. Financial awards be limited to applicants with financial need as determined by the type of analysis currently employed by the College Scholarship Service and the Illinois State Scholarship Commission. Need be defined as the difference between the established residential cost or the commuter cost of attending each institution and the amount the parents can contribute to the educational cost plus an expectation from the student's earnings.
 - b. Awards be limited to fulltime students with financial need attending recognized Illinois nonprofit post-secondary educational institutions.
 - c. Awards be limited to students who are eligible for admission to the institution and who, following admission, are eligible to continue.
 - d. The awards be limited to six calendar years dating from the first award, the completion of a baccalaureate degree, or 8 semesters or 12 quarters of enrollment, whichever is earlier.

- e. The amount of the financial awards be a portion of the total financial need (as defined in 12. a.) after all non-repayable grants and scholarships have been deducted.
- f. Individual grants be a minimum of \$100 and a maximum of \$1,000, but in any case not to exceed tuition and fees for the academic year.
- g. Awards be announced as early as possible.

DEVELOPMENT OF A PLAN

13. During the 1967-69 biennium, the Illinois State Scholarship Commission in cooperation with the Board of Higher Education undertake joint studies leading to a plan for the development of a central unified and coordinated state student aid program. This plan would be presented to the Seventy-sixth Legislature for enactment in 1969. Studies necessary for developing the plan must work through the complications of transferring current state aid programs to centralized administration by the Illinois State Scholarship Commission and must assess the impact of the planned program on many interrelated elements of higher education in the state.
 - a. In terms of the problem of forging current programs into a centrally coordinated and administered system, the study would determine the following:
 - (1) Which of the current statewide scholarship programs should be continued under present jurisdictions and which should be transferred to the Illinois State Scholarship Commission for continued administration or for incorporation into the general scholarship program?
 - (2) In the light of experience in operating both the state scholarship programs and the proposed grant program (Recommendation #12), how can these be coordinated and developed into a productive general student aid program best suited for the needs of the state?
 - b. In terms of crystallizing and evaluating a feasible plan for the development of a general statewide student aid program, the study would determine the following:

- (1) How would the program alter existing policies of nonpublic institutions in attracting and supporting students, particularly the question of meeting student needs before or after other non-repayable grants and scholarships?
- (2) How would the program affect college attendance patterns among the various types of institutions?
- (3) What would be the impact of the program upon the personal financing patterns of various types of students—those from various income levels, commuter and residential students, those employed, those who borrow, etc.?
- (4) What part of the student's educational costs should the state subsidize? dormitory expenses? commuting expenses?
- (5) What is the financial impact of the program on the state, both for the long term as well as for the immediate future?

FUNDING

14. The funding of student aid programs administered by the Illinois State Scholarship Commission during the next biennium be as follows:
 - a. The present funding of Illinois state scholarships be extended to \$14,000,000 for the biennium.
 - b. An additional \$6,000,000 be appropriated for the grants program identified in Recommendation #12.
 - c. Increased administrative costs be granted the Illinois State Scholarship Commission compatible with the added responsibility of programs to be administered.

B—Comment

BROADENING THE STUDENT AID PROGRAM

There is a growing clamor from the public, as well as the academic community, for a large augmentation of student aid programs in the state. The present state scholarship program, which has grown from \$600,000 for the 1957-59 biennium to \$10,000,000 during the

1965-67 biennium, is considered insufficient. Few causes are deemed by the public as more worthy of governmental largess than student aid programs.

As indicated in Chapter 1, however, the staff feels that the present scholarship program has some weaknesses as a means of extending educational opportunity. Although this worthwhile program permits some students a freer choice of institution and tends to improve the quality of student body among nonpublic institutions, it fails to extend educational opportunity to many students who could not otherwise have received financial aid and has little effect on the capacity of institutions to accommodate larger numbers of students.

Concentration of Current Funding

In the past, approximately 83 per cent of the state scholarship fund has gone to the nonpublic colleges, which enrolled about 37 per cent of the total scholarship winners. The various amounts of state scholarship funds received by the nonpublic institutions in Illinois appear in Table III.

Currently about \$5,000,000 will be used at 58 nonpublic institutions for state scholarships this year. A dozen institutions, each receiving over \$100,000 of state scholarship funds this year, will receive 70 per cent of the state scholarship funding.

Some alternate forms of student aid, as well as the traditional scholarship program, are needed to cope with modern conditions. A changing technology, social climate and economy require far more post-high school education for our population. College attendance is more universal and no longer the prerogative of only the scholastically gifted student entering the professions but also of the housewife, the technician, and the semi-skilled worker. Increasingly the state needs to spread its investments over a broader spectrum of potential manpower for our growing economy.

Also, as motivation to attend college becomes greater and as society becomes more affluent, students are better able to earn or borrow funds to attend college. Student aid funds need to be diverted from those who are able to finance their own collegiate education to those who find the financial barrier insurmountable. Even so, low income students should not be relieved of the effort of providing some support for themselves.

