

**EDUCATIONAL RESOURCES AND NEEDS  
OF THE  
ROANOKE VALLEY AND SOUTHWEST VIRGINIA**

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**REPORT OF THE  
STATE COUNCIL OF HIGHER EDUCATION FOR VIRGINIA  
TO  
THE GOVERNOR  
AND  
THE GENERAL ASSEMBLY OF VIRGINIA**



**House Document No. 5**

COMMONWEALTH OF VIRGINIA  
Department of Purchases and Supply  
Richmond  
1972





**STATE COUNCIL OF HIGHER EDUCATION FOR VIRGINIA**

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October 1971

The Honorable Linwood Holton  
Governor of Virginia

Members of the  
General Assembly of Virginia

Gentlemen:

The State Council of Higher Education for Virginia is pleased to present a study of educational resources and needs in the Roanoke area as directed by House Joint Resolution No. 48 of the 1970 General Assembly.

We wish to thank the members of the General Assembly, the college presidents, both public and private, school superintendents, business and industry leaders and the Roanoke Chamber of Commerce, and other citizens of the Commonwealth for their support in the conduct of this study. In particular, we thank Dr. John K. Folger, Executive Director of the Tennessee Higher Education Commission, who assisted in this study.

In compliance with the Resolution, we present this study and the State Council's recommendations.

Sincerely,

John D. Richmond  
Chairman

JDR/mr



EDUCATIONAL RESOURCES AND NEEDS  
OF THE  
ROANOKE VALLEY AND SOUTHWEST VIRGINIA

A Report of a Study Directed by  
House Joint Resolution No. 48,  
1970 General Assembly of Virginia

Prepared by:  
State Council of Higher Education for Virginia  
October, 1971



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HOUSE JOINT RESOLUTION NO. 48

Directing the State Council of Higher Education to study the educational resources and needs of the Roanoke Valley and Southwest Virginia.

Offered February 5, 1970

Approved by the Senate, March 13, 1970

Approved by the House of Delegates, March 14, 1970

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Patrons-Messrs. Garland, Anderson, W.M., Butler,  
Hagen, Davis, Geisler, Putney, Burnette and Kostel

Whereas, the Commonwealth of Virginia has established or plans to establish great urban universities in the three largest metropolitan areas of the State; and

Whereas, such development has had the unstinting support of legislators and citizens residing outside of these areas who have recognized that such institutions would serve the general good of the Commonwealth and the priority which these metropolitan areas deserved because of the great population growth which had taken place in them and the deficiency of opportunities in higher education which they had; and

Whereas, the Roanoke Valley is the fourth largest metropolitan area of the Commonwealth with great potential for future growth; and

Whereas, the appropriate authorities of the Commonwealth presently contemplate a considerable expansion of facilities and educational opportunities for students at the State's existing institutions offering the bachelor's degree and graduate degrees; and

Whereas, it is not presently contemplated that the State will offer opportunities in higher education in the Roanoke Valley beyond the second year of college; and

Whereas, there appears to be a manifest need in the Roanoke Valley for State supported educational opportunities beyond the second year of college and particularly in the field of graduate education; and

Whereas, State supported facilities for education beyond the second year of college would not only benefit the numerous people of the Roanoke Valley; but would enrich considerably the educational opportunities of the people of surrounding areas; now, therefore, be it

Resolved by the House of Delegates, the Senate concurring, that the State Council of Higher Education be, and hereby is requested to study the educational resources and needs of the Roanoke Valley and Southwest Virginia and the feasibility of establishing State supported programs in higher education beyond the second year of college in the Roanoke Valley. The Council shall complete its study and make a report to the Governor and General Assembly not later than November one, nineteen hundred seventy-one.

## INTRODUCTION

*The Virginia Plan for Higher Education*, published by the State Council in 1967, indicated that no additional public four-year institutions should be established or planned at this time. However, the Plan provided:

As part of its continuing responsibility for leadership in promoting and coordinating a statewide system of higher education, the State Council, with the advice of staff and faculty members of existing institutions, will develop criteria to guide the future expansion of Virginia's family of public institutions. These criteria will reflect the role of the private colleges and universities, the growth of existing institutions, the Commonwealth's commitment to a statewide community college system, the educational services available through extension, the potentialities of new instructional methods such as television, and other pertinent factors. The criteria will also be harmonized with both state and metropolitan area planning.

Beginning in July of 1968, the State Council undertook a study to determine how such future expansion of public higher education beyond the two-year level should proceed. The results of that study were released in a "Criteria Report" approved by the Council on July 16, 1969. A copy of that report is included in this appendix.

To provide the framework for the implementation of this study and recommendation, the General Assembly amended the State Council statute in the 1970 Session to read:

23-9.11 (b) No additional State-controlled institution, with the exception of new community colleges, shall be established, nor shall any existing institution presently limited by law to two-year programs, nor any existing institution presently limited to four-year programs, be changed to a higher degree level until a study has been conducted by the State Council of Higher Education concerning the need for such an institution or development and the presentation by the State Council of a report and recommendations to the Governor and the General Assembly.

House Joint Resolution No. 48 was introduced at the same session in which the Council's study and recommendation role was offered and approved.

## REPORT AND RECOMMENDATION OF THE STATE COUNCIL OF HIGHER EDUCATION

The report of the consultant, contained later in this document, included significant involvement by members of the State Council staff. The initial thrust of the study was to survey the educational needs of the Roanoke area, speaking to the educators, business leaders, legislators who were patrons of House Joint Resolution No. 48, and others in this geographical region.

