

INFORMATION TO USERS

This reproduction was made from a copy of a document sent to us for microfilming. While the most advanced technology has been used to photograph and reproduce this document, the quality of the reproduction is heavily dependent upon the quality of the material submitted.

The following explanation of techniques is provided to help clarify markings or notations which may appear on this reproduction.

1. The sign or "target" for pages apparently lacking from the document photographed is "Missing Page(s)". If it was possible to obtain the missing page(s) or section, they are spliced into the film along with adjacent pages. This may have necessitated cutting through an image and duplicating adjacent pages to assure complete continuity.
2. When an image on the film is obliterated with a round black mark, it is an indication of either blurred copy because of movement during exposure, duplicate copy, or copyrighted materials that should not have been filmed. For blurred pages, a good image of the page can be found in the adjacent frame. If copyrighted materials were deleted, a target note will appear listing the pages in the adjacent frame.
3. When a map, drawing or chart, etc., is part of the material being photographed, a definite method of "sectioning" the material has been followed. It is customary to begin filming at the upper left hand corner of a large sheet and to continue from left to right in equal sections with small overlaps. If necessary, sectioning is continued again—beginning below the first row and continuing on until complete.
4. For illustrations that cannot be satisfactorily reproduced by xerographic means, photographic prints can be purchased at additional cost and inserted into your xerographic copy. These prints are available upon request from the Dissertations Customer Services Department.
5. Some pages in any document may have indistinct print. In all cases the best available copy has been filmed.

**University
Microfilms
International**

300 N. Zeeb Road
Ann Arbor, MI 48106

8504328

Scroggs, E. Jane Ashley

LONG-RANGE PLANNING FOR OKLAHOMA HIGHER EDUCATION: A
POLICY ANALYSIS OF THE 1961 TO 1980 DECISION NETWORKS

The University of Oklahoma

PH.D. 1984

University
Microfilms
International 300 N. Zeeb Road, Ann Arbor, MI 48106

Copyright 1984

by

Scroggs, E. Jane Ashley

All Rights Reserved

THE UNIVERSITY OF OKLAHOMA
GRADUATE COLLEGE

LONG-RANGE PLANNING FOR OKLAHOMA HIGHER EDUCATION:
A POLICY ANALYSIS OF THE 1961 TO 1980 DECISION NETWORKS

A DISSERTATION
SUBMITTED TO THE GRADUATE FACULTY
in partial fulfillment of the requirements for the
degree of
DOCTOR OF PHILOSOPHY

BY
JANE ASHLEY SCROGGS
Norman, Oklahoma
1984

LONG-RANGE PLANNING FOR OKLAHOMA HIGHER EDUCATION:
A POLICY ANALYSIS OF THE 1961 TO 1980 DECISION NETWORKS

APPROVED BY

Herbert D. Hengst

Paul E. Sharp

James J. Higgins

Paul W. Jaffee

Wayne A. Chen

© 1984

JANE ASHLEY SCROGGS

ALL RIGHTS RESERVED

ABSTRACT

LONG-RANGE PLANNING FOR OKLAHOMA HIGHER EDUCATION: A Policy Analysis of the 1961 to 1980 Decision Networks

BY: JANE ASHLEY SCROGGS

MAJOR PROFESSOR: HERBERT R. HENGST, Ph.D.

Long-range planning for a state system of higher education involves a complex interorganizational decision networks. Within the context of state and federal government, the Oklahoma State Regents for Higher Education organized three long-range planning cycles during the years from 1961 to 1980. This study of that particular long-range planning effort, carried out by multisite and multimethod research, endeavors to produce an holistic account of the decisions which shaped policy development for the state system of higher education.

Using a conceptual frame of reference based on the decision process model and other theoretical concepts, specific research questions were formulated to probe certain aspects of the long-range planning process. At the organizational level the research considered issues related to the power to plan for the state system; the evolution of decision networks for long-range planning during almost twenty years; the technology and scope of the planning process during this time period; direction of the planning style for the interface organization and finally the rationale for a public organization to develop long-range plans for higher education.

Out of complex decision networks, the process of developing long-range plans brings into focus the educational and political values of a state system of higher education. Limited by the availability of data and methods of communication for the longitudinal research, chronological mapping of decision networks for long-range planning for this particular state system of higher education indicates that: (1) policy initiatives for long-range planning originated with the Oklahoma State Regents for Higher Education during the first planning cycle which began in 1961 but, the regents, had become part of a policy responding network by the third planning cycle that was concerned with plans for the 1980's; (2) during the three planning cycles support for the long-term outcomes came from decision networks formulated by bargaining and coalitions in the political milieu; (3) as the technology base for the regents decision network increased the organizational time horizon for long-range planning decreased; (4) incrementalism rather than policy innovation became a factor as richer knowledge of the state system became available; (5) organization of the planning cycles moved through a centralization stage at the state system level and then to a decentralization stage which stressed institutional viability and (6) aspects of reformism, professionalism and, to a limited extent, policy innovation influenced the rationale for state system planning.

Long-range planning implies a special obligation to the future. The experience of the Oklahoma State Regents for Higher Education suggests that long-range planning for a state system of higher education is significantly shaped by political forces of a decision network.

VITA

(Eloise) JANE ASHLEY SCROGGS

Education

- Ph.D. The University of Oklahoma, Norman, Oklahoma
Expected December, 1984
Major areas: Higher Education, Administration, Social Work
- M.S.W. The University of Oklahoma, Norman, Oklahoma
May, 1975
Major areas: Community Organization and Social Planning
- B.A. The University of Oklahoma, Norman, Oklahoma
July, 1973 (With Distinction)
Major Area: Social Work

University Service

Graduate Assistant, Center for Studies in Higher Education
Graduate Student Member, University Research Council
Scholar-Leadership Enrichment Program
Intern in State Government, The Oklahoma State Regents for Higher Education

Teaching Experience

Lecturer, Department of English, Cuttington University College, Liberia
Graduate Assistant, School of Social Work, University of Oklahoma
Instructor, Department of English, Hiroshima Jogakuin, Hiroshima, Japan

Work Experience

Executive Director, Oklahoma Chapter, National Association of Social Workers
Planner, Emergency Medical Services, Areawide Health Planning Agency,
Oklahoma City, Oklahoma
Secretary, Department of Community and Preventive Medicine, Stanford
University School of Medicine, Stanford, California
Secretary, Department of Political Science, Oklahoma State University,
Stillwater, Oklahoma

Social Work Field Placements

- Undergraduate Neighborhood Services Organization, Oklahoma City
Service: Community Organization
- 1st Year Graduate School: Veterans Administration Hospital, Oklahoma City
Service: Medical and Psychiatric Social Work
- 2nd Year Graduate School: Office of the Governor, Division of Economic Opportunity
Service: Grant Writing and Program Operations

Organizations

American Educational Research Association	National Association of Social Workers
Southwest Educational Research Association	Who's Who in American Women
Politics of Education Association	American Association of University Women
Association for Institutional Research	League of Women Voters
Society for College and University Planning	Phi Delta Kappa

ACKNOWLEDGEMENTS

Exciting challenges are an integral part of a doctoral program and dissertation research. Mine has not been an exception. By precept and example, Dr. Herbert R. Hengst has been a faithful adviser, teacher and friend. Dr. Hugh Jeffers, Dr. Paul Sharp and Dr. Thomas Wiggins offered interested learning experiences which provided opportunities to develop insight about the organization of higher education and the people who make the institutions a reality. Special thanks is extended to Mrs. Robbie Hackler, Secretary at the Center for Studies in Higher Education for her unfailing assistance.

Courses on community organization and social planning offered by Dr. Wayne Chess, Professor of Social Work, originally stimulated my interest in the complex interactions of public organizations. I am especially grateful to Dr. Guy R. Donnell, Professor Emeritus of Political Science, Oklahoma State University, because many years ago he convinced me of two things. First, that state and local government are the lifeblood of our democracy and second, that I should have a college education.

Special recognition must be accorded to my grandparents who came to Indian territory and stayed to help build the state of Oklahoma and to my parents who believed in my education and provided the necessary resources to encourage my curiosity. The patience and understanding support of my husband, Dr. James Edward Scroggs, while I have completed this research are only surpassed by his faith in my ability to complete the project. May each of our children and grandchildren understand my challenge and accept the opportunity to grow as persons through their own education. Many thanks to the other members of my family and family of friends at home and abroad for their continued affection and trust.

TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENTS	vi
LIST OF TABLES	ix
CHAPTERS	
I. DEVELOPMENT OF THE STUDY	1
Statement of the Problem	
Background of the Problem	
Significance of the Study	
Conceptual Frame of Reference	
Type of Organization	
Organization of System	
Organizational Dynamics	
Site of Interactions	
Type of Interactions	
Organizational Outcomes	
II. RESEARCH DESIGN	28
Areas of Organizational Research:	
Specific Research Questions	
Rationale	
Data Collection	
Policy Analysis	
Limitations of the Study	
Restatement of the Problem	
III. DECISION NETWORKS	36
The First Planning Cycle	
The Second Planning Cycle	
The Third Planning Cycle	

IV. ANALYSIS OF THE DECISION NETWORKS	106
Policy Analysis	
Interviews	
V. SUMMARY AND CONCLUSIONS	154
SOURCES CONSULTED	168
APPENDIX A	182

LIST OF TABLES AND FIGURES

	Page
TABLE 1	8
TABLE 2	164
FIGURE 1	36

LONG-RANGE PLANNING FOR OKLAHOMA HIGHER EDUCATION:
A POLICY ANALYSIS OF THE 1961 TO 1980 DECISION NETWORKS

CHAPTER I

DEVELOPMENT OF THE STUDY

Statement of the Problem

How does a state system of higher education, within the organizational framework of state and federal government, formulate long-range policies? Specifically, how did the Oklahoma State Regents for Higher Education develop long-range plans during the years 1961 to 1980?

What is long-range planning for a state system of higher education? In answer to this question, a decision process model of organizational choice as the basis for long-range planning is examined in this study.¹ As a theoretical orientation, the decision process model suggests that organizational decisions are made within the framework of an organized anarchy.² Choice in policy matters is determined by the situation of the decision maker. The preceding organizational processes of each event determine the opportunity for choice which in this study is long-range planning for the Oklahoma State System of

¹Jeffrey Pfeffer, Power in Organizations (Marshfield, MA: Pitman, 1981), pp. 25-33.

²Michael D. Cohen, James G. March, and Johan P. Olsen, "A Garbage Can Model of Organizational Choice," Administrative Science Quarterly 17 (March 1972), pp. 1-3.

Higher Education. Political coalitions within decision networks produce loosely coupled planning outcomes for the state system. An organization of state government, such as the Oklahoma State Regents for Higher Education, is shaped by many economic and political variables. Organizational choices are bound together by networks of shifting decision points. Within decision networks, different coalitions vie for desired outcomes.³ The process of long-range planning for the state system provides a forum where the random choice opportunities are matched with problems and available solutions. Available choices determine preferences at any decision point. In this political context, conflict and bargaining are accepted as normal aspects of the planning process.

Background of the Problem

Historically, a 1941 Constitutional Amendment, Article XIII-A, established the Oklahoma State System of Higher Education and its governing board, The Oklahoma State Regents for Higher Education. Born in an era of retrenchment in state government, the statewide coordination of all Oklahoma institutions of higher education, public and private, was like the state government itself, the product of decision networks.⁴

For example, Governor Cruce first proposed statewide coordination of all higher education in Oklahoma in 1911.⁵ Several other studies of the state resources for higher education included: a 1922 Educational Survey

³Ibid, p. 3.

⁴James R. Scales and Danney Goble, Oklahoma Politics: A History (Norman: University of Oklahoma Press, 1982), pp. 202-216.

⁵Gaston Litton, History of Oklahoma at the Golden Anniversary of Statehood vol. 2 (New York: Lewis Historical Publishing Co., 1957), p. 296.

Commission;⁶ a 1928 proposal to coordinate higher education as a part of the reorganization of state government;⁷ passage of a 1929 bill that established a coordinating agency that was not made operational;⁸ also, a 1929 voluntary movement toward coordination.⁹ Later, an unofficial coordinating board was appointed by Governor William S. Murray in 1931.¹⁰ Finally, a 1935 study of state government by the Brookings Institution did not recommend coordination of higher education in Oklahoma.¹¹

As briefly illustrated, the development of the Oklahoma State System of Higher Education did not follow a simple linear pattern. False starts and trial and error preceeded the institutionalization of statewide coordination of Oklahoma higher education. State coordination was the precursor of long-range planning by the Oklahoma State Regents for Higher Education.

In the context of statewide coordination, long-range planning for the state system of higher education evolved over a twenty-year period. Just as

⁶Oklahoma State Educational Commission, Public Education in Oklahoma (Washington, DC: Department of the Interior, Bureau of Education, 1922).

⁷Ben F. Harrison, "The Problem of State Administrative Reorganization in Oklahoma" (Norman: Bureau of Government Research, University of Oklahoma, January 1, 1951), pp. 1-3 (Mimeographed).

⁸Schiller Scroggs and Henry Garland Bennett, "The Beginnings of Coordination of Oklahoma" (Oklahoma City: Office of the State Coordinating Board for Higher Education, September 1, 1934), p. 5.

⁹*Ibid.*, pp. 5-6.

¹⁰George L. Cross, Professors, Presidents, and Politicians (Norman: University of Oklahoma Press, 1981), pp. 101-105.

¹¹The Institute for Government Research of The Bookings Institution, Report on a Survey of Organization and Administration of Oklahoma (Oklahoma City: Harlow Publishing Corporation, 1935), pp. 43-51.

Oklahoma was an early state to adopt coordination of higher education, the organizational experience of planning included formative efforts to define the planning process for a state system of higher education. In anticipation of the growth era, the first planning cycle in the form of a self-study for the Oklahoma system was authorized in 1961. The second cycle which was completed in 1971 focused on the "Plan for the 70's." However, a revision of the plan was necessary by 1974 and was completed in 1976. "Planning for the 80's", which was the product of the third cycle, extended from 1978 to 1980.

Baseline data for the policy analysis of long-range planning for Oklahoma higher education is obtained by structural modeling of decision networks by chronological decision events. A decision network depicts the complex interactions of divergent interest groups, represented by dominant coalitions, in the political milieu of an organization. Waller suggests that synthesis, or the process of "putting together of parts or elements so as to form a whole" enables the researcher to construct a structural model of complex interrelationships.¹² Examples of decision networks are described by how organizations in Oklahoma advocated different issues related to disciplines of study or even the location of institutions for the state system of higher education.

Structural modeling of these decision networks illustrate a complex set of interactions, often in conflict with each other, that influenced reformism, professionalism, and policy innovation for the Oklahoma system. In terms of cultural norms of the United States, progress is represented by

¹²Robert J. Waller, "Knowledge for Producing Useful Knowledge and the Importance of Synthesis," in Producing Useful Knowledge for Organizations. ed. Ralph H. Kilmann et al. (New York: Praeger, 1983), pp. 283-289.

innovation and change. From an organizational perspective, Daft contends that "...the absence of innovation and change represents rigidity and stagnation."¹³ Further, as a broad policy innovation, long-range planning for the state system was also confronted with the obstacle of institutionalization in the decision network for higher education.

On the one hand, institutionalization of the long-range planning process in the state system of higher education aroused conflict with the accepted norms and values associated with academic freedom and individual campus operation. While on the other hand, politics at state and federal levels external to the state system of higher education, was a further deterrent to institutionalization of long-range planning and policy formulation.¹⁴

Other impediments to the long-range planning process were generated by the organizational time horizon. A trade-off between short-term crises and long-term needs continually shaped policy development. Long-range plans served as a form of organizational control to develop coalitions of support for the interface organization, The Oklahoma State Regents for Higher Education.

Significance of the Study

Why study long-range planning for a state system of higher education? The three major functions of a state coordinating board are program review, budgeting, and planning. Planning shapes the future of the state system and provides the general framework for the other two coordinating functions. Planning also spans the boundaries external to the state system

¹³ Richard L. Daft, "Bureaucratic Versus Nonbureaucratic Structure And The Process of Innovation and Change," in Research in The Sociology of Organizations, ed. Samuel B. Bacharach (Greenwich, CT: JAI Press, 1982), p. 130.

¹⁴ Pfeffer, pp. 228-229.

organization. From an organizational perspective, the planning process takes its shape out of the milieu of the times. An analysis that excludes the impact of the external environmental variables on the development of organizational goals is, therefore, of limited value. The organizational context provides basic cues to policy formulation and achievement.¹⁵

Complex organizations, such as a state system of higher education, function under diffuse decision-making patterns.¹⁶ Long range planning for higher education counters the political tendency for short-term management of organizational problems. Study of the process of decision making over a twenty-year period is directed toward a better understanding of the need for planning and for its long-term applications.

Conceptual Frame of Reference

Political control of American higher education dramatically increased after World War II. "The explosive growth of American higher education meant that the educational system became so large, complex, and costly that some coordination and direction at the system level seemed inevitable." Institutional autonomy was, therefore, gradually eroded by state coordination and political control.¹⁷ During this time, long-range planning for an entire state system of higher education came into vogue.

Outlined in Table 1 are organizational perspectives and associated theoretical concepts used in this study to probe the decision network for long-

¹⁵Joseph Murphy, Philip Hallinger and Alexis Mitman, "Problems with Research on Educational Leadership: Issues To Be Addressed," Educational Evaluation and Policy Analysis 5 (Fall 1983):301-302.

¹⁶Carol H. Weiss, "Policy Research In The Context of Diffuse Decision Making," Policy Studies Review Annual (1982):19-36.

¹⁷Howard R. Bowen, The State of The Nation and The Agenda for Higher Education (San Francisco: Jossey-Bass, 1982), pp. 5-6.

range planning for the Oklahoma State System for Higher Education, 1961 to 1980.

Table 1

STATEWIDE PLANNING
CONCEPTUAL FRAME OF REFERENCE

Organizational Perspective	Theoretical Background
1. Type of Organization	1. Decision Process Model (Pfeffer) Organized Anarchy (Cohen and March)
2. Organization of System	2. Loosely-Coupled System (Weick)
3. Organizational Dynamics	3. Political Model (Baldrige et al.)
4. Site of Interactions	4. Decision Networks (Baldrige)
5. Type of Interactions	5. Bargaining and Coalitions (Bachrach and Lawler)
6. Organizational Outcomes	6. Planning and Innovation (Van deVen) (Dye)

Type of Organization

Organizational intention is a key issue that distinguishes the decision process model. Although actions are carried out, intention as specified by organizational goals is not the driving force for decision making. The process of choice is limited by available preferences rather than preferences determining choice. No single organization possesses the resources and power to obtain specified preferences. Organizational goals are determined by retrospective sense making activities which according to Pfeffer "follows the

action rather than preceeds it.¹⁸ New forms of organization were needed to cope with the era of growth for academe in the postwar years. The bureaucratic model no longer adequately described the complex systems of organization. Cohen and March in Leadership and Ambiguity, developed a new language to portray levels of decision making. Their research indicated that American institutions of higher education exemplify a class of organizations called organized anarchies. An organized anarchy is characterized by (1) problematic goals, (2) unclear technology, and (3) fluid participation. Organizational learning is confused. The fluid participation of decision makers sets the stage for uncertain outcomes. Decision making, therefore, takes place under ambiguous circumstances.¹⁹

Further, Cohen and March identify four major categories of ambiguity. The first is ambiguity of purpose, characterized by ill-defined goals and inconsistent objectives. Second is ambiguity of power and formal authority which is also paralleled by ambiguity of responsibility. Third, the ambiguity of experience makes it problematic to deal with complex organizations. Fourth, the ambiguity of success which makes it difficult to assess performance and redirect energies.²⁰ As new organizational issues arise in higher education, who has the right to make decisions? Who has the responsibility to enact new policies? Who has the authority to make long range plans?

¹⁸Pfeffer, p. 25.

¹⁹Michael D. Cohen and James G. March, Leadership and Ambiguity (New York: McGraw-Hill, 1974), pp. 2-4.

²⁰Ibid., pp. 195-203.

Long-range planning like many other organizational decisions concerning colleges and universities deals with ambiguous choices. As organizations, in addition to making decisions and solving problems, academic institutions are also sets of procedures that require interpretation and argumentation. Issues and feelings are waiting for decisions where they may be aired, solutions are looking for problems to solve, and the decision makers are looking for problems or pleasure from their participation in the organizations.²¹

Cohen and March graphically describe the decision process under these ambiguous conditions. "A key to understanding the processes within organizations is to view a choice opportunity as a garbage can into which various problems and solutions are dumped by participants. The mix of garbage in a single can depends partly on the labels attached to the alternative cans; but it also depends on what garbage is being produced at the moment, on the mix of cans available, and on the speed with which garbage is collected and removed from the scene."²² Long-range planning for a state system of higher education resembles a garbage can model of decision making in many respects.

Organization of System

According to Jacob and Vines, "...the kind and extent of education at all levels within a state are influenced by what can be funded. Indeed because not even the richest state has the resources to meet its educational demands,

²¹Michael D. Cohen, James G. March and Johan P. Olsen, "People, Problems, Solutions and the Ambiguity of Relevance" in Ambiguity and Choice in Organizations eds. James G. March and Johan P. Olsen (Bergen, Norway: Universitetsforlaget, 1979), p. 25.

²²Cohen and March, p. 81.

the gap between demands and resources everywhere is the generator of political conflict."²³ When some form of higher education is demanded in every corner of the state, some form of coordination at the state level is organized to alleviate a part of the conflicting desires.²⁴ Long-range planning is a vital function involved in the political process of state coordination.

Since power is fragmented in the American system of higher education, quality and long-range savings are often sacrificed in deference to political power and vested interests which favor more immediate returns.²⁵ In 1964 James Bryant Conant suggested that it was most conspicuous that higher education interests in many states lacked any consensus of interests. Normal political battles involved both public and private institutions. In some cases, political competition even took place among departments and the administration of the same institution for state tax funds. Alumni groups backed lobbies at the state capital. The result was state policies for higher education based on favoritism.²⁶

Government regulation of higher education, therefore, is a difficult problem. Coordinating boards are created to provide some form of legislative oversight. Educators contend that the state legislature itself lacks the technical competence to govern the complex system of higher education. As a regulatory agency, the coordinating board for the state system of higher

²³Herbert Jacob and Kenneth N. Vines, eds., Politics in the American States (Boston: Little, Brown and Co., 1976), p. 295.

²⁴*Ibid.*, p. 341.

²⁵Charles Perrow, Organizational Analysis: A Sociological View (Belmont, CA: Brooks/Cole, 1970), p. 65.

²⁶James Bryant Conant, Shaping Educational Policy (New York: McGraw-Hill, 1964), pp. 50-51.

education is delegated with legislative power. In a democratic system, checks and balances must be provided on this regulatory power. As Hobbs indicates, the institutions which are regulated must have: "(a) notice of prospective agency action both legislative and judicial; (b) opportunity to be heard; (c) reasonable standards with which to comply; and (d) judicial review of agency action."²⁷ Planning facilitates regulation by formalizing specific goals for the organization. Once formalized, these goals serve to drive the regulating mechanisms of the system.

The state legislature has plenary power over all public education. The only limitation of this absolute power must be stipulated in the state or federal constitution.²⁸ In The Capitol and The Campus, The Carnegie Commission on Higher Education pointed out that "the single most significant power of the state legislature over the state's colleges and universities is in coordination.... It is the legislature that creates the structure for coordination in the state and it is the legislature that, in most instances, provides the impetus and mechanisms for planning."²⁹

Like many other issues in higher education, the value of coordination itself has been questioned by some authorities. As early as 1959, the Committee on Government and Higher Education at the federal level, suggested that while the problems of decentralization of administration had been the problem of the past, overcentralization, in the name of efficiency and economy,

²⁷Walter C. Hobbs, Government Regulation of Higher Education (Cambridge, MA: Ballinger Publishing Co., 1978), p. 4.

²⁸Michael D. Usdan, The Political Power of Education in New York (New York: The Institute for Administrative Research, Teachers College, Columbia University, 1963), p. 6.

²⁹The Carnegie Commission on Higher Education, The Capitol and The Campus (New York: McGraw-Hill, 1971), p. 22.

would be the problem of the future.³⁰ Nearly twenty years later, The Carnegie Foundation for the Advancement of Teaching expressed regrets about the centralization of authority away from the individual campuses. "This centralization seems to have had no measurable direct impacts on policies or on practices. No provable case can thus be made that higher education is in anyway better because of the centralization, except, where it has taken place, in the one area of careful advance academic planning for higher education as a whole."³¹

For most state-supported institutions, legal coordination of a state system of higher education created a critical interface between the institutional sources of revenue and the legal authority of state government. Power shifted to a statewide focus as federal and state decisions directly affected institutional autonomy. Responsibility at the state level carried with it increased power for the state coordination agency and the individuals who staffed the agency division. In effect, the process of coordination carried with it a redistribution of power.³²

In a complex organization, such as a state system of higher education, intention and action are, therefore, often divergent events. Weick contends that some parts of educational organizations are not amenable to rational analysis, and that "preoccupation with rationalized, tidy, efficient, coordinated

³⁰Malcolm Moos and Francis E. Rourke, The Campus and the State (Baltimore: The Johns Hopkins Press, 1959), p. 69.

³¹The Carnegie Foundation for the Advancement of Teaching, The States and Higher Education (San Francisco: Jossey-Bass, 1976), p. 11.

³²Education Commission of the States Task Force on Coordination and Structure of Postsecondary Education, "Function and Scope of Planning," in Improving Statewide Planning eds. James L. Wattenbarger and Louis W. Bender (San Francisco: Jossey-Bass, 1974), pp. 77-85.

structures has blinded many practitioners, as well as researchers, to some of the attractive and unexpected properties of less rationalized and less tightly related clusters of events."³³ Under these ambiguous conditions, as Weick describes them, educational organizations take the form of loosely-coupled systems.

Planned change, or leverage on the system, occurs when the points of coupling or decoupling in the system are recognized. Weick identifies seven functions or dysfunctions of a loosely-coupled system.

The initial advantage of loose coupling enables the organization to persist in spite of day to day changes in the environment. However, this mechanism also allows archaic traditions to continue along with interesting innovations. As a second feature, loose coupling creates a sensing mechanism for organizations to their environment. Implicit in this sensitivity is the problem of faddish responses to external constraints.

A third advantage of a loosely-coupled system is that it is a good system for local modification and adaptation. Standardization is the antithesis of localized adaptation. Fourth, a loosely-coupled system, where unique adaptations and identities are accepted, will foster more novel solutions than a tightly-coupled system. Diffusion of a new innovation throughout the entire system is, therefore, problematic in a loosely-coupled system.

Fifth, a breakdown in one part of a loosely-coupled system does not cripple the entire organization. Trouble spots can be sealed off from the rest of the organization, but this also makes repair more difficult. Sixth, in a loosely-coupled system the increased flexibility of the system allows greater

³³Karl E. Weick, "Educational Organizations as Loosely Coupled Systems," Administrative Science Quarterly 21 (March 1976), p. 3.

self-determination for individuals. Situational ethics then prevail. Finally, loosely-coupled systems are inexpensive mechanisms for coordinating educational organizations. Fewer inconsistencies and fewer conflicts arise in loosely-coupled systems.³⁴

As loosely-coupled systems, educational organizations are susceptible to crisis situations, because the communication is so flexible with the various segments of the organization. Major change is difficult to design and difficult to diffuse in a loosely-coupled system. However, a system that continually updates itself through planning and research has little need for major changes.³⁵

Organizational Dynamics

In an era of growth the state planning office for higher education functions like a private foundation which accepts or rejects institutional proposals. The process is reversed during periods of contraction. The state planning office must assume the initiative for institutional alignment in the system. This is politically more sensitive.³⁶ Competition becomes more intense and such issues as administrative responsibility, control versus autonomy, and centralization versus decentralization have to be dealt with politically.³⁷

³⁴Ibid., pp. 5-8.

³⁵Karl E. Weick, "Administering Education in Loosely Coupled Schools," Phi Delta Kappan 63 (June 1982): 674.

³⁶The Carnegie Council on Policy Studies in Higher Education, Three Thousand Futures (San Francisco: Jossey-Bass, 1981), p. 123.

³⁷Richard M. Millard, State Boards of Higher Education (Washington, D.C.: The American Association of Higher Education, 1976), pp. 2-3.

Folger contends that the power to implement plans affects the type of plan developed. Who does the planning and with what authority is a political issue. "A state plan for higher education is an attempt to chart the path to the state's educational goals in a manner that is (a) objective and effective and (b) politically acceptable. The planning literature emphasizes the rational and objective aspects of the process, but it is usually the political aspects that state planners talk about informally among themselves."³⁸

In a loosely-coupled system, the traditional chain of command becomes lost in ambiguity. As a consequence, policy making in higher education takes on an intensified political context. According to Baldrige et al., the political model best explains policy making under these ambiguous conditions.³⁹

. . . the broad outline of the academic organization's political system looks like this: there is a complex social structure that generates multiple pressures, there are many sources and forms of power and pressure that impinge on decision makers, there is a legislative stage that translates these pressures into policy, and there is a policy execution phase that generates feedback and potentially new conflicts.⁴⁰

With the publication of Higher Education for American Democracy in 1947, recognition of contemporary goals for higher education at the national level provided a framework for many of the federal and state policies that followed. During the next three decades goals and policy research in higher education elaborated on the basic needs of higher education based on

³⁸ John K. Folger, "Three Questions About Statewide Planning," in Formulating Policy in Post-Secondary Education, eds. John F. Hughes and Olive Mill (Washington, DC: American Council on Education, 1975), pp. 230-231.

³⁹ J. Victor Baldrige et al., Policy Making and Effective Leadership (San Francisco: Jossey-Bass, 1978), pp. 46-47.

⁴⁰ Ibid, p. 41.

democratic principles.⁴¹ However, since World War II competition for state funds has increased yearly from all agencies of state government as well as for organizations concerned with higher education. Accountability has become a necessity. Long-range planning developed as one avenue of achieving credibility associated with responsible action for the higher education system. Policy for higher education at state-supported institutions is the product of many interest groups that lobby for influence and power. This power has been increasing in state-level organizations and at the federal level.⁴² In earlier times, the budget of a postsecondary institution generally answered many questions about institutional goals and priorities. Today, however, the budget of a single state-supported institution does not provide answers about all the sources of conflict that have gone into the policy decisions.⁴³

The revised political model developed by Baldrige et al. moves away from the single decision event and takes into consideration the environmental forces that impinge on complex, political decisions. Included in the model for policy making and effective leadership is: "A concern for long-term decision patterns and structures...."⁴⁴

According to the Carnegie Commission, the best test of governance

⁴¹Richard E. Peterson, "The Institutional Goals Inventory in Contemporary Context" in Using Goals in Research and Planning ed. Robert H. Fenske (San Francisco: Jossey-Bass, 1978), pp. 32-37.

⁴²Barry M. Richman and Richard N. Farmer, Leadership, Goals, and Power in Higher Education (San Francisco: Jossey-Bass, 1974), pp. 293-298.

⁴³J. Victor Baldrige, "Shared Governance: A Fable About the Lost Magic Kingdom," Academe (January-February 1982), pp. 12-15.

⁴⁴Baldrige et al., p. 43.

rests on the decisions that enhance the welfare of higher education and society in the long-run. Another test is whether the process is respected and has a measure of trust and legitimacy.⁴⁵ These issues are part of a qualitative crisis for statewide and institutional planners. Substantive planning on the basic purposes of higher education are required. Research on the sociology of planning indicates that, "A major challenge to higher education is to devise a style of planning which will allow questions of educational policy to be openly debated and the resulting decisions facilitated, rather than inhibited by considerations of efficiency and economy."⁴⁶

This investigation will consider the effects of coordination, as the basis for long-range planning, of higher education in Oklahoma as a process of reformism in state government. According to Dye, reformism in politics moves away from legislation based on political patronage toward a professional civil service system in an effort to bring about accountability and efficiency in a more non-partisan atmosphere.⁴⁷

Site of Interactions

Planning for a statewide system of higher education also represents a complex interorganizational decision network. According to Palola, Lehman, and Blischke, an interorganizational network for higher education consists of the following interrelationships:

⁴⁵The Carnegie Commission on Higher Education, Governance of Higher Education (New York: McGraw-Hill, 1973), p. 79.

⁴⁶Ernest G. Palola, Timothy Lehmann and William R. Blischke, Higher Education by Design: The Sociology of Planning (Berkeley: Center for Research and Development in Higher Education, University of California, 1970), p. 579.

⁴⁷Thomas R. Dye, Policy Analysis (University, AL: The University of Alabama Press, 1976), p. 33.

All public and nonpublic colleges and universities in a given state; subnetworks of institutions which are administered as separate organizational units; and the various members of the governor's office, legislative committees, state agencies, professional associations, and local community interest groups directly involved or deeply interested in the affairs of higher education.⁴⁸

In the statewide planning model developed by Palola, Lehmann and Blischke, the interorganizational network should facilitate:

Comprehensive planning: Broad in scope, based on priorities, informed by research, developed through widespread participation, implemented according to a predetermined timetable and general strategy, and designed to span programs and proposals across multiple projection periods.

Centralized Authority: A statewide agency holds final decision-making responsibility for critical decisions about key educational policy questions in planning--the public interest, institutional missions and roles, and program needs--is assigned to different levels in the network according to known competencies.

Medium of Educational Autonomy: The majority of decisions about educational programs are made jointly by institutions and statewide agencies, budgetary and personal support is generally consistent with program plans although certain important restrictions still operate, and local institutions are exposed to some periodic review of their activities.⁴⁹

Type of Interactions

Authority for the statewide coordinating board for higher education is a matter of legislation. The organizational charts show where the official decision-making sites occur. However, in a complex interorganizational network, influence in a network does not always coincide with authority positions. In order to discover influence patterns, linkages between important

⁴⁸Palola, Lehmann and Blischke, p. 2.

