

Working Memorandum Number 4

July 1968

EDUCATION

GOVERNMENT OF MINNESOTA

Prepared for the  
Governor's Council on Executive Reorganization

by  
Public Administration Service

## Introduction

The State of Minnesota and its political subdivisions have long been engaged in providing elementary, secondary, and higher education to the people of the state.<sup>1</sup> In more recent years vocational, technical, and pre-baccalaureate, pre-professional, and terminal junior college education activities have been added to provide a system of educational programs and the necessary facilities to support them. Unfortunately, however, what has developed is not one comprehensive system, but several systems. Each of these systems feels that only it can define its role, goals, and methods of accomplishing its purposes; only it can properly read the trends and changes of the times in public demands and needs in the field of education and adequately respond to them. Each system, of course, has its own board or commission that is given broad responsibilities for defining goals and purposes and the methods to achieve them. No one would deny that the leaders in the individual systems should play an important role in defining their systems purposes and goals, but someone needs to assume the role of coordinator of differing views among the systems. The Public School System offers college preparatory curricula, terminal curricula, vocational and technical curricula, as well as special programs in the post high school vocational-technical field and adult education. The Junior College System offers pre-baccalaureate, pre-professional, terminal, and vocational-technical programs. The State College System offers

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<sup>1</sup> This memorandum does not address itself to the University of Minnesota which, since it functions under a Board of Regents appointed by the Legislature, is not considered to be a part of the Executive Branch of State Government.

baccalaureate, masters, and pre-professional programs as well as terminal programs of less than four years in liberal arts and vocational-technical fields. It also provides community service programs of a special education, vocational rehabilitation, and social service nature.

The people of the state have been both demanding in their desire for education for the youth of the state, and generous in providing support for that service. The people deserve a system of quality education which is responsive to the needs of the times and of youth and which is conducted in a financially and administratively sound manner.

A number of questions need to be answered as a matter of basic policy.

1. Are diploma requirements to be established for a single purpose, or must different requirements be made to meet different purposes?
2. If a college preparatory diploma is agreed on, is it to be honored as meeting the requirements of admission at all junior and other colleges or is each school or each board to determine its own entrance requirements?
3. If the public, the junior college, and the college systems are all to offer post high school vocational-technical programs, are there to be uniform requirements for entrance into such programs, or, again, is each school system or board to prescribe its own?
4. Is each system to decide if and when a school or college is to be expanded or a new school or college needed and if so, where it is to be located; or is there to be one body to make such decisions?
5. Is each school, college, or system to project its own growth and development needs or is there to be administrative coordination and policy decisions by one body?
6. Is each school, college, or system to prescribe its own curricula offerings and services in vocational-technical, adult education, terminal, pre-professional, pre-baccalaureate, and community services programs or, again, is there to be administrative coordination and policy decisions by one body?

Many will argue that education has grown and expanded in scope and direction in recent years and is in such a state of change and flux that this is not the time to impose uniform policies and administration upon the education field. This argument has been employed particularly since World War II and is likely to continue to be propounded for many years to come. It is a well known maxim of administration, however, that the longer a system operates the more entrenched it becomes and the more difficult it is to effect meaningful change.

The problems of education should be attacked now. Coordination must be accomplished -- and it should be real, not make-believe coordination. Real coordination can be achieved only under a single, responsible body with the power to adopt policies, and reach decisions, and to insure that policies and decisions are carried into effect through a chief executive officer whom it selects.

## Proposed Organization

It is recommended that a Department of Education be established with broad responsibility for providing for all public education including pre-school, elementary, secondary, vocational-technical, special, vocational rehabilitation, adult, pre-baccalaureate, pre-professional, terminal, baccalaureate, and masters programs.