The consultant's report describes the specific approach used and a series of alternative solutions. After this study was completed, these alternatives were presented for consideration:

1. Establish a resident center for graduate study in Roanoke;
2. Expand existing community college to higher degree level;
3. Establish a new senior college (four-year and master's);

4. Establish an upper level college (junior and senior and master's);
5. Establish no new educational facility.

Using the "Criteria Report" of the State Council of Higher Education which gave guidance to the need for new or additional institutions (1969), and after on-site discussions and surveys described in the consultant's report, it became clear that a new senior college was not needed in the Roanoke area.

It is also believed that to change the make-up of the existing community college at Roanoke would seriously harm the role of the community college and detract from the excellent service provided by that institution.

A further consideration relates to the necessary planning between the public and private sectors of higher education in the Commonwealth.

The role and effectiveness of Roanoke College, a private institution, would be diminished if a new senior level State college were to be established in the Roanoke area.

The unmet educational needs in the Roanoke area are largely at the graduate level for working adults. This area of study on a part-time basis is recognized in the State's current study under Senate Joint Resolution No. 29 of the 1970 session of the General Assembly. This resolution directs the Virginia Advisory Legislative Council to study continuing education.

In its charge, Senate Joint Resolution No. 29 identifies eleven specific factors which should be considered, including one to "outline a comprehensive plan for the deliberate and orderly development of continuing education in Virginia." Inasmuch as this study would speak to the State as a whole relative to continuing education, it should serve to advise us that the Roanoke area should be considered as an important part of that whole, when certain needs have been identified.

#### *State Council Recommendations*

1. No additional four-year State college or graduate university be established in the Roanoke area or Southwest Virginia at this time.

2. Expansion of graduate level programs in selected fields can be considered as off-campus offerings for the Roanoke area by existing institutions.

3. Coordination of off-campus offerings should be handled by the State Council of Higher Education in accord with Section 23-9.10 of the Code of Virginia.

4. The results and recommendations of Senate Joint Resolution No. 29 of the 1970 session of the General Assembly should be studied and implemented, where appropriate, with respect to meeting the continuing education needs of the Roanoke area.

## REPORT OF SPECIAL CONSULTANT

*Introduction*—The Virginia Legislature in 1970 passed House Joint Resolution number 48 directing the Council of Higher Education to study the educational resources and needs in the Roanoke Valley and Southwest Virginia. In the Fall of 1970 Dr. McTarnaghan, Director of the Council, asked Dr. John Folger, Director of the Tennessee Higher Education Commission, to serve as a consultant to the staff of the Council and to survey the various possibilities for meeting the higher educational needs of the Roanoke area. This is the consultant's report; it was made possible by the excellent cooperation of the staff of the Council, the Roanoke Chamber of Commerce, and the cooperation of all of the college presidents, both public and private, in the Roanoke area.

The study began in the fall of 1970, with the collection of information on population growth in Roanoke, college enrollment of students from Roanoke, state policies on higher education, and information about the role and scope and plans for future development of all of the colleges in the area. After this data was examined, a visit was made to Roanoke in December of 1970. Visits were made to Roanoke College, Radford, V.P.I. & S.U., Virginia Western Community College and the Extension Center of the University of Virginia, which is located on the campus of the community college. A meeting was held with the Chamber of Commerce education committee, with the Chancellor of the Community College System and with members of the legislature from the Roanoke area.

Information about the educational plans and aspirations of the citizens of Roanoke was incomplete, so the Council staff in cooperation with the Chamber of Commerce, had interviews with directors of personnel and training in a number of Roanoke firms and distributed questionnaires to employees of a number of companies, the school system, city and county government, and the hospitals and health agencies. After this data was analyzed, the consultant made another visit to Roanoke to discuss various alternatives for expanding educational opportunities with the college presidents in the area. On the basis of all of this information, the following report is submitted.

### *Higher Education in Roanoke*

There are about 200,000 people in the Metropolitan Area of Roanoke, including Salem, Roanoke City, Roanoke County, and Botetourt County. Throughout this report this will be the "Roanoke Area". It is a relatively slow growing metropolitan area, having increased by about 13 percent between 1960 and 1970. It has a diverse economic base, with manufacturing and railroads predominant.

The area is served by three colleges: Virginia Western Community College, a two-year public community college with about 2,700 students; Roanoke College, a private coeducational four-year liberal arts college with about 1,200 students, and Hollins College, a private college for women enrolling about 1,100 students. Within an hour's drive of Roanoke are two other public institutions, V.P.I. & S.U. and Radford which also enroll substantial numbers of students from Roanoke. The University of Virginia operates an extension center which offers a variety of courses at the undergraduate and master's level for working adults. Education courses are the most popular part of their offerings. About 600 students (nearly all part-time) were enrolled in the fall of 1970 in the University of Virginia Extension Center. Surveys of high school seniors in the Roanoke area reveal that about 60 percent of the graduates went on to college, a percentage that compares favorably with the high school graduates of other metropolitan areas. About 35 percent of the high school graduates who go to college attend the community college in Roanoke, about 40 percent go to one of

the public four-year colleges or universities in Virginia, while the remaining 25 percent attend a private college in Virginia or an out-of-state college. The most popular colleges with Roanoke residents (in terms of numbers in attendance) are Virginia Western Community College (1st), V.P.I. & S.U. (2nd), and Roanoke College (3rd). Other colleges serving over 100 students from Roanoke include Radford, the University of Virginia in Charlottesville, Virginia Commonwealth University, and Hollins.

These figures illustrate that there is a good range of higher educational opportunities available to the high school graduate from Roanoke: he can attend the community college, which is a low cost, open door opportunity to complete either the first two years of college, or to take an occupational terminal program. He can attend Roanoke College as a commuting student at modest cost, if he stands in the top half of his high school graduating class. He can attend V.P.I. & S.U., the University of Virginia, or one of the other public institutions at moderate cost, if he can meet their entrance requirements. Or he can attend a private institution or an out-of-state institution at relatively high cost, and in the case of some of these institutions, only if he can meet their rather high admissions requirements. In brief, a young person from Roanoke has a wide range of college choices, and since 60% of the high school graduates do go to college, there is evidence that they are taking advantage of their opportunities.