⁴⁹Ibid., p. 569.

interests and coalitions must be identified. By concentrating on the influence networks rather than the authority structure, a more complete picture of organizational politics is developed.⁵⁰

As seen above, academic organizations can be characterized as organized anarchies held together by loosely-coupled systems. Sproull, Weiner and Wolf point out that:

In organized anarchies it is usually the case that if goals are measured, they are not widely agreed to; if they are acceptable to all parties, they are neither measurable nor operational. An unclear technology is one in which there is only a low probability of identifying or developing courses of action that have an intended impact upon a previously specified problem.⁵¹

In the development of statewide plans, goal consensus, or lack of it, is an important predictor of organizational conflict. The goals on many individuals and organizational goals must be coordinated through influence networks. Viewed in this light, organizational effectiveness in a statewide planning process becomes essentially a political process determined by the influence network and the degree of goal consensus.

Bacharach and Lawler suggest that a holistic, political approach for the study of organizations should combine the identification of coalitions within the influence networks which exercise power in the pursuit of goal consensus.⁵² Subgroups become the basic unit of interorganizational analysis. If these networks and coalitions are ignored and conflict and tension discounted, the

⁵⁰Samuel B. Bacharach and Edward J. Lawler, Power and Politics in Organizations (San Francisco: Jossey-Bass, 1980), pp. 204-205.

⁵¹Lee Sproull, Stephen Weiner and David Wolf, Organizing an Anarchy: Belief, Bureaucracy, and Politics in the National Institute of Education (Chicago: University of Chicago Press, 1978), p. 5.

⁵²Bacharach and Lawler, pp. 208-209.

research becomes apolitical by definition. The political approach to studying interorganizational networks characterizes organizations in the following manner:

1. Organizations are best conceptualized as political bargaining systems.
2. Specific decision-making spheres are the primary arenas for bargaining and conflict in organizations.
3. Within the decision spheres, most organizational politics involve the efforts of actors to mobilize interest groups and coalitions for the sake of influencing the decisions of those in authority.
4. On the basis of collective objectives, interest groups merge into coalitions and select tactics to achieve their common objectives.
5. The formation of coalitions and coalition alliances will depend on the nature of the organizational structure and on the distribution and control of organizational resources.⁵³

The interorganizational networks that struggle for goal consensus in the form of a statewide plan for higher education can be viewed as a single supersystem. Using Bacharach and Lawler's political approach, statewide planning becomes a product of these interorganizational networks and political coalitions.

Organizational Outcomes

Long-range planning for Oklahoma higher education came into formal reality in 1961. Three statewide planning cycles had been completed by 1980 under the direction of the Oklahoma State Regents for Higher Education. The first planning cycle for the Oklahoma State System of Higher Education made projections for ten years. The cycle completed in 1980 recommended a cooperative and continuous planning function carried out by advisory committees and planning councils.⁵⁴

⁵³ Ibid., p. 213.

⁵⁴ Oklahoma Higher Education Report, 1 October 1980, pp. 2-3.

Nationally, a fundamental shift was made in long-range planning by the mid-1970's as compared to the plans developed in the 1950's and 1960's. The change represented a shift in assumptions from those which stressed institutional purposes and missions to emphasis on assumptions that recognized complex delivery systems and many new options for students in higher education.⁵⁵

This shift in planning focus may reflect a better integration of the diverse obligations of the state system of higher education. According to Lawrence and Lorsch, complex organizations achieve successful differentiation and, paradoxically, better integration of coordination activities. Professional competence rather than formal position facilitates integration of activities.⁵⁶

By 1973, in response to an apparent lack of the effective integration of coordination and planning activities for many state systems of higher education, The Carnegie Commission on Higher Education advocated a model of governance for higher education that recognized conflict in the system; promoted institutional independence, and better served to arbitrate internal disputes.⁵⁷

And in contrast to this appeal by the Commission, Martorana commented in 1974, "...among the more recent statewide plans, however, only Oklahoma's has focused on the 'role and scope' of institutions as the approach to

⁵⁵S. V. Martorana, "Factors Affecting Statewide Planning," in Improving Statewide Planning eds. James L. Wattenbarger and Louis W. Bender (San Francisco: Jossey-Bass, 1974), p. 9.

⁵⁶Paul R. Lawrence and Jay W. Lorsch, "Differentiation and Integration in Complex Organizations," Administrative Science Quarterly 12 (June 1967): 1-47.

⁵⁷The Carnegie Commission on Higher Education, Governance of Higher Education (New York: McGraw-Hill, 1973), p. 78.

planning and to helping institutions see their raison d'etre in the overall state design. This state's approach and practice to comprehensive statewide planning is, by the way, currently one of the best in the nation."⁵⁸

This investigation traces the evolution of long-range planning for Oklahoma higher education through an era of growth and a period of decline in resources. Professional development during this twenty year period plays a significant role. The evolutionary process of long-range planning for the state system will be viewed as an increasing mark of professionalism. According to Dye, professionalism is based on the "acceptance of professional reference groups as sources of information, standards, and norms." The professional is motivated toward policy innovation by new ideas encountered in professional journals and conferences. Professionalism in the executive and legislative branches of state government is strongly associated with policy innovation.⁵⁹

Long-Range Planning For State System Of Higher Education

Prior to the 1960's, higher education institutions in Oklahoma were too numerous and the students too few. This was considered a political and educational liability. The Oklahoma Legislature in 1961 anticipated the growth era in student enrollments and authorized funds for the first serious long-range planning project for the Oklahoma State System of Higher Education.⁶⁰

Iannaccone suggests that periods of stress facilitate planned change in educational organizations. Planning requires more than a common sense

⁵⁸ Martorana, p. 10.

⁵⁹ Dye, pp. 43-44.

⁶⁰ Dan S. Hobbs, The Role and Scope of Oklahoma Higher Education (Oklahoma City: Oklahoma State Regents for Higher Education, 1970), pp. 2-3.

approach to complex organizational problems.⁶¹ Organizational priorities are reordered and new goals established to reduce stress and to facilitate orderly change.

The state coordination agency is charged with the responsibility of establishing the planning function as its top priority and to recognize the necessity of its continuous function. The two critical objectives of planning for statewide postsecondary systems are: (1) to determine the goals of the institutions with reference to societal changes and (2) to strive for reasonable consensus on these goals in the political, public, and educational arenas. As indicated by the Education Commission of the States, "Planning and its effective implementation is the key to effective coordination and governance."⁶²

It is unfortunate that the status system in American higher education does not lend itself to broad policy innovation. The findings of Hodgkinson reveal that upward mobility is the pervasive goal of every segment of the higher education system. The role model is the research-oriented multiversity. According to the Hodgkinson research, "This calls into question the great faith we have in the pluralistic nature of American higher education."⁶³

If institutional sameness were the desired state, there would be no

⁶¹Laurence Iannaccone, Politics in Education (New York: The Center for Applied Research in Education, Inc., 1967), p. 105.

⁶²Education Commission of the States Task Force on Coordination and Structure of Postsecondary Education, "Function and Scope of Planning," in Improving Statewide Planning, eds. James L. Wattenbarger and Louis W. Bender (San Francisco: Jossey-Bass, 1974), p. 84.

⁶³Harold L. Hodgkinson, Institutions in Transition (New York: McGraw-Hill, 1971), pp. 45-50.

need for long-range statewide planning. Master planning for a state system of higher education must strive to encourage diversity and innovation to insure a dynamic future for the students involved. To grasp the complexity of statewide planning, Glenny et al. offer the following definition:

Master planning involves the identification of key problems, the accumulation of accurate data about those problems, the analysis of their interrelationships, the extrapolation of future alternatives that might emerge out of present conditions, the assessment of the probable consequences of introducing new variables, the choice of the most desirable modified alternatives as the basic goals, and a built-in feedback system for periodically reevaluating the goals selected and the means used to achieve them. A master plan is the cumulative integration of the plans produced from a series of special (cyclical) planning efforts.⁶⁴

Bureaucratic methods designed to cope with the era of growth became entrenched in the higher education decision network. Educational innovation, however, suffers under such inflexible procedures. Budgeting systems and formulas are based on traditional ways of operating. Little money becomes available for new ideas. Palola and Padgett state that, "The risk capital in higher education is very limited and, when available, cautiously applied. Reliance upon existing definitions and standard procedures in budgeting means that frequently alternative lines of development are prematurely closed off."⁶⁵

Therefore, statewide coordinating agencies are not designed to provide innovative ideas for the colleges and universities in their network. The small staff of most coordinating agencies precludes research and development of

⁶⁴Lyman A. Glenny, Robert O. Berdahl, Ernest G. Palola, James G. Paltridge, Coordinating Higher Education: Guidelines for Statewide Systems (Berkeley: The Center for Research and Development in Higher Education, University of California, 1971), draft edition, p. 41.

⁶⁵Palola and Padgett, pp. 10-11.

innovations because the ongoing operations of the system demand all of the attention.⁶⁶

However, coordinating agencies inevitably are the focal point of political policy-making associated with innovation. It is important to remember that there is an effect on politics by coordination but the converse is also true. Therefore, "...any major change in the structure of the decision-making apparatus is likely to affect the operation of the process itself. Less often recognized, but equally important is that any new apparatus is affected by the environment into which it is introduced."⁶⁷ The environment of higher education is not easily susceptible to change.

Innovation in a statewide system of higher education is a costly process in terms of finance and political outcomes. Planning is a critical tool for innovation and in times of stress, planning is a vital tool of policy-making. When resources are limited, the system cannot afford the "shotgun approach" to program innovation.⁶⁸ The system must plan.

Allison developed a model of policy outputs that is explicated by inter- and intraorganizational politics. In terms of his model, governmental actions are understood "...less as deliberate choices and more as outputs of large organizations functioning according to standard patterns of behavior."⁶⁹

⁶⁶ Ibid.

⁶⁷ James L. Miller, Jr., "Evaluation and Political Reality," in Evaluating Statewide Boards ed. Robert O. Berdahl (San Francisco: Jossey-Bass, 1975), pp. 48-49.

⁶⁸ Organization for Economic Co-operation and Development, Policies for Innovation in the Service Sector (Paris, 1977), pp. 147-149.

⁶⁹ Graham Allison, The Essence of Decision, quoted in W. I. Jenkins, Policy Analysis: A Political and Organizational Perspective (New York: St. Martin's Press, 1978), p. 33.

For a coordinating agency, innovation is then a paradox in the administrative hierarchy. Coordination implies rules and regulations, standard procedures. By contrast, professionals are responsible for creativity and new knowledge. As Etzioni points out, "Only if immune from ordinary social pressures and free to innovate, to experiment, to take risks without the usual social repercussions of failure can a professional carry out his work effectively."⁷⁰

For the professional, planning involves the development of innovations and change. Clark suggests that "innovations are restricted to new forms of knowledge that result in structural change." To be considered an innovation in higher education both new knowledge and structural change are necessary. New professions or intellectual disciplines are often the product of innovations.⁷¹

Statewide planning for higher education may also be similar to a university in interactions. According to Lutz, "One can speculate that universities claiming to be loosely-coupled are not loosely-coupled at all. They may be tightly-coupled in many ways that preserve the status quo and protect the investments of power holders. They may be coupled, however, in ways that protect the powerful and the status quo of the organized anarchy as a whole. This dichotomous condition may be incorrectly described as generalized loose-coupling."⁷²

⁷⁰Amitai Etzioni, Modern Organizations (Englewood Cliffs, NJ: Prentice-Hall, 1964), pp. 76-77.

⁷¹Terry N. Clark, "Institutionalization of Innovations in Higher Education: Four Models," in Academic Governance ed. J. Victor Baldridge (Berkeley, CA: McCutchan Publishing Corporation, 1971), p. 75.

⁷²Frank W. Lutz, "Tightening Up Loose Coupling in Organizations of Higher Education," Administrative Science Quarterly 27 (December 1982): 667.

Policy innovation in a statewide system of higher education is, therefore, difficult to achieve. The proposed investigation analyzes the decision network for long-range planning in terms of policy innovation. Dye's position is that policy innovation is reflected in new programs and policies adopted by state governments. His research indicates that economic resources and urbanization are linked positively to innovation. A rural society is less adaptive to change and less amenable to innovation. An educated population is also more receptive to new ideas. Therefore, policy innovation in higher education may be more a product of education, urbanization, and wealth in the socioeconomic environment than statewide coordination and planning.⁷³ The longitudinal approach of this research attempts to identify in some measure the impact of these demographic variables on long-range planning for the Oklahoma State System of Higher Education.

⁷³Dye, pp. 41-43.

CHAPTER II

DESIGN OF THE STUDY

Areas of Organizational Research: Specific Research Questions

Informed by the previously stated conceptual frame of reference, six areas of organizational research were identified. Questions formulated to probe selected aspects of long-range planning for the Oklahoma State System of Higher Education, 1961-1980, follow:

1. Power to Plan: Did the long-range planning system for Oklahoma higher education evolve from a policy initiating network in 1961 to a policy responding network in 1980?¹
2. Decision Network: Was there a distinction in attitudes about the long-range planning process among those in professional positions in the state system of higher education and the leaders of the governmental and civic coalitions involved in the network of statewide planning?²
3. Technology of Planning: Did the planning network adopt a shorter time horizon as a result of richer knowledge and advanced technology in management?³
4. Scope of Planning: Did richer knowledge of the problems of the statewide system of higher education create a shorter time horizon which led to further incrementalism?⁴

¹Douglas E. Mitchell, Shaping Legislative Decisions: Education Policy and the Social Sciences (Lexington, MA: Lexington Books, 1981), p. 141.

²Samuel B. Bacharach and Edward J. Lawler, Power and Politics in Organizations (San Francisco: Jossey-Bass, 1980), p. 205.

³Karl Weick, "The Spines of Leaders," in Leadership: Where Else Can We Go? eds. Morgan W. McCall, Jr. and Michael M. Lombardo (Durham, NC: Duke University Press, 1978), p. 51.

⁴Ibid.

5. Planning Style: Did long-range planning represent a cycle of centralization/decentralization?
6. Rationale for Planning: What aspects of reformism, professionalism, or policy innovation were represented in the three planning cycles for the Oklahoma State System of Higher Education: 1961-1980?⁶

Rationale

Research on policy development for a state system of higher education should have as its goal "a clearer understanding and awareness of the details of the opposing forces that underlie the paradox of interdependence of higher education and the state."⁷ In order to assess the process of change, several methods of investigation are necessary. It has been suggested by Sparado that, "Policy analysis, then, should not be analyzed by studying it as if it were a constant process leading to a result but as a function of change over time, so that to study any given point is really a 'slice' in time and action and that action varies and covaries by sets."⁸ In "Public Higher Education Policy-Making in State Government: A Case Study of the Ohio Plan," Henderson states that policy making for higher education is a continuous process. As problems are redefined in the political arena it is difficult to assess the magnitude

⁵ Andrew H. Van de Ven, "Early Planning, Implementation, and Performance of New Organizations," in John R. Kimberly, Robert H. Miles and Associates, The Organizational Life Cycle (San Francisco: Jossey-Bass, 1981), pp. 83-134.

⁶ Thomas R. Dye, Policy Analysis (University, AL: The University of Alabama Press, 1976), pp. 33-43.

⁷ Lyman A. Glenny and Frank A. Schmidtlein, "The Role of the State in the Governance of Higher Education," Education Evaluation and Policy Analysis 5 (Summer 1983): 133.

⁸ Robert N. Sparado, "Public Policy and the Political Scientist: An Overview," in The Policy Vacuum eds. Robert N. Spadaro et al. (Lexington, MA: Lexington Books, 1975), p. 18.

of change involved.⁹ Research on the decision network for Oklahoma higher education and long-range planning was designed to identify sets of decisions which shaped the planning process.

Data Collection

A review of the literature on organizations and long-range planning was the first step in this research. Coordination and planning for state systems of higher education was the next area of study. Preliminary to further data collection, a descriptive account of the historical origins of the Oklahoma State System of Higher Education was written using primary sources and historical accounts of state government and higher education. Phase one of the research grounded the organizational study in the Oklahoma political milieu.¹⁰

Data gathering activities included the following: nonreactive observations about long-range planning obtained from organizational archives and public records; information was secured from naturally occurring data sources rather than contrived instrumentation; Chronological mapping of the activities of decision networks served as the basis for the study of the planning cycles organized by the Oklahoma State Regents for Higher Education.¹¹ Direct research necessary to develop the decision networks was carried out in several organizational archives.¹² Minutes of the state regents

⁹John P. Henderson, "Public Higher Education Policy-Making in State Government: A Case Study of the Ohio Plan," (Ph.D. dissertation, The Ohio State University, 1972), pp. 21-22.

¹⁰Barney G. Glaser and Anselm L. Strauss, The Discovery of Grounded Theory: Strategies for Qualitative Research (Chicago: Aldine, 1967), p. 223-250.

¹¹Eugene J. Webb et al., Unobtrusive Measures: Nonreactive Research in the Social Sciences, (Chicago: Rand McNally, 1966), pp. 53-87.

¹²Henry Mintzberg, "An Emerging Strategy of 'Direct' Research," Administrative Science Quarterly 24 (December 1979): 582.

for the years 1960 to 1980 provided the longitudinal baseline. Data gathering was directed to the study of a network of organizational decisions obtained from formal evidence provided by minutes and organizational publications, and by the informal evidence of newspaper reports. As a method of investigation, the policy analysis was designed to study organizational change over time for the state system of higher education as evidenced by the three formal planning cycles, 1961 to 1980.¹³ The Oklahoma State Archives and other sources provided material on legislative actions and committee meetings. Newspaper reports and other public documents from the twenty year period gave other indications of public support and organizational directions. Two basic reasons guided the research. In the first case, archival records "provide network data that would otherwise not be obtainable because people have died, potential respondents refuse interviews, or organizations dissolve themselves. Second, archival data may, under the best of circumstances, span an extended period."¹⁴ Data from several sources were collected in an attempt to overcome contamination of a single organizational viewpoint. The twenty-year time span was selected for the research because of the long-range nature of the planning process.

Policy Analysis

Policy analysis was carried out using the specific research questions posed in relationship to the conceptual frame of reference. Methodological issues directed the analysis toward organizational subunits of

¹³Daniel Katz, Robert L. Kahn, and J. Stacy Adams, eds., The Study of Organizations (San Francisco: Jossey-Bass, 1982), pp. 537-542.

¹⁴David Knoke and James H. Kuklinski, "Network Analysis," Sage University Series on Quantitative Applications in the Social Sciences, 07-028. (Beverly Hills, CA: Sage 1982), p. 31.

the state planning network. Organizational activity and not individual personality was the primary focus. During the twenty year period, direction for the state system of higher education came from the definition and redefinition of the planning process.

Interviews with state policy makers followed the nonreactive phase of data collection. Nine individuals were selected on the basis of their activity in the decision networks. Selection was limited by personal availability. Only one prospective respondent refused to be interviewed.

Interviews about the planning process then followed. Eight policy makers, whose service intersected the long-range planning process in one or more of the planning cycles, were asked the research questions that had been used in the policy analysis of the decision network. An interview schedule was used and the interviews were tape recorded. Two interviews were conducted by telephone and the remaining six were on site. The interviews served as a cross check on the decision network data and the analysis. As Clark has aptly commented, "To ask the determinants of a particular policy, it is more promising to go to the five persons likely to know than to fifty that do not know."¹⁵ Under "Sources Consulted," the names and titles of the policy makers are listed. An interview schedule appears in the Appendix. Interview data were used to further reduce errors in the interpretation of the decision networks. The individuals and their viewpoints were selected to provide a dialectic or counterpoint to the conceptual frame of reference¹⁶ and the policy analysis.

¹⁵Burton R. Clark, The Open Door College: A Case Study (New York: McGraw-Hill, 1960), p. 81.

¹⁶Philip Selznick, TVA and The Grass Roots: A Study in the Sociology of Formal Organization. (Berkeley: University of California Press, 1949), pp. 249-257.

The present study combined a theoretical conceptual framework, historical background of the organization, nonreactive measures and interviews as the basis for policy analysis. An integrative interpretation of the data from the different sources was designed to indicate a contextual account of the basic elements of the Oklahoma experience with long-range planning for higher education. This cross-checking of the data obtained from formal and informal sources was intended to increase measures of reliability and internal consistency of the policy analysis.¹⁷

Conclusions about the statewide planning process during the three planning cycles then follow. Research on a viable organization that produced policy decisions was intended to indicate the basic factors of a complex sociological process. As Louis recognizes, basic to policy formulation and strategy is an understanding of organizational constituencies and organizational purposes.¹⁸ Figure 1 traces the policy research from the "Conceptual Frame of Reference" through the steps followed to develop the "Policy Analysis" and reach "Conclusions" about the decision process of long-range planning for Oklahoma higher education during the years specified.

Limitations

Policy analysis is contingent on the availability of data from public and private sources. Study of the decision network and its impact on long-range planning for a state system of higher education is limited by methods of

¹⁷Todd D. Jick, "Mixing Qualitative and Quantitative Methods: Triangulation in Action," Administrative Science Quarterly 24 (December 1979): 602-609.

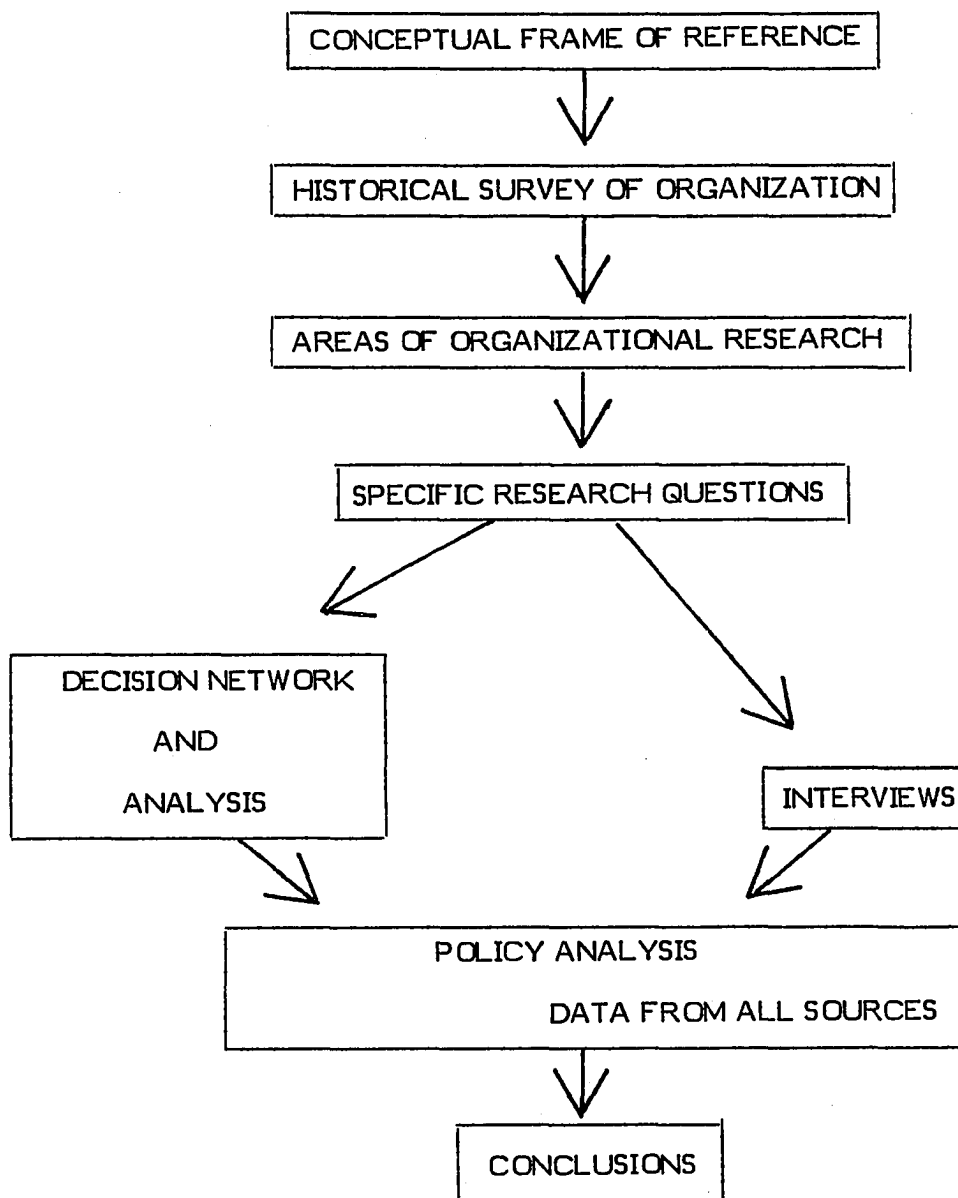
¹⁸Meryl Reis Louis, "Useful Knowledge and Knowledge Use: Toward Explicit Meanings," in Producing Useful Knowledge for Organizations eds., Ralph H. Kilmann et al, (New York: Praeger, 1983), p. 35.

communication. Archival materials and interview data may not have disclosed all important variables. Therefore, knowledge of other factors at work in the decision network and outside the purview of the conceptual frame of reference have not been considered. The findings and conclusions of this research, therefore, are circumscribed by these limitations.

The focus of this study is on organizational interactions which were based on social descriptions obtained from archives, newspapers and interviews. Although many personalities were involved in the different organizations, this research is not an historical account of the actions of public figures nor of the interpersonal dynamics used to carry out organizational decisions.

Restatement of the Problem

How does a state system of higher education, within the organizational framework of state and federal government, formulate long-range policies? Specifically, how did the Oklahoma State Regents for Higher Education develop long-range plans during the years 1961 to 1980?



METHODOLOGY FOR POLICY ANALYSIS

FIGURE I.

CHAPTER III

DECISION NETWORKS

An organization moves on decisions. The following decision network impacted the long-range planning efforts of the Oklahoma State Regents for Higher Education during two decades and illustrates the political forces, often in contradiction, that limited the power to plan for a state system of higher education. Interwoven into the decision network are shifts in the method, or technology, of planning. Also, evolution took place and the way to plan changed with the planning. Idealism was faced with technological and economic realism which altered the time horizon for planning. Policy innovation, the basic reason for long range planning, countered by the traditions of state government and the regulations of the federal government, became a difficult problem. The chronology of the decision network, as illustrated by the Oklahoma data, shows how the focus of the planning network changed.

During the years 1961 to 1980, the Oklahoma State Regents for Higher Education identified three distinct planning cycles. A major revision and update occurred during the second planning cycle. The first planning cycle was referred to as a "self-study"; the second cycle, "The Plan for the 70's"; and the third cycle, "Planning for the '80's." The process of long range planning during these three cycles suggests how the state system of higher education advanced through measures of reformism, professionalism, and policy innovation. As the interface organization, The Oklahoma State Regents for Higher Education anchored the decision networks.

For the first twenty years of its existence, the Oklahoma State Regents for Higher Education did little more than issue biennial reports for each session of the legislature and allocate the funds appropriated by the legislature to the colleges and universities. The professional staff for most of this time consisted of two people, the chancellor and his administrative assistant. Planning for the state system rarely extended beyond the next legislative session when the state's sparse economic resources were once again divided. After eighteen years the first chancellor retired.¹ His administrative assistant continued to serve the state board for a total of thirty years.² One of the original regents, who had been appointed to the first Oklahoma State Board of Regents for Higher Education in 1941 served continuously on the board until 1965.³ Long years of personal service provided the continuity and planning for the first era of the Oklahoma State System of Higher Education.

Decision Network for Long-Range Planning

The First Planning Cycle

State Regents Planning Functions - 1961

The era of long-range planning began with the appointment of the second chancellor for the state system of higher education. Prior to his coming into office, during the 1961 session of the Oklahoma Legislature, Section 5 of House Bill 553 appropriated \$150,000 for a two year, statewide self-study to determine the needs of the state-wide system of higher education through 1970.

¹Oklahoma State Regents for Higher Education, Minutes, June 14, 1961. (Typewritten.)

²Oklahoma State Regents for Higher Education, Minutes, February 28, 1967.

³Oklahoma State Regents for Higher Education, Thirteenth Biennial Report (Oklahoma City, 1966), p. 8.

In 1961 the state system consisted of eighteen state-supported institutions and fifteen private and municipal colleges and universities. The enrollment crisis was at hand. In the Oklahoma state system, enrollment for the fall semester in 1961 was up 9.26 percent over the previous year as compared with the national average enrollment increase that year of 7.8 percent.⁴

Soon after the new chancellor took office, he proceeded to hire additional staff members to carry out the self-study. First a research assistant was hired. A coordinator of research for the self-study, who had been involved in a similar study in Colorado, was hired in the fall of 1961.⁵ Consultants from outside the state were to come from the North Central Association and the U.S. Office of Education.⁶

State Government Planning Functions-1961

The state regents for higher education had to request a supplemental appropriation of \$4,550,000 from the 1961 legislature to complete the second year of the then current biennium ending in June 1963. Budget recommendations were also made to the 1961 legislature for the financial needs of the state system of higher education for the 1963-65 biennium.⁷

Over thirty pieces of legislation pertaining to higher education were introduced to the 1961 legislature. For example, House Bill 829 advocated

⁴Oklahoma State Regents for Higher Education, Minutes, November 27, 1961.

⁵Oklahoma State Regents for Higher Education, Minutes, September 25 and October 26, 1961.

⁶Oklahoma State Regents for Higher Education, Eleventh Biennial Report, p. 113.

⁷Ibid., p. 80.

establishing a school of dentistry. With reference to planning, the most significant legislation proposed was House Joint Resolution 532 which called for a constitutional amendment to repeal the provisions of Article XIII-A that gave the Oklahoma State Regents for Higher Education authority to allocate funds to each institution in the state system according to the institutional needs and functions.⁸ The proposed amendment did not reach the ballot.

State Regents Planning Functions-1962

Initially seven problem areas were identified as segments of the self-study. These areas were:

1. Functions and goals of Oklahoma higher education
2. Control and administration
3. Higher education enrollments and projections
4. Higher education appropriations and needs
5. Selecting, retaining, and utilizing faculties and administrative personnel
6. Physical facilities for higher education
7. Financing current operating costs of higher education in Oklahoma⁹

Report 1, the Organization and Plan for the Self-Study of Higher Education in Oklahoma was published in January 1962. This was the first of eight reports that were to cover the problems areas. The reports, however, were not issued sequentially according to problem areas. A meeting was called in February 1962, with the governing boards and the institutional presidents to consider the statewide self-study. Subsequently, the regents approved the proposal to conduct the self-study in two phases. The first three areas to be

⁸1961 Legislative Index, Oklahoma Legislative Reference Library.

⁹Oklahoma State Regents for Higher Education, Eleventh Biennial Report, pp. 113-114.

covered were finances, enrollments, and faculties.¹⁰

The first priority was the compilation of data to support budget requests for the state system of higher education for the 1963 legislature. The second priority of the research was the remaining problem areas.¹¹

A longitudinal study of all entering freshmen in the state system was started in the fall of 1962. The long-term study was needed to determine the "significant academic and socio-economic characteristics of the clientele of individual colleges that are associated with admission, retention and graduation from college, and to interpret these relationships in meaningful ways for each campus." The 1962 freshman study was also concerned with students who dropped out of college and the reasons that students failed to continue. The final report on the 1962 freshman students was published in 1964.¹²

The self-study research staff added a specialist in finances and physical facilities during 1962. Progress reports were made on the study related to faculties and administration, Report 2, and on the enrollments and projections, Report 3, during the fall of 1962. Problem Area 4, "Financing Current Operating Costs" was the topic of discussion at the October 1962, state board of regents meeting.

¹⁰ Oklahoma State Regents for Higher Education, Minutes, March 26, 1962.

¹¹ John J. Coffelt, Organization and Plan for the Self-Study of Higher Education in Oklahoma, Report 1 (Oklahoma City: Oklahoma State Regents for Higher Education, January 1962), p. 21.

¹² John J. Coffelt and Dan S. Hobbs, In and Out of College: A Longitudinal Study of the 1962 Freshman Class in Oklahoma Colleges, Report 1: The First Year (Oklahoma City: Oklahoma State Regents for Higher Education, October 1964), p. 3.

The chancellor and the coordinator of research met with the consultant from the North Central Association on the development of the self-study research. Representatives of the Southern Regional Education Board also met with the state regents to discuss regional activities and programs.¹³

Selecting, Retaining and Utilizing Higher Education Faculties in Oklahoma, Report 2, of the self-study was published in December 1962. The report documented that average Oklahoma faculty salaries in the state system of higher education were about \$1,000 below the national average and \$600 below the ten-state regional average. Top administrators in the two-and four-year colleges were even further behind the national averages. Some Oklahoma administrators were paid as much as \$2,500 below the national figures. The entire state system of higher education was seriously underfinanced.¹⁴

State Government Planning Functions-1962

In late November 1962, the Governor-elect, Henry Bellmon, met with the state regents and assured the board of continued "fair treatment" for the state system of higher education during his administration.¹⁵ Bellmon had campaigned and had been elected on a promise to the voters of no new taxes. This was based on the notion that Oklahoma state government needed to

¹³ Oklahoma State Regents for Higher Education, Minutes, passim, 1962.

¹⁴ John J. Coffelt, Selecting, Retaining and Utilizing Higher Education Faculties in Oklahoma, Report 2 (Oklahoma City: Oklahoma State Regents for Higher Education, December 1962), p. 50.