TABLE III
ILLINOIS STATE SCHOLARSHIP PAYMENTS TO THE NONPUBLIC
COLLEGES AND UNIVERSITIES IN ILLINOIS
(Programmed for September 1966 to June 1967)

Institution	Regular Scholarship Program	Upperclass Award Program	Total Funds
Aero-Space Institute	\$ 600	\$ —	\$ 600
American Cons. of Music	600	—	600
Art Institute of Chicago	3,578	19,602	23,180
Augustana College	145,250	29,600	174,850
Aurora College	15,100	8,000	23,100
Barat College—Sacred Heart	12,200	13,600	25,800
Blackburn College	43,100	11,700	54,800
Bradley University	205,900	71,150	277,050
Central YMCA Jr. College	—	3,210	3,210
Columbia College	750	1,710	2,460
Concordia Teachers College	10,440	3,640	14,080
DePaul University	158,446	62,676	221,122
Elmhurst College	30,750	28,050	58,800
Eureka College	18,500	20,000	38,500
George Williams College	1,998	13,338	15,336
Greenville College	18,030	17,800	35,830
Illinois College	63,300	20,250	83,550
Ill. Inst. of Technology	349,800	39,500	389,300
Illinois Wesleyan Univ.	153,300	35,550	188,850
Judson College	2,598	4,746	7,344
Kendall College	3,000	12,600	15,600
Knox College	276,200	28,425	304,625
Lake Forest College	33,273	15,285	48,558
Lewis College	17,370	22,860	40,230
Lincoln College	850	—	850
Loyola Univ.	423,050	88,300	511,350
MacMurray College	241,050	23,000	264,050
McKendree College	4,470	13,065	17,535
Millikin Univ.	97,650	25,550	123,200
Monmouth College	73,341	19,482	92,823
Monticello College	1,000	—	1,000
Mundelein College	127,497	33,069	160,566
National Col. of Education	4,995	16,185	21,180
North Central College	54,000	24,150	78,150
North Park College	33,624	15,735	49,359
Northwestern Univ.	509,499	47,508	557,007
Olivet Nazarene College	10,150	10,800	20,950
Parks Col. Aero. Tech.	9,040	5,010	14,050
Pestalozzi Froebel Teachers	—	5,880	5,880
The Principia	6,993	2,199	9,192
Quincy College	52,000	23,650	75,650
Robert Morris Jr. Col.	—	2,220	2,220
Rockford College	31,150	19,300	50,450
Roosevelt Univ.	29,450	53,600	83,050
Rosary College	59,400	17,100	76,500
St. Bede College	300	1,100	1,400
St. Dominic College	4,950	8,250	13,200
St. Francis College	12,600	11,400	24,000
St. Mary of the Lake Sem.	34,650	19,450	54,100
St. Procopius College	44,460	16,950	61,410
St. Xavier College	65,850	15,600	81,450
Shimer College	23,100	9,000	32,100
Springfield Jr. Col.	8,850	6,150	15,000
Trinity Christian Col.	6,594	6,492	13,086
Trinity College	4,740	4,370	9,110
Univ. of Chicago	310,419	25,875	336,294
Vandercook Col. of Music	450	4,100	4,550
Wheaton College	76,700	15,600	92,300
	\$3,926,955	\$1,073,432	\$5,000,387

An imaginative program which meets some of these objectives was proposed by Master Plan Committee P. Departing from the traditional policies and practices of the current scholarship program, Committee P's proposal would grant awards to students solely on the basis of financial need. The Committee envisioned these awards as supplemental assistance to pay about half of the student's expenses remaining after receipt of assistance from all other sources. The awards would thus help a needy student overcome financial barriers to college attendance, if the student is willing to work or borrow in order to pay the remaining part of his unmet needs.

The Committee P proposal, using financial need rather than scholastic ability as the primary criteria for granting awards, would effect far-reaching changes in the current pattern of student assistance. The probable impact of this program upon the state, the institutions, and the students cannot be surmised entirely at this time.

Favorable reaction toward a broadly conceived grant program has been received from the academic community. The Committee on Cooperation of the Illinois Conference on Higher Education formulated the following resolution which was adopted by the conference on November 4, 1966.

"The Committee advocates greatly increased funding of financial aid in the form of grants to Illinois students who qualify (a) by admissibility to approved Illinois institutions of higher education and (b) by financial need identified by standards currently employed by the Illinois State Scholarship Commission. This would provide wider freedom of choice of college to Illinois students. It would also be a most economical way of making higher education opportunities available to larger numbers of college-age youth."