College opportunities are less adequate for the working adults who live in Roanoke. They have two or three options: (1) They can attend the University of Virginia extension division, which will enable them to get some upper division and graduate courses, but not to earn much credit toward a degree. (2) They can attend the limited undergraduate evening program at Roanoke College, or the even more limited master's level offerings at Hollins. (3) They can commute 40 miles to either V.P.I. & S.U. or Radford, where class schedules are developed primarily to serve full-time students in most fields except Education, and thus courses are often offered at inconvenient times for the working adult. Opportunities for Roanoke adults to work toward undergraduate and master's level degree programs are inconvenient and inadequate. Improvement in this area is needed.

Further information about the educational demands of working adults was obtained in a questionnaire study of employees of a number of Roanoke firms. This survey, although it did not cover all employees, revealed two or three areas where additional educational offerings were needed. For example, more than 70% of the teachers responding to the inquiry said they planned to take more graduate work. (Since 60% of the teachers have actually taken graduate courses in the last 3 years, this looks like a realistic estimate of demand for more education). Only about half of the teachers who wanted more education felt they could get what they wanted in the Roanoke area—those who definitely planned to enroll (or were already enrolled) were about evenly divided among people taking courses at the University of Virginia extension division and teachers enrolled at one of the other Roanoke area schools (Radford, V.P.I. & S.U., Hollins, or Roanoke). The other half of the teachers who wanted to attend college said they would enroll if the courses they wanted were available. This indicates that there is a substantial backlog of demand for graduate work in education and related subject areas for teachers. A center in Roanoke where teachers could obtain resident credit toward a master's degree in planned programs would probably enroll 500-600 students a year on a part-time basis.

The survey also identified a smaller demand for graduate work in business. There are probably 100-150 persons who express an interest in enrolling in a graduate level degree program in management or general business administration. Some demand also exists for engineering courses, although demand in this area does not appear to be sufficient to support a degree program in engineering in Roanoke. Some engineering courses could be offered

there (particularly the non-laboratory courses) and students who were interested in working toward a degree could obtain the rest of their degree credit at V.P.I. & S.U.

In summary, opportunities for higher education for recent high school graduates who want to attend college on a full-time basis appear to be reasonably adequate in the Roanoke area. There are some problems for the Junior and Senior level undergraduate who is looking for a *low* cost educational program. Some of these students from low income families can get scholarship assistance or work opportunities at other public institutions, but an expansion of available financial assistance through a state scholarship-loan program which supplements available federal and institutional assistance could assure that no citizen was denied the chance to complete a college education for lack of money.

Higher educational opportunities for working adults in Roanoke need to be made more easily available. This is especially true of master's level degree programs. In theory anyone who wants an education badly enough can probably obtain it by commuting to V.P.I. & S.U. or Radford, or by taking courses at the University of Virginia extension center and then attending the home campus of the University of Virginia; but the person must be highly motivated and willing to invest considerable extra time and effort to obtain a degree.

#### *Alternatives for Roanoke*

To provide more adequate educational opportunities in Roanoke, there are several possibilities that should be considered. These are:

(1) To establish a *resident* center of one of the existing universities to offer selected upper division and master's level programs in Roanoke. This would differ from the present extension center in providing most or all of the work for a master's degree in selected fields in Roanoke for working adults. The fields that would be offered should include education and business, and possibly others where the demand is sufficient to support a full program.

(2) Expand the existing community college to a four-year degree granting institution plus master's level work.

(3) To establish a separate four-year plus master's institution in Roanoke.

(4) To establish an upper level and master's institution, which would get its entering students from the community college graduates plus adults who want to continue their education.

There is also the possibility of taking no action to expand educational opportunities in the Roanoke area, on the grounds that other educational needs should take priority over any additional facilities at Roanoke.

Let us review these alternatives in more detail, beginning with the least costly, and moving up to the more costly alternatives.

(1) The least expensive alternative is to do nothing. However, Roanoke is the largest metropolitan area in the State which does not have a public four-year institution within easy commuting distance. It could be argued that the driving time to V.P.I. & S.U. at Blacksburg or Radford College (45-55 minutes) puts it within commuting distance, and that this makes educational opportunities adequate. For the employed worker who cannot schedule a needed class in the late afternoon or evening, V.P.I. & S.U. does not provide an opportunity. This alternative should not be followed unless Virginia is so pressed for funds for higher education that it cannot do anything to expand educational opportunity in the State. There is a legitimate need in Roanoke, and if possible, it should be met.

(2) The second alternative would be the establishment of a *resident credit center* on the campus of Virginia Western Community College. The center should offer most or all of the courses for selected degree programs in Roanoke. The courses should be scheduled for the convenience of working adults, who should be the primary customers for the program. Sufficient demand for programs in Education and Business at the master's level and bachelor's level exists now. The center should be operated by one of the existing four-year degree granting universities. In order to qualify for accreditation, a majority of the courses should be taught by regular faculty, which indicates that V.P.I. & S.U. and Radford are most strategically located to operate the program. The center should also perform a function in continuing education similar to the present extension center of the University of Virginia, by offering courses that are of interest to local citizens who are not interested in working toward a degree. These courses could be of both credit and non-credit variety. If this alternative is followed, the present University of Virginia extension division should either become the resident center by changing its rules and using more regular faculty, or it should be closed because it will be no longer needed.