¹⁵ Oklahoma State Regents for Higher Education, Minutes, November 1962.

eliminate waste and corruption more than the state needed to generate additional revenues. Bellmon's inauguration in January 1963, marked the end of an era in Oklahoma state government. He was the first Republican elected governor in Oklahoma history.¹⁶

By 1962, Oklahoma was referred to as "the number one welfare state in the United States." It led all other states in per capita expenditures for welfare. Oklahoma spent three times as much on welfare programs as it did on higher education in 1962. It took about one-third of the state tax dollars to support the welfare expenditures.¹⁷

State Regents Planning Functions-1963

The Oklahoma State Board of Regents for Higher Education passed a resolution in January 1963, which asserted that no new programs would be authorized until the self-study of Oklahoma higher education had been completed. The costs of establishing a dental school were discussed but a final decision on the matter was deferred.¹⁸

In the spring of 1963, the first phase of the self-study was nearly completed. Report 3, on Oklahoma Higher Education Enrollments and Projections was released in February. The assumptions about future enrollments were based on conservative figures. The report assumed that there would be no new institutions established in the state and that the functions of the

¹⁶Scales and Goble, pp. 330-331.

¹⁷Wayne Fisher Young, "Oklahoma Politics: With Special Reference To The Election of Oklahoma's First Republican Governor" (Norman: Ph.D. Dissertation, University of Oklahoma, 1964), pp. 67-69.

¹⁸Oklahoma State Regents for Higher Education, Minutes, January 14, 1963.

institutions in the Oklahoma system would remain essentially unchanged for the next thirteen years.¹⁹

The economic realities of Financing Current Operating costs of Higher Education in Oklahoma were revealed in Report 4 which was issued in March 1963. Using guidelines established by John Dale Russell for the analysis of institutional budgets, the Oklahoma State System of Higher Education was graphically analyzed in terms of expenditures.²⁰ The report revealed that educational and general expenditures had increased about 500 percent while enrollments had increased over 100 percent during the twenty years from 1941-42 to 1961-62.²¹ While advocating budget-building procedures, the report on financing costs described the tendency to make funding for new programs difficult to justify under such procedures. Perceptibly, this same report suggested that formula budgeting based on past averages and experiences tended "to be insensitive to new developments and new needs."²²

Underfinancing during the previous decade was recognized as the cause of serious deficiencies in the state system. When compared with colleges and universities in a ten-state region for the 1961-62 fiscal year, Oklahoma ranked last in the amount appropriated for educational and general income per full-time student. The municipal junior colleges in the state also suffered from

¹⁹Dan S. Hobbs and John J. Coffelt, Oklahoma Higher Education Enrollments and Projections, Report 3 (Oklahoma City: Oklahoma State Regents for Higher Education, February 1963), p. 64.

²⁰Charles R. Walker and John J. Coffelt, Financing Current Operating Costs of Higher Education in Oklahoma, Report 4 (Oklahoma City: Oklahoma State Regents for Higher Education, March 1963), pp. 17-19.

²¹*Ibid.*, p. 40.

²²*Ibid.*, p. 53.

underfunding and the report recommended that these small colleges be phased out or adequately financed.²³ Report 4, on financing operating costs for the state system, also called for a more uniform reporting form for financial data so that up-to-date information would be available to support continuous, long-range planning.²⁴

An editorial in The Daily Oklahoman on May 5, 1963, commended the state regents for higher education on the first phase of the well-researched self-study. The research had been designed to get the attention of the Oklahoma legislature on the critical issues facing the Oklahoma State System of Higher Education. The editorial challenged other state agencies to do as well.²⁵

In the spring of 1963 the regents, the planning staff, and the Advisory Steering Committee of the self-study met with three outside consultants from the U. S. Office of Education, the North Central Association, and the Southern Regional Education Board to discuss the reports completed during the first phase of the research.²⁶ At a later meeting, the regents and staff met with the governing boards of the state institutions, institutional presidents, and their staff to give a progress report on the self-study and to discuss highlights of the published reports. The second phase of the self-study was to be completed prior to the 1965 session of the Oklahoma legislature.²⁷

²³Ibid., pp. 86-87.

²⁴Ibid., pp. 87-90.

²⁵The Daily Oklahoman, 7 May 1963.

²⁶Oklahoma State Regents for Higher Education, Minutes, April 22, 1963.

²⁷Oklahoma State Regents for Higher Education, Minutes, July 22, 1963.

In May 1963, it was reported that the eighteen state-supported colleges and universities had divided \$33.3 million for institutional operations for the next year. At the University of Oklahoma, this meant that there would be no salary raises for the next academic year.²⁸ At a later date it was pointed out that faculty salaries constituted the most serious lag for the state system of higher education. According to the chancellor and the coordinator of research for the system self-study, enrollments were expected to double during the next decade.²⁹

In the entire state system, there was a ten percent increase in summer school enrollment in 1963. As a corollary to the self-study, the Oklahoma Employment Security Commission agreed to conduct a state-wide survey of future manpower needs for the Oklahoma.³⁰ As the year ended, the urgent need to proceed on the plans for the medical center was recognized by the regents' planning staff. Capital improvements for the medical center were deferred until the self-study results were available. The governor met with the regents to discuss the newly-enacted federal legislation referred to as the Higher Education Facilities Act of 1963.³¹

State Government Planning Functions-1963

In compliance with a request from the previous legislature, the Oklahoma State Regents for Higher Education submitted "An Estimate of the Cost of Establishing A School of Dentistry in Oklahoma," to the 1963 session of

²⁸The Daily Oklahoman, 23 June 1963.

²⁹The Daily Oklahoman, 23 July 1963.

³⁰Oklahoma State Regents for Higher Education, Minutes, August 26, 1963.

³¹Oklahoma State Regents for Higher Education, Minutes, December 18, 1963.

the legislature. The estimate was clearly marked as not an endorsement of the school. The regents suggested a delay in establishing a dentistry school pending the outcome of the self-study.³² However, a bill was introduced in the legislature to construct a dental school and to fund the first year of operation. Two other bills that were introduced in the 1963 session called for an interim study of the governance and control of the state institutions of higher education.

Another piece of legislation, Senate Joint Resolution No. 26, established a study commission to assess the needs for vocational and technical education in Oklahoma at the high school and postsecondary levels.³³ In October 1963, the Special Commission on Education, created by SJR No. 26, met. The State Superintendent of Public Instruction was elected chairman of the committee. The chancellor of the state system of higher education, two faculty members, two representatives, and two senators were also on the commission. It was required that the commission complete its assignment before the legislature again convened in 1965.³⁴

Federal Government Planning Functions-1963

The long debate over the type of federal assistance to higher education came to an end in 1963 when President Kennedy signed into law the Higher Education Facilities Act. President Eisenhower had first recommended some form of construction assistance for badly needed academic facilities. A national crisis was at hand with regard to facilities to handle the dramatic

³²Oklahoma State Archives, (Typewritten).

³³1963 Legislative Index, Oklahoma Legislative Reference Library.

³⁴Oklahoma State Legislative Council, Minutes, October 7, 1963.

increases in enrollment that were expected. Institutions in Oklahoma enrolled 63,697 students in the fall of 1962 and the federal projected enrollments for 1965 were 79,642 students and for 1970, Oklahoma institutions possibly would enroll 106,173 students. These projections were based on the assumption that the enrollments in the state would be in the same proportions as in 1962.³⁵

State Regents Planning Functions-1964

New responsibilities were delegated to the Oklahoma State Regents for Higher Education in January 1964, when the governor named that body to act as the state commission to administer the Oklahoma portion of the federal Higher Education Facilities Act.

At the same January meeting, a plan was approved to include the problems of the medical center as part of the self-study. Approval was also granted to publish an official newsletter for the state regent's office to communicate the progress of the self-study of Oklahoma higher education to the presidents and staff of all institutions in the state, the members of the governing boards, the state legislators, and other interested parties.³⁶

By the February meeting of the state regents, the reports indicated that enrollments in the state system were up eight percent over the previous year. A project to establish a state code for higher education had been approved by the Legislative Council and it was reported that the chancellor and staff had started preliminary research on the code. It was also projected that the self-study would be completed in one year.³⁷

³⁵ Higher Education Facilities Act of 1963, P.L. 88-204, p. 4.

³⁶ Oklahoma State Regents for Higher Education, Minutes, January 27, 1964.

³⁷ Oklahoma State Regents for Higher Education, Minutes, February 24, 1964.

When the Twelfth Biennial Report of the Oklahoma State Regents for Higher Education was published in June 1964, the governor's message stated that for the first time all institutions in the state-supported system were now accredited by the North Central Association of Colleges and Secondary Schools.³⁸ This same biennial report also noted the need for matching funds so that Oklahoma could receive the state's share of the federal funds under the Higher Education Facilities Act of 1963.³⁹ Enrollment figures for the University of Oklahoma testified to the need for expanded facilities. From 1960 to 1963, main campus enrollment increased 26.5 percent.⁴⁰

Report 5 on Physical Facilities for Higher Education in Oklahoma was approved for printing in December 1964 by the state regents. The report reiterated the need for a bond issue to finance construction costs for campus facilities and further, that by 1967 the college construction should be financed on a "pay-as-you-go" basis. In 1964, the state system needed \$26,283,166 to finance maintenance, repair, and new construction of campus buildings. Individual institutional master plans for facilities were strongly advocated.⁴¹ The self-study Report 5 called for more leadership and coordination at the state level on facilities planning. A lack of coordination at the state level on issues related to campus design and facilities hampered the development of long-range capital funding policies. As a result, the state regents were seriously

³⁸Oklahoma State Regents for Higher Education, Twelfth Biennial Report, p. 3.

³⁹*Ibid.*, p. 84.

⁴⁰*Ibid.*, p. 21.

⁴¹Charles R. Walker and John J. Coffelt, Physical Facilities for Higher Education in Oklahoma: Self-Study of Higher Education in Oklahoma-Report 5 (Oklahoma City: Oklahoma State Regents for Higher Education, December 1964), pp. 79-80.

handicapped in trying to make equitable allocations of state and Federal funds for capital construction.⁴²

State Government Planning Functions-1964

The Higher Education Committee of the Legislative Council was confronted with the problems of percentages in March 1964. There was an 8.3 percent increase in enrollment over the spring of 1963. For the spring semester of 1964, there were 50,513 students enrolled in the state system of higher education.⁴³

Final reapportionment of the state legislature took place under federal court order and the elections of September 1964 brought about "a massive turnover" in the Oklahoma legislature. The economy of Oklahoma had matured and diversified considerably after 1950. The rural flavor of state politics was exchanged for more urban representation. The farm population and state income from agriculture were in sharp decline. Income from oil production was down also. However, the state was experiencing a turn around on population with a small net immigration to Oklahoma.⁴⁴

The Special Commission on Education established by the legislature in 1963, met in November 1964 to hear a report on dropouts in Oklahoma education. The study illustrated the special implications for dropouts and vocational and technical education.⁴⁵

⁴²Ibid.

⁴³Higher Education Committee, Oklahoma Legislative Council, Minutes, March 9, 1964.

⁴⁴Scales and Goble, pp. 337-340.

⁴⁵Special Commission on Education, Oklahoma Legislative Council, Minutes, November 9, 1964.

Federal Government Planning Functions-1964

President Johnson's Task Force on Education reported in November 1964. Among the conclusions reached by the task force were that there was a need for increased and improved technical and vocational education and that "Improvements and innovation in education are at least as important as national defense."⁴⁶

State Regents Planning Functions-1965

The self-study report on the University of Oklahoma Medical Center was approved by the state regents in June 1965. With reference to the physical plant for medical school and the health-related disciplines, the report stated that "the Medical Center has expanded in a piecemeal fashion and that most of the existing structures are ill-suited for both educational purposes and modern patient care."⁴⁷ The lack of a written policy regarding the functions of the medical center and its programs was identified as a handicap for state-level coordination and planning.⁴⁸

While it had been agreed that no new programs were to be instituted until the self-study was completed, in July 1965 the state board of regents approved a request to change the functions of the Oklahoma College for Women to an innovative, coeducational, four-year liberal arts school beginning in the fall of 1965. Decline in enrollment and underutilization of campus resources led to the change in functions and purposes for the college.⁴⁹ It was also in

⁴⁶Rexford G. Moon, Jr., National Planning for Education (New York: Academy for Educational Development, 1970), p. A-32.

⁴⁷Oklahoma State Regents for Higher Education, Medical Education in Oklahoma, Report 6, p. 56.

⁴⁸Ibid. p. 67.

⁴⁹Oklahoma State Regents for Higher Education, Thirteenth Biennial Report., pp. 38-40.

July 1965 that the last of the original regents, appointed in 1941, retired from the board after twenty-four years of service.⁵⁰

The dean of the medical school appeared before the state regents in September 1965 to discuss the possibility of tying the long-range plans for capital improvements at the medical center to an urban renewal project.

At the same September meeting, Report 7, Higher Education Opportunities and Needs in Oklahoma was approved by the regents. This report identified three basic gaps in educational opportunity. In 1965, the lower-division gap was "complicated by the fact that most of its two-year colleges are located in geographically remote and sparsely populated areas, while the great majority of its high school graduates are coming out of the urban high schools." Two other serious gaps were in vocational-technical areas and in professional and graduate programs.⁵¹ Report 7 also recognized that the lack of written criteria for new programs was a major problem at the state level. One measure of reform to reduce the duplication of programs was to consider institutional requests for additional courses only twice a year rather than at every meeting of the state board of regents.⁵²

The report on "Opportunities and Needs" recognized that by 1975 nearly double the number of students would be enrolled in Oklahoma higher education but that a double amount of libraries and campus facilities would not be available. Innovation was needed on every hand to carry out the state's

⁵⁰Oklahoma State Regents for Higher Education, Minutes, July 7 and 26, 1965.

⁵¹Dan S. Hobbs, Higher Education Opportunities and Needs in Oklahoma, Report 7 (Oklahoma City: Oklahoma State Regents for Higher Education, September 1965), pp. 66-68.

⁵²*Ibid.*, p. 69.

responsibility for higher education opportunities. Metropolitan junior colleges and a dental school were recommended to further enhance student opportunities.⁵³

The state regents' office itself was the site of innovation and change in September, 1965, when the first operating policies of the chancellor's office were made official. Functional lines of responsibility for the chancellor and his staff were delineated.⁵⁴

More federal responsibilities were added to the state regent's office in the fall of 1965. The regents were to coordinate the state programs under Title I of the Higher Education Act of 1965 for Community Service and Continuing Education and Title IV which provided financial assistance for undergraduate instruction. The regents' office was responsible for informing institutions in the state system about all the federal aid programs.⁵⁵

Later that year, the regents adopted guidelines for long-range capital improvements for the state system of higher education. The state bond issue was passed in mid-December and it was noted that those policies and procedures would be needed to administer between \$16 and \$20 million before June 30, 1967.⁵⁶

The final phase of the self-study was underway. Target date for completion was December 1966. It was also recommended that agricultural

⁵³Ibid., pp. 70-72.

⁵⁴Oklahoma State Regents for Higher Education, Minutes, September 13, 1965.

⁵⁵Oklahoma State Regents for Higher Education, Minutes, October 25, 1965.

⁵⁶Oklahoma State Regents for Higher Education, Minutes, November 22 and December 20, 1965.

agencies be included in the self-study process.

State Government Planning Functions-1965

The Oklahoma State Legislature met in its usual biennial session in 1965. Reapportionment of the legislature had finally been accomplished. Over twenty bills were introduced in the session that were related to higher education. Among these bills was a proposed constitutional amendment, House Joint Resolution No. 525, to provide for an Oklahoma State Educational System to be under an Education Commissioner. The system would have three subdivisions, one for common education, a second for technical and vocational education and a third division for higher education. This proposal failed to win voter approval. Senate Concurrent Resolution No. 7 proposed making Cameron State Agricultural College, in the state's third metropolitan area, a four year institution.⁵⁷

The Thirteenth Legislature enacted the first Oklahoma Higher Education Code. This made it the first state in the nation to establish a code.⁵⁸ The reform was stimulated by the chancellor and the self-study research staff. The code further clarified the legal status of the Oklahoma State Board of Regents for Higher Education and the State System of Higher Education. The 1965 session of the legislature appropriated a 26 percent increase for higher education. Additional state funds had been generated by an increase in general state tax revenues and a one-cent increase in the cigarette tax.⁵⁹

State Question 433 was submitted to the people in December 1965.

⁵⁷1965 Legislative Index, Oklahoma Legislative Reference Library.

⁵⁸Arrell Morgan Gibson, Oklahoma: A History of Five Centuries, 2nd ed. (Norman: The University of Oklahoma Press, 1981), pp. 256-257.

⁵⁹Ibid., pp.256-257.

This particular question was to turn "ballots into bricks" through a state bond issue. The share for capital improvements for higher education was \$38.5 million.⁶⁰ The total bond issue for \$54,750,000 passed on the promise of no new taxes for the people of Oklahoma.

It was suggested to the State Legislative Council in December 1965, that the proposed Area Vocational-Technical Centers be allowed to develop into Community Colleges as had been the case in North Carolina.⁶¹

Federal Government Planning Functions-1965

The White House Conference on Education held in 1965 reached many interesting conclusions. Among them were the conclusions that "Very few innovations have moved into the mainstream of American education" and that "Negro education is grossly inferior to white education." The Conference also recognized the problem of federal policy residing in many divergent programs rather than a coherent whole.⁶²

The provisions of the federal 1965 Higher Education Act were warmly welcomed in Oklahoma. The provisions for financial aid to students, teacher education programs, and assistance for institutional libraries offered the administration of such schools as Oklahoma State University, for example, interesting possibilities.⁶³

⁶⁰State Question 433, "Help Build Oklahoma!" Flyer, 1965, Oklahoma State Archives.

⁶¹Letter from State Coordinator of Area Vocational-Technical Schools, December 6, 1965, Oklahoma State Archives.

⁶²Moon, pp., A-35-36.

⁶³"Oklahoma State University Officials Study Federal Higher Education Act's Impact," Oklahoma City Times, 25 November 1965.

State Regents Planning Functions-1966

In January the state regents adopted a formal policy for the allocation of the \$38.5 million from the state bond issue to the colleges and universities. Campus master plans were being developed by each institution for the regents' consideration. For the spring semester of 1966 enrollment was up 11 percent over the previous year in the state system of higher education.

According to a survey conducted by the office of the state regents, those students in Oklahoma universities were paying higher tuition and fees than students in Arkansas and Texas but were paying lower rates than students in six other states in the region. At the four-year colleges in Oklahoma, students were paying the lowest tuition of all comparable institutions in the ten-state region.⁶⁴ The governor designated the regents to supervise the student loan program of the federal Higher Education Act of 1965.

As a result of the research conducted for the self-study, new criteria for institutional budget requests were adopted by the regents in July 1966. The criteria recognized the differences in costs of programs by individual institution.⁶⁵

Goals for Oklahoma Higher Education, Report 8 in the self-study research was published in September 1966. The report represented the involvement of numerous Oklahoma citizens as well as the administration, faculty, and students from colleges and universities in the state. These goals were to be used as a yardstick to measure the progress of higher education in

⁶⁴Edward J. Coyle, "A Comparison of Student Costs in State-Supported Institutions of Higher Education in Ten Mid-Western States," (Oklahoma City: Oklahoma State Regents for Higher Education, April 1966).

⁶⁵Oklahoma State Regents for Higher Education, Minutes, July 25, 1966.

the state. Basic functions of each of the three types of institutions in the state system of higher education were outlined in the report. The report called for written policy statements for each institution to serve as guidelines for future decisions on specific functions of the state colleges and universities.

Among the other recommendations that the report identified were the increased need for vocational-technical education at the two-year college level, preservation of Langston, formerly the black institution, and upgrading Cameron State Agricultural College to include a four-year liberal arts and sciences program.⁶⁶ The eighth report in the self-study also called for enabling legislation regarding the establishment of junior colleges and suggested that organized research and graduate instruction should be limited primarily to the two comprehensive state universities.⁶⁷

State Government Planning Functions-1966

A constitutional amendment that permitted annual sessions of the legislature was approved by the people in 1966. According to Scales and Goble, as a group, members of the legislature were becoming better educated. The Oklahoma legislature was also becoming more professional with a broader perspective about state lawmaking.⁶⁸ The rural influence in the legislature was less apparent.

Inflation became a serious problem for state government. In 1966 the people of Oklahoma elected another governor who promised no new taxes.⁶⁹

⁶⁶John J. Coffelt and Dan S. Hobbs, Goals for Oklahoma Higher Education, Report 8 (Oklahoma City: Oklahoma State Regents for Higher Education, September 1966), pp. 27-34.

⁶⁷The Daily Oklahoman, 27 September 1966.

⁶⁸Scales and Goble, pp. 344-345.

⁶⁹Gibson, pp. 258-259.

The chancellor reported to the Higher Education Committee of the State Legislative Council that 65 percent of the Oklahoma high school graduates went on to college and that there was a critical need for junior colleges in the two major metropolitan areas.⁷⁰

National Policy Event-1966

The Education Commission of the States (ECS) was established in 1966. The goals of ECS included "strengthening education in the states, and making sure that the states' point of view received reasonable consideration on the national level."⁷¹ The list of ECS policy issues included higher education relationships at the institutional, state and federal levels.

State Regents Planning Functions-1967

The State Regents issued no major planning documents during 1967. A grant received in 1967 under the Higher Education Act of 1965 enabled the regents' staff to move toward a facilities inventory, including private and municipal colleges, and "...the development of a computer-based comprehensive data system as the basis for long-range planning."⁷²

In February 1967, the regents received a progress report on a ten year building plan that covered the years 1965-1975. The needs of the second phase (1970 to 1975) were estimated.⁷³

The regents approved the establishment of a School of Health Related

⁷⁰Higher Education Committee, State Legislative Council, Minutes, Report of Chancellor E. T. Dunlap, November 16, 1966.

⁷¹Richard M. Millard, State Boards of Higher Education (Bethesda, MD: ERIC Document Reproduction Service, ED 129, 196, 1976), p. 32.

⁷²Oklahoma State Regents for Higher Education, Fourteenth Biennial Report, (June 1968), p. 153.

⁷³Oklahoma State Regents for Higher Education, Minutes, February 28, 1967.

Professions at the University of Oklahoma Medical Center in May 1967. Before the year was out, the Oklahoma Osteopathic Association made an inquiry about the feasibility of establishing an Osteopathic College in Oklahoma.⁷⁴

The junior college movement in Oklahoma was evident on several fronts. The State Legislative Council requested information on future capital needs for the state system of higher education, including estimates for a junior college in Oklahoma City and one in Tulsa. A delegation from Tulsa Civic groups appeared before the state regents to request a junior college for that city. An out-of-state consultant was engaged to study the junior college needs for Tulsa and Midwest City. The consultant's report stated that elections on establishing the junior colleges would soon be necessary.⁷⁵

A committee was named by the state regents in September 1967 to prepare the final self-study report which was to be published in 1968.⁷⁶ The Oklahoma State System of Higher Education received a federal grant in the summer of 1967 to establish The Oklahoma Consortium on Research Development to encourage the planning and submission of research and grant proposals. The establishment of institutional research offices, on all campuses was also encouraged.⁷⁷

Institutional Planning Functions-1967

The University of Oklahoma and Oklahoma State University published

⁷⁴Oklahoma State Regents for Higher Education, Minutes, May 23 and September 19, 1967.

⁷⁵Oklahoma State Regents for Higher Education, Minutes, September 19, October 25 and 26 and November 28, 1967.

⁷⁶Oklahoma State Regents for Higher Education, Minutes, September 19, 1967.

⁷⁷Oklahoma State Regents for Higher Education, Fourteenth Biennial Report, pp. 166-167.

a booklet in 1967 entitled, "An Investment in Oklahoma's Future: The Need for Greater Support of Higher Education in Oklahoma with Emphasis on the Universities' Role in Economic Development." The booklet graphically illustrated that the percentage of enrollment had exceeded state appropriations since 1963-64. The economic plight of the comprehensive institutions was emphasized using data provided by Chambers which stated that Oklahoma's gain in state appropriations was the fourth lowest in the nation during 1960-66. During that same period the 50-state gain in state tax appropriations for higher education had more than doubled (1.5 million to 3.5 million).⁷⁸

State Government Planning Functions - 1967

The Oklahoma Legislature met in its first annual session in 1967. Thirty-six bills that were related to higher education were introduced during the session. These bills included a call for university extension courses in the Tulsa metropolitan area and a medical school or dental school for that city. A proposed constitutional amendment would have included additional ex officio members to the Board of Oklahoma State Regents for Higher Education. There was a bill to create a state law center to replace the law school at the University of Oklahoma. Several bills were related to the establishment and operation of junior colleges in the state. The State Board of Vocational Education was authorized to grant Associate of Applied Science Degrees and coordinate activities with Oklahoma State Regents for Higher Education.⁷⁹

The Higher Education Committee of the State Legislative Council met

⁷⁸"An Investment in Oklahoma's Future: The Need for Greater Support," Compiled and published by The University of Oklahoma and Oklahoma State University, 1967.

⁷⁹1967 Legislative Index, Oklahoma Legislative Reference Library.

in October and November 1967 to consider the Governor's request "to study the advisability of changing our present structure of management and control of our colleges and universities, the financial needs of higher education in Oklahoma, and to recommend ways and means of satisfying those needs." Dissatisfaction with the system was noted by professors leaving the state for better paying positions and a student march on the State Capitol asking for financial support for Oklahoma colleges and universities.⁸⁰

State Regents Planning Functions-1968

The President Pro Tempore and Chairman of the Legislative Council's Committee on Education met with the regents in February 1968 to request that steps be taken to: (1) reduce duplication of programs; (2) increase efficiency and effectiveness in the state system of higher education; (3) move toward year-round operations; and (4) encourage more effective utilization of resources. The legislators suggested that the forthcoming self-study should take note of the above suggestions.

At that same February state regent's meeting, three state representatives appeared to discuss House Concurrent Resolution 557 which proposed to establish a state law center as a separate budget agency in the state system of higher education.⁸¹ Similar legislation had been proposed in 1967. Thereafter, by legislative mandate, a law center was established as a separate budget function in the state system of higher education to be administered by the University of Oklahoma. Several years of debate had preceded this decision.⁸²

⁸⁰State Legislative Council, Committee on Higher Education, Minutes, October 6, 1967.

⁸¹Oklahoma State Regents for Higher Education, Minutes, February 27, 1968.

⁸²Oklahoma State Regents for Higher Education, Minutes, May 17, 1968.

In March 1968, the increased work load of the state regents office was noted because of (1) the annual sessions of the legislature, (2) administering the Guaranteed Student Loan Program, (3) planning and administering the Higher Education Facilities Act, (4) the emerging junior college movement, and (5) leadership demands to improve and expand the Oklahoma State System of Higher Education. At that same meeting the regents heard a request for a feasibility study submitted by petition for a junior college in Fairview and a request for a change in function for the Oklahoma Military Academy.

In 1968, the Vice-Chancellor for Research and Planning, the original coordinator of research for the self-study, resigned to accept an academic position in another state. He had served six and one-half years on the self-study of the Oklahoma State System of Higher Education.⁸³

At the April monthly meeting a special committee was established to study the need for a medical center in Tulsa. The regents also considered House Concurrent Resolution 625 that called for the creation of a junior college in the Capital Hill area of Oklahoma City and House Concurrent Resolution 637 that would require the regents to convert the Oklahoma Military Academy to a co-educational four-year institution.

For the first time, direct payments by the regents were made to state students who were in dental schools outside the state rather than channeling the funds through the Southern Regional Education Board.

The interest in junior colleges continued unabated in the spring of 1968. Tulsa and Midwest City junior colleges advanced to the planning stages after successful elections. The Fairview community junior college study was

⁸³ Oklahoma State Regents for Higher Education, Minutes, March 26, 1968.

denied and a study for a Woodward County junior college was initiated.

The Vo-Tech movement continued to gain strength and the regents called for more coordination between the Vo-Tech Board and the Oklahoma State Regents for Higher Education.⁸⁴

The first planning cycle was completed in May 1968 when The Status and Direction of Oklahoma Higher Education: Guidelines for Policy Decisions was published by the Oklahoma State Regents for Higher Education. Further need for state-level planning was indicated on an enrollment explosion, an information explosion, and the need for an educated manpower. It was estimated that the state would enroll 120,000 students by 1975 as compared with approximately 75,000 students in 1967. New technologies demanded new programs of study and the state's economic future was tied to the need for an educated manpower to encourage industry and business.⁸⁵

"The Status and Direction" report not only delineated the progress made in the seven original problem areas but also evaluated the problems of long-range planning. The projected two year self-study had taken almost seven years to complete. The administration of the Higher Education Facilities Act of 1963 and the issues related to the capital budgeting necessitated delays in the self-study. The report also recognized the stress created in the state system when self-study recommendations were implemented. The planning efforts were also delayed by the changes in personnel on the research staff and in legislative and institutional positions.⁸⁶

⁸⁴Oklahoma State Regents for Higher Education, Minutes, April 29, May 17 and May 27 and June 17, 1968.

⁸⁵John J. Coffelt, The Status and Direction of Oklahoma Higher Education (Oklahoma City: Oklahoma State Regents for Higher Education, May 1968), pp. 2-4.

⁸⁶Ibid., pp. 13-14.

Of the original seven, one major problem area, the evaluation of the state regents' operation and control of the state system of higher education, had not been addressed. A ten-member legislative committee was appointed to study the governing of the colleges and universities and to report to the next session of the legislature.⁸⁷

The report listed the self-study recommendations under the seven major problem areas and the status of their implementation.⁸⁸ The incompatibility of state-level planning and the allocation of federal programs was noted as a real problem. If long-range plans at the state level were to be realized, then federally-sponsored institutional programs needed to mesh with the state system goals.⁸⁹

"The Status and Direction" report once again outlined the State Regents' goals for Oklahoma higher education in terms of individual needs, social needs, the nature of the system of higher education, and goals related to effectiveness and support of that system.⁹⁰ The report also recognized the continuous nature of long-range planning in achieving future directions. Goal statements regarding the future, "Standards of Education," "Institutional Functions and Programs," and the "Financing of Higher Education" were purposed in the conclusions of the report.⁹¹ The next cycle of long-range planning had begun.

In the fall of 1968, Oklahoma State Regents for Higher Education gave

⁸⁷Ibid., pp. 14-15.

⁸⁸Ibid., pp. 19-33.

⁸⁹Ibid., pp. 34-35.

⁹⁰Ibid., pp. 42-43.

⁹¹Ibid., pp. 44-50.

notice to the Southern Regional Education Board of Oklahoma's withdrawal from that organization by the end of fiscal year 1970. Such action would not affect the cooperative agreements for the School of Veterinary Medicine at Oklahoma State University which would continue to accept out-of-state students from the Southern Region.⁹²

State Government Planning Functions-1968

The 1968 session of the legislature struggled under a difficult handicap because inflation was seriously affecting all state programs in Oklahoma. A further limitation on resources was imposed by the governor's insistence on no new taxes.

The legislature passed Senate Concurrent Resolution No. 37 that "...called for a review of the areas of institutional functions and courses of study, standards of education, procedures for allocation of resources, physical plant utilization, and institutional business operations, pointing toward the elimination of unnecessary duplication of functions and courses of study, overlapping of institutional efforts, obsolete course offerings, and a low utilization of physical facilities at the various campuses."⁹³

However, not only finances were being curbed in Oklahoma in 1968. The Governor, fearing campus unrest, established the Office of Inter-Agency Coordination to investigate suspected radicals and inform law enforcement agencies of their activities. A bill was passed in the 1968 legislature that

⁹²Oklahoma State Regents for Higher Education, Minutes, September 17, 1968.

⁹³Oklahoma State Regents for Higher Education, "The Role and Scope of Higher Education in Oklahoma: A Plan for a State-Wide Study," (Oklahoma City: Oklahoma State Regents for Higher Education, July 1969), pp. 1-2. (Typewritten.)

banned controversial speakers from the college campuses in Oklahoma.⁹⁴

Federal Government Planning Functions-1968

At the federal level during the late 1960's student assistance, especially to promote equality of opportunity, gradually supplanted direct aid to institutions.⁹⁵

The Second Planning Cycle

State Regents Planning Functions-1969

Much activity surrounded the founding of the Tulsa Junior College. A collection of nine consultants' papers on the planning and establishing of a new urban junior college was issued in January 1969 by the regents. The consultants offered a wide range of advice and represented many different facets of the junior college experience nationally.⁹⁶

Also, early in 1969, the regents accepted the report of a private consulting firm, Booz-Allen & Hamilton, on the need for a medical school in Tulsa. The report recommended that a new school not be established, that enrollment at the present medical school be increased, and that some reorganization of the clinical years be done so that some students could complete their third and fourth years of medical training in existing facilities in Tulsa.⁹⁷

Oklahoma formally withdrew from the Southern Regional Education

⁹⁴Gibson, pp. 259-260.

⁹⁵Congressional Budget Office, Federal Assistance for Postsecondary Education: Options for Fiscal Year 1979, p. 10.

⁹⁶Dan S. Hobbs, ed., The Tulsa Junior College (Oklahoma City: Oklahoma State Regents for Higher Education, January 1969), passim.

⁹⁷Oklahoma State Regents for Higher Education, Minutes, February 25, 1969.