A PROPOSED GRANT PROGRAM

As indicated in Recommendation #12, a new grant program to be initiated as a pilot project during the 1967-69 biennium is proposed as a means of extending educational opportunity in the state. The newly proposed program attempts to assess the practicality of Committee P's recommendations. However, rather than commit the state to precipitous action by abolishing the present program based upon scholastic ability in favor of a greatly expanded program based upon financial need, the recommendation here proposes a transi-

sitional period of further evaluation. It does not in any way depreciate the value of the plan advanced by Committee P. In fact, Recommendation #12 is largely an embodiment of the Committee P design, which can be evaluated and tested for its feasibility and consequences. The concurrent operation of two types of students aids—scholarships and grants—during the next biennium should render a practical experience for determining the most efficient forms of student aid in the future.

The characteristics of the proposed grant program are similar to the specifications outlined by Committee P, with only a few exceptions. One departure is to reduce the maximum amount of the grant from \$1,250, as recommended by Committee P, to \$1,000 and raise the minimum grant from \$90 to \$100. The maximum limit of \$1,000 is parallel in this respect to the present scholarship awards, thus reducing one element of competition between the two programs.

Another departure is to leave unspecified at this time the portion of the student's total financial need to be subsidized by the state, as opposed to the portion to be paid by borrowing or work. Committee P designated 50 per cent as the appropriate split. It is proposed here, however, that the Illinois State Scholarship Commission set a uniform percentage of state support after further study. A 50 per cent split may be an appropriate initial policy; but after some experience with the new program, perhaps a different division would be desired in order to multiply the number of awards or to increase the amount of individual subsidy. In any event, it is recommended the policy be flexible, thus permitting the Commission to find the most effective distribution of student aid funds.

The new grant program, as proposed herein, is similar to the college initiated upper-class awards now administered by the Illinois State Scholarship Commission. These awards are given on the basis of need rather than ability. The proposed program would extend awards to students at all levels of undergraduate instruction, with a monetary limitation per award. Under these conditions, the current program of upper-class awards should be phased into the proposed grants program. The Scholarship Commission would prorate available grant opportunities to the institutions, which, in turn, would recommend potentially needy students who wished to enter or continue education at that particular institution. The Scholarship

Commission would be responsible for establishing policies which would help the institutions achieve some semblance of uniformity in carrying out their responsibilities in the program.

A PLAN FOR COORDINATION

The pilot project recommended herein is conceived as a transitional measure to meet the financial needs of Illinois students in the 1967-69 biennium. Committee P identified some of the inherent difficulties in our present patterns of student aid. The Committee found that there were 26,478 awards presented to Illinois students in the 1964-65 Fall term. These awards were analyzed as follows:

- 59 per cent were restricted to those who declared their intention to teach.
- 81 per cent were given without regard to financial need.
- 21 per cent were given without regard to either financial need or ability.
- 97 per cent were limited in amount to payment of tuition or tuition and certain needs.
- Administration of awards was distributed widely among various agencies.
- The awards varied considerably in requirements, application procedures and maximum amount paid.
- No single source of information about the total number or value of all the programs was available until the survey conducted by Master Plan Committee P.

One of the pressing needs in state administration of student aid, widely recognized in many quarters, was the lack of centralization in administration. The State of Illinois now supports 18 different scholarship and grant-in-aid programs. Totally, these awards cost the state about \$12,000,000 annually. Although they assist thousands of youth, they affect only a very small percentage of more than 300,000 students now enrolled in Illinois institutions. Student financial aid programs supported by state funds are as follows:

- Teacher education (4 years)
- Teacher education (2 years)
- Teacher education (for adults)
- Special education—teacher
- General education development

Scholarships to veterans
County
General Assembly
Illinois State Scholarship—regular
Illinois State Scholarship—upperclass
Children of Veterans
Vocational Rehabilitation
Mental Health—nurses
Mental Health—social work, psychology, special education
Public Aid
Children and Family Services
Special education grant
Governing boards of state-supported institutions.

These programs are administered by ten different state agencies or divisions. There is little coordination between the programs. Some youth qualify for several of these aid programs; many youth qualify for none. The programs have originated separately to serve various purposes: relief for acute shortages of professional personnel, aid for the needy, honor for the gifted, help for the handicapped, reward for service to the country, and even awards as a mild form of political patronage.

In an extensive poll of high school and college representatives conducted by Committee P, a substantial consensus was expressed towards achieving greater coordination and centralization in the administration of financial aid programs. A central state scholarship agency should be authorized to coordinate and administer state supported student aids. Such an agency could bring order out of the current chaotic arrangement in which neither the state nor the student is quite sure of the total scholarship potentialities. This central agency could orient counselors and teachers, provide information to students and the public, and advise the Board of Higher Education and the General Assembly concerning the status of student financial aid. Also, the agency could serve as a central clearing house to screen initial applications in terms of evidence of student need, resident status, and other factors necessary to qualify for awards. A single source of clearance in Illinois during this era of multiple applications would be much more economical and time-saving than the present arrangement.

The Illinois State Scholarship Commission appears to be best qualified to serve as the state's central agency to supervise and coordinate the state supported programs. The Commission now administers approximately half the state funds utilized for student aid, its members represent citizens-at-large rather than any particular state department, its interests are directed toward all students rather than any particular type of student, and its experience in collecting data and administering programs is extensive.