The advantages of this approach are: (1) It is directed at the group that is most in need of additional educational opportunity, the working adults. (2) It is relatively inexpensive. New facilities are not required since the community college has a modern plant that is not fully utilized in the late afternoon and evening. Some addition to the library will be required, but many of these might be loaned by the parent institution that is responsible for the program. The biggest additional cost over the present extension center operation (which is largely tuition supported) would be the higher cost of regular faculty who would have to travel from the home campus. In a few popular areas, there might be sufficient advantage to have full-time resident faculty at the center to teach courses and counsel with students. A center could be operated for no more than 10-20 percent of the cost of opening a conventional four-year college. (3) A resident center would have little or no adverse effect on the existing institutions in the community (both public and private) since it would supplement, rather than duplicate their programs.

Disadvantages of a center: (1) It would not offer a complete program to the upper division undergraduate who doesn't have the money to go to one of the local private institutions or to go away to a public institution; (2) There would be a difficult job of selecting the university that should offer the program. History would favor the University of Virginia which has operated an extension center in Roanoke for many years. Geographic location would favor V.P.I. & S.U. which is close by, professors could commute easily, and the interest in offering the program is probably greater. Radford would have the most to lose by a resident center, since its graduate offerings in education now serve a number of commuters who would stop coming if they could get a program at home. Radford does not have the capabilities to offer graduate work in all the areas that can be justified in a center, so if they were involved, it would have to be as part of a cooperative management of a center. In theory a cooperative operation might be the best approach to management of a resident center, but previous experience in Virginia and in other states indicates that a program of this type does best when it is operated by one institution.

(3) The third alternative would be to expand the present community college into a four-year and master's level institution. This alternative can be eliminated rather quickly because it is against state policy, and would set a very undesirable precedent, which would lead other community colleges to try to expand into four-year colleges. The Chancellor of the Community College System was very clear and forceful in his opposition to this possibility. The only advantage to expansion of the community college to a four-year institution would be the savings in capital construction costs as compared with the cost of building a new four-year college from the ground up. The disadvantages far outweigh this small advantage.

(4) The fourth and fifth alternatives can be discussed together since they are variations on the same idea. This would be to build a new baccalaureate and master's degree institution in Roanoke to serve the educational needs in Roanoke and in surrounding areas. Roanoke would be the logical location for a new institution if one were needed in the state, since it is the largest population center in the State not served by a four-year college at this time. The advantages of establishing a new college for Roanoke are:

(1) It could meet all of the upper division and master's level educational needs of citizens of Roanoke in one institution. If it were limited to Junior and Senior and Master's level programs, it would not compete with the programs offered in the community college. Upper level universities have been established in several states with well-developed community college systems (such as Florida and Illinois) and these colleges attract Junior college transfers as well as serve the local community. If Virginia needs another degree granting institution, it should consider the advantages of an upper division institution very seriously.

(2) A conventional college can more readily serve as a cultural and intellectual center for a community than can a resident center which is operated by another institution. The community college and the private colleges can also serve this function; however so, the need in Roanoke is not as great as it would be if the community college and the private colleges were not already established.

The disadvantages of a baccalaureate and master's institution are:

(1) Virginia does not need another public institution in the foreseeable future. They have fifteen degree granting institutions. Seven of these enroll less than 3,000 students, and only four enroll 10,000 or more students, the usual criterion of a "large" institution. In addition there are 16 public community colleges, all but 3 of these have less than 2,000 students. All of the enrollment growth anticipated during the next decade can be accommodated within the existing institutions without the necessity of any of them growing beyond 20,000 students, and with only 4 or 5 of them growing beyond 10,000 students. The costs of accommodating additional students in an existing institution will generally be lower in institutions above 3,000 students than in smaller institutions.

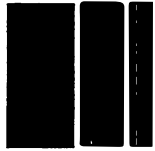
(2) Establishment of a new institution would be much more costly in both capital and operation costs than the establishment of a resident center which could concentrate on the specific programs needed by Roanoke working adults.

(3) A new State institution in Roanoke would have a very unfavorable effect on Roanoke College, which draws about half of its students from the immediate metropolitan area. A State institution with lower tuition would attract many of the local students who now attend Roanoke College.



## APPENDIX





**THE VIRGINIA**

# **HIGHER EDUCATION REPORT**

STATE COUNCIL OF HIGHER EDUCATION FOR VIRGINIA / Tenth Floor, Life of Virginia Building, 914 Capitol Street, Richmond, Virginia 23219

Special Edition, July, 1969

## **CRITERIA FOR NEW COLLEGES**

Approved by the State Council of Higher Education

*report of the*

Advisory Committee on Criteria for the Establishment of State-Controlled  
Baccalaureate Degree-Granting Institutions of Higher Education

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The State Council of Higher Education for Virginia in July, 1968 invited nine distinguished citizens to serve as a special advisory committee to recommend criteria to guide the development of additional state-controlled, baccalaureate degree-granting institutions. The Council expresses its sincere appreciation to the Committee for its dedicated service and perceptive report. It is a pleasure for the State Council to present herein the complete report as adopted by unanimous vote of the Committee and approved in its entirety by the State Council of Higher Education at its July 16, 1969 meeting.