Board under Senate Bill 34 of the 1969 session of the legislature.⁹⁸ By mid-year the increased pressure by communities and the legislature for branch campuses of the universities and for junior colleges resulted in two new planning efforts by the regents' staff. Two out-of-state consultants were appointed to study the statewide needs for junior college education and to help develop guidelines for the establishment of new facilities. As a companion to the lower-division junior college study, an upper-division and graduate level study was outlined to cover the "role and scope" of all institutions in the state. Student enrollments had already exceeded the projections for 1975. Enrollment trends needed to be restudied and new estimates made to facilitate planning to the year 1980. An inventory of existing programs was also needed for the planning process.⁹⁹

In July 1969, the vice-president for Continental Oil Company proposed a closed circuit television network to provide advanced higher education for the employees of Oklahoma industry. A similar network was in operation in the Dallas-Ft. Worth area.¹⁰⁰

Federal grants were received and approved by the regents to complete the comprehensive facilities planning. These grants included \$40,000 to study the state junior college needs and funds to complete the Tulsa Junior College facilities planning; another was to carry out planning for an Academy of

⁹⁸ Oklahoma State Regents for Higher Education, Minutes, March 25, 1969.

⁹⁹ Oklahoma State Regents for Higher Education, "The Role and Scope of Higher Education in Oklahoma: A Plan for A State-Wide Study," p. 9 (Typewritten.)

¹⁰⁰ Oklahoma State Regents for Higher Education, Minutes, July 22, 1969.

Minority Groups Capitalism accompanied by a statewide talent search program and a grant to continue support for the Oklahoma Consortium on Research Development.¹⁰¹

The problem of access was addressed by Regents' Resolution 566 in September 1969 which stated that admission to all institutions in the Oklahoma State System of Higher Education was open to any and all qualified students regardless of race, color, sex, creed or national origin.¹⁰² The resolution encouraged all qualified students, white or black, also to apply to the state's predominately Negro college.

However, the next month the regents' expressed concern that "high risk" freshmen had been admitted to the University of Oklahoma contrary to the Oklahoma State Regents for Higher Education Policy on Admission and Retention. It was recommended that this comprehensive university stress graduate education.¹⁰³

Institutional Master Planning-1969

All institutions in the state system of higher education were required by a 1968 law to submit long-range master plans. Seminole and El Reno Junior Colleges submitted their plans in October 1969.¹⁰⁴

The University of Oklahoma initiated a comprehensive planning effort with the inauguration of a new president. The first recommendation of that

¹⁰¹Ibid.

¹⁰²Oklahoma State Regents for Higher Education, Minutes, September 23, 1969.

¹⁰³Oklahoma State Regents for Higher Education, Minutes, October 20 and 21, 1969.

¹⁰⁴Ibid.

study was:

In a world of change and uncertainty, the University of Oklahoma should shape its goals in terms of human values by a continuous and impartial process for planning and restating its purposes through concrete action. Every major position taken in this report should be reviewed at least every five years.¹⁰⁵

State Government Planning Functions-1969

The governor's budget proposal for the next fiscal year carried an increase of \$5.7 million dollars for higher education. Additional funds the previous year were used to increase faculty salaries on the average about \$1,003.¹⁰⁶ The state's economic resources were improving and by July the governor announced that the state would have from 14 to 17 million in surplus funds for fiscal year 1971 to use in additional funding for education. The governor also stressed the need to emphasize vocational-technical education.¹⁰⁷

During the 1969 Oklahoma legislative session, bills were introduced to limit enrollment in the state system of higher education to 75,000 students until adequate funds were appropriated to facilitate increased enrollment. Another piece of legislation prohibited members of the Oklahoma State Board of Regents from soliciting or receiving political contributions, or serving on the committees of political parties, or actively taking part in political campaigns except as private citizens. There was also a proposal to create another Oklahoma Commission on Education. One other bill proposed a citizen-legislator committee to study the state system of higher education. The

¹⁰⁵ The Executive Planning Committee of the University of Oklahoma, Gordon A. Christenson, ed., The Future of the University (Norman: University of Oklahoma Press, 1969), p. 13.

¹⁰⁶ Oklahoma Legislative Reporter, 7 January 1969, p. 4.

¹⁰⁷ Oklahoma Legislative Reporter, 15 July 1969, pp. 4-5.

committee was to be composed of six legislators, six citizens, and the governor. The final appropriations in 1969 for higher education included bills for \$100,000 to plan and establish the Tulsa Junior College and \$200,000 for a televised instruction system.¹⁰⁸

The debate to change the functions of the Oklahoma Military Academy to a coeducational institution continued.¹⁰⁹ The efforts were deterred by a state senator from Tulsa who saw a change in the Claremore school as possibly detrimental to both the private university in Tulsa and the new, state-financed Tulsa Junior College.¹¹⁰

In August 1969, a series of articles appeared in The Daily Oklahoman on college finances. The articles criticized the process of allocating funds to institutions by the Oklahoma State Regents. The continual underfinancing of higher education encouraged institutions to "hide" money in the budgeting process. The paper criticized the state regents' funding formula because it penalized honest reporting from the colleges and universities. Unclear state regents' guidelines for budgeting contribute to fiscal confusion and taxpayer mistrust.¹¹¹

State Regents Planning Function-1970

The new decade began with planning for a new dental school. A dean

¹⁰⁸1969 Legislative Index, Oklahoma Legislative Reference Library.

¹⁰⁹"OMA Future Seen As Coed College," The Oklahoma Journal, 29 August 1969, p. 4.

¹¹⁰"Proposal for OMA Change is Blocked," Oklahoma City Times, 10 November 1969.

¹¹¹Bob Ruggles, "College Finances," The Daily Oklahoman 10, 14, 16 August 1969.

for the school was hired and the state program for dental education was underway.¹¹² The Role and Scope of Oklahoma Higher Education and its companion study Junior College Education in Oklahoma were made public in February 1970. The junior college study was directed by Wattenbarger and Martorana, both nationally recognized scholars in the junior college movement. Their recommendations included the administration, organization, and finance of the lower-division colleges. The authorities surveyed the communities that wanted to establish junior colleges. On the basis of established standards and criteria, they evaluated the probable locations for new institutions.¹¹³

The Role and Scope of Oklahoma Higher Education was prepared with the assistance of seven nationally-recognized consultants who had worked with other state systems of higher education. The study reiterated the 1966 Goals for Oklahoma Higher Education and the conclusions and recommendations suggested "possible building blocks out of which a plan for 1980 might be constructed."¹¹⁴

Among the eighteen recommendations for the "role and scope" was the suggestion for governmental reorganization of the state system of higher education to achieve a "consistent pattern of institutional governance." Another recommendation was to enhance the role of Langston University, the

¹¹²Oklahoma State Regents for Higher Education, Minutes, January 27, 1970.

¹¹³Gerald F. Williams and Dan S. Hobbs, Junior College Education in Oklahoma (Oklahoma City: Oklahoma State Regents for Higher Education, February 1970), pp. 67-76.

¹¹⁴Dan S. Hobbs, The Role and Scope of Oklahoma Higher Education (Oklahoma City: Oklahoma State Regents for Higher Education, February 1970), p. 84.

predominantly Negro institution, so that Langston could better serve students of all racial and cultural backgrounds.¹¹⁵ The state regents accepted an invitation to participate in a project sponsored by the Western Interstate Commission on Higher Education to develop a management information system for the Oklahoma State System of Higher Education. Funding came from the U.S. Office of Education.¹¹⁶

The Acting Director of the Regional Office of Civil Rights of the U. S. Office of Education notified the Oklahoma State Regents for Higher Education in March 1970 that Oklahoma was operating a racially segregated system of higher education and requested a state plan for civil rights compliance. The regents took the notice under advisement.¹¹⁷ The following month the regents replied that the state did have a racially intergrated system of higher education and that the allegations were not justified.¹¹⁸

That year several regional forums were scheduled by the regents to communicate to the public the needs of higher education as explicated in the "Role and Scope" and "Junior College Education" reports. In recognition of diminished local financial resources, state aid was authorized for four community junior colleges. Pursuant to this, the Altus Junior College was officially designated a state-supported institution under the authority of Senate

¹¹⁵ Ibid., pp. 91-92.

¹¹⁶ Oklahoma State Regents for Higher Education, Minutes, February 24, 1970.

¹¹⁷ Oklahoma State Regents for Higher Education, Minutes, March 24, 1970.

¹¹⁸ Oklahoma State Regents for Higher Education, Minutes, April 21, 1970.

Bill 104 of the 1969 Oklahoma Legislature.¹¹⁹

The state regents conducted a seminar for members of institutional boards of regents in the State System of Higher Education in the summer of 1970. The state regents established a newsletter to disseminate regents' policies and activities to the other boards of regents, the administrations of the state system institutions, the faculties, and others that might be interested. For the first time, a notice of the upcoming agendas for the state regents' meetings would be sent to the chairmen of all institutional governing boards.¹²⁰

State Government Planning Functions-1970

The Oklahoma State Regents for Higher Education voted to challenge in the Oklahoma Supreme Court the special interest appropriations established by legislative intent. This was a form of special earmarking carried out by legislators to support favorite local causes.¹²¹ Two million dollars out of the \$10 million in new funds for higher education appropriated in 1970 was earmarked by "intents" legislation for such projects as tick research and aviation training.¹²²

With the passage of Senate Joint Resolution 45, the state regents were required to complete a study of medical education needs in Oklahoma and to report to the legislature in January 1971. A graduate nursing education program was established at the Health Sciences Center. Other legislation

¹¹⁹Oklahoma State Regents for Higher Education, Minutes, April 21, May 12, and June 16, 1970.

¹²⁰Oklahoma State Regents for Higher Education, Minutes, July 28, 1970.

¹²¹Oklahoma State Regents for Higher Education, Minutes, May 12, 1970.

¹²²The Daily Oklahoman, 13 May 1970.

required the regents to adopt a uniform accounting and reporting system for all institutions in the state system.¹²³ Scales and Goble report that the Oklahoma Legislature was becoming more professional as the result of the 1966 constitutional amendment which authorized annual sessions and the 1968 constitutional amendment which allowed legislators more professional salaries. The legislative council had developed a research capability to facilitate lawmaking. The Citizens' Conference Committee on State Legislatures ranked Oklahoma fourteenth of the fifty states in terms of modern practices in the early 1970's.¹²⁴

The Committee on Education of the State Legislative Council heard a report from the Oklahoma Commission on Education which questioned whether the state could afford to offer vocational-technical training in 35 different institutions. Colleges and universities were included with the area vocational-technical schools in that figure.¹²⁵

State Regents Planning Functions-1971

The "Plan for the 70's" was officially accepted by the state regents in April 1971.¹²⁶ Guidelines for the development of institutional master plans were enumerated under the categories of: (1) Institutional Functions and Programs, (2) Institutional Size and Composition, (3) Organization and Structure, (4) Finance and Facilities, and (5) the final category of Special Problems. The special problems included the lack of formal transfer policies

¹²³ Ibid.

¹²⁴ Scales and Goble, pp. 344-345.

¹²⁵ Minutes, November 12, 1970.

¹²⁶ Oklahoma State Regents for Higher Education, Minutes, April 5, 1971.

between two-year and four-year institutions; the future of the Negro institution, Langston University; need for increased cooperation between public and private higher education in the state; the need for increased health professionals particularly in medicine, dentistry and nursing; a more effective system of extension classes throughout the state; the importance of increasing the enrollments of minority and disadvantaged students in the state system of higher education; the evaluation of the televised instruction system established to provide continuing and graduate education to business and industry; a caution to all institutions regarding "self-liquidating" bond projects in the 70's which relied on student revenues for retirement.¹²⁷

The "Plan for the '70's" was formally presented to the Education Committee of the Legislative Council on October 11, 1971. One point that was stressed was the reorganization of the state system of higher education so that each institution could have its own board of regents. Another point stressed that Oklahoma was fortunate to have a sufficient number of institutions to handle the estimated 50,000 additional students who would be enrolled in the state system by 1980. The geographical distribution of institutions in the state enabled students in all areas of the state to easily avail themselves to higher education.¹²⁸ At that time there were 20 state-supported institutions, 14 private institutions, and 5 municipal junior colleges.¹²⁹

Each institution in the state system was required to make either a

¹²⁷Dan S. Hobbs, Oklahoma Higher Education: A State Plan for the 1970's (Oklahoma City: Oklahoma State Regents for Higher Education, July 1971), pp. 4-30.

¹²⁸Oklahoma Legislative Reporter, 13 October 1971, p. 4.

¹²⁹Oklahoma State Regents for Higher Education, Sixteenth Biennial Report, June 30, 1971, p. 1.

formal presentation to the regents or submit a written master plan consistent with "The Plan for the '70's" guidelines by June 30, 1972.¹³⁰

An osteopathy education program that enabled Oklahoma students to attend out-of-state schools was established by the state regents in the summer of 1971 as stipulated by House Bill 1340 of the Oklahoma Legislature. Precedence for the osteopathy program was the dental education program, as originally organized under the Southern Regional Education Board, prior to the establishment of the University of Oklahoma College of Denistry.¹³¹

Successful elections were held in Seminole, El Reno, and Poteau to facilitate the establishment of junior colleges in those communities. The functions of Murray State College of Agriculture and Applied Science were changed in favor of a more technological orientation.¹³²

For the first time during 1971-72 the facilities planning of the entire state system, including the municipal junior colleges and private institutions, was assisted by a computerized data base system.¹³³

The state regents also observed the tenth anniversary of second chancellor of the Oklahoma State System of Higher Education¹³⁴

State Government Planning Functions-1971

A new governor took office in Oklahoma in January 1971. The crisis in

¹³⁰ Oklahoma State Regents for Higher Education, Minutes, December 20, 1971.

¹³¹ Oklahoma State Regents for Higher Education, Minutes, June 22, 1971.

¹³² Oklahoma State Regents for Higher Education, Sixteenth Biennial Report-Part II, pp. 98-101.

¹³³ *Ibid.*, pp. 95-96.

¹³⁴ Oklahoma State Regents for Higher Education, Minutes, July 26, 1971.

state government faced by the new administration called for greatly increased revenues. The new governor made several suggestions for tax increases and proposed a \$20 million increase for higher education. The legislature passed revenue bills that produced an increase of \$43 million. The "big three," public schools, higher education, and highways, absorbed most of the new revenue. The new governor also kept a campaign promise to abolish the Office of Inter-Agency Coordination set up by the previous administration to investigate radicals and keep them off the Oklahoma campuses.¹³⁵

The Executive Committee of the Legislative Council approved a feasibility study for a medical school and a college of osteopathic medicine for the Tulsa area.¹³⁶

The Oklahoma Commission on Education was directed by Senate Concurrent Resolution 50 of the 1971 Legislature to study the state system of higher education with an emphasis on accountability in certain areas. The state regents were directed to facilitate the study.¹³⁷

Federal Government Planning Functions-1971

In an address at the annual meeting of the Education Commission of the States, the new governor of Oklahoma criticized President Nixon's proposed education budget as a "tragic regression" from the goal of a better educated public.¹³⁸ This also denoted a shift in philosophy and funding at the federal level regarding higher education.

¹³⁵Gibson, pp. 260-261.

¹³⁶Oklahoma Legislative Reporter, 16 July 1971, p. 2.

¹³⁷1971 Oklahoma Legislative Index. Oklahoma Legislative Reference Library.

¹³⁸Oklahoma Legislative Reporter, 9 July 1971, p. 1.

State Regents Planning Functions-1972

Progress reports from state institutions were reviewed by the Oklahoma State Regents for Higher Education in early 1972. Most of the college presidents gave their reports on the campus evaluation and planning activities related to the "Plan for the '70's."¹³⁹ The education of health professionals in Oklahoma took a promising turn in 1972. "Start-up" funding for the College of Dentistry and the graduate nursing programs at the University of Oklahoma Health Sciences Center in Oklahoma City were allocated by the state regents. On that same April day, the feasibility study for a College of Osteopathic Medicine in Tulsa was authorized. Tulsa also received a branch of the University of Oklahoma Medical School which was funded with the understanding that only the third and fourth years of medical education would take place in existing Tulsa clinical facilities.¹⁴⁰

The functions of Eastern Oklahoma State College of Agriculture and Applied Science were changed to a more technological orientation in accordance with a bill passed by the Oklahoma Legislature.¹⁴¹

State Government Planning Functions-1972

In the governor's message to the Oklahoma Legislature in January 1972, he proposed:

"Enrollment at our public universities must be limited to 22,000 students. This will add to the responsibility of other campuses,

¹³⁹ Oklahoma State Regents for Higher Education, Minutes, February 28 and March 27, 1972.

¹⁴⁰ Oklahoma State Regents for Higher Education, Minutes, April 20, 1972.

¹⁴¹ Oklahoma State Regents for Higher Education, Sixteenth Biennial Report, Part II, pp. 106-107.

strengthen smaller colleges and diversify higher educational facilities."¹⁴²

There was growing recognition of the problem of financing vocational-technical education in the state. The state director of vocational-technical education offered to cooperate with the high schools and institutions of higher education. The Subcommittee on Vocational Technical Schools of the Oklahoma Education Commission recognized that duplication of programs was an emerging state problem.¹⁴³

A report issued by the Oklahoma Higher Education Alumni Council noted that the state ranked 44th of the fifty states in per capita expenditures for higher education. During 1972 the state dropped from the 43rd position due to the lag in appropriations per total population. Oklahoma ranked 49th of the states in support per student. Enrollment had doubled in the preceding ten years and more than 100,000 students were then enrolled in the state system.¹⁴⁴

Federal Government Planning Functions-1972

At the federal level in 1972, long-range planning took a decided turn away from institutional aid and toward increased aid for students based on the "market model" of support for higher education. The Higher Education Amendments of 1972 under Section 1202 required each state to establish a planning commission for all postsecondary education including vocational schools, technical institutes and proprietary schools. These commissions were to encourage diversity and avoid duplication in each state. This was supposed

¹⁴² Oklahoma Legislative Reporter, 4 January 1972, p. 5.

¹⁴³ Oklahoma Legislative Reporter, 1 June 1972, p. 4; 10 November 1972, p. 2.

¹⁴⁴ The Daily Oklahoman, 24 November 1972.

to strengthen each state's offerings in postsecondary education. This 1202 Section implied that the financing of postsecondary education should increasingly be more the responsibility of the states and not the federal government.¹⁴⁵

The new term, postsecondary, created new problems about who should participate in state-level planning and the need for more information systems. The "market model" of student assistance further altered the state's assumptions about planning and budgeting with the assistance of federal funds.¹⁴⁶

State Regents Planning Functions-1973

Early in 1973, the state regents adopted a policy of not considering new educational programs apart from the comprehensive plans that were being developed by the institutions in the state system. A comprehensive review of all educational programs for all colleges and universities was a part of the "Plan for the '70's" review. A few unique programs were excepted from this policy.¹⁴⁷ Several meetings of the state regents were devoted to an institutional roll call for a review of the comprehensive planning for each campus.¹⁴⁸

Three junior colleges, Seminole, Carl Albert, and Oscar Rose, became

¹⁴⁵ Clifton Conrad and Joseph Cosand, The Implications of Federal Education Policy, ERIC/Higher Education Research Report No. 1 (Washington, D.C.: The American Association for Higher Education, 1976) p. 10.

¹⁴⁶ Louis W. Bender, Federal Regulation and Higher Education, ERIC/Higher Education Research Report No. 1 (Washington, D.C.: The American Association of Higher Education, 1977), pp. 63-64.

¹⁴⁷ Oklahoma State Regents for Higher Education, Minutes, February 26, 1973.

¹⁴⁸ Oklahoma State Regents for Higher Education, Minutes, March, April, May, June and July 1973.

official parts of the Oklahoma State System of Higher Education when the land and property owned by each college were donated to the State of Oklahoma.¹⁴⁹

During fiscal 1973 a new level of data management permitted the adoption of program budgeting so that the allocation of funds could be made on the basis of educational programs at each institution. Comparisons of program costs were also possible with the new budgeting procedures.¹⁵⁰

Budgeting had been a factor in creating a separate agency for the University of Oklahoma College of Law in 1968. However, by January 1973 The Daily Oklahoman reported that the Law Center faculty was devastated due to a lack of adequate funding. The newspaper article also stated that the general faculty morale at the University of Oklahoma was very low. There had been no pay increases on that campus for two years. Some faculty members on the university campus believed that they were too far removed from planning activities and decision making.¹⁵¹

Serious problems were encountered at the four-year state colleges during 1973. Enrollments were down at several institutions due to the growth of the junior college movement and increased enrollment at the state universities.¹⁵² Particularly troublesome was the probationary status given by the North Central Association of Colleges to the innovative Oklahoma College of Liberal Arts. The lack of a uniform tenure policy for the state system, and at the liberal arts college in particular, led to a bitter controversy about roles

¹⁴⁹ Oklahoma State Regents for Higher Education, Seventeenth Biennial Report-Part II, pp. 101-103.

¹⁵⁰ Ibid., p. 3.

¹⁵¹ The Daily Oklahoman, 23 January 1973.

¹⁵² Oklahoma Legislative Reporter, 26 October 1973, p. 2.

and responsibilities for institutions and for the state regents.¹⁵³

Activities for the year 1973 by the state regents included a state conference on issues for American higher education in the '70's. Invitations were extended to institutional governing boards, administrators, faculty, students, business and professional leaders, and legislative and governmental officials. Speakers for the conference included Clark Kerr, Chairman of the Carnegie commission on Higher Education who was the chief consultant and analyst of the issues of the conference. Other consultants were: Joseph Cosand, Deputy U. S. Commissioner of Education; Fred Harcelroad, President of ACT; Richard Millard, Director of Higher Education Services of the Education Commission of the State; and George Hann, Regional Commissioner of the U. S. Office of Education, Region VII, Dallas, TX.

Civil rights compliance again became a problem for the state regents in February 1973. The state was given 120 days to come into compliance with federal regulations. An Oklahoma plan was filed and subsequently rejected. The two basic issues were that Langston was still a predominately black institution and that not enough black faculty had been hired by all institutions in the state system. A revised state plan was required.¹⁵⁴

State Government Planning Functions-1973

Education for the health professions continued to receive a good deal of attention by state government. A task force was appointed by the governor to study the problems of the financially troubled Health Sciences Center in Oklahoma City. The University Hospital was given a separate board of trustees

¹⁵³Glenn Snider, "Higher Education's Status Real Problem in State," The Sunday Oklahoman, 14 October 1973, pp. 21-23.

¹⁵⁴Oklahoma Legislative Reporter, 27 November 1973, p. 3.

as directed by the 1973 legislature.¹⁵⁵ A subcommittee of the Committee on Education of the Legislative Council proposed a school of optometry for the state.¹⁵⁶

Federal Government Planning Functions-1973

The Second Newman Report in 1973 reiterated the concept of the portability of student aid as did the earlier 1971 Newman Report. Direct support to institutions was not recommended. The rationale was: "Providing funding through grants accompanying students (portable grants) has the advantage of encouraging a sense of competition and willingness to change as society changes among the institutions."¹⁵⁷

State Regents Planning Functions-1974

The "Plan for the '70's" called for an evaluation of the enrollments of all junior colleges in 1975. The state regents pushed that evaluation forward a year and called for new data in January 1974.¹⁵⁸ Later that year the University of Oklahoma requested that the "Plan for the '70's" be reevaluated since the lower-division enrollment had already exceeded the limits established in the plan. The state regents agreed to reevaluate the plan in terms of institutional functions at all levels.¹⁵⁹ At the December meeting, the regents approved an outline for the review and evaluation of the "Plan for the '70's."¹⁶⁰

¹⁵⁵ Oklahoma Legislative Reporter, 25 June 1973, p. 3.

¹⁵⁶ Ibid., 17 September 1973.

¹⁵⁷ U. S. Office of Education 1971, p. 74, in Conrad and Cosand, pp. 46-47.

¹⁵⁸ Oklahoma State Regents for Higher Education, Minutes, January 28, 1974.

¹⁵⁹ Oklahoma Legislative Reporter, 18 November 1974, pp.2-3.

¹⁶⁰ Oklahoma State Regents for Higher Education, Minutes, December 16, 1974.

The governor designated the Oklahoma State Regents for Higher Education as the state commission for postsecondary planning in accordance with Sections 1202-1203 of P.L. 92-138. Demographic trends and projected enrollments were the subjects covered in a presentation made to the state regents by Lyman Glenny, a nationally recognized researcher in higher education.¹⁶¹

State Government Planning Functions-1974

By legislative mandate, the name of the Oklahoma College of Liberal Arts was changed to the University of Science and Arts of Oklahoma on August 16, 1974. Full accreditation to the former college for women, which had become coeducational in 1965, was restored by the North Central Association in the previous month.¹⁶² The legislature appropriated \$1,700,000 from Federal Revenue Sharing Funds to construct instructional facilities for the Oklahoma College of Osteopathic Medicine in Tulsa.¹⁶³

State Regents Planning Functions-1975

Early in 1975, groundwork was laid for the comprehensive review of the "Plan for the '70's" and staff roles for the process were established. A "Blue Ribbon" advisory Council of fifty state leaders was named to review the goals for Oklahoma higher education. The new governor who had taken office in January was named honorary chairman. In the months that followed the committee met with John Folger, former Chancellor of the Tennessee

¹⁶¹Oklahoma State Regents for Higher Education, Minutes, May 29, 1974.

¹⁶²Oklahoma State Regents for Higher Education, Seventeenth Biennial Report, Part II, pp. 36-37.

¹⁶³1974 Legislative Index, S.B. 431, Oklahoma Legislative Reference Library.

Board of Higher Education and at that time a staff member of the Education Commission of the States; Lyman Glenny; Clark Kerr; S. V. Martorana from the Center for the Study of Higher Education at the Pennsylvania State University; and Richard Millard, Director of Higher Education Services for the Education Commission of the States. Public Hearings were held so that the college and university presidents could present their views on critical issues. A joint committee of the American Association of University Professors and the Oklahoma Education Association requested more faculty participation in the planning review.¹⁶⁴ The Citizen's Advisory Council conducted a survey of 7,000 individuals and received 2,374 replies. The majority of the respondents favored practical research; 69.6 percent of those surveyed felt some colleges should be considered for closing and 53.6 percent felt Oklahoma had too many institutions.¹⁶⁵

The viability of the four year institutions, formerly the teachers' colleges, was questioned on several fronts. The Oklahoma City Chamber of Commerce reported to the state regents that modernized transportation made the validity of the four-year colleges questionable. The Chamber called for modernization and better coordination of the four-year schools with the state system.¹⁶⁶ The State Advisory Council on Vocational-Technical Education felt that changing the functions of a state college to a residential vo-tech school would have less impact politically.¹⁶⁷

¹⁶⁴ Oklahoma State Regents for Higher Education, Minutes, 1975.

¹⁶⁵ The Daily Oklahoman, 10 September 1975.

¹⁶⁶ Ibid., 11 September 1975.

¹⁶⁷ Ibid., 14 September 1975.

The escalating dispute over vocational-technical education funds was carried to the State Supreme Court by the State Regents for Higher Education. The Oklahoma Attorney General ruled that the State Board of Vocational-Technical Education was eligible for the receipt of all federal funds.¹⁶⁸

A bill submitted in the 1975 session of the legislature called on the state regents "to investigate the quality and the expense of educational services and admissions of all state universities in Group II to ascertain whether said institutions are 'educationally viable.'"¹⁶⁹

An innovative new program was approved by the state regents in July 1975. Called the Scholar-Leadership Enrichment Program, it established a network of institutions in the state system of higher education which nominated outstanding upper-division and graduate students to participate in seminars with nationally recognized scholars from many different academic disciplines.¹⁷⁰ The "Talkback TV" system was to be used to bring some lectures given in the seminars to campuses throughout the state.¹⁷¹

State Government Planning Function-1975

The new governor vetoed the creation of a higher education center in the Idabel-Broken Bow area and the House of Representatives sustained the veto. During each session of the legislature attempts were still being made to insert special interest items in the higher education appropriation bill. It was

¹⁶⁸ Oklahoma Legislative Reporter, 28 October 1975, p. 3.

¹⁶⁹ 1975 Legislative Index, HR 1024, Oklahoma Legislative Reference Library.

¹⁷⁰ Oklahoma State Regents for Higher Education, Minutes, July 28, 1975.

¹⁷¹ Oklahoma Legislative Reporter, 28 July 1975, p. 3.

recognized that the \$128.5 million appropriated in 1975 would not fully fund the Oklahoma State System of Higher Education.¹⁷²

The new governor also gave top priority to the reorganization of state government which included higher education and appointed a commission to make recommendations.¹⁷³

The State of Oklahoma had been steadily losing ground in fiscal matters. In 1960 the state ranked twenty-eighth nationally on measures of tax effort but when the same measures were calculated for 1971 and 1975, Oklahoma ranked last in the nation. The impact of inflation was not difficult to grasp. As reported by Scales and Goble, "In constant dollars, the state spent 10 percent less for higher education in 1975 than it had in 1968."¹⁷⁴

Editorials reflected different attitudes about higher education. Quality rather than geographic availability of institutions in the state system of higher education was stressed. The general malaise of the times was reflected in education. A recession had seriously reduced employment opportunities for college graduates. There was a general disenchantment with a four-year college education.¹⁷⁵

State Regents Planning Functions-1976

The state regents met in special session on April 16, 1976, to review and approve the "Revised Plan for the '70's." In addition to the out-of-state consultants and the Blue Ribbon Advisory Council, eleven task force commit-

¹⁷²The Daily Oklahoman, 5 May and 7 May 1975.

¹⁷³Ibid., 29 July 1975, pp. 1-2.

¹⁷⁴Scales and Goble, p. 348.

¹⁷⁵"Editorial," The Daily Oklahoman, 15 September and 23 November 1975.

tees from public and private institutions took part in the revisions.¹⁷⁶

The revised plan presented thirty-eight recommendations that were to be used with the 1971 "Plan for the '70's" guidelines which were still in force. The Blue Ribbon Advisory Council developed thirty-one goals to focus on the future efforts about the long-range planning for Oklahoma higher education.¹⁷⁷

The revised plan addressed the decline in enrollments expected for the 1980's and urged institutions to give serious consideration to reduced income and resources.¹⁷⁸ Oklahoma was still behind the regional averages on the allocation of tax funds "appropriated to public institutions per full-time-equivalent student enrolled, according to recent national data."¹⁷⁹ Faculty salaries were also below the regional averages. At the comprehensive universities, the Oklahoma faculties were paid about \$1,070 less than the regional averages at comparable institutions.¹⁸⁰

Low tuition for students was partly to blame for the economic problems of the state system of higher education. The revised plan recommended that students should share in the costs of their education and pay tuition that equaled one-fourth to one-third of the costs.¹⁸¹

¹⁷⁶ Oklahoma State Regents for Higher Education, Minutes.

¹⁷⁷ Dan S. Hobbs, Oklahoma Higher Education: A State Plan for the 1970's: Revision and Supplement (Oklahoma City: Oklahoma State Regents for Higher Education, April 1976), pp. 198-199.

¹⁷⁸ Ibid., pp. 215-217.

¹⁷⁹ Ibid., p. 223.

¹⁸⁰ Ibid., p. 220.

¹⁸¹ Ibid., p. 224.

The brightest spot in postsecondary education in Oklahoma was the rapid growth of technical-occupational education. From 1965 to 1975, the enrollment had increased four times from 4,038 to 16,564 students enrolled for courses in technical education in the state system colleges.¹⁸² Over the decade the technical-occupational education had increased from 75 programs to 398 programs offered at 27 colleges and universities.¹⁸³ The Federal Vocational Education Act of 1976 required the state to file both a one-year plan and a five-year plan for postsecondary vo-tech education.¹⁸⁴

Another area of predicted growth was the extension and public service offerings. State-level policies and procedures were needed to guide institutions in future development in that field.¹⁸⁵

The effect of federal policies on student aid became apparent during the revision study. Private higher education had experienced increased enrollments by 1975 after almost twenty years of rather stable activity.¹⁸⁶ The comprehensive graduate universities in the state system exceeded their lower division enrollments as projected in the 1971 "Plan." Upper division enrollments did not develop as projected. Partial explanation for these unplanned problems suggested that "...recent national policies on student aid, which for the most part have limited student assistance funds to those at the freshman and

¹⁸²Ibid., p. 217.

¹⁸³Oklahoma State Regents for Higher Education, Minutes, October 25, 1976.

¹⁸⁴Ibid., December 20, 1976.

¹⁸⁵Hobbs, Plan for 1970's: Revision and Supplement, p. 219.

¹⁸⁶Ibid., p. 2.

sophomore levels."¹⁸⁷

Immediately after publication of the "Revision and Supplement," new implementation procedures for the policy statements were being developed.¹⁸⁸

The new plan was intended to guide the state system of higher education through the next ten years.¹⁸⁹

During the 1976 legislative session, the state regents received notice of the lobbying activities of the administration at the Oklahoma Health Sciences Center for funds in excess of the amounts presented in the 1976 state regents' budget.¹⁹⁰ Problems of this nature may have been stimulus for discussion at the regional seminar, held in Oklahoma City, which was sponsored by the Education Commission of the States. At this December 1976 seminar, new state system board members and the staff of state coordinating boards considered "The Relationship of the State Coordinating Agency with the Executive and Legislative Divisions of the State Government in Meeting Budget Needs for Higher Education Systems."¹⁹¹ The state plan for civil rights compliance had been approved in June 1974 by the Office of Civil Rights. During the 1976 fall semester it was felt that racial parity had been achieved

¹⁸⁷ Ibid., p. 68.

¹⁸⁸ Oklahoma State Regent for Higher Education, Minutes, May 24, 1976.

¹⁸⁹ Oklahoma State Regents for Higher Education, Eighteenth Biennial Report-Part II (Oklahoma City: June 30, 1976), p. 1.

¹⁹⁰ Oklahoma State Regents for Higher Education, Minutes, April 26, 1976.