Committee P recommended the abolition of all state supported scholarship programs, except the grants currently administered by the State Department of Mental Health and by the Division of Vocational Rehabilitation, as well as tuition waivers authorized by governing boards of the public universities, in favor of a general state financial assistance program. Although the objectives of such a move are defensible, the complexities involved in this far-sweeping change are very formidable. Particularly, considerable study is necessary to formulate a plan for a single large integrated system of student aid. Such a plan should be compatible with the objectives of the Master Plan. It should be administered by the institutions. It should preserve, within reasonable limits, freedom for student choice of institution. It should be economically feasible for the state to support.

It is proposed, therefore, that the Illinois State Scholarship Commission with the cooperation of the Illinois Board of Higher Education undertake joint studies during the 1967-69 biennium in order to ready such a plan for consideration by the Seventy-sixth General Assembly. Such a study would describe a proposed general student aid program and outline its major policies, as well as suggest a step by step procedure for its implementation during the 1969-71 biennium. It would indicate which of the current student aid programs should be exempted from consolidation with the general program. Upon the basis of experience this biennium with the pilot project of administering grants as well as scholarships, such a study could indicate the extent to which financial need and/or scholastic ability should be used as criteria for awards to be given in the proposed general aid program. Moreover, it may derive a basis for indicating as realistically as possible the significance of a general program upon the enrollment patterns, student needs, and state's financial ability. Above all, it would be hoped that the proposed plan developed from these studies would yield an efficient and economical program which will extend maximal aid to students throughout the state.

CHAPTER 4

Accommodating Future Growth Through Governing Structure

A—Recommendations

JUNIOR COLLEGE SYSTEMS

15. Coordinated planning of adult, technical and occupational education in Illinois be continued and strengthened through the interagency organization which brings together executive officers of the Illinois Junior College Board, the Board of Vocational Education and Rehabilitation, the Office of the Superintendent of Public Instruction, and the Board of Higher Education.
16. The Board of Higher Education continue to encourage higher education groups, particularly the Illinois Junior College Board and the Committee on Cooperation of the Illinois Conference on Higher Education, to develop organizational machinery and policies to stimulate closer articulation between junior colleges and the senior institutions in the state.

GOVERNANCE OF HIGHER EDUCATION

17. A new governing board to be known as the "Board of Regency Universities" be authorized and created, and Northern Illinois University at DeKalb and Illinois State University at Normal be transferred from the jurisdiction of the Board of Governors of State Colleges and Universities to that of the Board of Regency Universities.
 - a. The Board be composed of nine members appointed by the Governor for six-year overlapping terms, and the Superintendent of Public Instruction *ex officio*.
 - b. The Board exercise the legal powers and functions of a

governing board, similar to those of the Board of Governors of State Colleges and Universities, over institutions assigned to its jurisdiction.

- c. The relationship of the Board to the Illinois Board of Higher Education be the same as that of the existing governing boards of the several state universities under present statute.
18. All public-supported post-high school institutions in Illinois be governed and/or coordinated within the jurisdiction of five systems of higher education as follows:
The University of Illinois System
The Southern Illinois University System
The Regency Universities System
The State Colleges and Universities System
The Illinois Junior College System.

PLANNING AND GOVERNANCE OF NEW COLLEGES

19. The Board of Higher Education assign to one of the governing boards each newly authorized state college or university campus for planning, development and governance.
20. Each new senior state college or university campus from its inception be organized as an educationally autonomous institution with its own executive officer, subject to the control of its governing board and to the coordination powers of the Board of Higher Education as provided by law.

ILLINOIS BOARD OF HIGHER EDUCATION

21. The General Assembly authorize the Board:
 - a. To accept and expend funds obtained by gifts and grants from foundations and other sources for purposes of conducting studies in support of statewide master planning for higher education.
 - b. To receive and disburse funds to the colleges and universities in the state in support of federal and state programs for which the Board is officially designated as the administering agency.
22. In order to coordinate federal programs with the Illinois Master Plan for Higher Education, the Illinois Board of

Higher Education be considered the principal state agency to administer such programs which:

- a. call for an administering agency broadly representative of institutions of higher education,
 - b. require a state plan or other inter-collegiate coordination, and
 - c. are related to activities appropriate to legal functions of the Board.
23. For planning, budget and program coordination within the increasingly complex higher education community, the Board of Higher Education initiate a unified computer-based data reporting system, integrated to the extent possible with the newly planned U. S. Office of Education data collection system.
24. The Board of Higher Education have added to its membership the Chairman of the proposed Board of Regency Universities and two members as citizens-at-large appointed by the Governor, by and with the advice and consent of the Senate.