### THE CRITERIA

The creation of an additional baccalaureate degree-granting college or university should be undertaken only after thorough study and recommendation by the State Council of Higher Education followed by action of the General Assembly. In its study, the State Council should relate all proposals for additional baccalaureate degree-granting institutions to the statewide plan for higher education and apply the following criteria:

#### **VIRGINIA SHOULD ESTABLISH AN ADDITIONAL STATE-CONTROLLED BACCALAUREATE DEGREE-GRANTING COLLEGE**

**ONLY WHEN ALL OF THE FOLLOWING HAVE BEEN FULLY MET:**

1. THERE IS CONVINCING EVIDENCE THAT THERE WILL BE ENROLLED, WITHIN A REASONABLE TIME, ENOUGH STUDENTS TO ASSURE EFFECTIVE AND ECONOMICAL OPERATION WITHOUT DISPLACING ANY COMMUNITY COLLEGE IN THE AREA.
2. NO OTHER STATE-CONTROLLED BACCALAUREATE DEGREE-GRANTING INSTITUTION ABLE TO PROVIDE FOR SUCH STUDENTS IS LOCATED WITHIN COMMUTING DISTANCE OF THE PROPOSED LOCATION.
3. ITS ESTABLISHMENT WILL NOT SERIOUSLY INJURE ANY PRIVATE COLLEGE OR UNIVERSITY WITHIN THE IMMEDIATE VICINITY.
4. IT IS CLEARLY UNDERSTOOD THAT ANY NEW INSTITUTION WILL BE ADEQUATELY FUNDED WITHOUT IMPAIRING THE STATE'S ABILITY OR LESSENING THE STATE'S OBLIGATION TO PROVIDE NECESSARY SUPPORT FOR EXISTING STATE-CONTROLLED INSTITUTIONS—TWO AND FOUR-YEAR.

#### COMMITTEE MEMBERS

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## INTRODUCTION

The planning for additional public four-year institutions in Virginia is clearly the function of the State Council of Higher Education. It is the agency charged by statute with the responsibility "to promote the development of a sound, vigorous, progressive, and coordinated system of higher education" for the state. The legislature has specifically instructed the Council to study and offer recommendations concerning all proposals to establish branches, divisions, or extension centers. This responsibility involves the task of developing criteria to guide the establishment of new institutions at such times as demonstrated need develops.

As a perceptive observer of trends in other states has noted:

New state colleges, generally, are established in response to needs demonstrated by state and/or area studies. Such studies are made by state boards of regents, by state commissions created by the legislature, or by citizens' organizations that have an interest in promoting the welfare of the state. But here again, there are states in which powerful politicians have persuaded the legislature to authorize and support the establishment of a college as a political favor without adequate justification. This is pure folly in the guise of community betterment.<sup>1</sup>

"Component III" of the Virginia Plan for Higher Education published by the State Council in 1967 indicated that no additional public four-year institutions should be established or planned at this time. However, the Plan provided:

As part of its continuing responsibility for leadership in promoting and coordinating a statewide system of higher education, the State Council, with the advice of staff and faculty members of existing institutions, will develop criteria to guide the future expansion of Virginia's family of public institutions. These criteria will reflect the role of the private colleges and universities, the growth of existing institutions, the Commonwealth's commitment to a statewide community college system, the educational services available through extension, the potentialities of new instructional methods such as television, and other pertinent factors. The criteria will also be harmonized with both state and metropolitan area planning.

Dr. Richard G. Browne, formerly Executive Director of the Illinois Board of Higher Education and Professor of Political Science at Illinois State University served as Director of the study. Dr. Browne previously served on the staff of the Virginia Higher Education Study Commission and also assisted the State Council in preparing the Virginia Plan for Higher Education. The staff of the State Council of Higher Education for Virginia was the secretariat for the study with Dr. Prince B. Woodard, Director of the Council, and Mr. James C. Phillips, Administrative Assistant to the Director, in attendance at Committee meetings. The Committee met a number of times in Richmond and Roanoke and devoted a substantial amount of time to designing and analyzing the content of twelve detailed background papers which were considered relevant to the Committee's assignment. The titles of these papers are listed in the Appendix and copies are available from the State Council of Higher Education. The Appendix also contains an annotated bibliography of some of the principal source materials in the study.

## FACTORS GIVEN SPECIAL CONSIDERATION

In developing the specific criteria, certain factors, some of which are unique to Virginia, were given special consideration. These factors were highlighted by the data in the background papers. These factors, along with a brief explanation of each are as follows:

### 1. THE VIRGINIA COLLEGE-GOING RATE MUST BE INCREASED.

The Virginia Plan, after pointing out that the college-going rate of Virginia, while rising, was still almost one-fifth below the average for the Southern states and also considerably below the national average, stated that: "Individual happiness and security, as well as the economic and social well-being of the state and nation, demand a substantial increase in the percentage of Virginia youth seeking higher education."<sup>2</sup>

The most recent figures show Virginia still ranking third from the bottom among the fifteen Southern states in the ratio between its college enrollment and the number of youth of college age.<sup>3</sup> Despite its recent gains in college enrollment, Virginia's college-going rate still falls among the ten lowest states in the nation.

### 2. HIGHER EDUCATIONAL OPPORTUNITIES ARE NEEDED IN AREAS OF LARGE POPULATION.

Until recent decades, the practice of Virginia, and most other states, was to establish colleges and universities in relatively small communities and to provide a somewhat secluded atmosphere for the students. Virtually all of Virginia's private colleges, and many of its state-controlled institutions, are residential institutions of this nature. But the rapid growth of urbanization, as well as the desire to offer opportunity for higher education to more citizens, has resulted in a trend toward colleges and universities being located "where the people are." This is a powerful force in increasing college attendance.

Virginia's metropolitan areas, as they are now and as they are expected to be by 1980, give evidence to the importance of this factor. In 1966, the metropolitan areas contained two-thirds of the state's people; by 1980, they are expected to contain three-fourths of all Virginia citizens.<sup>4</sup> The development of adequate facilities for higher education in these areas is of high priority.

### 3. VIRGINIA IS COMMITTED TO THE COMPLETION OF A STATE-WIDE SYSTEM OF COMMUNITY COLLEGES.

The expanding system of community colleges represents a dramatic response to Virginia's need to increase the college-going rate, to serve better the areas of large population, and to provide a variety of new, and highly useful, programs of study. These colleges offer technical and semi-technical programs leading directly to employment, as well as general programs, some of a remedial character, and courses comparable to the first two years of a baccalaureate degree-granting institution. These unique functions are of such great importance that it is wise to preserve the comprehensive community colleges as two-year institutions and not seek to transform them into baccalaureate degree-granting colleges. The conversion of community colleges into baccalaureate degree-granting institutions would subvert the basic purposes which led to their creation and would necessitate the establishment of additional institutions to replace them.