¹⁹¹ Oklahoma State Regents for Higher Education, Minutes, October 25, 1976.

for black freshmen students in Oklahoma.¹⁹²

State Government Planning Functions-1976

The Oklahoma Commission on Education, created in 1969, made its final report to the governor and legislative leaders in June 1976. The commission recommended a single system for all public education from kindergarten through college. As it was, the State Department of Education, the State Department of Vocational-Technical Education, and the State Regents for Higher Education provided services that were hampered by excessive costs and duplication of programs. The commission also recommended no new institutions of higher education be established "until all are more fully populated and are adequately financed." Separate boards of regents for the College of Osteopathy, Langston University, for all four year colleges, and each of the comprehensive graduate universities were also recommended.¹⁹³

The legislature failed to approve the new governor's proposals for the reorganization of state government. The governor's plan to restructure the state's authority in education and transportation was approved with some modification.¹⁹⁴ In July 1976, the governor established a mini-cabinet system of coordination of executive policies with the different areas of state government. The Oklahoma Education Council was established by statute as a mini-cabinet and had members of the legislature as well as the agency heads from the three divisions of state-supported education and three lay citizens who were

¹⁹² Oklahoma State Regents for Higher Education, Nineteenth Biennial Report-Part I (Oklahoma City: June 30, 1977), p. 5.

¹⁹³ Jerry Scarbrough, "OEA Wants All Education Put Under One Agency," The Saturday Oklahoman and Times, 19 June 1976, p. 16.

¹⁹⁴ Oklahoma Legislative Reporter, 30 June 1976, p. 3.

appointed by the governor.¹⁹⁵ The Oklahoma Education Council was given the responsibility "to review and evaluate planning activities of the various state agencies of education and advise, counsel, and make recommendations as appropriate, especially in the area of needs evaluation, goal-setting and performance measurement." Coordination and cooperation between the three state levels of education and the overlapping and duplication of services were also goals of the new Education Council.¹⁹⁶

An editorial in The Daily Oklahoman suggested some reasons for the problems of Oklahoma education. Modern research had produced many new technological innovations that were not well understood by technologically illiterate politicians. The result was obsolete education.¹⁹⁷

Oklahoma still lagged behind the 10 state region in student fees. The tuition increase of 1976 was the first since 1969. The increase was accompanied by a graduated increase in fees for upper-division and professional fields.¹⁹⁸ This increase in fees was immediately challenged in the District Court of Oklahoma County in December 1976. The judge ruled that the Oklahoma State Regents for Higher Education could not collect any fees in excess of \$500 for any student during an ordinary school year.¹⁹⁹ The appeal in

¹⁹⁵Wayne J. Donica, "Oklahoma" in "State Administrative Developments," Bernard D. Kolasa, ed., Midwest Review of Public Administration 11 (September 1977): 242-244.

¹⁹⁶"Oklahoma Education Council," Enrolled Senate Bill, No. 577, Effective July 1, 1976. (Typewritten.)

¹⁹⁷The Daily Oklahoman, 5 April 1976.

¹⁹⁸*Ibid.*, 10 June 1976.

¹⁹⁹Joe Cannon, Judge of the District Court of Oklahoma County, No. CD-77-1119, December 17, 1976.

the Supreme Court subsequently "...clarified the responsibilities of both the State Regents and the Legislature in the matter of determining the fees and tuition charged students in the State System."²⁰⁰

Fiscal policy was a matter of great concern for many institutions in the state system in late 1976. Some administrators accused the Oklahoma State Regents for Higher Education of making budget proposals that were too low for the 1977 legislative session. Several institutions forecast grave budget problems. During the 1976 session, the legislature appropriated only 65 percent of the amount requested by the state regents.²⁰¹

State Regents Planning Functions-1977

Representatives of private higher education institutions appeared before the state regents to complain about the increased competition for private funds from Oklahoma foundations, corporations, and individual donors by the public institutions in the Oklahoma State System of Higher Education. There was a 2.5 percent decrease in enrollment at the private institutions. During that same 1976 fall, public institutions also experienced a slight decrease in full-time equivalent students but there was a 2 percent increase in head count.²⁰²

The state regents served a notice of protest with the U. S. Office of Education opposing the State Board of Vocational-Technical Education's five-year plan. The regents did not believe the funds involved were allocated on an

²⁰⁰Oklahoma State Regents for Higher Education, Nineteenth Biennial Report-Part I, June 30, 1977, p. 1.

²⁰¹The Daily Oklahoman, 6 December 1976.

²⁰²Oklahoma State Regents for Higher Education, Minutes, January 31 and February 28, 1977.

equitable basis. A Special Committee on Technical Education was established by the state regents to carry out the protest. An inventory of technical-occupational programs in 1977 revealed 403 programs at twenty-six institutions. About 28,000 students were enrolled in courses.²⁰³

An informal group called the State Health Manpower Task Force was formed to study the manpower requirements and the planning of educational programs required to meet Oklahoma's future health needs. In compliance with a bill passed in the 1977 legislative session, the state regents set up a Chiropractic Student Assistance Plan. This plan was similar to the earlier dental and osteopathic programs that had provided assistance for out-of-state tuition and fees.²⁰⁴

The state regents convened a seminar on "Great Issues in Higher Education" in February 1977. Participating were 203 people who were governing board members, institutional administrators, faculty, legislators, and students.²⁰⁵ The revised "Plan for the 70's" was found lacking in some areas. Already some revisions were called for in the guidelines for extension and public service to meet the requirements of the Title I Community Service Program of the Federal 1976 Education Amendments. The state plan was required to include a program for implementation of services approved a year in advance by the state regents.²⁰⁶

²⁰³ Oklahoma State Regents for Higher Education, Minutes, June 29 and September 26, 1977.

²⁰⁴ Oklahoma State Regents for Higher Education, Minutes, April 25 and June 29, 1977.

²⁰⁵ Oklahoma State Regents for Higher Education, Minutes, February 28, 1977.

²⁰⁶ Oklahoma State Regents for Higher Education, Minutes, July 25, 1977.

State Government Planning Functions-1977

According to the governor's 1977 budget message to the legislature, Oklahoma ranked fourth in the nation for the previous two years in the percentage of increases for higher education. This amounted to a 24 percent real increase after adjustment for inflation and enrollment. The governor supported a legislative bill to ratify the tuition and fees increases outlined by the state regents in 1976. The increases were necessary to keep up with inflation and to maintain a fair balance with the student's share of their educational costs. "Our educational system must offer an opportunity and challenge to all of our young people. Innovative programs as well as dollars are needed," the governor warned the legislature.²⁰⁷

At the request of the governor, the five-year goals of Oklahoma higher education were presented to the Oklahoma Education Council. The council discussed the problem of proliferation of the vocational-technical courses throughout the postsecondary system. Requests for academic credit in higher education for post-high school courses was another problem. There was some demand for secondary vocational-technical schools to become junior colleges.²⁰⁸

The Special Committee of the Legislature Council on Langston University held 15 meetings with all interested parties which included the Board of Regents for A & M Colleges and the Oklahoma State Regents for Higher Education. Plaintiffs of the 1973 Adams Case, which brought the civil rights

²⁰⁷ Governor David L. Boren, "Budget Message to 1977 Legislature" State Capitol, cited in Oklahoma Legislative Reporter, 4 January 1977, p. Supplement 1-B.

²⁰⁸ Oklahoma State Regents for Higher Education, Minutes, March 28 and April 25, 1977.

complaints against the state system of higher education, sought further relief in 1977. The court ruled that the 1974 plans did not meet specific criteria for desegregation of the higher education system. Six states, Oklahoma included, were given 90 days to prepare a revised desegregation plan. The unique role of black colleges had to be considered in the statewide approach to new guidelines. Goals and timetables were required to address: "(1) disestablishment of the structure of the dual system; (2) desegregation of student enrollment; (3) desegregation of faculty, administrative staffs, nonacademic personnel and governing boards." The Legislative Council's Special Committee on Langston, the former all-black university, supported establishing a branch campus of the rural institution in the metropolitan area of Tulsa.²⁰⁹

The Special Committee on Vocational-Technical Education of the State Legislative Council accepted a joint resolution of agreement on the authority and financing of vo-tech education in Oklahoma on October 14, 1977. The special committee had been instituted to determine the amount of overlap between the two areas and to prevent unnecessary duplication of courses and services. Financing for quality programs was critical according to the committee report.²¹⁰

The future course of Oklahoma higher education was questioned in a December 1977 newspaper article. The structural role of the Oklahoma State Regents for Higher Education as the policy and planning agency was not disputed. The article expressed interest in qualitative growth and questioned

²⁰⁹State Legislative Council, 1977 Interim, Special Committee on Langston University, Final Report, December 5, 1977. Oklahoma State Archives.

²¹⁰*Ibid.*, Special Committee on Vocational-Technical Education, Minutes, Second Meeting, October 14, 1977.

what type of higher education the state could afford in the future.²¹¹

Planning for the 80's started in the fall of 1977. Enrollments for spring 1977 in the state system increased 2.4 percent over the previous year.²¹²

A policy statement on guidelines for planning for the next decade was adopted by the state regents. Three major problem areas were the forecast decline in state enrollments, expected budgetary problems, and the need for a high degree of planning and coordination to avoid duplication of programs and services.²¹³

The Third Planning Cycle

State Regents Planning Functions-1978

Task force committees were established and staff roles assigned to the preliminary activities on planning for the 1980's. Institutions started their part of the cycle by July 1978 and were expected to have completed the long-range planning process for each campus in one year.

To facilitate policy and reporting requirements, a unitized data system of reporting for all institutions in the state system was being developed by the staff of the state regents in 1978.

A seminar for the regents on the governing boards of the colleges and universities was again offered by the Oklahoma State Regents for Higher Education in February 1978. The state regents adopted a resolution asking all state institutions to emphasize quality of instruction. Special attention was to be given to libraries. In addition, all schools were to strive to pay faculty salaries equal to the averages of the ten- state regional institutions. In an

²¹¹The Daily Oklahoman, 2 December 1977.

²¹²Oklahoma State Regents for Higher Education, Minutes, July 25, 1977.

²¹³Oklahoma State Regents for Higher Education, Minutes, October 14, 1977.

effort to get the budget requirements for the state system across, conferences were scheduled to brief new legislators, leading citizens of the college and university communities, and the news media.

A unitized budget for the state system of higher education was still a problem for the state regents. For example, the legislature in Senate Bill No. 451 funded directly the Archeological Survey for \$100,000.²¹⁴

The legislature was also accused of surreptitiously creating two new institutions for an already overcrowded state system of higher education. Some were of the opinion that the "higher education centers" at Idabel and Ardmore were a first step toward junior colleges. The centers had been established through legislative maneuvering despite another legislative resolution prohibiting any new colleges in the state system.²¹⁵

Newspaper criticism of the legislature and the state system of higher education centered around several issues. Politically it was not the time to talk of closing campuses but increased costs in such mundane things as utilities forced the issue. Faculty salaries were still low at all schools. Enrollments for the spring 1978 semester were down 1.1 percent to 120,812 students.²¹⁶

State Government Planning Functions-1978

The Oklahoma Education Council published its "Goals of Public Education in Oklahoma" in June 1978.²¹⁷ The four minimum goals for Oklahoma public education were defined as: (1) fundamental skills of reading, writing,

²¹⁴Oklahoma State Regents for Higher Education, Minutes, 1978.

²¹⁵The Daily Oklahoman, 21 March 1978.

²¹⁶Ibid., 20 March 1978.

²¹⁷(State Capitol, June 1978), passim.

computing, speaking, listening and thinking; (2) a general education basic to citizenship in a democratic society; (3) occupational competency; and (4) the need for organized research.

House Bill No. 1666 of the 1978 legislature gave the state several new universities. The former teacher's colleges under the supervision of the Board of Regents of Oklahoma Colleges had their titles changed from state colleges to state universities.²¹⁸

Medical education in Tulsa was once again expanded. Legislative approval permitted the establishment of a private teaching facility called the "City of Faith Medical Research Center" at Oral Roberts University.²¹⁹

Funding was still a basic problem of the state system of higher education. Resolution No. 1584, passed by the state regents on May 9, 1978, recognized the shortage of funds and specified levels of operations for existing programs and also for some new programs that had been conditionally approved in 1977.²²⁰ One state newspaper publicly recognized that "The quality of the education Oklahoma's college and university students receive is tied directly to the amount of funds available for higher education and the students are getting short-changed."²²¹

Federal Government Planning Functions-1978

The state regents' office was designated as the Oklahoma agency responsible for developing Educational Information Centers throughout the

²¹⁸1978 Legislative Index, Oklahoma Legislative Reference Library.

²¹⁹Ibid.

²²⁰Oklahoma State Regents for Higher Education, Nineteenth Biennial Report-Part II, p. 110.

²²¹The Norman Transcript, 2 March 1978, p. 8.

state in 1978. These centers had been provided for in the U. S. Education Amendments of 1976.²²² An Educational Information Office at participating public and private institutions was to make information, counseling and referral services on educational programs available to students. This was an attempt to increase access to postsecondary education for students of all ages.²²³

State Regents Planning Functions-1979

The Plan for the 1980's was being developed during 1979 on the basis of three different planning assumptions. One assumption of the planning was based on a 20 percent growth in enrollment; the second was predicated on a steady state for the system; the third dealt with a 20 percent decline in the student body. Each type of plan was requested to consider the campus-wide effects on faculty, operating budgets, and educational programs. Each type of growth was to be addressed by the institutions as well as by the state-level planners.²²⁴ Guidelines for planning were distributed to all institutions and the information-gathering process at the campus level was in progress. A completion target for the state system schools of January 1980 was set.

Spring semester enrollment figures for 1979 were down 2.3 percent. However, the trend was almost reversed for fall semester when the full-time equivalent enrollment was up 1.8 percent.

The unitized data system was in place for the state system by May 1979. Comprehensive reporting from all campuses was available for budget

²²²Oklahoma State Regents for Higher Education, Minutes, February 27, 1978.

²²³Oklahoma State Regents for Higher Education, Twentieth Biennial Report-Part II, June 30, 1980, p. 6.

²²⁴*Ibid.*, p. 1.

building, federal reporting, and planning.²²⁵ The Chairman of the State Regents described the 1980-81 budget request that would be submitted to the 1980 legislature as the "most comprehensive and best-documented higher education budget in the nation." The budget request was for \$345.5 million for the state system of higher education. In the fall of 1979, enrollment for all public and private institutions in Oklahoma reached 157,290 students. Public institutions enrolled about 85.5 percent of the students.²²⁶

The 1979 Oklahoma Legislature passed Senate Joint Resolution No. 27 which appropriated \$200,000 to fund and establish "The Carl Albert Congressional Research and Studies Center." The new facility would be located on the campus of the University of Oklahoma.²²⁷

For the first time since statehood in 1907, the possibility of too many physicians being trained in Oklahoma was raised. A resolution calling for an update on medical education in Oklahoma was called for by the state regents on January 22, 1979. Baseline data for the new study had been developed by the Medical School Feasibility Study of 1969 by Booz-Allen & Hamilton, Inc. and the 1971 study by the state regents' staff.²²⁸ The 1979 research revealed that the University of Oklahoma's branch at the Tulsa Medical College had grown beyond its original stated functions. Plans were revealed for new clinical teaching facilities in an unsolicited request for capital funding to the state

²²⁵ Oklahoma State Regents for Higher Education, Minutes, 1979.

²²⁶ The Norman Transcript, 28 November 1979, pp. 1 and 3.

²²⁷ Oklahoma State Regents for Higher Education, Minutes, June 8, 1979.

²²⁸ Oklahoma State Regents for Higher Education, The Status of Medical Education in Oklahoma, February 1980, pp. 1-3.

regents by the Tulsa group. The state regents' study questioned whether the state could afford two medical schools in Tulsa in addition to the original teaching facility in Oklahoma City.²²⁹

State Government Planning Functions-1979

A new governor took office in 1979 in Oklahoma. During the process of organizing his administration, several legislators persuaded the new governor to abolish the Oklahoma Education Council. This had been the previous governor's attempt to reorganize all of the state supported education under one agency.²³⁰

Further, in a move to alleviate severe financial problems, the teaching hospital at the University of Oklahoma Medical School in Oklahoma City was transferred to the state welfare department. House Bill 1713 of the 1979 legislative session gave the welfare department fiscal responsibility for the hospital and changed its name to the Oklahoma Memorial Hospital.²³¹

Langston University administration was severely criticized for not implementing several recommendations made by a special legislative investigating committee. Essentially, this committee recommended that only the main campus be revitalized. The leadership in the Oklahoma Senate overrode the committee recommendations and included appropriations for branch campuses of Langston in Tulsa and Oklahoma City.²³² The Committee on Higher Education of the State Legislative Council heard a report on Langston

²²⁹ Ibid., pp. 87-97.

²³⁰ The Daily Oklahoman, 5 April 1979, p. 13.

²³¹ 1979 Legislative Index, Oklahoma Legislative Reference Library.

²³² The Daily Oklahoman, 14 August 1979, p. 1.

University in the fall of 1979. Although black student enrollments were declining nationally, Langston was at or near the enrollment goals. In the area of equal employment for the state system of higher education, little progress had been made. The goal of hiring 3.6 percent doctoral level minority professors had fallen far short since only 0.6 percent had been hired. The best progress had been made in the area of structural dualism. Contributing to this achievement were accomplished with a special enrichment fund, \$1 million in capital improvements, and the new urban outreach centers for the Tulsa and Oklahoma City branches of Langston which had formerly been rural and all black.²³³

The state regents had been prevented from setting higher student fees by a State Supreme Court ruling four years earlier. A tuition fee increase of up to 25 percent of the actual cost of educating a student was proposed to the 1980 legislature.²³⁴

The governor recommended to the 1980 legislature that the 35 colleges, universities and constituent agencies that were publicly financed by the Oklahoma State System of Higher Education receive \$262.3 million, excluding student fees and tuition. The governor also recommended an expanded budget for vocational-technical education to "further strengthen economic development programs throughout the state." The 1981 budget recommended a 14.3 percent increase for the more than 150 vo-tech programs at all levels of education state.²³⁵

²³³State Legislative Council, Committee on Higher Education, Minutes, October 9, 1979.

²³⁴Oklahoma Legislative Reporter, 20 December 1979, p. 4.

²³⁵Ibid., 19 December 1979, p. 5 and 20 December 1979, p. 3.

Federal Government Planning Functions-1979

After years of debate in the U. S. Congress, on October 17, 1979, the President signed into law the bill that created the U. S. Department of Education. The Chancellor of the Oklahoma State System of Higher Education was present for the signing.²³⁶

State Regents Planning Functions-1980

The third planning cycle and the work on the Plan for the 80's drew to a close in the spring of 1980. The eleven task forces, composed of institutional representatives and the state regents' staff, completed their deliberations. Last minute input was solicited from the state system of higher education. Nationally recognized authorities on higher education planning were invited to make presentations to the biennial "Great Issues" seminar held by the state regents. The importance of good research and sound planning by statewide coordinating boards was stressed by out-of-state consultants from the Education Commission of the States and by the Commissioner of Higher Education for Louisiana at the June state regents' meeting.²³⁷

Planning for the 1980's was approved for printing and distribution after the state regents reviewed the completed document in July 1980. The new document stated, "The Oklahoma State Regents for Higher Education are committed to a positive planning process which seeks to anticipate the problems and opportunities of the future, rather than one which waits for

²³⁶ Oklahoma State Regents for Higher Education, Minutes, October 29, 1979.

²³⁷ Oklahoma State Regents for Higher Education, Minutes, through July 23, 1980.

events to happen before reacting to them."²³⁸ The new plan recommended that a series of planning councils and ad hoc advisory committees engage in a continuous planning process for the state system. This concept recognized that "If statewide higher education is to produce sound public policy which can be implemented effectively at the campus level, it cannot be developed at the state level without systematic and continuous consultation and advice from the leadership of Oklahoma higher education."²³⁹

A four-year optometry program was authorized for Northeastern State University in conjunction with a new Indian Health Service hospital by the state regents. At that same July meeting, the regents were apprised of 568 off-campus classes for the fall semester that would be offered by 18 institutions in the Oklahoma State System of Higher Education at 137 locations throughout the state, nation, and the world.²⁴⁰

State Government Planning Functions-1980

The decade 1970-1980 was an era of growth for the state's economy. New industries were built and the oil industry once again became a powerful economic force. The population of the state increased more than at any other time since statehood. The 1980 census revealed that 3,025,266 residents lived in Oklahoma.²⁴¹ The Oklahoma legislature appropriated a \$1 billion budget in

²³⁸Dan S. Hobbs, Oklahoma Higher Education: Planning for the 1980's (Oklahoma City: Oklahoma State Regents for Higher Education, July 1980), p. 5.

²³⁹*Ibid.*, p. 67.

²⁴⁰Oklahoma State Regents for Higher Education, Minutes, July 23, 1980.

²⁴¹Oklahoma Employment Security Commission, Research and Planning Division, "Oklahoma Population Reports: Special Studies, April 1, 1930 -April 1, 1980 Census Enumerations" (Oklahoma City, July 1981), p. 1.

1980. However, the costs for state government in the 1980's had been fueled by both growth and inflation.²⁴²

²⁴²Gibson, p. 264.

CHAPTER IV

POLICY ANALYSIS OF THE DECISION NETWORKS

Policy making, such as long range planning for a state system of higher education, entails a complex set of interactions. Analysis of the Oklahoma decision networks for long range planning, therefore, is partially designed to counter the administrative problem expressed by Barbara Tuchman, "...policy is formed by preconceptions, by long-implanted biases. When information is relayed to policy-makers, they respond in terms of what is already inside their heads and consequently make policy less to fit the facts than to fit the notions and intentions formed out of the mental baggage that has accumulated in their minds since childhood."¹

Analysis of the long-range planning process which follows is based on the organizational relationships suggested by the decision network as specified in Chapter 3. These organizational interactions lend themselves to naturalistic generalizations about the Oklahoma experience.² This research is not designed to display rigid patterns because politics is structured on a shifting base of consensus; rather the research is designed to illuminate explanations of how decisions were made and how organizations interacted within the decision

¹Barbara W. Tuchman, Practicing History (New York: Alfred A. Knopf, 1981), p. 289.

²Robert E. Stake, "The Case Study Method in Social Inquiry," Educational Researcher 7 (February 1978), p. 6.

networks.³ Multisite and multimethod research endeavors to produce an holistic account of the planning process and the forces which shaped organizational outcomes.⁴ Both the nonreactive research methods used to describe the decision network and interviews with policy makers of this era lend themselves to an integrative analysis of the data as delineated under Conclusions in Chapter 5. Analysis of the research into Oklahoma higher education recognizes the historical uniqueness of this particular state system of higher education and simultaneously considers theoretical similarities to the conceptual frame of reference.

Power to Plan:

Did the long-range planning system for Oklahoma higher education evolve from a policy initiating network in 1961 to a policy responding network in 1980? (Research Question 1)

Policy Analysis

Policy Initiating Network

During the 1940' and 1950's, the Oklahoma State System of Higher Education had few formal policies and procedures. The Biennial Reports of this era indicate many institutional activities but little centralized planning for an entire state system. Two employees were retained to carry out the administrative duties and the state coordinating board governed as a benign, loosely-coupled system. Legislative allocations held the system together. However, signals that change was at hand came from the legislature and from

³Michael Scriven, "Self-referent Research," Educational Researcher 9 (June 1980), p. 17.

⁴Karen Seashore Louis, "Multisite/Multimethod Studies," American Behavioral Scientist 26 (September/October 1982), p. 9.

⁵Eugene J. Webb, "Unconventionality, Triangulation, and Inference," in Sociological Methods: A Source Book ed. Norman K. Denzin (Chicago: Aldine, 1970), pp. 449-457.

some efforts by civic groups. A new form of administration for the state system of higher education began when the second chancellor took office in 1961. A context for significant organizational change was set in motion.

Political traditions in Oklahoma favored the institutional rather than the state system model of organization for higher education.⁶ A legislator was inclined to get more credit for financing a building or program if it came into reality on campus in his district. Allocations to a state system were not as politically beneficial. Many legislative proposals were earmarked for specific institutions and programs.⁷ To counter these negative forces, some of the state leadership realized that a stronger state system of higher education was a necessity if Oklahoma's economic base was to be enhanced and the migration of young people reduced.⁸

Each of the seven problem areas identified by the original self-study brought with it a particular garbage can of problems and solutions. The long-range planning efforts brought the issues before the state from a new vantage point. The crisis of the expected increased enrollments coupled with limited state resources presented no easy answers. Also, the change in administration, ushered in with the second chancellor, offered an opportunity for systemic change. The initial funding for the self-study presented the state regents with the financial resources to bring about significant changes in the image of the statewide system.⁹

⁶Footnotes for the policy analysis sections of this chapter refer to the planning functions as described chronologically by the decision network in Chapter IV unless otherwise indicated.

⁷State Government Planning Functions-1961, p. 38-39.

⁸John J. Coffelt, Organization and Plan for the Self-Study of Higher Education in Oklahoma. pp. 17-24.

⁹State Regents Planning Functions-1961, p. 37.

The initiatives of the self-study demanded that new coalitions for the support of the long-range planning efforts be forged. In 1961, it was proposed that the entire self-study be completed by 1963. By 1962, circumstances determined that the project be divided into two phases and that the project would take much longer. Finances, enrollments, and faculties were to be covered first.¹⁰

However, the top priority of the state regents' staff was the budget for the state system for the next session of the legislature. The two-year funding cycle kept operational realities close at hand. Therefore, it was important to protect the power of the budget for survival of the state regents' programs. An attempt to repeal the regents' constitutional control over budgets was made during the 1961 legislative session.¹¹

It was evident that the state system of higher education was taking on a new form in the early 1960's. Long-range planning for the Oklahoma higher education system became the magnet for policy initiatives. The first self-study took an introspective look at the existing state policies and articulated a new way of looking at the system. The organization of the state system itself was changed by the self-study efforts. Common definitions and methods of reporting facilitated the system development. The initiatives for the planning effort came primarily from the state regents' office. Resistance from internal forces at the institutional levels and from external forces in the legislature, the governor's office, and civic groups were encountered. The self-study was used to initiate policy changes to increase the state regents' influence in these

¹⁰State Regents Planning Functions-1962, pp. 39-41.

¹¹State Government Planning Functions-1961, pp. 38-39.

patterns of political dynamics.¹²

Money is equated with power in governmental circles. A new source of power for the state regents came in 1963 with the passage of the Higher Education Facilities Act by the federal government. In Oklahoma, the state regents' office was designated to handle the federal allocations for state institutions of higher education. In order to participate in the federal funding, compliance with the state regents' self-study efforts was implied. Federal funding also gave the regents' office a measure of independence from the power structure of the state legislature.¹³ For the first time, the state regents had control of funds that were not directly tied to the Oklahoma political process.

The state code for higher education further clarified the rules and relationships for the state system of higher education. These legal responsibilities were validated when the legislature passed the Higher Education Code in 1965.¹⁴

During the years of the self-study from 1961 to 1968, the growth era demanded yearly changes in the core technologies of management for the state system. Change was also accompanied by inflation. Short-term planning became more critical with the annual sessions of the legislature beginning in 1967.¹⁵ Federal legislation not only brought money into the state system but it also brought federal guidelines that had to be met. As reported in "The Status and Direction of Oklahoma Higher Education," it was difficult for one staff to

¹²State Regents Planning Functions-1963, p. 42; 1965, pp. 50-53.

¹³Federal Government Planning Functions-1963, pp. 46-47.

¹⁴State Government Planning Functions-1965, p. 53.

¹⁵State Regents Planning Functions-1968, p. 60; State Government Planning Functions-1966, p. 56.

keep the state system operational and develop long-range plans at the same time.¹⁶

By the late 1960's the building boom produced by the Higher Education Facilities Act was beginning to wane. The junior college movement replaced the institutional facilities as a new power lever. For the first time in many years it was possible to talk about an entirely new campus in the state system. Just as in early statehood when the other campuses in the state system were established, a new campus was a political prize to bring home to the community. The metropolitan areas of Tulsa and Oklahoma City had grown 20 percent in population between 1960 and 1970.¹⁷ The legislature had been reapportioned and the political power realigned accordingly. A different network of support for higher education, urban leadership, needed to be developed. A new junior college was a progressive sign of growth and development in the urban areas. The urban legislators used each institution as a symbol of success. This also spelled support for other programs developed by the state regents in the legislature.¹⁸

By 1968, much had been learned about statewide coordination and long-range planning through the trial and error of the enactment process. During the early phases of the self-study many alternatives were tried by the reality. Those facets of the self-study which were not acceptable in the Oklahoma State System of Higher Education were discarded in favor of a more realistic approach. The feedback on proposed changes often came in the

¹⁶pp. 12-14.

¹⁷Scales and Goble, p. 338.

¹⁸State Regents Planning Functions-1967, p. 57.

political arena where dominant coalitions of institutional presidents, local politicians, and civic leaders had other measures of performance for the state regents' organization.¹⁹

The self-study cast the state regents' organization as a proactive organization that attempted to set the course for a statewide system within the political context. Organizational learning produced network support within that political context. References to the self-study, as a planning document, justified decisions by the state regents regarding institutions and programs. The self-study that was completed in 1968 was tempered by reality.²⁰

The same staff that was involved in planning was also involved in the enactment process as plans were set in motion. If the self-study had been completed in two years, as first projected, the plans possibly would have been utilized in the same fashion as the earlier reports of the Educational Survey Commission of 1922 and the Brookings Institution Report of 1935 and had little impact. Experience reduced ambiguities about the benefits of planning for a state system. In addition the issue of accreditation forced institutions in the state system to gain experience in compiling their own self-studies.²¹

The power of the state regents to make long-range plans for the Oklahoma State System of Higher Education was further reinforced by the withdrawal from the Southern Regional Education Board in 1969. Confidence in the higher educational resources for the state was further enhanced by the establishment of the dental school and the growth of other professional

¹⁹State Regents Planning Functions-1968, p. 60.

²⁰Ibid., p. 63.

²¹State Regents Planning Functions-1964, pp. 47-49.

programs.²²

Watershed results of the state regents' policy initiation network came with the publication of the criteria for the establishment of the "role and scope" definitions for all other institutions in the state system in 1970. The long-range functions for undergraduate and graduate education were laid out as guidelines for future institutional development.²³ The state legislature facilitated the expansion of the higher education system by creating the new urban junior colleges and taking existing municipal junior colleges into the system.²⁴

Policy Responding Network

Conflict is a normal part of the political process. Conflict over the state regents' policies on institutional funding formulas, civil rights policies, and vocational-technical education were examples cited in the decision network of public debate on issues that had long-range planning implications. Reactions by the state regents to these issues became part of the policy-responding cycle. Political pressures of the state's first two republican governors, who cultivated the ideas of waste and corruption in state government, affected planning. The state system of higher education was not exempt from scrutiny on allegations of similar waste and corruption. In addition, "No New Taxes" could be equated with no new programs for higher education.²⁵ Therefore, the domain of the state system was carved out in response to conflict, politics, finances, and public criticism as well as by the initiation of the self-study.

²²State Regents Planning Functions-1968, pp. 63-64.

²³Dan S. Hobbs, The Role and Scope of Oklahoma Higher Education: Guidelines for Planning in the Decade of the 1970's. pp. 83-93.

²⁴State Regents Planning Functions-1968, p. 61; -1969, p. 66, -1970, p. 71.

²⁵State Government Planning Functions-1962, p. 41; -1966, pp. 56-57.

The federal government's role on the civil rights issues eventually forced the state regents to respond to the issues of access for minority and disadvantaged students. Compliance with federal regulations incurred long-range funding commitments to Langston, the state's formerly segregated college for blacks. By inference, this diverted funds from other parts of the system to meet these special requirements.²⁶

Policy-responding efforts were made by the state regents to reduce the public effectiveness of the Oklahoma Education Commission during the years 1963-1976. In 1976, the Oklahoma Education Council was created in an effort to change the pattern of policy development for all of public education in the state. The traditional segmental approach to education had well-established networks of political support. Neither the Oklahoma Education Commission nor the Oklahoma Educational Council proved to be very effective in initiating long-range policy changes.²⁷

Annual sessions of the legislature and the increased research capability of the legislative council also meant that long-range proposals by the regents were no longer accepted without question by the legislature. For example, for several years political power by a Tulsa legislator was used to block changes in institutional functions at the Oklahoma Military Academy.²⁸

Other forms of pressure brought changes in the "role and scope" of

²⁶State Regents Planning Functions-1969, p. 67; -1970, pp. 70-71; -1973, p. 81; -1976, p. 89. State Government Planning Functions-1977, pp. 94-95; -1979, p. 102-103.

²⁷State Government Planning Functions-1963, pp. 45-46; -1964, p. 49; -1965, p. 53; -1967, p. 59-60; -1968, p. 64; -1971, p. 75-76; -1976, p. 92; -1978, p. 97-98; -1979, p. 101.

²⁸State Government Planning Functions-1969, p. 69.

institutions located in rural areas such as at Eastern Oklahoma A & M and Murray State. Technical education programs were emphasized in an effort to increase enrollment figures.²⁹

"The Plan for the 70's" and its revision four years later were policy responses to changes in the state's economic resources. Shifts in the institutional enrollment patterns away from the traditional, four-year state colleges in rural areas and toward the urban areas had taken place. The decision network demonstrates that the growth of vocational technical education in the state fostered conflict over the long-range control of policies and federal assistance to these programs.³⁰

Long-range planning for the 1980's employed an overt contingency model. Institutions were requested to forecast their organizational needs on three levels in terms of increased resources, a steady state in income, or a decreased economy. By establishing planning councils to cope with the rapidly changing political and economic factors at the state and federal levels, the Oklahoma State Regents for Higher Education acknowledged the need for continuous feedback on policy initiatives for the state system.³¹ The policy network for long-range planning became more sensitive to the policy-responding requirements for a large, complex organization. Policy initiatives had to be based on programmatic changes for existing institutions. In an era of declining enrollments, there were no new campuses to build. Renovation and

²⁹State Regents Planning Functions-1971, p. 75; -1972, p. 77.