B—Comment

HISTORICAL DEVELOPMENT

The current organization of public higher education in Illinois developed from a long evolutionary process marked by repeated changes and modifications to accommodate expansions, accretions, and political expediencies. As late as 1917, there were five normal schools—Eastern, Western, Northern, Southern, and Normal—and the University of Illinois at Champaign-Urbana, each with its separate governing board. In 1917 the five normal schools were placed under the Department of Registration and Education and under a board which, after two name changes, has become the Board of Governors of State Colleges and Universities.

Southern Illinois University withdrew from this system in 1949 and achieved its own governing board. Two teacher colleges were transferred from the Chicago City School System in 1965 to the Board of Governors. At the end of World War II the University of Illinois organized an institution which has recently become the Chicago Circle Campus. Southern Illinois University extended its

operation to the East St. Louis area in 1957 and subsequently has developed the Edwardsville campus.

Junior colleges, affiliated with the common school system, have grown steadily since the turn of the century. Twenty-four such institutions were in operation when the Master Plan was launched. As a result of Master Plan recommendations, the junior colleges are being divorced from the common schools and new districts are being created rapidly until, it is estimated, about forty junior college districts will ultimately blanket the state. Statewide coordination of this growth has been exercised by the Illinois Junior College Board, an agency recommended in the Master Plan and established by the General Assembly in 1965.

It is apparent from this history that public higher education in Illinois has grown in a piecemeal fashion, resulting largely from institutional expansion. Through these adaptations the structure of higher education has been geared to the needs of the past, but it is ill-suited to meet the challenge of future expansion.

URGENCY OF CHANGE

We now stand at a critical juncture in the development of Illinois higher education. The same organizational structure for accommodating educational development during the past decades is no longer adequate to meet anticipated change and growth. Imminent conditions which call for immediate preparation are the following:

1. the doubling of enrollments during the next 14 years,
2. the explosion of knowledge which tends to proliferate and expand curricula and research,
3. increasing need for highly trained personnel, particularly faculty members, resulting in unprecedented demands for graduate and professional degrees, and
4. the impact of federal programs and funds which tend to enlarge the operations of higher institutions and make more complex their coordination.

As a consequence of these pressures, new senior institutions must be established and placed within a well coordinated governing structure. Creation of each new campus should not require a reorganization of the governing structure. Rather, an adaptable and functional yet stable structure is required which can accommodate

the governance and coordination of additional colleges and the great expansion of existing institutions in role and program without ad hoc reorganization for each change.

Change is not recommended merely for change's sake nor are traditional practices and relationships which have deep roots in higher education disregarded. Neither the option of redesigning a new system or of completely overhauling the existing system is practical or advisable. Rather, the Board builds upon the heritage of the past and encourages the inherent vitality of the present arrangement. Only the most essential changes are recommended to create a more viable and functional structure. The objective is to modify the present organization in the least disturbing fashion but sufficient to create a total structure capable of accommodating new institutions and expansion of existing colleges and universities.

A PLAN FOR A SYSTEM OF SYSTEMS

Master Plan Committee N on governing structure and the Citizens Advisory Committee strongly recommend a new plan for governance of senior public colleges and universities. The staff concurs with the findings and recommendations of these committees. The heart of the plan is to create a "system of systems". It proposes that the public higher education community be subdivided into systems which, individually, have a functional unity and cohesion, but at the same time in their totality can comprehend the diverse educational needs of the state for the foreseeable future. The plan for a system of systems recognizes the following concepts:

- a. Each governing board should be responsible for a particular type or kind of education. Admittedly, considerable overlap will exist among all segments of higher education, particularly in liberal arts and general education, but a manifest diversity should differentiate each system from others.
- b. It recognizes the tendency of governing boards to be dedicated to the role and purposes of their institutions. Through unifying policies, governing boards and administrations tend to shape institutions into a common mold—a pattern which obviously represents their particular conception of higher education. This natural tendency toward unification does not permit the diversity of institutional direction required in a state with as complex and varying interests as Illinois. Indeed,

the day has long passed in Illinois when any single institution or a system of institutions under a single governing board can possibly meet the educational needs of the entire state and thereby hope to fulfill the wide diversity of educational programming needed.

- c. It asserts that even though the objective is diversity in purpose among the systems, a status differential in the importance of the various types of systems is to be prevented. Each system plays a role as important to the total statewide development of higher education as the mission of any other system.
- d. The creation of new institutions will expand systems, thus creating need for more internal system coordination. Effective statewide coordination will require the Board of Higher Education to deal increasingly with systems rather than individual campuses. If the total governing structure can be confined to not more than five systems, intra- as well as inter-system coordination will be strengthened.

The system of systems concept is not intended to type institutions indelibly or to predetermine their ultimate destiny. They can be expected to respond to social, economic, and demographic conditions in order to render maximum service to their respective clientele. If through such accommodations the functions of an institution change radically, it may then become necessary to transfer that institution to another more appropriate governing system. It is anticipated, however, that such transfers will not be frequent.