All of the metropolitan areas of Virginia are, or soon will be, served by community colleges, and multiple campuses are planned for the most populous centers. Enrollments in the state-controlled two-year colleges more than tripled from 1965 to 1968 and are projected to triple again by 1977.

### 4. GREATER EMPHASIS WILL BE NEEDED ON UPPER-DIVISION PROGRAMS.

As enrollments in the two-year colleges increase, further educational opportunities must be available for qualified community college graduates who seek to complete baccalaureate degrees. While many students in two-year colleges are enrolled in programs of a terminal nature, there will be increasingly large numbers wishing to continue their education in a baccalaureate degree-granting institution.

The growth of the state system of community colleges, therefore, indicates the necessity of good articulation between the programs of the two and four-year colleges. Initial guidelines to accomplish this goal have already been developed and are being implemented along with procedures for their continuing evaluation.

Some states are presently providing for or planning to meet this need by establishing new colleges that provide only the upper two years, junior and senior, of undergraduate education. In a few years, sufficient actual experience with these colleges will have been accumulated to permit adequate appraisal. Virginia should study carefully the merits of these upper division institutions in order to guide future state policy in this regard.

### 5. NEW PROGRAMS WILL NEED TO BE DEVELOPED.

It will be necessary to develop within the state some new advanced occupational career programs at the baccalaureate level. The future manpower needs of Virginia are clearly directed toward the more advanced technical competencies, and toward the greater use of professional persons in the service occupations, in managerial posts, and in other occupations which call for increasing amounts of post-high school education. At the same time the civic and cultural needs of the state are growing. Thus it is essential that, within the framework of the Virginia Plan for Higher Education, there be available a broader scope of higher educational career programs, as well as increased emphasis upon attracting large numbers of students to enroll in a variety of advanced and professional studies.

### 6. MOST VIRGINIA COLLEGES AND UNIVERSITIES ARE RELATIVELY SMALL.

Virginia has no college or university that enrolls as many as 10,000 full-time students and during the 1968-69 regular session only three enrolled as many as 5,000 full-time students. Of those granting baccalaureate degrees, all of the private institutions, and five of the state-controlled ones, enroll fewer than 3,000 full-time students.

In every state with a population equal to that of Virginia, and in some of the states with fewer people, there is at least one state institution with far more than 10,000 full-time students. Throughout the nation, public colleges and universities typically enroll more than 3,000 full-time students.

Most of the state-controlled colleges and universities have already planned to increase their enrollments, and such increases were projected in the Virginia Plan for Higher Education. This is a constructive trend since all Virginia institutions could expand their enrollments without lowering their effectiveness. To some extent, moreover, these increases can be absorbed without a proportionate increase in institutional costs. This is especially true at the upper-division level where some classes are exceptionally small due to the necessary proliferation of courses to permit specialized study.

**7. FINANCIAL SUPPORT MUST BE MAINTAINED FOR THE PROJECTED GROWTH OF EXISTING STATE-CONTROLLED INSTITUTIONS.**

Virginia has already embarked on a major expansion of higher education in its three largest metropolitan areas. In Northern Virginia, George Mason College is being enlarged; in Norfolk, there is the expansion of Old Dominion College and Norfolk State College; and in Richmond, the state has created Virginia Commonwealth University by combining the Medical College of Virginia and Richmond Professional Institute. In addition both Clinch Valley College and Christopher Newport College are achieving four-year status. These expansions call for substantial increases in both capital and operating funds.

Other existing institutions have both operating and capital needs to provide for existing enrollments and to care for additional students. By 1977, the Virginia Plan proposes that the existing four-year institutions accommodate some 50,000 more students than they presently enroll. And the community college system, not yet fully established, is projected to expand its capacity by over 40,000 additional students by 1977.

**8. PRIVATE HIGHER EDUCATION SHOULD BE ENCOURAGED.**

While some of Virginia's private colleges and universities do not desire to increase student enrollments, others aspire to do so. In some cases financial limitations have made it impossible for private enrollments to increase in proportion to the total enrollment growth of the state. Thus, while continuing to enroll steadily increasing numbers of students, their share of the total continues to fall. Some states have recently taken steps to provide assistance to the private institutions by granting tax funds for

them under one or more of several programs. At the very least, it should be expected that the state would take no action that would seriously damage the condition of the private institutions. However, the unique role and function of most private institutions is of such a nature that they experience only a minimal effect from the operation of carefully planned public colleges.

The Virginia Plan for Higher Education called for full participation of the private institutions in statewide planning. It is clearly in the best interest of the state that the continued health of the private institutions of higher education be a proper concern in all such planning.

**9. TAX FUNDS MUST BE USED IN THE MOST PRUDENT FASHION POSSIBLE.**

Virginia is already investing large sums in providing higher education for its citizens and will, of necessity, need to supply larger appropriations in the years ahead. Far more students will need to be educated and many of them for longer periods of instruction. Heavier investments in faculty salaries, library resources, research and public service will need to be made if quality is to be maintained. Other costs are sure to continue to rise. Long-range inflationary factors will require further increases in funding at all levels and for virtually all programs.

These factors demonstrate the urgent need for the State to choose wisely in allocating its resources to higher education. Regardless of the dimension of need for higher education that may appear, it would be unwise for Virginia to create additional colleges unless such institutions are demonstrably of such character as will assure their becoming, in a reasonable time, fully efficient in size and structure and unless their creation would clearly provide a more prudent use of resources than the expansion of existing four-year institutions.