³⁰State Regents Planning Functions-1975, p. 84-85; -1976, p. 88; -1977, p. 92-93. State Government Planning Functions-1972, pp. 77-78; -1977, p. 94-96.

³¹State Regents Planning Functions-1978, p. 96; -1979, pp. 99-100; -1980, pp. 103-104.

maintenance were less attractive for political support of the state regents' programs in 1980. Cycle III in the long-range planning effort brought the planners at the campus level increased power in the planning network. This recognized that more options had to be identified at the local level before planning at the system level could proceed.³²

A different set of long-range priorities, for each of the three planning cycles, determined the power to plan for the state board of regents and its staff. During the first cycle, federal funding for institutional facilities was an important lever for planning. The pattern of direct institutional aid changed to the "market model" of direct student aid during the second planning cycle. Planning then was driven by programs to attract students. Technical education is but one example of the issues generated by the market model. By the third planning cycle the state regents were forced to recognize the era of the forthcoming decline in student enrollments and economic resources. Each of the choice opportunities for planning was context dependent. As Cohen, March and Olsen suggest the power to plan for the state system of higher education was "... the almost fortuitous result of the intermeshing of loosely-coupled processes."³³

Interview Data

Most of the policy makers believed that the original support for the first self-study came from the Oklahoma State Regents for Higher Education. One person pointed out that the history of statewide coordination in Oklahoma

³²Ibid.

³³Michael D. Cohen, James G. March and John P. Olsen, "People, Problems, Solutions and the Ambiguity of Relevance" in Ambiguity and Choice in Organizations, pp. 24-26.

played a significant part in the first self-study. Some felt that the self-study was politically oriented. The smaller institutions in the Oklahoma state system had not fared as well as the two comprehensive universities in state appropriations during the period from 1941 to 1961. The driving forces then for the self-study were to improve the offerings in higher education and at the same time to prevent waste. Master planning was also a popular "thing to do" at the time. Studies had been completed in several other states. The practice was to call in the experts, like John Dale Russell, to develop a state plan. The difference for Oklahoma was that the state regents' staff became the planning experts and were involved in the implementation process as well. The change in leadership, at the time of the appointment of the second chancellor, provided the focus to change the management style of the state board of regents. This change was to a proactive stance that was congruent with ideas stated in the self-study and long-range planning. In that context, planning represented progress.

Almost all of the interviewed policy makers agreed that the Oklahoma State Regents for Higher Education carried most of the policy initiatives in 1961. By 1980, the state regents had become more of a policy-responding board. Some policy makers felt that by the third planning cycle, the planning efforts were mired in too many specific problems to produce a good overall plan for the state system.

Decision Network:

Was there a distinction in attitudes about the long-range planning process among those in professional positions in the state system of higher education and the leaders of the governmental and civic coalitions involved in the network of statewide planning? (Research Question 2)

Policy Analysis

Academic organizations are dominated by professionals who are pri-

marily interested in the transmission of knowledge in their own specialized fields. Professional values bias their modes of formal decision-making. The "academic marketplace" which emphasizes professional values across organizational boundaries, limits the impact of decision-making for the state system as a whole. For example, at the department level it is more important to have a strong English department than a strong college. It is equally more important to have a good college or university than a strong state system of higher education.

In this context, prior to 1961 there was not much interest in long-range planning for the Oklahoma State System of Higher Education.³⁴ Several Oklahoma colleges were not fully accredited until 1964. Planning for a state system for those unaccredited institutions was of secondary importance.³⁵ However, in the "academic marketplace" of the nation, several states had already developed long-range plans. Other outside reference groups for the Oklahoma self-study were the North Central Association, which was particularly interested in institutional accreditation, and the U. S. Office of Education. During the 1960's, Oklahoma was also a member of Southern Regional Education Board. Therefore, in the Oklahoma State System of Higher Education, the state regents' staff had to build a body of knowledge, an area of expertise, on the needs of the system and the importance of long-range planning.³⁶ Expertise on the system's resources and future requirements fostered professional influence and political power for the state regents. Like a

³⁴State Regents Planning Functions-1962, p. 40.

³⁵State Regents Planning Functions-1964, p. 48.

³⁶State Regents Planning Functions-1965, p.51. State Government Planning Functions-1965, p. 53.

university where departments exist on expertise, the state regents cultivated areas of expertise related to budgets, facilities planning, and program requirements in order to demonstrate professional influence and authority to other organizations in the decision network.³⁷

Configuration of the decision networks changed in relationship to the following variables: For the first twenty years of its existence, the Oklahoma State System of Higher Education was a dependent organization in state government. The legislature controlled the economic resources necessary to make the planning goals a reality.³⁸ After the federal government became another source of financial support, the balance of power for the state regents began to change.³⁹ As Bacharach and Lawler indicate, "The power of an organization vis-a-vis other organizations in its environment becomes a question of how key actors and groups within each organization compete for scarce resources."⁴⁰

Plans for a state system of higher education were also dependent on the individual colleges and universities for actualization. During the first planning cycle, the regents encountered resistances from the institutions, the governors, and the legislature. These separate organizational agenda were drawn together by the planning process.⁴¹

³⁷State Regents Planning Functions-1966, p. 55.

³⁸Oklahoma State Regents for Higher Education, Eleventh Biennial Report, pp. 77-79.

³⁹Federal Government Planning Functions-1963, pp. 46-47; -1965, p. 54; -1968, p. 65; -1971, p. 76; -1972, p. 78; -1973, p. 82.

⁴⁰Bacharach and Lawler, p. 18.

⁴¹State Government Planning Functions-1967, p. 59.

Part of the power for control of the state regents came from the use of the planning effort as a symbol of the right to make decisions for a state system. Status also was conferred by the right to participate.⁴² Why were the planning documents so quickly modified or revised? How did the planning cycles impact the state system?⁴³ Coalitions of support for statewide, long-range planning developed around the power of the state regents to distribute financial resources. As the primary source of funding changed, new planning cycles were triggered to locate coalitions of support for the state system.⁴⁴

The majority of persons engaged in the long-range planning process were part-time participants. Some of these decision-makers were interested in short-term rewards for their organizations in order to enhance their own careers. Legislators were eager to champion successful causes; college and university presidents could point with pride to new buildings and programs, and civic groups wanted to bring a new, clean industry like higher education to their community.⁴⁵ Long-range outcomes were not the primary focus of these participants. The responsibility for gathering information on the issues and analyzing the impact on the system on a long term basis was left to the state regents.⁴⁶ Only a few individuals, therefore, could invest the time to assess the information on the statewide system in terms of long-range planning outcomes.

⁴²State Regents Planning Functions-1968, p. 60.

⁴³State Government Planning Functions-1970, p. 72.

⁴⁴State Regents Planning Functions-1973, p. 80.

⁴⁵State Regents Planning Functions-1972, pp. 77-78.

⁴⁶State Regents Planning Functions-1978, p. 96.

As indicated by the decision networks, the restricted power of the state regents to plan for the system can be seen in relationship to strategic decisions such as the control of vocational-technical education,⁴⁷ the location of several institutions in Tulsa,⁴⁸ and the higher education centers at Ardmore and Idabel.⁴⁹ For example, the eventual concentration of medical education in Tulsa left the planned Health Sciences Center in Oklahoma City with severe financial problems.⁵⁰ The consequences of growth of the vocational-technical education throughout the system led to unplanned expansion and conflicts over control of programs. As suggested by the organized anarchy metaphor, resources were allocated within the political framework without consideration of long-range planning goals. During the era of growth or Cycle I, the state regents controlled most of the available knowledge about the state system and had considerable influence in the legislature.

Sustaining support for long-range planning through the years was a key issue. Was it a useful type of research? A number of professional coalitions supported conflicting plans for their own self interest. Could Oklahoma afford separate schools of dentistry, osteopathy, and medicine? The network of other governmental agencies for education planning such as the Oklahoma Education

⁴⁷State Regents Planning Functions-1968, p. 62; -1975, p. 85; -1976, p. 88; -1977, p. 92-93; State Government Planning Functions-1963, p. 46; -1965, p. 54; -1967, p. 59; -1969, p. 68; -1970, p. 72; -1972, p. 77-78; -1976, p. 90; -1977, p. 95; -1979, p. 102.

⁴⁸State Regents Planning Functions-1967, p. 57; -1968, p. 60; -1969, p. 65; -1972, p. 77; -1979, p. 100. State Government Planning Functions-1966, p. 57; -1978, p. 98; -1979, p. 102.

⁴⁹State Regents Planning Functions -1978, p. 97. State Government Planning Functions - 1975, p. 85.

⁵⁰State Government Planning Functions-1979, p. 101.

Commission and the Oklahoma Education Council in each of the cycles served to counterpoint the long-range plans of the state regents. Also, there was no time to build trust, establish common goals for planners from the different academic institutions, or develop commitment to the statewide plans. During each Oklahoma planning cycle, the decision network for each statewide plan, was primarily built on research and data linkages. Political decisions often determined planning outcomes.

Interview Data

Inertia was the main problem to overcome during the self-study years. The policy makers felt that the institutions were not sure how things would turn out, so progress was slow. Planning was not a high priority issue for the universities. The legislature had promised support for the planning effort by funding the self-study but was not too interested in the outcomes. There was very little involvement of the governor's office in the planning process during the first cycle.

Ideas for the first planning cycle came primarily from the state regents' staff and a small coalition of interest groups representing institutions. The President's Council (composed of institutional presidents) was influential to some extent. The federal government had some influence but the state issues were more difficult to solve. There had been very little evidence of interinstitutional planning prior to 1961 even with a state system of higher education.

Support for long-range planning was then caught in a dilemma. The civic groups pressured for more institutions, the professional planners could identify weak institutions that needed to be eliminated, and the politicians voted on the basis of voter support. Therefore, the elimination of so-called

weak institutions was never seriously considered. The professionals in the statewide planning effort were aware of a more ideal framework but the politicians came and went with no consistent goal for the next five or ten years.

During the second planning cycle, Oklahoma experienced a prelude to the years of prosperity. Development of state resources followed the beginnings of industrial development. The increased state revenues encouraged expenditures for higher education. The junior college movement took hold in Oklahoma at a time when state revenues were growing. The late 1960's and early 1970's was a time of many aggressive movements in higher education nationally. These movements had their effect on Oklahoma. Many aspects of academic life were liberalized during that time and the state plans had to be revised in the mid-seventies to meet those needs for a more liberalized system.

One policy maker suggested that the continuous or rolling planning instituted in Cycle III acknowledged the fact that there were no absolutes in the planning for higher education and the needs of a technological society demanded a continuous up-date. Several decision makers were not sure how long range plans could be developed out of the continuous planning efforts. They feared that parochial interests would take over.

Most policy makers felt there was very little interest in long-range planning by civic groups in the state. Planning was noticed only on rare occasions in the press.

Not too many people in Oklahoma, who were not directly involved in the planning cycles, knew much about the long-range goals for the system. The Oklahoma State Regents for Higher Education was a remote agency that received little interest outside of higher education circles. One policy maker reported the public perceived planning more as a sedative than a cure for problems.

Technology of Planning:

Did the planning network adopt a shorter time horizon as a result of richer knowledge and advanced technology in management? (Research Question 3)

Policy Analysis

When the first long-range planning cycle began, in 1961, the data base on the Oklahoma state system of higher education was limited to facts about the number of institutions and enrollment totals for each college or university. Each biennial report had been a reason for data gathering. An indication of the technology in management for the state system was reflected in the way the minutes of the state regents were preserved on purple ditto masters. Statistics for the system were produced on desk calculators. Data processing itself was slow and actual presentation of the data was laborious.

The direction of the interface organization of the decision networks for long-range planning rested on needed information about the state system. Somehow this information had to be communicated to the significant interest⁵¹. The concept of long-range planning had to be developed by a "helping network" that linked the coordination of the state system of higher education to future operations. This network of influence called attention to specific problems and ignored or denied other problems.⁵² Some problems were not identified because there were no acceptable solutions. Sometimes the forum of choice identified complex problems but did not yield simple solutions.⁵³

⁵¹State Regents Planning Functions-1963, p. 42-44; -1966, p. 55-56; -1973, p. 81.

⁵²State Regents Planning Functions-1963, p. 43; -1965, p. 50; -1968, p. 60-63; -1969, p. 65; -1971, pp. 73-74. State Government Planning Functions-1963, p. 46; -1965, p. 53-54; -1966, pp. 56-57; -1967, pp. 59-60; -1968, p. 64; -1969, p. 68; -1970, p. 72. Federal Government Planning Functions-1972, p. 79.

⁵³State Regents Planning Functions-1975, p. 84.

As an example, civil rights planning for the Oklahoma state system of higher education became tied to a viable solution for Langston, the rural black institution.⁵⁴ Planning choices on such an ideological issue were difficult to identify. Solutions that favored Langston created other problems for the state system. Institutional viability was tied to enrollment figures. If the comprehensive universities stressed upper division and graduate enrollment, the proportion of minority enrollment would have been unacceptable for a civil rights perspective.

Solutions on one long-range planning issue created problems on other fronts. The Oklahoma State System of Higher Education was in a difficult position to deal with high level adversity.⁵⁵ Decisions by flight and oversight produced the conflicts that troubled the decision network during each of the planning cycles. Something had to be decided and there was no one "right" answer. The higher education centers, at Ardmore and Idabel are examples.⁵⁶

Technological advances in data management were made with each planning cycle. The information and pride in the amount of data produced represented progress for the state system as a whole.⁵⁷ During Cycle III, the amount of information on each program offered at every college or university seemed to insure that long-range planning for the state system was a viable alternative to crisis management. The quality of information held the planning network together.⁵⁸ Computers and management information systems were

⁵⁴State Regents Planning Functions-1973, p. 81.

⁵⁵State Government Planning Functions-1973, p. 81-82.

⁵⁶State Regents Planning Functions-1978, p. 97.

⁵⁷State Regents Planning Functions-1979, p. 100.

⁵⁸State Regents Planning Functions-1979, p. 100.

programmed to assess institutional strengths and weaknesses. The ideology of long-range planning suggested that strengths of the state system could be rapidly identified. Weaknesses in the system just needed better planning. This study indicates that the planning cycles were produced in relationship to the idea that "planning is a good thing" even if the outcomes were ambiguous.

The power of the purse was translated into educational policy for the state. Therefore, long-range planning for the Oklahoma State System was predicated on what the legislature would "buy" instead of academic institutional strengths.⁵⁹ As in the revision of Cycle II, momentum for each planning cycle came from a different set of objectives. Cycle I was driven by the image of system growth and building campus facilities in all corners of the state. Cycle II dealt with the junior college movement and the increased diversity of professional education. Politically, Cycle III was not as attractive as the first two cycles because the prospects were of decline in enrollments and of shrinking federal resources.

Planning offered a middle ground where the "winners" and "losers" could work toward reasonable levels of consensus.⁶⁰ The decline in resources of Cycle III pulled the attention away from the state system and back to making each campus viable. The coalition for statewide planning was the interface organization that carried out boundary spanning functions between the legislators, who were looking for political objectives, and the institutions who were looking for programs to insure institutional survival.⁶¹

⁵⁹State Regents Planning Functions-1976, p. 89. State Government Planning Functions-1976, p. 92.

⁶⁰State Regents Planning Functions-1980, p. 104.

⁶¹State Regents Planning Functions-1979, pp. 99-101.

Providing a forum for the discussion of critical problems projected for the state system on the basis of data helped work out long-range planning alternatives that were acceptable to most parties involved.⁶² In effect, this avoided conflict over the dysfunctional implementation of policy guidelines after decisions were aired in the political area.⁶³ The selection of locations for junior colleges is one example. Long-range planning was used to justify decisions and to neutralize the political liabilities of the state regents.

Long-range planning articulated the interdependencies of all the campuses in the competition with other major state level agencies. The unitized data systems of the third planning cycle presented impressive, detailed knowledge about programs and enrollments. The shorter time span of Cycle III recognized by continuous, rather than periodic planning, could be used as symbol of efficient management of the state system. Accountability is predicated on efficiency in business management. Statewide planning could be used as a measure of accountability.

Interview Data

All the policy makers recognized the need for continuous planning as recommended in Cycle III. They also reflected that planning is never really completed and that periodically all long-range plans must be updated.

It was suggested by one policy maker that people who followed developments in higher education realized that by 1980 things had to be done more quickly. The time span for planning was shortened because the advanced

⁶²State Regents Planning Functions-1980, p. 103.

⁶³State Regents Planning Functions-1972, pp. 73-75; -1979, pp. 99-101.

computerized technology in management made mistakes more likely. Because of the error factor, organizations became unsure about planning too far in the future.

Most of the policy makers agreed that there was little understanding of the continuous planning process or the need for data management outside the state regents' staff. Institutional complaints were frequently heard; not even the faculty on the campuses understood the planning process. Institutional managers were thought to be in the best position to appreciate the intricate problems of the planning process. Ultimately, the students have benefitted from the continuous updating, but have little involvement in planning.

Scope of Planning:

Did richer knowledge of the problems of the statewide system of higher education create a shorter time horizon which lead to further incrementalism? (Research Question 4)

Policy Analysis

In 1962, the "Organization and Plan for the Self-Study of Higher Education in Oklahoma" delineated a set of eleven specific objectives for the study of the eighteen state colleges and universities and other constituent agencies of the Oklahoma State System of Higher Education. At that time there were fifteen private or municipal institutions in the state and they all agreed to take part in the study.⁶⁴ The first objective was "to formulate a statement of goals for Oklahoma higher education." But it was the second

⁶⁴John J. Coffelt, Organization and Plan for the Self-Study of Higher Education in Oklahoma (Oklahoma City: Oklahoma State Regents for Higher Education, January 1962), pp. 5-8.

objective that revealed the knowledge base needed to plan for a state system of higher education. This objective was "To develop uniform inter-institutional definitions and reporting procedures in order that comparable data on enrollments, programs, finances, facilities, and other aspects of higher education can be obtained which are basic to state-wide analysis and planning."⁶⁵

Since there was no common terminology, knowledge about the state system was, therefore, limited during Cycle I. During Cycle II, in 1971-72, a computerized data base was developed for facilities planning.⁶⁶ A unitized data base about the Oklahoma state system was not in place until May 1979 which was well into planning Cycle III.⁶⁷ With each planning cycle a shorter time period was covered by long-range planning even though the formal data base about the system was greatly enriched.

Long-term decision mechanisms that governed the state system and the individual institutions could not be changed without conflict.⁶⁸ The first stage of the planning process had to deal with the lack of a common language. Definitions for institutional operations were needed before agreement on procedures could be developed.⁶⁹ For example, who could be classified as full-time students?

As power was further centralized in the state system of higher education, the long-range planning cycles changed in emphasis. The range of

⁶⁵Ibid., p.7.

⁶⁶State Regents Planning Functions-1971, p. 75.

⁶⁷State Regents Planning Functions-1979, p. 99-101.

⁶⁸State Regents Planning Functions-1964, p. 48.

⁶⁹State Regents Planning Functions-1966, p. 55.

alternatives for the Oklahoma system was also tempered with economic realities. Basic issues, such as the number of state institutions, changed in relationship to what the state could finance at the time. In 1963, it was agreed that the state could not afford any new institutions but that assessment changed by 1966 when the junior college guidelines were developed.

Incrementalism played a part in the increased number of institutions funded by the state system. Although future growth could be predicted in 1961 when there were eighteen state supported institutions⁷⁰ nowhere was it envisioned that by 1980 the Oklahoma State System of Higher Education would have twenty-seven colleges and universities.⁷¹ Nor could long-range planning be used to anticipate the establishment and funding of programs and centers by the Oklahoma legislature. The Carl Albert Congressional Research and Studies Center is but one example.⁷²

Changes in federal policy for higher education influenced the range of possibilities for the state plans. After 1963 the stress was on capital improvements.⁷³ But as federal policy switched to the "market model" of student aid, a new type of planning was necessary to capture the students' financial resources.⁷⁴ As planning decisions were optimized for the state system on the basis of many local constraints, decisions had to be

⁷⁰State Regents Planning Functions-1961, p. 38.

⁷¹Dan S. Hobbs, Oklahoma Higher Education: Planning for the 1980's (Oklahoma City: Oklahoma State Regents for Higher Education, July 1980), p. 16.

⁷²State Regents Planning Functions-1979, p. 100.

⁷³State Regents Planning Functions-1965, p. 52.

⁷⁴Federal Government Planning Functions-1973, p. 82. State Regents Planning Functions-1976, p. 88-89.

made to meet federal guidelines and to mediate demands from state civic groups and professional organizations.

Improbable solutions were sometimes presented as planning alternatives. It is doubtful that planners would have envisioned tying the development of the Health Sciences Center in Oklahoma City to urban renewal⁷⁵ or building the College of Osteopathy facilities in Tulsa with Federal Revenue Sharing funds.⁷⁶

Some controversies seemed to have no end for the planners. Faculty salaries was a continuing issue that caused more controversy on the campuses than at the state capitol. At the close of the third planning cycle in 1980, Oklahoma salaries were "below the regional average for senior colleges by some \$600, and below the regional two-year average by about \$300."⁷⁷ These figures were not too different in 1962 when the lag of university salaries was "about \$600 behind the regional average and more than \$1,000 behind the national average."⁷⁸ Attracting and retaining faculty members when these low salaries were offered was a quality issue that almost twenty years of long-range planning had not successfully addressed.

Attempts to apply statistical treatments to organizational problems for the state system sometimes met with public controversies. Limiting

⁷⁵State Regents Planning Functions-1965, p. 51.

⁷⁶State Government Planning Functions-1974, p. 83.

⁷⁷Dan S. Hobbs, Oklahoma Higher Education: Planning for the 1980's, (Oklahoma City: Oklahoma State Regents for Higher Education, July 1980), p. 47.

⁷⁸John J. Coffelt, Selecting, Retaining and Utilizing Higher Education Faculties in Oklahoma (Oklahoma City: Oklahoma State Regents for Higher Education, December 1962), pp 39-42.

enrollment in the state universities to primarily upper division and graduate teaching did not meet with public or institutional approval.⁷⁹ Ambiguity of decision making in the changing state environment left statewide planners caught between what should have been and what could be accomplished. Rational models of planning were used to develop the Oklahoma data bank. Participation in the development of the Western Interstate Commission on Higher Education's project to develop the management information system in 1966 gave the state planners other guidelines external to the Oklahoma system.⁸⁰

As knowledge of the complex problems of the state system was developed, simple solutions no longer could be applied to the long-range planning process. Planning for the state system, like other problems in educational research, was determined by the methods available and not the other way around. The focus was on what could be measured and short-run outcomes.

For the Oklahoma State System of Higher Education the coalition of support for long-range planning was built on the definition of political success that equated physical growth with innovation. When there were no new campuses to propose and when resources to fund existing programs became scarce, planning definitions of the past were poor guidelines for the future. Data systems and increased knowledge of the variables in state system management tend to reinforce stereotyped responses to organizational problems. Solutions are sometimes programmed by data before policy innova-

⁷⁹State Regents Planning Functions-1974, p. 82.

⁸⁰State Regents Planning Functions-1970, pp. 69-71.

tions can be offered.

There were few policy innovations for the state system in terms of new learning styles. The innovative liberal arts college suffered extreme reverses.⁸¹ The Talkback TV System was undermined by lowered enrollments and enlarged numbers of faculty on campus. One system-wide policy innovation was the Scholar-Leadership Enrichment Program which brought students from many institutions together for intensive seminars with outstanding lecturers. For the most part, policy innovation on educational issues was lost in indifference, inertia, and conflict that reinforced organizational stereotypes. Academic decisions are issues of low saliency. Consensus governance when coupled with policy gradualism favors incrementalism. This favors peace in the system at the price of long-range planning. Retention of poor programs and weak institutions in the state system are but two examples.⁸² March and Olsen have indicated that, "Consensus rules lead to incrementalism, which reinforces low saliency."⁸²

The planning styles of Cycles I and II were based on the linear concept of progress equated with growth. Cycle III, which moved toward continuous planning, moved implementation closer to a circular process that recognized that change in the state system and state government is tied to many external variables such as the national economy, or an energy crisis, or the inflation rate.

Long-range planning for the state system of higher education demanded a shorter time horizon in Cycle III because the need for re-education on

⁸¹State Regents Planning Functions-1973, p. 80.

⁸²March and Olsen, p. 271.

system goals involved changes in the accepted and politically viable definitions of success.⁸³ The whole system, and not just the segments, had to be dealt with. Policy innovation had to be developed out of new definitions of a state system of higher education.

Interview Data

Most of the policy makers felt that long-range planning as it had evolved during Cycle III was committed to policy innovation rather than just doing "more of the same." The techniques of gathering information, digesting it, and setting policy were the same for each cycle but the issues were constantly changing.

An era of retrenchment or economic stringency was not considered unhealthy for the state system. During the time of reduced financial support, administrators were forced to rethink priorities and set more realistic goals. New ideas for the state system should be solicited from the educators who are already in the Oklahoma system. Other states' policies should be used for reference points but the amount of public money available to higher education in Oklahoma had to be taken into consideration. However, there is a constant need for new people and new ideas in the state system to encourage innovation.

Several of the policy makers were concerned about the state system's involvement with high technology. One viewed it as a fad. The state system needed to stress the liberal arts and the values of those women and men who would use the technological advances. Oklahoma higher education was not

⁸³State Regents Planning Functions-1971, p. 74. State Regents Planning Functions-1978, p. 96-97.

geared to compete with the major high technology research areas in the other areas of the nation.

One policy maker disagreed with the idea that Oklahoma had become an urban state. Although the Oklahoma City and Tulsa areas were growing, the majority of the population was still located in relatively rural areas. This idea was supportive of the continued role of the regional universities, the former teachers' colleges, in the state system. Oklahoma still is primarily a public institution state for higher education. For that reason, excessive student vacancies do not exist in the state as long as a high proportion of the high school graduates go on to college.

Long-range planning should be used to limit the functions of the junior colleges and area vocational technical schools so that further duplication does not become a serious problem. The two major research universities should continue to stress their own unique research areas in the state.

It was suggested that after three planning cycles, the state regents had discovered that long-range planning has no set time span to cover. Ten year plans or five year plans were unrealistic. Planning had to be continuous to meet the changing demands of the times. Incrementalism in planning was a real possibility with continuous planning because the focus tended to be on politically viable alternatives. Building on past records rather than identifying the cutting edge in higher education was a major difficulty. Policy innovation in higher education has to be tempered with the reality of the politics of the times. Innovation, therefore, demands dynamic leadership.

Planning Style

Did long-range planning represent a cycle of centralization/decentralization? (Research Question 5)

Policy Analysis

The most powerful aspect of the planning efforts in Oklahoma rested on the constitutional status of the Oklahoma State Board of Regents for Higher Education. Article XIII-A is quoted in every planning document. As a coordinating board of control the state regents' could assert that planning was a part its responsibilities. Duties of the board were described as follows: 1) "It shall prescribe standards of higher education applicable to each institution; 2) It shall determine the functions and courses of study at each of the institutions to conform to the standards prescribed...." However, it was the Constitutional phrase about the regents' responsibility to allocate funds to each institution "according to its needs and functions" from a lump sum legislative appropriation that gave the long-range planning process its strength in the interorganizational network.⁸⁴

The decision network demonstrates that the Oklahoma Legislature remained unconvinced of the state regents' exclusive power to plan for the state system. Repeatedly legislation was introduced to create institutions in new localities and to develop new courses of study. Attempts were also made to change the authority of the state regents.⁸⁵ Although not successful because of the constitutional status, these "political brushfires" demanded time and agency resources until they were extinguished. Special interest legislation financed politically attractive programs. If a program was funded, the state regents were obligated to find a home for it in the state system.⁸⁶

⁸⁴Article XIII-A, Section 2, Constitution of Oklahoma.

⁸⁵State Government Planning Functions-1961, p. 38-39; -1965, p. 53; -1967, pp. 59-60; -1969, p. 68; -1971, p. 75-76; -1976, pp. 90-92.

⁸⁶State Government Planning Functions-1970, p. 72-73.

The long-range planning cycles were used to demonstrate that the state regents were in control of the increasing complexity of the Oklahoma State System of Higher Education. Planning further established the regents' authority to speak on all issues related to higher education in Oklahoma. There was a "plan." Deriving the plan out of the decision network of colleges, universities and interest groups involved an intricate process of coalition building. Payoffs to the centralized planning were in the form of support for the state system of higher education. Weaker institutions supported the plan in order to maintain their status and the stronger universities were compelled to acquiesce in order to gain financial and planning support for struggling programs.⁸⁷

The planning style of Cycle I was modeled on rational, bureaucratic notions which tried to address the accountability and the implementation problems of the state system from a business management perspective. However, these issues were not as critical to the state regents when the "student revolt" began to form in the late 1960's. Glenny and Weathersby, writing in 1971, identified the problem, "...the failure of planning agencies to relate the goals of institutions to the needs and characteristics of their current student bodies and their future needs is still a major factor of the 'qualitative' crisis in postsecondary education today."⁸⁸

At the federal level in 1972, the support for higher education changed to direct student financial aid, the "market model" of higher education.

⁸⁷ State Regents Planning Functions-1973, p. 80; -1975, p. 84.

⁸⁸ Lyman A. Glenny and George B. Weathersby, eds., Statewide Planning for Postsecondary Education: Issues and Design (Boulder, CO: National Center for Higher Education Management Systems, 1971), p. 9.

Institutional viability then became a matter of offering programs that attracted students. Making those programs attractive and consistent with statewide planning forced a revision by 1974 in the Oklahoma "Plan for the 70's" that had been adopted in 1971. The development of the junior college system alleviated some of the quantitative crisis about program availability for students. Vocational-technical training became a part of twenty-five state institutions.⁸⁹ But the quality issues remained unidentified.

Policy is also a time-dependent process. The tax base for the support of all Oklahoma state agencies was never great. Inflation took its toll on the scarce resources. Recession left college graduates looking for jobs which further reduced the appeal for a college education. During Cycle II, there was a need to generate support for the planning process in the face of malaise and disillusionment in the state with respect to higher education. A Blue Ribbon Citizens Advisory Council, several nationally prominent authorities on statewide planning, and seven thousand opinionnaires distributed over the state in 1975 were part of the revision process of the 1970's planning.⁹⁰

Cycle III moved long-range planning for the state system away from the idea of a grand design for a decade to come and toward decentralization. The experience of almost twenty years of statewide planning had cleared away some of the ambiguity about the planning process. As Hobbs indicates, "It is now apparent that plans can no longer be made for periods as long as a decade ahead, or even five years into the future. At the beginning of the 1980's, it is no longer possible to project enrollments and budget needs of institutions for

⁸⁹Oklahoma State Regents for Higher Education, Twentieth Biennial Report-Part II, June 30, 1980, p. 6.

⁹⁰State Regents Planning Functions-1973, p. 80; -1975, pp.82-83.

even two years in advance."⁹¹

This particular cycle of growth in Oklahoma higher education was over. Ambiguity of purpose further troubled the planning efforts for a statewide system when confronted with an era of decline. Success in the American culture, and particularly in a young state like Oklahoma, is equated with growth. Successful decline is an anomaly. Planners are trapped by the tendency to believe that organizational growth reflects youth and vitality and organizational decline with old age and incompetence.⁹²

To diffuse responsibility for future cutbacks and state system re-trenchment, it was politically advantageous for the state regents to have long-range planning identified with the local institutions. In this manner, as part of a loosely-coupled system, it will be possible to seal off the apparent problems of particular colleges and universities from the successful functioning of other elements of the state system of higher education. Therefore, by the end of the third planning cycle experience dictated that:

The State Regents should adopt the concept that the function of statewide planning is a cooperative and continuous process under the leadership of the coordinating board and involving the leadership of institutions and agencies in Oklahoma higher education.⁹³

Success for statewide planning in the decade to come would be based on the idea that, new ideas are facilitated in a loosely-coupled, decentralized system. However, for implementation purposes it is advantageous to foster a

⁹¹Dan S. Hobbs, Oklahoma Higher Education: Planning for the 1980's, p. 66.

⁹²David A. Whetten, "Sources, Resources, and Effects of Organizational Decline" in The Organizational Life Cycle, p. 342-354.

⁹³"Planning for the 80's," p. 66.

tightly-coupled system.⁹⁴

Interview Data

All of the policy makers felt that the long-range planning process had moved through a cycle of centralization in the early 1960's from the institutions to the Oklahoma State Regents for Higher Education and to the Chancellor, himself. Later a cycle of decentralization began in the late 1970's. Campus-based planning, as indicated by the decentralization process was not just a simple change in planning style. Political dynamics were also involved. As one policy maker conceptualized the process, "The regents carried the ball in the 1960's and early 1970's but certain forces began to pass the ball back to the campuses by the 1980's."

Several policy makers indicated that funding cycles for higher education, from a legislative viewpoint, were tied to the status quo. Budget requests traditionally took on exaggerated proportions because the institutions knew they would be cut. As planning moved into Cycle III in the late 1970's, it was felt that there was more honesty between the institutions and the regents in the budgeting process. The centralized budget approach reduced overt institutional competition for legislative favors.

However, legislators still advocate the point of view of the college or university administration of their home district and not the state system of higher education. For this reason, Oklahoma will keep the present number of institutions for higher education. Every member of the legislature has a veto over the closing of a college. The policy role for long-range planning must remain a strong part of the state regents' responsibility. In this manner, some

⁹⁴Jack W. Brittain and John H. Freeman, "Organizational Proliferation and Density Dependent Selection" in The Organizational Life Cycle, p. 318.

measure of compatibility between state system planning and Oklahoma economic resources can be obtained.