ONE NEW SYSTEM

The distinct advantage of the plan is that only one new system is created; all other existing systems retain their present identity, institutions, and purposes. The rationale for creating a new system composed of two institutions now under the Board of Governors—Northern Illinois University and Illinois State University—is that these institutions have the largest enrollments and the greatest potential for developing doctoral programs designed to prepare college professors. They are the only two institutions among the Board of Governors' group presently producing doctoral degrees. One factor making this production possible is the rapidly increasing number of

graduate students at both institutions. The advantageous locations of Northern in a populous area and Illinois State in the center of the state assure easy accessibility by graduate students. Further, it is anticipated that the 1965 conversion of Illinois State University from a single purpose institution to a multi-purpose university will have a marked influence upon its expansion.

Although the proposal calls for creating a new board concerned with the evolution of doctoral programs, it is not intended that this new system should develop a comprehensive range of doctoral programs found at the University of Illinois. The system should concentrate its efforts to establish institutional programs of graduate education leading to the doctorate in a significant number of fields but whose breadth of offerings is restricted to the liberal arts and sciences and other related undergraduate programs, with only a limited number of associated graduate professional schools, usually education or business administration. The limitations expressed here are not intended to curb the destiny of these institutions forever: however the dominant challenge, both quantitatively and qualitatively, for these institutions during the immediate years ahead is to fill the vast and growing need for college and university teachers.

COORDINATION OF THE SYSTEMS

Board of Higher Education Membership

In the proposed system of systems the Board of Higher Education is retained as the central coordinating agency. In keeping with the policy already established for Board membership, the Chairman of the proposed Board of Regents and two additional citizen members should be placed on the Board. This action would bring to 16 the number of Board members. Further change in the Board membership is not contemplated since implementation of the recommendation to create the Board of Regents would eliminate the need for any additional boards in the future.

Coordinating Powers

Master Plan Committee N on Governing Structure and both the Citizens and Faculty Advisory Committees recommended that the Board of Higher Education continue its emphasis on statewide planning for the orderly development of higher education. The com-

mittees found that the Board and its small professional staff were meeting effectively their legal obligations. Committee N and the Citizens Committee, after hearing college and university officers and faculty members and after completing their studies, suggested two changes in the powers and duties of the Board.

First, they recommended that the Board be authorized to make assignment of new senior colleges to the governing board most appropriate for developing the particular type of educational institution needed. Substantial differences in planning and development concepts are required for a new comprehensive university campus for 20,000 students in comparison to a teacher education-liberal arts campus of 10,000 or less.

Secondly, the committees recommended that the Board be authorized to accept certain gifts and grants for expenditure on legal purposes of the Board. The committees suggested, as has the Auditor General of Illinois, that specific legislation be provided to prevent possible legal problems in relation to the administration of federal grant programs for higher education. The Governor has designated the Board as administrator for the Higher Education Facilities Act of 1963 and for several titles under the Higher Education Act of 1965. Other federal grant programs are under consideration by Congress. There is no intent to alter existing policy in relation to the awarding of grants directly to colleges and universities by the federal government and foundations (NSF, NIH, etc.).

Increasingly, as the federal government relies upon the state to administer programs which affect the total higher education community, such responsibilities will fall upon the Board of Higher Education as the only state agency broadly representative of both higher education and the public interest. In order to be effective, State master planning and budget coordination require that federal grant programs for various purposes ranging from construction of facilities to programs of community service be integrated into the total development of higher education opportunity within the state.

The Board's limited powers of advisement and sanction over certain types of institutional operations are exercised to implement its plans. The planning must be based upon extensive information about the state and its needs, including institutional characteristics and operations such as programs, personnel, students, admission policies, financing, and other matters. An extensive reporting system, de-

signed efficiently to yield a comprehensive picture through a series of well-integrated schedules issued periodically, is recommended to build a bank of resource data capable of yielding trends for forecasting purposes. While the Board already has legal power to create such a central bank of information, a policy of action toward this objective is stated in Recommendation #23.

CHAPTER 5

Accommodating Future Growth Through State Financing of Higher Education

A—Recommendations

OPERATING COSTS

STATE SUPPORT OF JUNIOR COLLEGES

25. State support for junior college operations be continued at approximately one-half the total average cost for all public junior colleges, as recommended in the Master Plan.
- a. The Illinois Junior College Board and the Board of Higher Education jointly develop a plan for providing additional financial aid either directly or indirectly for needy Class I junior college districts and present the plan to the 1969-70 General Assembly.
 - b. The approximate biennial appropriations needed for state support of junior college operations are estimated as:

<i>Biennium</i>	<i>Low</i>	<i>High</i>
1967-69	\$35 million	\$50 million
1969-71	55 million	84 million
1971-73	82 million	105 million

CHARGE-BACK PLAN

26. Sections 6-1 and 6-2 of the Public Junior College Act, relating to charge-backs to high school districts, be amended to include the proportionate share of capital construction costs for each student.