**10. THE ESTABLISHMENT OF ANY NEW INSTITUTION MUST BE CONSISTENT WITH THE OVER-ALL NEEDS OF THE STATE.**

It is the special obligation of the State Council of Higher Education for Virginia to scrutinize any proposal for a new college in terms of existing long-range plans for meeting over-all statewide higher educational needs. Regional pride and local ambitions must give way to the service of the Commonwealth as a whole. All proposals must be viewed from the total perspective of Virginia's needs with long-range considerations outweighing short-run local benefits and with due regard to the careful investment of human and financial resources.

## THE CRITERIA

The creation of an additional baccalaureate degree-granting college or university should be undertaken only after thorough study and on recommendation by the State Council of Higher Education followed by action of the General Assembly. In its study, the State Council should relate all proposals for additional baccalaureate degree-granting institutions to the statewide plan for higher education and apply the following criteria:

### VIRGINIA SHOULD ESTABLISH AN ADDITIONAL STATE-CONTROLLED BACCALAUREATE DEGREE-GRANTING COLLEGE

#### ONLY WHEN ALL OF THE FOLLOWING HAVE BEEN FULLY MET:

1. THERE IS CONVINCING EVIDENCE THAT THERE WILL BE ENROLLED, WITHIN A REASONABLE TIME, ENOUGH STUDENTS TO ASSURE EFFECTIVE AND ECONOMICAL OPERATION WITHOUT DISPLACING ANY COMMUNITY COLLEGE IN THE AREA.
  2. NO OTHER STATE-CONTROLLED BACCALAUREATE DEGREE-GRANTING INSTITUTION ABLE TO PROVIDE FOR SUCH STUDENTS IS LOCATED WITHIN COMMUTING DISTANCE OF THE PROPOSED LOCATION.
  3. ITS ESTABLISHMENT WILL NOT SERIOUSLY INJURE ANY PRIVATE COLLEGE OR UNIVERSITY WITHIN THE IMMEDIATE VICINITY.
  4. IT IS CLEARLY UNDERSTOOD THAT ANY NEW INSTITUTION WILL BE ADEQUATELY FUNDED WITHOUT IMPAIRING THE STATE'S ABILITY OR LESSENING THE STATE'S OBLIGATION TO PROVIDE NECESSARY SUPPORT FOR EXISTING STATE-CONTROLLED INSTITUTIONS—TWO AND FOUR-YEAR.
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## EVIDENCE TO SUPPORT CRITERIA

### Criterion Number One

Experience indicates that the best evidence of adequate enrollments consists of the extent to which advantage has been taken of existing college opportunities. Since public two-year colleges in an area provide a testing ground, many states insist that a comprehensive community college be well-established and its continued operation be assured before any consideration is given to establishing a new baccalaureate degree-granting institution. Virginia already has, or will soon have, public two-year colleges in all areas where new colleges might reasonably be created.

To provide for adequate enrollment at the upper-division, it would be necessary for the two-year college or colleges within commuting distance of the proposed site of the baccalaureate college to have granted annually, for two consecutive years, at least 1,400 associate degrees in programs which qualify students to transfer to the new college. If half of this number actually enrolled there, it would yield an adequate upper-division enrollment. In essence, this suggests that at least 700-1,000 students are desirable for an entering class. This enrollment range is valid whether the new institution is for the upper-division only or for all four years in that it measures the college-going desire of the local citizens.

### Criterion Number Two

Commuting distance varies in relation to road conditions, availability of public transportation, etc. A fair rule might be that travel time, one-way, of 45-60 minutes is not unreasonable.

### Criterion Number Three

The freedom to define its own unique role and function is a precious prerogative of the independent college or university. This includes its full autonomy with respect to admission requirements, scope of programs, tuition charges, and other features.

These elements should be carefully weighed in analyzing the impact of any proposed new public institution, with its specially planned role and function, upon the neighboring colleges. This is especially critical in the case of private institutions which serve large numbers of students from the immediate locality.

### Criterion Number Four

It would clearly be undesirable and most unfortunate for the State to create and finance a new institution of higher education if, by doing so, the quality of existing state colleges and universities should be impaired. The decision should be in harmony with the planned development of the State's system of higher education in its entirety.

<sup>1</sup>A. J. Brumbaugh, *Establishing New Senior Colleges*, SREB Research Monograph No. 12, 1966, p. 90.

<sup>2</sup>*Virginia Plan for Higher Education*, p. 8.

<sup>3</sup>*Fact Book on Higher Education in the South, 1968*, SREB, p. 33.

<sup>4</sup>*Statistical Information Series No. 68-2*, Research Section, Division of State Planning and Community Affairs, Office of Administration, Governor's Office, June, 1968.

## APPENDIX

### A. Background Papers Prepared for the Advisory Committee.

- I. Standards of the College Delegate Assembly of the Southern Association of Colleges and Schools.
- II. Enrollment Trends.
- III. Metropolitan Areas of Virginia.
- IV. Man-power Trends and Projections of Future Needs.
- V. Admission and Transfer Policies of the Four-Year Colleges and Universities.
- VI. The Two-Year Colleges.
- VII. Upper-division Colleges.
- VIII. Residence of College Students.
- IX. Migration In and Out of State for College Enrollment.
- X. Capital Construction Plans of Existing Institutions.
- XI. Private Higher Education in Virginia.
- XII. Optimum Institutional Size.

### B. Bibliography

#### Southern Regional Education Board

1. A. J. Brumbaugh, Establishing New Senior Colleges, Research Monograph No. 12, 1966.

The only general treatment of the entire set of circumstances involved in establishing a new college. Enumerates the pitfalls to be avoided. Includes a lengthy bibliography.