Tax payer support for higher education is still haunted by the "waste and corruption" ideas of the past. There is no widely perceived model of efficient use of public funds for higher education. One policy maker suggested that the system needs to be opened up more to gain public support. As a first step, it was suggested, that the different institutional boards needed to meet with each other and work to understand their common ground as well as their diversity. The problems of higher education have been made so complex that public understanding has been closed out. There are only so many dollars in the state tax system and higher education can claim only a small portion of those funds. For this reason it is necessary to generate increased support of people who believe in the system and are willing to express public support for higher education.

The cycle of centralization and decentralization of long-range planning for Oklahoma higher education struggled with the problem of tribalism between the various segments of higher education in the state, according to one distinguished policy maker. The decentralized planning recommended by Cycle III may enable the state regents to enrich the concept of a state system of higher education and overcome some of the tribalism associated with the segmental philosophies for each institution.

Rationale for Planning:

What aspects of reformism, professionalism, or policy innovation were represented in the three planning cycles for the Oklahoma State System of Higher Education: 1961-1980? (Research Question 6)

Policy Analysis

The Oklahoma State Board of Regents for Higher Education, prior to

1961, may have been a solution waiting for problems to solve. Some form of change was needed to manage the system during the approaching era of growth. The "baby boom" was a matter of record as the students moved through elementary and secondary schools. Oklahoma had a strong tradition of sending high school graduates to college and the cultural norms indicated that that tradition would continue. To bring about the change, reform in state system operations was needed. These were the assumptions of the first planning cycle.

Reformism in state government is a part of the American political tradition. According to Dye, "The reform style of politics emphasizes, among other things, the replacement of political patronage practices with a professional civil service system; the professionalism of government services, the reorganization of government to promote efficiency and accountability; and a preference for a non-partisan atmosphere in government."⁹⁵

Reformism

In Oklahoma, the question was not whether to have a state system of higher education or not because Article XIII-A had settled that question. The question was what to do with the system in order to cope with the imperative need for change. A redefinition of higher education as an elitist function of state government would have been politically unacceptable. In 1961, the Republican party was laying the groundwork for the successful campaign to elect the first Republican governor in state history in 1962.⁹⁶ The Democratic majority of the state legislature was looking for issues of broad appeal. Appropriating money to conduct a self-study was concrete evidence of the

⁹⁵Dye, p. 33.

⁹⁶Scales and Goble, pp. 329-330.

legislature's understanding of the need for reform in higher education. The opportunity for every high school graduate to pursue upward economic and social mobility would be assured if a better state system of higher education could be developed. Support for the state system could be translated into votes.

Counter to those ideas was the unsuccessful attempt to take the function of budget allocations away from the state board of regents by constitutional amendment in 1961.⁹⁷ Institutional presidents and alumni would then have been free to lobby for their individual causes before the legislature in the pre-1941 style. To some extent this would have increased the legislative power over higher education.

The function of the first long-range planning cycle was to enlarge the "perspective of educational practitioners" in terms of what could be changed in Oklahoma higher education and to identify the alternatives.⁹⁸ Long-range planning during the self-study years followed Max Weber's bureaucratic theory of complex organizations. As Baldrige et al. suggest, "bureaucracies are networks of social groups dedicated to limited goals and organized for maximum efficiency."⁹⁹ Statewide planning had a "legal-rationality" predicated on the idea that the system was bound to improve if the right things were planned.

As the planners had discovered by 1968, the bureaucratic-rational ideas were not very effective in dealing with the effects of change

⁹⁷State Government Planning Functions-1961, pp. 38-39.

⁹⁸State Regents Planning Functions-1962, p. 39-41; -1963, p. 42-45; 1964, p. 47-49; -1965, p. 50-53; -1966, p. 55-56; -1967, p. 57-58; -1968, pp. 60-64.

⁹⁹Baldrige et al., p. 28.

over time. Like other attempts at reform in American culture, the reformers for the state system of higher education had to develop a strategy of change that would gain acceptance by the decision network in preference to the status quo.¹⁰⁰

In the early stages of the planning process the relative autonomy of each institution in the state system was a "problem" that needed to be overcome by better planning and coordination. The loosely-coupled system was, during Cycle I, evidence of administrative failure to the statewide planners. Decision making, in the form of planning for the state system, would give the state regents some measure of control over the loosely-coupled system.¹⁰¹ The mutual power dependencies between the state system and the colleges and universities had to be worked out through bargaining and coalitions.¹⁰² The prevalent model of a state system at that time was one of regulation and control.

In the 1960's, during the era of growth, reform in the state system of higher education could also be used by politicians to promote their own causes.¹⁰³ Higher education was a popular issue. There was money in it. However, as in many other earlier reform efforts in Oklahoma, the reforms in higher education fell short of the stated aims.¹⁰⁴

¹⁰⁰State Government Planning Functions-1967, pp. 59-60.

¹⁰¹State Regents Planning Functions-1963, p. 44.

¹⁰²Institutional Planning Functions-1967, pp. 58-59.

¹⁰³State Regents Planning Functions-1968, p. 60.

¹⁰⁴Scales and Goble, pp. 47-56.

Professionalism

By the late 1960's, statewide coordination and planning had been tried in twenty-three states and a body of professional writings and research began to emerge on these issues.¹⁰⁵ The Education Commission of the States was established in 1966. Research on coordination and statewide planning produced national conferences. Organizations such as the Center for Research and Development in Higher Education at the University of California, Berkeley, studied statewide coordination and planning.¹⁰⁶

Statewide administration of higher education was becoming a professional field. Professionalism in state government, according to Dye, is based on "acceptance of professional reference groups as sources of information, standards, and norms. The professional bureaucrat attends national conferences, reads national journals, and perhaps aspires to build a professional reputation that extends beyond the boundaries of his own state."¹⁰⁷

The product of the second Oklahoma long-range planning cycle, "A State Plan for the 70's," was developed on the basis of this growing body of professional research. The parade of consultants who came to Oklahoma included many nationally recognized leaders in the field. Statewide planning was being defined in terms of data management and methodologies developed externally to the Oklahoma state system. Professionalism for the state regents

¹⁰⁵The International Encyclopedia of Higher Education, s. v. "State Planning in United States Higher Education," by Robert O. Bendahl and Ami Zusman.

¹⁰⁶Ernest G. Palola, Timothy Lehmann and William R. Blischke, Higher Education by Design: The Sociology of Planning (1970), and Lyman A. Glenny et al., Coordinating Higher Education: Guidelines for Statewide Systems, (1971).

¹⁰⁷Dye, p. 43.

was exemplified by the development of operating procedures and the identification of lines of responsibility for the regents' professional staff.¹⁰⁸ After 1966, the Oklahoma legislature also became more professional.¹⁰⁹ The annual legislative sessions demanded a yearly assessment of higher education fiscal requirements. The growing educational resources in Oklahoma justified the withdrawal of the Oklahoma participation from the deliberations of the Southern Regional Education Board.

During the era of the second planning cycle, the functions of higher education itself were redefined. According to Katz and Kahn, "Before 1970 colleges and universities in the United States were mainly concerned with the production and opportunity functions."¹¹⁰ In the 1970's, however, higher education was also becoming a "consumption good" that emphasized the self-actualizing functions of higher education. As statewide planners attempted to identify the important variables of a state system, the definition of the end product itself changed.

As planning moved in a more professional direction, academic values of change, growth and new knowledge conflicted with the state system's administrative status quo. The primary goals of the colleges and universities became growth and institutional survival.¹¹¹ These goals superceded the state

¹⁰⁸State Regents Planning Functions-1965, p. 52; -1968, p. 60; -1969, p. 65; -1970, pp. 69-71; -1973, p. 81; -1975, pp. 83-84; -1976, pp. 86-88; -1980, p. 103. National Policy Event-1966, p. 57. Federal Government Planning Functions-1978, pp. 98-99.

¹⁰⁹Scales and Goble, pp. 344-349.

¹¹⁰Daniel Katz and Robert L. Kahn, The Social Psychology of Organizations 2 ed. (New York: John Wiley & Sons, 1978), p. 162.

¹¹¹State Regents Planning Functions-1965, pp. 50-51; -1966, p. 55; -1969, p. 67; -1970, p. 71; -1971, p. 75; -1972, p. 77; -1973, pp. 79-80; -1974, p. 82; -1975, p. 84; -1976, p. 88; -1977, p. 92; -1978, p. 97; -1979, p. 99.

plan's original ambition of Goal 9 that, "Higher Education in Oklahoma should constantly strive to achieve the highest possible levels of excellence."¹¹²

In a similar fashion, the long-range planners were concerned with the normative goals for a state system. By contrast, the state regents were concerned with legislative support every year. Consensus building has its price in conflict. Points of consensus within the planning process were then tempered with "what would pass." Like other organizational functions, there was little reward for being wrong. Statewide planning had to take responsibility for changes that might not be workable. Professionals who planned ceased to search for the "Master Plan." Planning became a dynamic process of problem identification.

Policy Innovation

Patricia Albjerg Graham, former Director of the National Institute of Education, has indicated, "Policy making is principally concerned with two questions: What is right? and What will work?"¹¹³ During the first two planning cycles for the Oklahoma State System of Higher Education, these simple questions had brought about complex and changing answers. The third planning cycle, which began in 1977, was tempered with both organizational realities and planning experience.

Policy innovation in state government, according to Dye, is reflected in new programs and policies adopted by state agencies. Urbanization and economic resources are also positively linked to policy innovation. A rural society is less adaptive to change and less amenable to innovation. An educated

¹¹²Dan S. Hobbs, "A State Plan for the 1970's", p. 48.

¹¹³Patricia Albjerg Graham, "Historians as Policy Makers," Educational Researcher 9 (December 1980), p. 21.

population is also more receptive to new ideas. Therefore, policy innovation for higher education may be more a product of education, urbanization, and wealth in the socioeconomic environment.¹¹⁴

The most significant source of policy innovation for the Oklahoma State System of Higher Education during the years 1961 to 1980 came from the development of the long range planning process itself. Planning, based on research, served to counterbalance political causes advocated for higher education in the state legislature.¹¹⁵ In addition, adaptation to federal policies during the twenty-year period required the Oklahoma state system to re-evaluate its planning goals in terms of federal guidelines and Oklahoma resources.

During Cycle I, the state system produced a series of self-study documents as part of the long-range planning process that identified, for the first time, the parameters of higher education in Oklahoma. As a result new educational programs and facilities could be identified on the basis of future need and not political advocacy. These long range planning goals were not always realized as demonstrated, however, by the decision network. These goals remained, however, a constant with which to measure organizational progress.

Policy innovations, during Cycles II and III, were increasingly based on professional standards and reference points external to the Oklahoma State System of Higher Education. For example, decisions about the junior college

¹¹⁴Dye, pp. 41-43.

¹¹⁵State Government Planning Functions-1961, p. 38-39; -1963, pp. 45-46; -1965, p. 53; -1967, pp. 59-60; -1968, p. 64; -1969, pp. 68-69; -1970, pp. 72-73; -1971, pp. 75-76; -1972, pp. 77-78; -1975, pp. 85-86; -1976, p. 90; -1977, p. 94; -1978, pp. 98-99; -1979, p. 101-102.

movement during Cycle II were based more on professional planning than local political activity. This is in contrast to the vocational-technical proliferation in the state.

The demand for higher education in every corner of the state, as the result of planning, could be assessed in relationship to the availability to existing programs and facilities. This type of professional evaluation resulted in the establishment of the higher education centers, not new institutions, and was facilitated by the planning guidelines.¹¹⁶

Policy innovations for a state system of higher education are seldom heroic in proportion and the Oklahoma decision network for higher education illustrates this point. In Oklahoma, as in many other states, higher education has not been accorded a high priority in the state's value system. Under these circumstances, policy innovations such as the Scholar-Leadership Enrichment Program, which involves many state institutions in an educational enterprise at the system level, have been rarely attempted. Policy innovation, as the ultimate rationale for long-range planning is, therefore, delimited by the political forces of a decision network represented by institutional and civic interests as well as state and federal government politics.

Interview Data

Most policy makers concurred that long-range planning was used as the vehicle to bring about a statewide system of higher education. In addition, it was suggested that statewide planning helped to make the Oklahoma State Regents for Higher Education a functioning coordinating board. One policy maker was not even aware of the existence of a state board for higher

¹¹⁶State Regents Planning Functions-1978, p. 97-98.

education prior to 1961. Planning changed the intent of the coordinating board but it did not change the political style of obtaining resources. The institutions presented their case to the state board of regents but lobbying for the institutional causes still took place in the legislature. Capital appropriations were a powerful lever for organizational change during Cycle I for the state regents. Even during Cycle III, programs were located at certain institutions partially on the basis of powerful representation in the legislature of that particular institution, and its district.

The interviews also revealed that gradually during the 1961-1980 period, statewide planning gained more acceptance by the state system. Accountability became more of an issue with regard to all Oklahoma tax dollars. Higher education had to demonstrate that state expenditures for the state system were being spent as wisely as the funds for highways and welfare. The increased use of data bases encouraged more honesty in the budget-building process. Changes in administration at the institutional level over that period of time enabled the state regents to socialize new presidents into the state system role. Sources of support of the long-range plans then developed at the institutional level. The research universities were not as committed to the state system planning process because it was felt that it "leveled out the system." Some policy makers felt that the state system idea prevented the University of Oklahoma and Oklahoma State University from obtaining adequate research funds and faculty salaries. Issues of this sort stymied the planning process on many occasions.

Regional comparisons of other state systems were used as a political reference point for state funding purposes. But the legislature soon recognized that the shifts from the "Big Eight" to the ten-state region were made to make

the system look better or worse depending on the cause that was being pled. During the early 1960's, Oklahomans, and their legislators, were very provincial people on issues related to higher education. At that time nationally, communications on what other states were doing about coordination and planning were just being developed.

Almost all the policy makers felt that new styles of learning and academic innovations had to be developed at the campus level. Policy innovations on course content needed to "filter up" to the state system from the campuses. New faculty and faculty development were the critical sources of academic change that were cited most.

Some policy makers considered the development of the higher education centers as an administrative innovation for the state system. However, one individual felt that the centers were the result of the Oklahoma "half-a-loaf theory of politics." According to this theory new institutions could not be constructed but demands for higher education could be temporarily satisfied by the higher education centers.

When asked about policy innovations for the state system during the three planning cycles, the policy makers recalled: changes in curriculum and articulation; state meetings for institutional board development; policy changes related to institutional missions and functions, and program budgeting.

When asked to assess measures of reformism during the long-range planning process, several policy makers felt that there had not been much change from the old style of politicking. The focus had just changed. However, it was recognized by some that the fairness and competence of the state regents' planning staff signaled a move toward a more professional approach to state system management. Planning helped to take the "personalities" out of

the system management.

Faith in the professional approach to planning grew over the twenty year period. The rise of a more professional legislature contributed some to this acceptance. National conferences such as the ones sponsored by the Education Commission of the States and the National Governor's Conference, and attended by the Oklahoma legislators, facilitated a better understanding of the statewide planning efforts. Federal guidelines were another source of professional demands. Projected state expenditures had to be stated in planning terms in order to meet federal standards.

During the first planning cycle, policy innovations for the state system of higher education were often met with suspicion by the institutions and the legislature. By the third planning cycle both the institutions and the legislature were more receptive to policy innovations for the entire system. The mechanisms of program review and legislative oversight provided something of an administrative balance for the state system of higher education.

This study appears to indicate that out of complex decision networks, the process of developing long-range plans brings into focus the educational and political values of a state system of higher education. Chronological mapping of decision networks for long-range planning for this particular state system of higher education indicates that: (1) policy initiatives for long-range planning originated with the Oklahoma State Regents for Higher Education during the first planning cycle which began in 1961 but, the regents organization had become part of a policy responding network by the third planning cycle that was concerned with plans for the 1980's; (2) during the three planning cycles support for the long-term outcomes came from decision networks formulated by bargaining and coalitions in the political milieu; (3) as the technology base for

the regents decision network increased the organizational time horizon for long-range planning decreased; (4) incrementalism rather than policy innovation became a factor as richer knowledge of the state system became available; (5) organization of the planning cycles moved through a centralization stage which stressed institutional viability and (6) aspects of reformism, professionalism and, to a limited extent, policy innovation influenced the rationale for state system planing.

CHAPTER V

SUMMARY AND CONCLUSIONS

Out of complex decision networks, the process of long-range planning brings into focus the educational and political values of a state system of higher education. This research has examined the long-range planning efforts, at the organizational level, of the Oklahoma State System of Higher Education during almost a twenty year period from 1961 to 1980. Chronological mapping of that time period in the form of organizational decision networks provides the baseline data. Policy analysis of the data served as a counterpoint to personal interviews with individuals who were involved in policy making for some segment of a decision network during this particular era.

Conclusions reached in this chapter are based on an integrative interpretation of all data sources as measured against the conceptual frame of reference. Limitations on these findings are also bound to the amount of available data and the specific research questions.

Summary

A constitutional amendment passed on March 11, 1941, established statewide coordination for the Oklahoma State System of Higher Education. For the next twenty years the state system of higher education was more a concept than a reality. However, in 1961 the second chancellor for the state system was appointed and the Oklahoma legislature authorized \$150,000 for a two year self-study of the state's resources for higher education. This first self-study, as an exercise in long-range planning, was completed in 1968. Rapid

changes in the state and in higher education triggered the second planning cycle in 1969. The product of the second planning cycle, the "Plan for the 70's" was approved by the state regents in 1971. A shift in federal funding and increased state resources forced an update of the second planning cycle by 1974. This revision was published in 1976. Research for the third planning cycle started in 1978 and was approved by the state board of regents in 1980. During the years when the statewide planning concepts were being developed, the state lost much of its rural flavor. There remained, however, a pioneer distrust of state government and its use of tax dollars. Consistent with Brubacher's observation, many Oklahomans tended to believe that higher education was more of a state expense than an investment for the future.¹

Conclusions

With reference to the power to plan (Research Question 1), long-range planning for the Oklahoma State System of Higher Education evolved from a policy initiating network for the state regents in 1961 to chiefly a policy responding network in 1980. Based on a decision process model of organizational choice, the situation determines which choice is made and, further, the preceding interorganizational processes determine the opportunity for choice. Consistent with the garbage can model of organizational choice, long-range planning for the state system of higher education is more a process than a product of the educational and political decision networks.²

For policy initiators, Mitchell suggests that the important policy variables for policy development are coalition building, politicking and

¹John S. Brubacher, On The Philosophy of Higher Education (San Francisco: Jossey-Bass, 1977), p. 30.

²Pfeffer, p. 25-27.

searching for sources of influence. The process of influence is stressed in policy formulation.³ During the first Oklahoma planning cycle support for the concept of a state system of higher education was forged with the colleges and universities in one part of the network and with the state and federal government in another part of the decision network.

Increased acceptance of planning goals for the over-all state system and a growing professional reference group began to develop during the second planning cycle which focused on the issues of the 1970's. By the third planning cycle, the long-range planners tended to respond more to organizational pressures to analyze and solve problems associated with existing programs or to focus more on the content of planning issues. They functioned to policy responders. This tends to agree with Mitchell's findings.⁴

Interview data on the "power to plan" indicates that earning the right to plan for the state system of higher education combined political and professional maneuvering. Originally most of the initiatives came from the Office of the Oklahoma State Regents for Higher Education. With planning cycle three and the 1980's, the issues faced by the system were overtly contingent on the decision processes of several networks.

Convergence of all data sources suggest that for a state system of higher education with no experience in long-range planning, policy initiatives were most important during the first planning cycle. Until an organization sets precedence for policy decisions, initiatives on every front of a decision network are required. As the data base for the state system was developed and

³Mitchell, p. 141.

⁴Ibid.

the process issues were resolved, policy responses to content matters were facilitated by the third planning cycle.

Power to make long-range plans for the state system was not an privilege of the Oklahoma State Regents for Higher Education in 1961. The data reveal many indications that change in the policy formulation process did not come easily. Conflict over interests and goals is a normal part of the decision process model and of the political process. Organizational preferences are the grist for debate in the long-range planning efforts. The policy initiatives during the first two planning cycles offered several attractive opportunities for the decision network. The forecast decline of the 1980's presented less attractive decision opportunities to the coalitions of support for higher education experienced during the third planning cycle.

Like the power to plan, the regents' decision networks for long-range planning (Research Question 2) developed as the influence of the state system from the political and educational segments of the decision network made viable the planning process. As Bacharach and Lawler indicate in the political model the influence network of organizational support is built on interest groups and coalitions. Support for organizational goals must be coordinated within the decision networks. Goals consensus increases when the influence network and organizational authority coincide.⁵

Support for long-range planning for the state system of higher education was minimal in 1961. Professional reference points external to Oklahoma, such as the Education Commission of the States, developed during the first and second planning cycles. The influence of federal guidelines on the

⁵Bacharach and Lawler, pp. 203-209.

Oklahoma system was also an impetus for change. Planning served as the symbolic right to make decisions for the state system closer to the office of the Oklahoma State Regents for Higher Education. The constitutional authority for the state system moved closer to the power of the decision networks.

When interviewed, the policy makers suggested that inertia and the low priority of planning were significant problems in developing support in the decision networks. Configuration of the decision networks then produced a dilemma. Demands for higher education came from civic groups and legislators representing every corner of the state but the professional planners identified with specific institutional strengths and weaknesses and with limited state resources for higher education. Political support for the state system was based on voter support and the general public had little interest or knowledge of the goals of the state system.

The data indicates that the value of long-range planning for an entire state system of higher education was not well understood within the decision networks. When state government economic resources increased in Oklahoma, the future of the state system was bright. Planning was a "nice" idea. The professional approach to knowledge generation about the system was accepted more as an ideal than a realistic approach to policy development. Planning, as a process of developing knowledge for the state system, was also "political" in nature. Efforts to develop professional approaches to planning for the state system of higher education were a continuing challenge for the research staff of the Oklahoma State Regents for Higher Education during the twenty year period. Counter to this approach, the political approach made and realized many demands on the state system.

As the technology of planning for the state system of higher education

increased (Research Question 3), the organizational time horizon decreased. Richer knowledge about the state system and computerized data management focused leadership by the state regents on more immediate targets of success.

According to Weick a shorter time horizon is adopted by the organization because of the tendency to concentrate on issues where effects of actions can be more easily ascertained. Immediate targets of opportunity are based on more complete knowledge of the environment. The organizational time horizon grows longer as the amount of knowledge about the system decreases.⁶

How long is long-range planning? The unsophisticated approach to state system planning of the 1960's suggested that organizational guidelines could be formulated for as long as ten years in advance. Each of the two following planning cycles were better informed by a complex, systematized data base and as a result, the organizational time horizon for the planning efforts grew shorter.

Policy makers when questioned about the organizational time horizon were not sure about the meaning of continuous planning and its relationship to long-range goals. They recognized that short-term goals were easier to forecast.

Convergence of the data sources tends to support Weick's contention that as the knowledge base of an organization is increased, the time horizon for planning is shortened. Long-range planning was perceived by some policy makers as an idealistic exercise for the state regents' staff. By the third planning cycle, the state system data was so complex that it was primarily

⁶Weick, "The Spines of Leaders," p. 51.

understood only by the professional staff. Several policy makers expressed concern about getting so bogged down in the present problems that there was little energy or time left for concerns about the future.

The data further suggest that as the organizational time horizon decreases, the risk capital for state system policy innovation is also reduced. Computerized data bases and formula budgets involve the organization in near-term management problems. The future can wait.

As richer knowledge of the state system became a part of the decision networks the scope of planning alternatives (Research Question 4) was altered. The incremental approach to policy formulation centered on the technological approach to systematic problems. Weick indicates that if time is perceived to pass too quickly for an organization the range of planning alternatives will be much shallower and less probable choices will be made from this reduced set of alternatives.⁷

The full range of implications for statewide coordination of higher education were more fully realized by the Oklahoma State Regents for Higher Education with the beginning of the self-study of the state system in 1961. Development of system goals rather than institutional goals laid the groundwork for bargaining and coalition formation of the decision networks in support of planning objectives. Economic and demographic variables had a profound influence on the scope of planning activities in the second and third planning cycles. Changes in federal aid to higher education engendered different sets of planning alternatives and strengthened private higher education in the state. Vocational-technical education and civil rights planning were issues that

⁷Weick, "The Spines of Leaders," pp. 51-52.

persisted in the decision network for many years. Planning alternatives on these issues apparently generated other sources of conflict in the state system.

The majority of Oklahoma policy makers interviewed indicated that long-range planning for the system of higher education seemed to be committed to policy innovation. Some individuals expressed concern about the fads of higher education, such as high technology, and about the amount of state resources committed to these areas. Incrementalism by contrast was a real threat to the vitality of the system. The need for policy innovation was recognized as a realistic necessity of the state system.

Data sources indicate that Oklahoma policy makers during the twenty year period were confronted with ill defined, ambiguous and opaque planning problems. According to Scott and Shore these same problems are found in many other areas of public policy.⁸ Some of the Oklahoma policy makers were of the opinion that long-term issues were not being adequately addressed by planning for higher education.

The scope of planning alternatives addressed by the decision networks for the state system of higher education was limited by political factors as well as economic issues. These findings are consistent with Millett's inference that educational issues cannot be separated from the state's political process.⁹

In the face of political adversity and changing organizational demands, the planning style (Research Question 5) for the Oklahoma State System of Higher Education changed in orientation. Planning, as an organizational

⁸Robert A. Scott and Arnold R. Shore, Why Sociology Does Not Apply: A Study of the Use of Sociology in Public Policy (New York: Elsevier 1979), p. 136.

⁹John D. Millett, "The States and Governance in Higher Education," in Changing Patterns of Governance in Higher Education, by John J. Corson et al. (Tucson, AZ: Higher Education Program, University of Arizona, 1976), p. 12.

exercise, is concerned with activities and decisions which are intended to produce innovation. As a new form of organizational activity, the early planning phase for the state system was a network building strategy that facilitated the diffusion and implementation of new ideas throughout the state system of higher education.¹⁰

Master planning for the Oklahoma State System of Higher Education, as exemplified by the self-study initiated in 1961, took nearly seven years to complete. Organizational stress was a significant factor in the amount of time spent on the planning project. In the research literature it is reported that most unsuccessful organizational innovations are attempted on a global basis rather than on smaller, trial initiatives.¹¹ As the state system developed policy guidelines, the implementation phase required that the institutions on the one hand and the politicians on the other be co-opted into the decision network in favor of the long-range planning objectives.¹²

The experience of planning for the Oklahoma system during the first planning cycle was altered to include other sources of organizational support in each of the two following planning cycles. After developing a centralized concept of a functioning state system of higher education, the planning rationale moved out through the other segments of the higher education network. In each cycle the problem of socialization of new personnel and institutions into the system presented significant obstacles to planning for the entire system. The decentralized, loosely-coupled units of the decision networks favored localized adaptation and limited perspectives.

¹⁰Van de Ven, pp. 88 and 131.

¹¹Ibid., p. 121.

¹²Ibid., p. 111.

All of the Oklahoma policy makers were of the opinion that long-range planning had moved through an organizational cycle of centralization of policy at the state level in the 1960's and back toward decentralization in the 1970's. Information about the system and improved budgeting procedures tended to promote support for the state system as well as for the concepts of long-range planning.

In Corson's view master planning was a part of the centralized governance that denied colleges and universities their investments in institutional character and uniqueness. Higher education has become a public utility which, like other utilities, is subject to heavy handed regulation. Corson further suggests, "That heavy hand may be simply persisting demands for detailed information which gradually draws the regulatory agency into internal decision making."¹³ In a similar vein in relation to the Oklahoma experience, Hobbs refers to the problem as the difference between thinking about higher education as a state system and as a cottage industry. Centralization of power in the state system and at the federal level in the Department of Education is in contrast to the need for campus based innovations.¹⁴

During the twenty year period covered by this research noticeable shifts in planning style for the state system took place. As the concept of statewide coordination developed, the style of planning moved from the system level and toward increasing institutional vitality. Attempts to ease tension in the decision networks followed the coalition-bargaining model described as a method of choice for an organized anarchy. Choice is then predicated on

¹³John J. Corson, The Governance of Colleges and Universities (New York: McGraw-Hill, 1975), p. 59-61.

¹⁴Dan S. Hobbs, "Declining Enrollments," address delivered at the Governor's Statewide Conference on Education, Oklahoma City, 14 September 1979.

coalition formation and the division of resources. Change in the long-range planning style by the state regents results in the matrix described in Table 2.

TABLE 2

Long Range Planning

Planning Style	Level of Conflict	Support
Planning for (centralized)	High Conflict	Weak Coalitions
Planning with (Decentralized)	Lower Conflict	Stronger Coalitions

Why plan for a state system of higher education? The rationale for long-range planning (Research Question 6) for a public organization, according to Dye is driven by different aspects of reformism, professionalism and policy innovation.¹⁵

Foreshadowing the first planning cycle was an era of impending growth in higher education enrollments in Oklahoma. Reform in the management of the state system was necessary to strengthen the process of statewide coordination which had been almost dormant for the previous twenty years. In 1961, based on the experience of the elementary and secondary schools, the apparent need for a different approach to statewide coordination of higher education suggested to educational and political leaders the need for some form of long-range planning for the Oklahoma system. Nationally, as other states experienced the growth era in higher education, a group of professionals involved in state coordination and planning began to write about their experiences and to exchange ideas at professional meetings. Long-range planning, as basic policy innovation, fostered the development of accountability

¹⁵Dye, pp. 33-43

measures to cope with a forecast era of decline in resources for the state and for higher education in the 1980's.

When interviewed about the aspects of reformism, professionalism and policy innovation that they had experienced in relationship to the state system of higher education, most Oklahoma policy makers indicated that long-range planning helped to make the Oklahoma State Regents for Higher Education a functioning coordination body. In turn, coordination vitalized the concept of a state system of higher education that was planned. Although professional approaches to planning were recognized, they were often countered by political forces which were in conflict with system goals.

Drawing on all data sources it would seem that reformism for the Oklahoma State System of Higher Education was driven by the long-range planning process. The interview data illustrates the policy maker's skepticism of the reform measures. Guba and Lincoln suggest that "virtually all decisions made in public policy arenas result from the interplay of both facts and values."¹⁶ Reform decisions were ultimately based on the facts generated by the planning process and the value commitments expressed through organizations in the various decision networks.

Acceptance of the professional role in long-range planning developed slowly over the twenty-year period. Staff roles were particularly important. The research of Glenny and others indicate "that in most states, state agency staffs involved with higher education have far more direct influence on policy and specific courses of action than do governors and legislators."¹⁷ Economies

¹⁶Egon G. Guba and Yvonna S. Lincoln, "The Place of Values in Needs Assessment," Educational Evaluation and Policy Analysis 4 (Fall 1982), pp. 318-319.

¹⁷Glenny and Schmidtlein, p. 134.

identified by professional planning in Oklahoma were difficult to realize because accountability for the state system conflicted with political forces involved. Several Oklahoma illustrations from the decision networks suggest that state legislators were responsible for many inefficient practices in the state system due to their own political self-interest.

Policy innovation is the result of organizational adjustments over time. Over nearly twenty years, 1961 to 1980, the organization of long-range planning for Oklahoma higher education experienced many shifts in direction. Network data and the interview data suggests that the concept of long-range planning for the state system of higher education gradually evolved to meet the crises times of the first and second planning cycles. Institutionalization of long range planning for the state system during the third cycle suggests that the technical expertise consisting of computerized data systems must now be meshed with quality issues developed out of the political and cultural milieu of the Oklahoma decision networks.

As basic policy innovation, long-range planning moved coordination of the state system of higher education away from primarily a political activity toward a more professional approach to system development.

This research suggests that long-range planning for the Oklahoma state system of higher education acted as a synthesis process of obtaining useful knowledge for shaping the organizational design. Planning is an iterative process of searching for ameliorative solutions. As Waller indicates, "Most significant organizational problems do not really get solved with any sense of finality: they just get ameliorated."¹⁸ Statewide planning helped the system

¹⁸Robert J. Waller, "Knowledge for Producing Useful Knowledge and the Importance of Synthesis," in Producing Useful Knowledge for Organizations, pp. 281-311.

deal with ambiguities and provided a portrait of the organizational complexity. Solutions and problems are linked together by a decision network representing many organizations. Long-range planning for a complex state system of higher education in the future should be directed more toward problem identifying than solution finding. Qualitative objectives then will become imperative for the state system as long-range planning objectives.

Berdahl and Glenny suggest that in the future statewide boards give optimum priority to long-range planning and program review rather than budgetary controls. These distinguished researchers in the field of higher education believe that growth in state government budget abilities, through computers and data systems, will force state coordinating boards to deemphasize budgetary control of the academic institutions. From a professional vantage point, the focus on qualitative outcomes will require new levels of cooperation and understanding by the colleges and universities.¹⁹ These qualitative issues will force a reconsideration of the value of a state system of higher education.

How does a state system of higher education, within the organizational framework of state and federal government, formulate long-range policies? Specifically, how did the Oklahoma State Regents for Higher Education develop long-range plans during the years 1961 to 1980? This research tends to indicate that long-range planning is the result of complex interorganizational decision networks. Further research is suggested to address other organizational

¹⁹Robert O. Berdahl, "Secondary and Postsecondary Education: The Politics of Accommodation," in The Changing Politics of Education: Prospects for the 1980's eds. Edith K. Mosher and Jennings L. Wagoner, Jr. (Berkeley, CA: McCutchan, 1978), pp. 237-252.

variables which were not a part of this particular study that may have influenced the planning process. Long-range planning implies a special obligation to the future. The experience of the Oklahoma State Regents for Higher Education suggests that long-range planning for a state system of higher education is significantly shaped by political forces of interreacting decision networks.