STATE SUPPORT OF SENIOR COLLEGES

27. The current level of support for operating costs of the state

university and college system be continued with the expectation that enrollments in the lower-division will level off in 1970 and those in upper-division and graduate programs will continue to increase. The following estimates assume that the minimum admission standard at all senior public institutions will be at the 50th percentile by test score and/or rank in class, and that salaries will continue to increase at about the same rate as for the past six years. State appropriations for operating expenses of state universities and colleges are estimated as:

<i>Biennium</i>	<i>Low</i>	<i>High</i>
1967-69	\$525 million	\$575 million
1969-71	631 million	660 million
1971-73	742 million	785 million

CAPITAL CONSTRUCTION COSTS

EMPHASIS ON COMMUTER INSTITUTIONS

28. State authorization for construction of physical facilities emphasize commuter institutions and campuses and place less emphasis than in the past on the expansion of facilities for under-graduate education on the main campuses of the existing state universities.

SCHEDULE OF CONSTRUCTION 1967-1973

29. The following schedule of minimum construction be observed by the institutions involved, by the Board of Higher Education, and by the Governor and General Assembly in planning new facilities and in making state funds available for construction at the public colleges and universities (the dollar amounts are current staff estimates but are subject to change as each biennium is approached):

1967

State share of junior college construction
 First part of Phase III Chicago Circle
 New campus Illinois Teachers College-South (to be constructed in 2 phases)

Expansion of Illinois Teachers College-North
 Planning for additional senior commuter college campuses

Chicago Metropolitan Area—Planning and site

Springfield Area—Planning and site

Completion Phase I of Edwardsville Campus

Other state university system construction and rehabilitation

Estimated Cost \$410.3 million

1969

State share of junior college construction

Chicago Circle, Second part of Phase III

Edwardsville, First part of Phase II

Illinois Teachers College-South, Second Phase

Expansion of Illinois Teachers College-North

Construction new senior campuses

Chicago Metropolitan Area, first of three phases

Springfield Area, first of two phases

Other University Construction and Rehabilitation

Estimated Cost \$319 million

1971

State share of junior college construction

Phase IV Chicago Circle (completes present planning)

Illinois Teachers College-South, Phase III

Illinois Teachers College-North, Expansion

Chicago Metropolitan Area—Phase II

Other State University Construction and Rehabilitation

Estimated Cost \$260 million

Grand Total 1967-1973 = \$989.3 million

Federal funds estimated to be available are subtracted for 1967 only. Estimate does not include possible costs of new medical centers if recommended as a result of current studies. Federal funds would pay approximately half of such construction costs.

LIMITED CONSTRUCTION FOR LOWER-DIVISION ENROLLMENT

30. No new construction of instructional and residential space

for lower-division enrollments be recommended for any senior campus of the state university and college system after 1967; except that existing space may be rehabilitated or replaced as need arises and, further, that the policy be effective for Chicago Circle, Illinois Teachers Colleges—South and North, and Edwardsville campuses at a later date to be determined by the Board of Higher Education.

SPACE UTILIZATION STANDARDS

31. The following standards of utilization of physical facilities be achieved by each existing campus of the state university and college system by the fall term, 1970-71:
- a. Classroom utilization from 7 A.M. to 5 P.M. of 30 hours per week average room period usage and a station utilization of 60 per cent.
 - b. Teaching laboratory utilization from 7 A.M. to 5 P.M. of 20 hours per week average room period usage and a station utilization of 80 per cent.
 - c. Increased efforts be made to improve utilization during the late afternoon and evening hours from 5 P.M. to 10 P.M.

B—Comment

OPERATING COSTS

The costs of higher education will continue to rise in each of the next three biennia. The sheer numbers of students to be educated in the junior colleges and the state university system require substantial dollar increases. Moreover, in the state's senior college system, enrollments at the lower-division level where costs are lowest will decrease in proportion to enrollments in the upper-division and graduate levels where costs are much higher.

The pilot comprehensive unit-cost study of operations, conducted by the Board the past two years for the six state universities, indicates that costs for upper-division students are 1.6 times that for lower-division and that advanced graduate student costs (doctorate level) may be 3.5 times greater than for lower-division students. Hence, as the proportion of students at these advanced levels

increases, costs would increase even though the total FTE enrollment for an institution as a whole may remain static.

CAPITAL COSTS

Commuter Emphasis

It is reasonable to expect that enrollments at most, if not all, of the non-urban campuses of the state universities will increase very slowly after 1971, if lower division enrollments are stabilized in existing institutions and additional institutions are authorized for urban areas. This goal is in complete harmony with original Master Plan Recommendations #19 and #34 which state:

“It be the policy of the state for the next few years to meet the needs for program expansion at the under-graduate level primarily in commuter institutions both two- and four-year, rather than at campuses where students must live away from home.”

“State authorization for construction of physical facilities emphasize commuter institutions and campuses and place less emphasis than in the past on the expansion of facilities for under-graduate education on the main campuses of the existing state universities.”