2. Fact Book on Higher Education in the South, 1968.

Contains the most recent statistics for the 15 Southern states.

3. Regional Reports.

A series of current reports. The issue of January 26, 1969, is devoted to financing higher education.

#### State Council of Higher Education for Virginia

4. The Virginia Plan for Higher Education, December, 1967.

A statement of the directions that should be taken up to 1977.

5. Publications series and special reports.

These reports cover many facets of higher education including basic data on enrollments, admissions, degrees granted, physical facilities, etc.

#### Virginia Higher Education Study Commission

6. Eleven Comprehensive reports published in December 1965 give a great volume of useful information.

#### Virginia Department of Community Colleges

7. Community College Education in Virginia, January, 1967.

The proposed master plan for the development of a statewide community college system.

#### Virginia Division of State Planning and Community Affairs.

8. Statistical Information Series No. 68-2.

Authoritative data on Virginia's metropolitan areas with projections of population to 1980.

#### Virginia Division of Industrial Development

9. Holm, E. E. and Ware, Peggy M., Manufacturing in Virginia, November, 1967.

Recent shifts in kinds of manufacturing and employment.

#### Virginia Department of Labor and Industry.

10. Trends in Employment, Hours, and Earnings, 1968.

Shifts in employment in the last two decades.

#### U. S. Department of Labor

11. Occupational Outlook Handbook, 1966-67.

Projections of occupational shifts to 1975.

12. Wolfbein, Seymour L., Occupational Information, 1968.

Changes in labor force between 1965 and 1975.

#### U. S. Office of Education

13. Residence and Migration of College Students, Fall, 1963.

The most recent comprehensive report on in and out-state migration. (A 1968 revision will be available later this year).

#### Carnegie Corporation

14. Annual Report for 1967.

Includes reports on new upper-division college in New York.



## California

15. A Master Plan for Higher Education in California, 1960-75, 1960.

This comprehensive state plan includes pertinent data on "The Cost of Establishing New Institutions."

16. The Costs of Higher Education in California, 1960-75, 1960.

An authoritative study of unit costs as related to size of enrollment. Section IV consists of a 25 page analysis of comparative costs of establishing new institutions and expanding existing ones.

17. Annual Report, 1964, Coordinating Council for Higher Education.

Lists five factors that should be considered in establishing new state colleges.

## Florida

18. Planning for a New Institution of Higher Learning in Dade County, October, 1968.

Outlines need and projected enrollment for new institution.

19. Report of the Planning Commission for a New University at Boca Raton.

Carefully developed plans for a new upper-division college.

## Illinois

20. A Master Plan for Higher Education in Illinois, 1964.

Includes suggested minimum size for new institutions.

21. A Master Plan – Phase II, 1966.

Specific recommendations for new public colleges.

22. Institutional Size and Capacity, 1966.

Recommendations of a study committee with respect to optimum institutional size and rate of growth.

23. Report on New Senior Institutions, February, 1968.

Detailed proposals for the functions of new upper-division institutions with recommendations for their location, their programs, and their governance.

## Iowa

24. Prospectus for a New State Institution of Higher Education in Western Iowa, 1968.

Projections of enrollments and costs for the first 20 years of an institution scheduled to open in 1973.

## Kentucky

25. Origin of Enrollments at Kentucky Colleges and Universities, 1968.

Current data on migration of college students to Kentucky.

## Louisiana

26. Higher Education in Louisiana, 1956.

Suggestions for criteria to be considered in establishing additional colleges and universities.

## Maryland

27. Master Plan for Higher Education in Maryland – Phase I, November, 1968.

General guidelines for establishing new institutions. Warns against creating a senior college with fewer than 2,500 students.

## Michigan

28. Post-Secondary Education in the Eastern Upper Peninsula, May, 1966.

Careful study of all pertinent factors yields conclusion that between 2,500 and 3,000 students are needed to provide quality instruction with moderately broad programs at reasonable cost.

29. State Plan for Higher Education in Michigan—Provisional, September, 1968.

Data on enrollments and operating costs of existing institutions of varying size.

## Missouri

30. Standards for Upper-Division Colleges, February, 1966.

Extensive data and a program "model," support conclusion that minimum effective size is 1,200 students for an upper-division college, 3,000 for a four-year institution.

## New York

31. Meeting the Increasing Demand for Higher Education in New York State, 1960.

Suggests maximum enrollments for community colleges to be 5,000 in New York City, 3,000 elsewhere.

32. Brick, Dr. Michael, The Need for Higher Education Facilities in the Mohawk Valley, 1968.

Describes success of upper-division colleges.

North Carolina

33. Planning for Higher Education in North Carolina, November, 1968.

A comprehensive state plan which includes careful analysis of the role of private institutions.

Ohio

34. Master Plan for State Policy in Higher Education, 1966.

Suggests minimum enrollment of 1,000 F.T.E. students for community colleges.

Oklahoma

35. Goals for Oklahoma Higher Education, September, 1966.

Excellent summary of reasons for creating new colleges.

Pennsylvania

36. Elements of a Master Plan for Higher Education in Pennsylvania, 1965.

Deals with various aspects of the state's system of higher education including discussion of maximum enrollments.

Texas

37. Coordinating Board Reports, issued periodically.

Report No. 9, Vol. 3 lists the criteria used in locating new senior colleges. Report No. 4, Vol. 4 describes principle of controlled enrollment growth.

The Background Papers as listed in Appendix A were the work of the Study Director, Dr. Richard G. Browne, and do not necessarily represent the views of the State Council of Higher Education or its Advisory Committee. Copies of these papers are available from the State Council of Higher Education upon request.



**THE VIRGINIA**

# **HIGHER EDUCATION REPORT**

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Education for Virginia to inform  
the public of developments in  
Virginia's state system of higher  
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Prince B. Woodard  
Director