SOURCES CONSULTED

Books

- Allison, Graham T. Essence of Decision: Explaining the Cuban Missile Crisis. Boston: Little, Brown and Company, 1971.
- Bacharach, Samuel B., ed. Research in The Sociology of Organizations. Greenwich, CT: Jai Press, 1982.
- Bacharach, Samuel B., and Lawler, Edward J. Power and Politics in Organizations. San Francisco: Jossey-Bass, 1980.
- Baldrige, J. Victor, ed. Academic Governance. Berkeley, CA: McCutchan Publishing Corporation, 1971.
- Baldrige, J. Victor; Curtis, David V.; Ecker, George; and Riley, Gary L. Policy Making and Effective Leadership. San Francisco: Jossey-Bass, 1978.
- Bender, Louis W. Federal Regulation and Higher Education. ERIC/Higher Education Research Report No. 1. Washington, D.C.: The American Association of Higher Education, 1977.
- Berdahl, Robert O. Evaluating Statewide Boards. San Francisco: Jossey-Bass, 1975.
- Bowen, Howard R. The State of The Nation and The Agenda for Higher Education. San Francisco: Jossey-Bass, 1982.
- Brubacher, John S. On The Philosophy of Higher Education. San Francisco: Jossey-Bass, 1977.
- The Carnegie Commission on Higher Education. The Capital and The Campus. New York: McGraw-Hill, 1971.
- The Carnegie Commission on Higher Education. Governance of Higher Education. New York: McGraw-Hill, 1973.
- The Carnegie Council on Policy Studies in Higher Education. Three Thousand Futures. San Francisco: Jossey-Bass, 1981.
- The Carnegie Foundation for the Advancement of Teaching. The States and Higher Education. San Francisco: Jossey-Bass, 1976.

- Cohen, Michael D., and March, James G. Leadership and Ambiguity. New York: McGraw-Hill, 1974.
- Conant, James Bryant. Shaping Educational Policy. New York: McGraw-Hill, 1964.
- Congressional Budget Office. Federal Assistance for Postsecondary Education: Options for Fiscal Year 1979.
- Conrad, Clifton, and Cosand, Joseph. The Implications of Federal Education Policy. ERIC/Higher Education Research Report No. 1. Washington, DC: The American Association for Higher Education, 1976.
- Corson, John J. The Governance of Colleges and Universities. New York: McGraw-Hill, 1975.
- Corson, John J.; Johnson, Marvin D.; McKinney, T. Harry; Millett, John D.; and Ostar, Allan W. Changing Patterns of Governance in Higher Education. Tucson, AZ: Higher Education Program, College of Education, University of Arizona, July 1976.
- Dye, Thomas R. Policy Analysis: What Governments Do, Why They Do It, and What Difference It Makes. University, AL: The University of Alabama Press, 1976.
- Etzioni, Amitai. Modern Organizations. Englewood Cliffs, NJ: Prentice-Hall, 1964.
- Fenske, Robert H., ed. Using Goals in Research and Planning. San Francisco: Jossey-Bass, 1978.
- Froland, Charles; Pancoast, Diane L.; Chapman, Nancy J.; and Kimboko, Priscilla J. Helping Networks and Human Services. Beverly Hills, CA: Sage Publications 1981.
- Glenny, Lyman A., and Westersby, George B., eds. Statewide Planning for Postsecondary Education: Issues and Design. Boulder, CO: National Center for Higher Education Management Systems, 1971.
- Glenny, Lyman A.; Berdahl, Robert O.; Palola, Ernest G.; and Paltridge, James G. Coordinating Higher Education: Guidelines for Statewide Systems. Berkeley: The Center for Research and Development in Higher Education, University of California, 1971. (draft edition)
- Halstead, D. Kent. Statewide Planning in Higher Education. Washington, DC: U.S. Government Printing Office, 1974.

Higher Education Facilities Act of 1963, P.L. 88-204.

Hobbs, Walter C. Government Regulation of Higher Education. Cambridge, MA: Ballinger Publishing Co., 1978.

Hodgkinson, Harold L. Institutions in Transition. New York: McGraw-Hill, 1971.

Hughes, John F., and Mill, Olive. Formulating Policy in Post Secondary Education. Washington, DC: American Council on Education, 1975.

Iannaccone, Laurence. Politics in Education. New York: The Center for Applied Research in Education, Inc., 1967.

The International Encyclopedia of Higher Education. S. v. "State Planning in United States Higher Education," by Robert O. Bendahl and Ami Zusman.

Jacob, Herbert, and Vines, Kenneth N., eds. Politics in the American States. Boston: Little, Brown and Co., 1976.

Jenkins, W. I. Policy Analysis: A Political and Organizational Perspective. New York: St. Martin's Press, 1978.

Katz, Daniel, and Kahn, Robert L. The Social Psychology of Organizations 2nd ed. New York: John Wiley & Sons, 1978.

Kilmann, Ralph H.; Thomas, Kenneth W.; Slevin, Dennis P.; Nath, Raghu; and Jerrell, S. Lee. Producing Useful Knowledge for Organizations. New York: Praeger, 1983.

Kimberly, John R; Miles, Robert H.; and Associates. The Organizational Life Cycle. San Francisco: Jossey-Bass, 1981.

McCall, Morgan W., Jr., and Lombardo, Michael M. Leadership: Where Else Can We Go? Durham, NC: Duke University Press, 1978.

March, James G. and Olsen, Johan P. Ambiguity and Choice in Organizations. Bergen, Norway: Universitetsforlaget, 1979.

Marsden, Peter V. and Lin, Nan., eds. Social Structure and Network Analysis. Beverly Hills, CA: Sage Publications, 1982.

Michael, Donald N. On Learning to Plan and Planning to Learn. San Francisco: Jossey-Bass, 1973.

Millard, Richard M. State Boards of Higher Education. Washington, D.C.: The American Association of Higher Education, 1976.

Millett, John D. Politics and Higher Education. University, AL: The University of Alabama Press, 1974.

- Millett, John D. "The States and Governance in Higher Education." In Changing Patterns of Governance in Higher Education, By John J. Corson et al. Tucson, AZ: Higher Education Program, 1976.
- Mitchell, Douglas E. Shaping Legislative Decisions: Education Policy and the Social Sciences. Lexington, MA: Lexington Books, 1981.
- Moon, Rexford G., Jr. National Planning for Education. New York: Academy for Educational Development, 1970.
- Moos, Malcolm, and Rourke, Francis E. The Campus and the State. Baltimore: The Johns Hopkins Press, 1959.
- Mosher, Edith K. and Wagoner, Jennings L., Jr., eds. The Changing Politics of Education: Prospects for the 1980's. Berkeley, CA: McCutchan, 1978.
- Organization for Economic Co-operation and Development, Policies for Innovation in the Service Sector. Paris, 1977.
- Palola, Ernest G.; Lehmann, Timothy; and Blischke, William R. Higher Education by Design: The Sociology of Planning. Berkeley: Center for Research and Development in Higher Education, University of California, 1970.
- Perrow, Charles. Organizational Analysis: A Sociological View. Belmont, CA: Brooks/Cole, 1970.
- Pfeffer, Jeffrey. Power in Organizations. Marshfield, MA: Pitman Publishing 1981.
- Richman, Barry M., and Farmer, Richard N. Leadership, Goals, and Power in Higher Education. San Francisco: Jossey-Bass, 1974.
- Rosenblum, Sheila, and Seashore, Karen. Stability and Change: Innovation in an Educational Context. New York: Plenum Press, 1981.
- Scott, Robert A., and Shore, Arnold R. Why Sociology Does Not Apply: A Study of the Use of Sociology in Public Policy. New York: Elsevier, 1979.
- Spardaro, Robert N.; Dye, Thomas R.; Golembiewski, Robert T.; Stedman, Murray S.; and Zeigler, L. Harmon. The Policy Vacuum. Lexington, MA: Lexington Books, 1975.
- Sproull, Lee; Weiner, Stephen; and Wolf, David. Organizing an Anarchy: Belief, Bureaucracy, and Politics in the National Institute of Education. Chicago: University of Chicago Press, 1978.
- Tanner, C. Kenneth, and Williams, Earl J. Educational Planning and Decision Making. Lexington, MA: Lexington Books, 1981.

- Tuchman, Barbara W. Practicing History. New York: Alfred A. Knopf, 1981.
- Usdan, Michael D. The Political Power of Education in New York. New York: The Institute for Administrative Research, Teachers College, Columbia University, 1963.
- Van de Ven, Andrew H. "Early Planning, Implementation, and Performance of New Organizations." In The Organizational Life Cycle, pp. 83-134. By John R. Kimberly et al. San Francisco: Jossey-Bass, 1981.
- Wattenbarger, James L., and Bender, Louis W., eds. Improving Statewide Planning. San Francisco: Jossey-Bass, 1974.

Journal Articles

- Baldrige, J. Victor. "Shared Governance: A Fable About the Lost Magic Kingdom." Academe (January-February 1982): pp 12-15.
- Baldrige, J. Victor, and Burnham, Robert A. "Organizational Innovation: Individual, Organizational, and Environmental Impacts." Administrative Science Quarterly 20 (June 1975): 165-176.
- Glenny, Lyman A., and Schmidtlein, Frank A. "The Role of the State in the Governance of Higher Education." Education Evaluation and Policy Analysis 5 (Summer 1983): 133-152.
- Graham, Patricia Albjerg. "Historians as Policy Makers" Educational Researcher 9 (December 1980): 21-24.
- Guba, Egon G., and Lincoln, Yvonna S. "The Place of Values in Needs Assessment." Educational Evaluation and Policy Analysis 4 (Fall 1982): 311-320.
- Lawrence, Paul R., and Lorsch, Jay W. "Differentiation and Intergration in Complex Organizations." Administrative Science Quarterly 12 (June 1967): 1-47.
- Lutz, Frank W., "Tightening Up Loose Coupling in Organizations of Higher Education." Administrative Science Quarterly 27 (December 1982): 653-669.
- March, James G. "Emerging Developments in the Study of Organizations," The Review of Higher Education 6 (Fall 1982): 1-17.

Murphy, Joseph, Hallinger, Philip and Mitman, Alexis. "Problems with Research on Educational Leadership: Issues To Be Addressed" Educational Evaluation and Policy Analysis 5 (Fall 1983): 297-305.

Weathersby, George B. "New Initiatives of State Policy in Higher Education." Forum address to The Association for Institutional Research, In Forum Proceedings, (April 1983): 11-16.

Weick, Karl E. "Educational Organizations as Loosely Coupled Systems." Administrative Science Quarterly 21 (March 1976): 1-19.

Weick, Karl E. "Administering Education in Loosely Coupled Schools." Phi Delta Kappan 63 (June 1982): 673-676.

Weiss, Carol H. "Policy Research in The Context of Diffuse Decision Making." Policy Studies Review Annual (1982): 19-36.

Unpublished Materials

Bennett, H. G. "The Development of Higher Education in Oklahoma." M.A. thesis, The University of Oklahoma, 1924.

Bennett, H. G. The Coordination of The State Institutions For Higher Education In Oklahoma. Ph.D. dissertation, Columbia University, 1926.

Dunlap, E. T. "The History of Legal Controls of Public Higher Education In Oklahoma." Ph.D. dissertation, Oklahoma State University, 1956.

Henderson, John P. "Public Higher Education Policy-Making in State Government: A Case Study of the Ohio Plan," Ph.D. dissertation, The Ohio State University, 1972.

Young, Wayne Fisher. "Oklahoma Politics: With Special Reference To The Election of Oklahoma's First Republican Governor." Norman: Ph.D. dissertation, University of Oklahoma, 1964.

Microform Reproductions

Millard, Richard M. State Boards of Higher Education. Bethesda, MD: ERIC Document Reproduction Service, ED 129, 196, 1976.

Research Methodology

Cassel, Joan. A Fieldwork Manual for Studying Desegregated Schools. Washington, DC: National Institute of Education (September 1978).

Clark, Burton R. The Open Door College: A Case Study. New York: McGraw-Hill, 1960.

- Cohen, Michael D.; March, James G.; and Olsen, Johan P. "A Garbage Can Model of Organizational Choice." Administrative Science Quarterly 7 (March 1972): 1-25.
- Denzin, Norman K. Sociological Methods: A Source Book. Chicago: Aldine, 1970.
- Erickson, Fredrick. "Some Approaches to Inquiry in School-Community Ethnography." Anthropology & Education Quarterly 8 (May 1977): 58-69.
- Fiedler, Judith. Field Research: A Manual for Logistics and Management of Scientific Studies in Natural Settings. San Francisco: Jossey-Bass, 1978.
- Glaser, Barney G., and Strauss, Anselm L. The Discovery of Grounded Theory: Strategies for Qualitative Research. Chicago: Aldine, 1967.
- Goodman, Richard Alan. "Environmental Knowledge and Organizational Time Horizon: Some Functions and Dysfunctions." Human Relations 26 (February 1973): 215-226.
- Hastings, Anne H., comp. The Study of Politics and Education: A Bibliographic Guide To The Research Literature. ERIC Clearinghouse on Educational Management for The Politics of Education Association, April 1980.
- Jick, Todd D. "Mixing Qualitative and Quantitative Methods: Triangulation in Action." Administrative Science Quarterly 24 (December 1979): 602-611.
- Katz, Daniel; Kahn, Robert L.; and Adams, J. Stacy, eds., The Study of Organizations. San Francisco: Jossey-Bass, 1982.
- Knoke, David, and Kuklinski, James H. "Network Analysis," Sage University Series on Quantitative Applications in the Social Sciences, 07-028. Beverly Hills, CA: Sage, 1982.
- Louis, Meryl Reis. "Useful Knowledge and Knowledge Use: Toward Explicit Meanings." In Producing Useful Knowledge for Organizations, pp. 25-36. Edited by Ralph H. Kilmann et al. New York: Praeger, 1983.
- Louis, Karen Seashore. "Multisite/Multimethod Studies." American Behavioral Scientist 26 (September/October 1982): 6-22.
- Lutz, Frank W., and Iannaccone, Lawrence. Understanding Educational Organizations: A Field Study Approach. Columbus OH: Charles E. Merrill, 1969.

- Mintzberg, Henry; Raisinghani, Durn; and Theroet, Andre. "The Structure of 'Unstructured' Decision Processes." Administrative Science Quarterly 21 (June 1976): 246-275.
- Mintzberg, Henry. "An Emergining Strategy of 'Direct' Research." Administrative Science Quarterly 24 (December 1979): 582-589.
- Mishler, Elliot G. "Meaning in Context: Is There Any Other Kind?" Harvard Educational Review 49 (February 1979): 1-19.
- Mohrman, Susan Albers; Cummings, Thomas G; and Lawler, Edward E., III. "Creating Useful Research with Organizations: Relationships and Process Issues." In Producing Useful Knowledge for Organizations, pp. 613-624. Edited by Ralph H. Kilmann et al. New York: Praeger, 1983.
- "Qualitative Methodology" Administrative Science Quarterly 24 (December 1979): entire issue.
- Rist, Ray C. "Ethnographic Techniques and The Study of An Urban School." Urban Education 10 (April 1975): 86-106.
- Schatzman, Leonard, and Strauss, Anselm L. Field Research: Strategies for a Natural Sociology. Englewood Cliffs, NJ: Prentice-Hall, 1973.
- Schwartz, Howard, and Jacobs, Jerry. Qualitative Sociology: A Method to the Madness. New York: The Free Press, 1979.
- Selznick, Philip. TVA and The Grass Roots: A Study in the Sociology of Formal Organizations. Berkeley: University of California Press, 1949.
- Stake, Robert E. "The Case Study Method in Social Inquiry." Educational Researcher 7 (February 1978): 5-8.
- Scriven, Michael. "Self-referent Research." Educational Researcher 9 (June 1980): 11-18; 30.
- Waller, Robert J. "Knowledge For Producing Useful Knowledge and The Importance of Synthesis." In Producing Useful Knowledge for Organizations, pp. 281-311. Edited by Ralph H. Kilmann et al. New York: Praeger, 1983.
- Wax, Murray L. and Wax, Rosalie H. "Fieldwork and the Research Process." Anthropology and Education Quarterly 11 (Spring 1980): 29-37.
- Webb, Eugene; Campbell, Donald T.; Schwartz, Richard D.; and Sechrest, Lee. Unobtrusive Measures: Nonreactive Research in The Social Sciences. Chicago: Rand McNally, 1966.

Oklahoma Sources

Article XIII-A, Section 2, Constitution of Oklahoma.

Boren, David L. "Budget Message to 1977 Legislature" State Capitol, Cited in Oklahoma Legislative Reporter 4 January 1977.

Cannon, Joe. Judge of the District Court of Oklahoma County, No. CD-77-1119. December 17, 1976.

Coffelt, John J. Organization and Plan for the Self-Study of Higher Education in Oklahoma. Oklahoma City: Oklahoma State Regents for Higher Education, January 1962.

Coffelt, John J. The Status and Direction of Oklahoma Higher Education. Oklahoma City: Oklahoma State Regents for Higher Education, May 1968.

Coffelt, John J. and Hobbs, Dan S. In and Out of College: A Longitudinal Study of the 1962 Freshman Class in Oklahoma Colleges, Report 1: The First Year. Oklahoma City: Oklahoma State Regents for Higher Education, October 1964.

Coffelt, John J. Selecting, Retaining and Utilizing Higher Education Faculties in Oklahoma. Oklahoma City: Oklahoma State Regents for Higher Education, December 1962.

Coffelt, John J. Medical Education in Oklahoma: Self-Study of Higher Education in Oklahoma, Report 6. Oklahoma City: Oklahoma State Regents for Higher Education, June 1965.

Coffelt, John J. and Hobbs, Dan S. Goals for Oklahoma Higher Education. Oklahoma City: Oklahoma State Regents for Higher Education, September 1966.

Coyle, Edward J. "A Comparison of Student Costs in State-Supported Institutions of Higher Education in Ten Mid-Western States." Oklahoma City: Oklahoma State Regents for Higher Education, April 1966.

Cross, George L. Professors, Presidents, and Politicians. Norman: University of Oklahoma Press, 1981.

Dale, Edward Everett, and Wardell, Morris L. History of Oklahoma. New York: Prentice Hall, 1948.

Donica, Wayne J. "Oklahoma." In "State Administrative Developments." Edited by Bernard D. Kolasa, Midwest Review of Public Administration 11 (September 1977): 242-244.

- The Executive Planning Committee of the University of Oklahoma. The Future of the University. Edited by Gordon A. Christenson. Norman: University of Oklahoma Press, 1969.
- Gibson, Arrell Morgan. Oklahoma: A History of Five Centuries. 2nd ed. Norman: University of Oklahoma Press, 1981.
- Harrison, Ben F. "The Problem of State Administrative Reorganization in Oklahoma." Norman: Bureau of Government Research, University of Oklahoma, January 1, 1951. (Mimeographed).
- Hobbs, Dan S., and Coffelt, John J. Oklahoma Higher Education Enrollments and Projections. Oklahoma City: Oklahoma State Regents for Higher Education, February 1963.
- Hobbs, Dan S. and Todd, Melvin R. The Status of Medical Education In Oklahoma. Oklahoma City: Oklahoma State Regents for Higher Education, February 1980.
- Hobbs, Dan S. Higher Education Opportunities and Needs in Oklahoma, Report 7, Oklahoma City: Oklahoma State Regents for Higher Education, September 1965.
- Hobbs, Dan S., ed. The Tulsa Junior College. Oklahoma City: Oklahoma State Regents for Higher Education, January 1969.
- Hobbs, Dan S. The Role and Scope of Oklahoma Higher Education. Oklahoma City: Oklahoma State Regents for Higher Education, February 1970.
- Hobbs, Dan S. Oklahoma Higher Education: A State Plan for the 1970's. Oklahoma City: Oklahoma State Regents for Higher Education, July 1971.
- Hobbs, Dan S. Oklahoma Higher Education: A State Plan for the 1970's: Revision and Supplement. Oklahoma City: Oklahoma State Regents for Higher Education, April 1976.
- Hobbs, Dan S. Oklahoma Higher Education: Planning for the 1980's. Oklahoma City: Oklahoma State Regents for Higher Education, July 1980.
- Hobbs, Dan S. "Declining Enrollments," Address delivered at the Governor's Statewide Conference on Education, Oklahoma City, September 14, 1979.
- The Institute for Government Research of The Bookings Institution, Report on a Survey of Organization and Administration of Oklahoma. Oklahoma City: Harlow Publishing Corporation, 1935.
- Litton, Gaston. History of Oklahoma at the Golden Anniversary of Statehood vol. 2. New York: Lewis Historical Publishing Co., 1957.
- Oklahoma Alumni Council for Higher Education. "We Must Provide for Them." Preliminary Report. June 7, 1958.

The Oklahoma Education Council. "Goals of Public Education in Oklahoma," June 1978.

Oklahoma Employment Security Commission, Research and Planning Division. "Oklahoma Population Reports: Special Studies, April 1, 1930 - April 1, 1980 Census Enumerations." Oklahoma City, July 1981.

Oklahoma Legislative Council, Higher Education Committee. Minutes.

Oklahoma Legislative Council, 1977 Interim. Special Committee on Langston University. Final Report. December 5, 1977.

Oklahoma Legislative Council, Special Committee on Vocational-Technical Education. Minutes. Second Meeting. October 14, 1977.

Oklahoma Legislative Council, Minutes of Meetings, 1961-1980.

Oklahoma Legislative Council, Special Commission on Education, Minutes, November 9, 1964.

Oklahoma Legislative Index, Legislative Reference Library.

Oklahoma State Archives. 1961-1980.

Oklahoma State Educational Commission, Public Education in Oklahoma. Washington, D.C.: Department of the Interior, Bureau of Education, 1922.

Oklahoma State Regents for Higher Education. Biennial Reports, First through Twenty-First Report-Part I. Years 1942-1981.

Oklahoma State Regents for Higher Education. Minutes of meetings of the State Board of Regents, 1960-1980.

Oklahoma State Regents for Higher Education. "The Role and Scope of Higher Education in Oklahoma: A Plan for a State-Wide Study." Oklahoma City: Oklahoma State Regents for Higher Education, July 1961. (Typewritten)

Oklahoma State Regents for Higher Education, A System of Higher Education for Oklahoma. Oklahoma City: June 1, 1942.

Oklahoma State Regents for Higher Education, The Status of Medical Education in Oklahoma, February 1980.

Oklahoma State Regents for Higher Education, Eleventh Biennial Report, Oklahoma City, 1962.

Ruggles, Bob. "College Finances." The Daily Oklahoman 10, 14, and 16 August 1969.

Scales, James R., and Goble, Danney. Oklahoma Politics: A History. Norman: University of Oklahoma Press, 1982.

Scarbrough, Jerry. "OEA Wants All Education Put Under One Agency." The Saturday Oklahoman and Times. 19 June 1976.

Scroggs, Schiller and Bennett, Henry. "The Beginnings of Coordination of Oklahoma." Oklahoma City: Office of the State Coordinating Board for Higher Education, September 1, 1934.

Snider, Glenn. "Higher Education's Status Real Problem in State," The Sunday Oklahoman. 14 October 1973.

Walker, Charles R., and Coffelt, John J. Financing Current Operating Costs of Higher Education in Oklahoma. Oklahoma City: Oklahoma State Regents for Higher Education, March, 1963.

Walker, Charles R., and Coffelt, John J. Physical Facilities for Higher Education in Oklahoma. Self-Study of Higher Education in Oklahoma, Report 5. Oklahoma City: Oklahoma State Regents for Higher Education, December 1964.

Williams, Gerald F., and Hobbs, Dan S. Junior College Education in Oklahoma. Oklahoma City: Oklahoma State Regents for Higher Education, February, 1970.

Newspapers

Oklahoma City Times, 1960-1980.

The Daily Oklahoman, 1961-1980.

Oklahoma Higher Education Report

Oklahoma Legislative Reporter, 1961-1980.

The Oklahoma Journal

Norman Transcript

Interviews--Oklahoma Policy Makers

Bellmon, Senator Henry. Department of Political Science, Central State University, Edmond, Oklahoma. Interview. 30 November 1983.
Governor of Oklahoma, January 1963 to January 1967.
Higher Education Planning Cycle I.

Cate, Senator Lee. Oklahoma State Senate. Interview. 18 November 1983.
Elected to Oklahoma House of Representatives, 1966.
Served on House and Senate Higher Education Committees.
Higher Education Planning Cycles II and III.

- Cherry, Mrs. Mary. Public Volunteer. Tulsa, Oklahoma. Interview. 15 November 1983.
Regent of Oklahoma Colleges 1967 to 1976.
Oklahoma Education Council, 1977 to 1979.
Higher Education Planning Cycles II and III.
- Coffelt, Dr. John J. President, Youngstown State University, Youngstown, Ohio. Interview. 7 December 1983.
First Coordinator of Research for the Oklahoma State Regents for Higher Education. November 15, 1961 to 1968.
Higher Education Planning Cycle I.
- Cross, Dr. George L. President Emeritus, University of Oklahoma, Norman. Interview. 14 November 1983.
President, University of Oklahoma, 1944-1968.
Higher Education Planning Cycle I.
- Dunlap, Dr. E.T. Chancellor Emeritus, Oklahoma State Regents for Higher Education. Interview. 6 December 1983.
Second Chancellor for the Oklahoma State Regents for Higher Education, 1961 to 1981.
Higher Education Planning Cycles I, II, and III.
- Holloway, Dr. Ernest. President, Langston University, Langston, Oklahoma. Interview. 21 November 1983.
Faculty appointment, Langston, September, 1963.
President of Langston, October 1979.
Higher Education Planning Cycles I, II, and III.
- Roethler, Father Michael. President, St. Gregory's College, Shawnee, Oklahoma. Interview. 17 November 1983.
Faculty appointment, St. Gregory's College, 1955.
President, St. Gregory's College, 1970.
Higher Education Planning Cycles I, II, and III.

APPENDIX A
LETTERS OF REQUEST
AND
INTERVIEW SCHEDULE



The
University of Oklahoma

CENTER FOR STUDIES
IN HIGHER EDUCATION
COLLEGE OF EDUCATION
630 Parrington Oval, Room 558
Norman, Oklahoma 73019
(405) 325-2633

October 28, 1983

Dr. E. T. Dunlap
Chancellor Emeritus
P. O. Box 54530
Oklahoma City, Oklahoma 73154

Dear Dr. Dunlap:

The Center for Studies in Higher Education at the University of Oklahoma offers graduate students the opportunity to conduct dissertation research on many phases of higher education. The enclosed letter from Jane Ashley Scroggs explains her research on an aspect of policy development for Oklahoma higher education. Your participation in this research will be greatly appreciated.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "Herb".

Herbert R. Hengst
Professor and Director

HRH:rh

Enclosure



The
University of Oklahoma

CENTER FOR STUDIES
IN HIGHER EDUCATION
COLLEGE OF EDUCATION
630 Parrington Oval, Room 558
Norman, Oklahoma 73019
(405) 325-2633

October 28, 1983

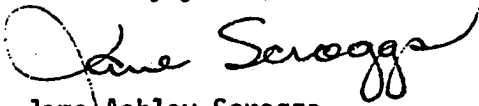
Senator Henry Bellmon
Department of Political Science
Central State University
Edmond, Oklahoma 73034

Dear Senator Bellmon:

Statewide planning for Oklahoma higher education began officially in 1961. Oklahoma was one of the earlier states in the nation to initiate a long-range planning process for its state system of higher education. By 1980 the Oklahoma State Regents for Higher Education had completed three major planning cycles. For the last several months, I have been engaged in dissertation research on this process of policy development for the Oklahoma State System of Higher Education for the years 1961-1980.

My research indicates that at some point during those years you were personally involved in policy development for Oklahoma higher education. In order to complete my research, I would like to request a short interview with you. Within the next few days I will contact you by telephone to arrange for an interview time at your earliest convenience. Your assistance, which will require no longer than one hour, will be greatly appreciated.

Sincerely yours,


Jane Ashley Scroggs



The
University of Oklahoma

CENTER FOR STUDIES
IN HIGHER EDUCATION
COLLEGE OF EDUCATION
630 Parrington Oval, Room 558
Norman, Oklahoma 73019
(405) 325-2633

November 21, 1983

Senator Henry Bellmon
Department of Political Science
Central State University
Edmond, Oklahoma 73034

Dear Senator Bellmon:

Thank you for participating in my dissertation research. Enclosed is a copy of the interview schedule that I have used with all the policymakers who have been interviewed. If you have no opinion about a particular question, feel free to say so and we will proceed.

I will call your office at Central State University at 3:30 p.m. on November 30. At that time I will read the questions on the interview schedule and allow time for your answers. All the interviews have been tape recorded. I will also record your interview so that I can analyze your responses at a later time in a more thoughtful manner.

Once again, thank you.

Sincerely yours,

A handwritten signature in cursive script that reads "Jane Ashley Scroggs".

Jane Ashley Scroggs
Graduate Student

Enclosure

Interview Schedule

For my dissertation research, I have been studying the problem of policy formulation for a statewide system of higher education. Specifically, my analysis covers the process of developing long-range plans for the Oklahoma State System of Higher Education. During the years 1961-1980, the Oklahoma State Board of Regents for Higher Education authorized three different planning cycles. A case study of the decision network for the planning cycles has been written. Archival materials from several organizations were used. The case study has been analyzed using a conceptual frame of reference. This interview is one of several to help me clarify certain issues in my research. I am trying to understand the context of the planning process for the Oklahoma State System of Higher Education for the last two decades.

Question 1

In the early 1960's the idea of long-range planning for higher education was a rather new phenomenon. Where do you think the original support for the first Self-Study of the Oklahoma State System of Higher Education came from? Did the long-range planning system for Oklahoma higher education evolve from a policy initiating network in 1961, where the main initiatives came from the Regents office, to a policy responding network in 1980 that responded more to environmental and political pressures?

Question 2

The 1961 Legislature appropriated \$150,000 for a two year state-wide self-study to determine higher education needs for Oklahoma through 1970. The self-study was not completed until 1968 with the publication of "The Status and Direction of Oklahoma Higher Education: Guidelines for Policy Decisions." Why do you think it took such a long time to complete the self-study? Where did most of the ideas come from that were covered by the first planning effort? Civic groups? Institutions? Legislature? State Regents Office? The Federal Government? Or was it a coalition of interests from these different groups? Do you think there was a difference in attitudes

about the long-range planning process among those in professional positions in the state system of higher education and the leaders of the governmental and civic coalitions who advocated the planning ideas?

The first completed Self-Study of Oklahoma Higher Education of 1968 was updated during the years 1969-1971 and the Plan for the 70's was published in 1971. By 1975 the State Regents called for another update on the Plan for the 70's. How had the state system changed in four years?

By contrast, the Plan for the 80's called for continuous or rolling planning. Why was this necessary? How do we get long-range plans out of this type of arrangement?

Actually, long-range planning for a state system involves a network of decision making. Was there much interest in creating a long-range plan for higher education in the legislature? Among civic groups over the state? How did these two groups view the work of the State Regents planning staff?

Question 3

We had a great deal more information about the state system of higher education in 1980 than we did in 1961. A uniform, computerized data system for the Oklahoma State System of Higher Education has been developed. Yet, rather than plan for 10 years or even 5 years, the Plan for the 80's calls for continuous planning. Why do you think this is? Has the planning network adopted new techniques in planning and covers a shorter time span as a result of more in depth knowledge of the system? And has it also been a result of advanced technology in management such as data systems and computers? Do you think people outside the Regents planning staff understand this process?

Question 4

Even with computers and all the latest information, some say that long-range planning in the 1980's is concerned with just doing more of the same. How do you react to this? How do we get new ideas, policy innovations, into the state system in an era of retrenchment? With the Sun Belt growth, Oklahoma has become an urban state. Should higher education also become high technology? How does this affect Oklahoma's regional universities? The junior colleges? Area vocational-technical schools? And the two research universities? Has the increased knowledge of the problems of the statewide system of higher education created a shorter time span to be covered by the planning effort? Does this also lead to further incrementalism in planning? Do the plans become focused on the possible and not the probable? Does this preclude policy innovation?

Question 5

Some say that in 1961 the driving force for long-range planning for the state system of higher education came from the Regents' office down to the campuses. Now some say that in the Plan for the 1980's, planning seems to be more campus based with the creation of the advisory councils and ad hoc groups. Do you think this is the case? Do you think this represents a cycle of centralization and decentralization from the State Regents' office down to the campuses? Where does this leave the funding cycle and the legislative viewpoint? How do we get the tax payers' support for higher education? Is the planning process too decentralized?

Question 6

During the 20 year time period that I have been studying, it appears that the three planning cycles that took place in the 1960's, 1970's and the 1980's were used to identify problem areas (like increasing and decreasing enrollments, need for technical-occupational education, health professions, etc.) and to encourage some positive changes in the state system. As you have experienced it, was the long-range planning effort used to bring about a type of reform in the state system of higher education, away from the old style of politicking? Do you think that people in the state have become more accustomed to the idea of planning and expect a more professional approach to planning by the Regents' staff? How important is research on the needs of the state system compared to other states in this region? Renewal or staying up-to-date is a problem for most organizations. Can we plan for new styles of learning in the present planning system? How do we bring these new styles, innovations in learning, to the traditional campuses? What policy innovations do you recall from your policy making experiences for Oklahoma higher education? In summary, do you recall some aspects of reformism, or the replacing of old style political practices with a more professional approach to planning for the state system? Do you feel there is a more professional approach to planning for the state system? What is your attitude towards policy innovations?

Question 7

From your own experience, how did the long-range planning efforts affect the Oklahoma State System of Higher Education?