Relation of Size to Cost

The educational reasons for providing commuter opportunities for students who cannot for a variety of economic and social reasons live away from home to attend college were presented in the original Master Plan and are not restated here. Now on hand, however, is the following additional evidence that it will cost the state government and the state economy as a whole less money to build new commuter institutions than to expand the residential campuses of the state universities.

The reasons for this phenomenon contradict the commonly held belief that it should be less costly to add enrollments to an institution which already has administration, library and other “overhead” facilities than to recreate them and add enrollment at a new institution. The underlying cause of higher costs, both operational and capital, in existing colleges is the emphasis on specialization of program and facilities as enrollments rise. Specializations result from

pressures by both faculty and students. Extensive specialization in all program areas is essential for the advancement of knowledge, but it can be confined by planning to relatively few campuses where the resources of many specializations mutually support each other. On the other hand, intense specialization of program is not essential nor desirable at every campus. A thoroughly adequate education in the liberal arts and sciences and teacher education can be obtained in smaller institutions with little or no specialization.

Some planners believe that expensive specializations begin to occur when enrollments reach 8-10,000 students and accelerate rapidly after a 12,000 enrollment is reached. This observation, that costs of construction increase with size, is confirmed in the following table. The figures were taken from "College and University Facilities Survey," published in 1964 by the U.S. Office of Education. The data on which the table is based were obtained from all institutions in the nation which make annual reports to the U.S. Office.

Distribution of New Construction (estimated square feet and costs) Planned for 1961-65 by Total Higher Education Institutions, by Size of Institution: Aggregate United States *

Size Category	Square feet (00)	Cost per Square Foot
Total	2,789,816	\$22.10
Under 500	198,149	18.20
500-999	242,905	18.80
1000-2499	454,526	20.60
2500-4999	446,909	19.60
5000-9999	571,638	22.60
10,000 and over	875,689	25.50

* U.S.O.E., College and University Facilities Survey, 1964, p. 91.

Recent history in Illinois further confirms that costs rise with size (specialization). Staff analysis of construction costs of projects requested under the Higher Education Facilities Act of 1963 reveals that in 1965 institutions of under 1,000 enrollment were building for an average cost of \$27.60 per square foot, while those over 7,500 students were building at \$42.20. The smaller state universities of under 7,000 FTE were building for \$23.96, \$32.39, and \$33.37.

Land costs for expansion of some of the residential state universities now exceed \$160,000 per acre because expansion requires pur-

chase of homes and businesses which must then be razed for new university buildings. On the other hand, the new campus planned for Illinois Teachers College-South in the City of Chicago will probably cost less than \$50,000 per acre. Land can be acquired in both the Southwest and Northwest Chicago area locations proposed for new senior institutions at a fraction of \$160,000 per acre. In addition, taking over existing commercial and residential enterprises removes them from the local tax rolls. Vacant land is available in the two proposed locations in the Chicago area and also in the Springfield area. Aggravating the problem of obtaining land to serve academic purposes is the need at existing residential campuses to require an equivalent amount of land on which to build residence halls.

Master Plan studies in both Florida and California found no difference in cost of expanding an existing university campus or of building a new one, except for the high cost of land to expand the existing ones and the lower costs of facilities at commuter campuses.

Beyond construction costs, evidence from a California study indicates that when 25 per cent or more of the students live on campus, the operating costs of institutions rise substantially (15-25 per cent). These increased operating costs would apply to all the existing residential campuses of the state universities.

Costs of construction have risen dramatically in the past two years, primarily because of a shortage of labor. If a dormitory space is also required for every student at an existing institution, construction activity will double. That additional construction not only forces higher costs to be paid from state funds for the academic facilities, but doubles the impact of higher education costs on the total economy of the state. This method of expanding the state system would require a substantially higher per cent of total state income for higher education than if commuter facilities were to be constructed which require no residence halls for undergraduates.

OTHER COSTS

State Scholarships and Grants

In the interest of permitting students of high scholastic standing to have a wide choice of institutions open to them, the Board recommends that the appropriations for the Illinois State Scholar-

ship program be increased to \$14 million. This amount will provide an increase in funding above the level for the current biennium and will accommodate the increased load of renewal grants for the next biennium. The ceiling on individual scholarships at \$1,000 should be continued for the next biennium. That sum is the average annual cost of educating an undergraduate student in the state university system and public policy would not be served by awarding an amount in excess of that cost.

In Chapter 3 the Board recommends a new system of grants to students for tuition purposes which will require \$6 million for the 1967-69 Biennium.

Agency Costs

Operating costs of the Illinois Junior College Board, the Illinois State Scholarship Commission and the Board of Higher Education will increase as their respective workloads reflect the rising enrollments and the increasing complexity and numbers of institutions in Illinois. In addition, statewide studies will require funding.

Both the Scholarship Commission and the Board of Higher Education have been designated to administer certain federal grant programs which require state support for their administration. As these and other federal aid to education programs increase, additional operating personnel will be necessary.