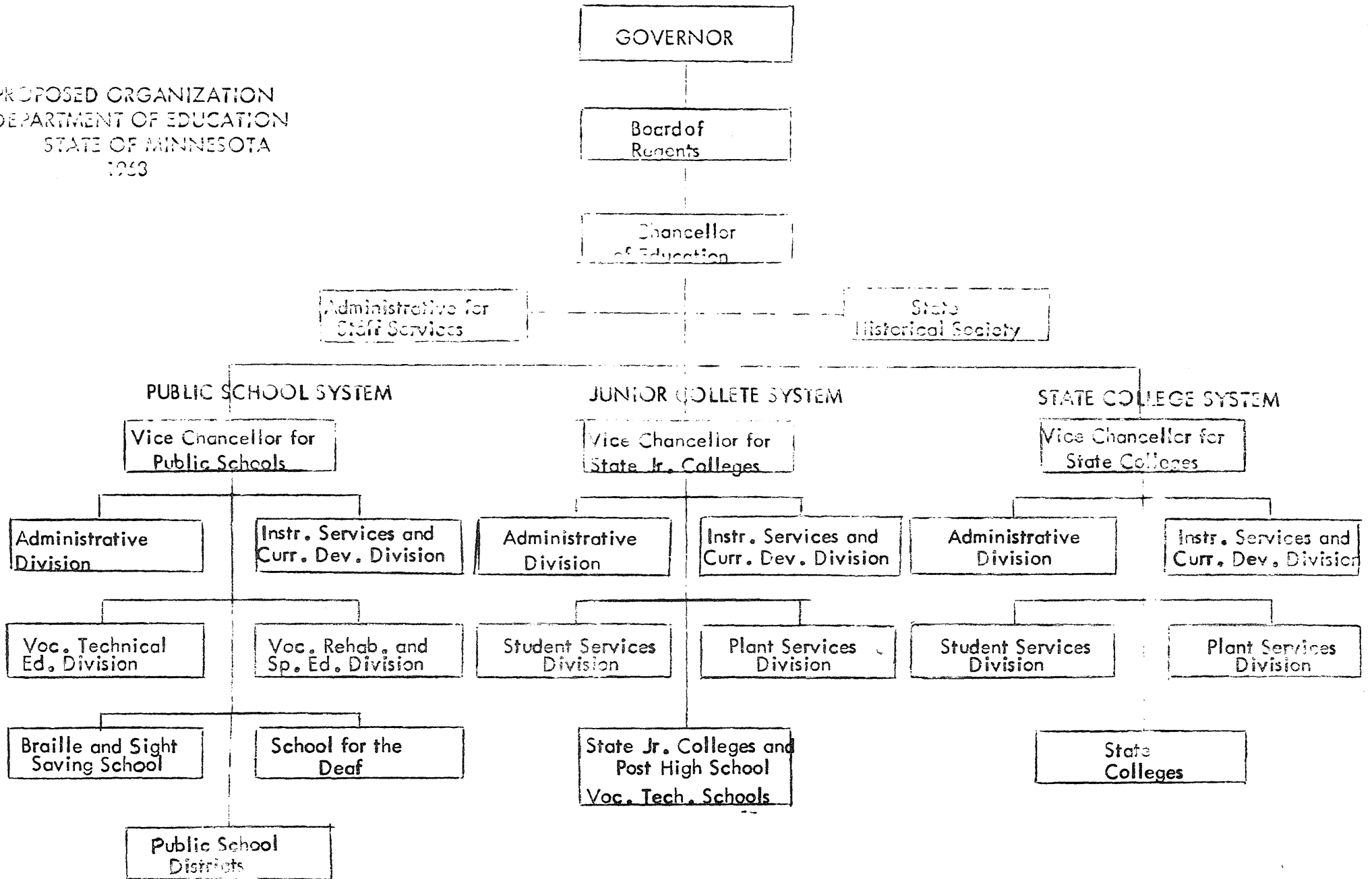
### Board of Education Regents

This policy making Board should be appointed by the Governor and replace the present Board of Education, Junior College Board, and State College Board. The President of the University of Minnesota should be ex officio a member of the Board. The Board of Education Regents should have broad authority under state laws to provide a comprehensive program of education for the people of the state including expansion or creation of all kinds of public schools and colleges. It should review and approve entrance requirements, curriculum offerings, and programs; and diploma certificate, or degree requirements. The location of colleges and special schools should be within the authority of the Board. It should also provide for such regulation of private educational institutions as required by law.

### Chancellor

The Chancellor would be appointed by the Board of Education Regents and would be the chief executive officer of the State Department of Education responsible for carrying out the policy decisions of the Board and for planning, administering, and coordinating all systems, programs, and activities of the departments.

PROPOSED ORGANIZATION  
 DEPARTMENT OF EDUCATION  
 STATE OF MINNESOTA  
 1963



### The State Historical Society

This society would retain its present functions in preserving and promoting the history of the state but would be attached to the department of education for administrative purposes.

### Administrative and Staff Services

These units would provide program, management, and physical plant planning; personnel services; fiscal and general services; public information, data processing, and publications services; and private education coordination and liaison.

### Public School System

The Vice-Chancellor for Public Schools would be appointed by the Board of Education Regents upon recommendation by the Chancellor, and under his general direction would be responsible for the administration of Board policies, rules, and regulations and the laws applicable to elementary, secondary, secondary vocational-technical, vocational rehabilitation, and special education. This vice-chancellor would also be responsible for making recommendations on policy questions through the Chancellor to the Board on matters under his direction. Responsibility for non-high school vocational-technical education should be transferred to the Vice-Chancellor for State Junior Colleges.

### Administration Division

This division would carry out administrative and staff services for the public school system including planning, personnel, budgeting, fiscal

and general services, and provide direction and assistance to school districts in these functional areas.

#### Instructional Services and Curriculum Development Division

This division would provide leadership, assistance, and coordination in instructional services, curriculum development, and library facilities; it would also evaluate school districts for compliance with state law and Board regulations.

#### Vocational-Technical Education Division

This division would provide leadership, assistance, and coordination of vocational-technical programs in secondary schools; regulate requirements for certificates; and license and regulate private trade schools; cooperate with and provide assistance to the State Junior College System in determining teacher and curriculum requirements for post-high school vocational-technical programs and schools.

#### Vocational Rehabilitation and Special Education Division

This division would provide direct vocational rehabilitation services to handicapped persons and leadership and assistance to school districts in special education.

#### Braille and Sight Saving School

This special school for the visually handicapped should be transferred from the Department of Public Welfare and would be operated by the public school system.

#### School for the Deaf

This special school for those handicapped by hearing problems should



be transferred from the Department of Public Welfare and be operated by the public school system.

### State Junior College System

The Vice-Chancellor for Junior Colleges would be appointed by the Board of Education Regents upon the recommendation of the Chancellor and would be responsible, under his general direction, for the administration and development of the junior college system within Board policies, rules, and regulations and the laws applicable to junior colleges and post-high school vocational-technical schools and programs. Post-high school vocational-technical schools should be absorbed into the state junior college system.

#### Administration Division

This division would provide general administrative and staff services to the system, and to its institutions, in the area of budgeting, finance planning, personnel and general services.

#### Instructional Services and Curriculum Development

This division would provide technical assistance, guidance, direction, and consultation on instructional services within the Junior College System including instructional media and library services and curriculum development assistance to institutions within the system. It would cooperate with and secure assistance from the Vocational-Technical Education Division of the Public School System in determining teacher and curriculum requirements in vocational-technical programs and schools. This division would also provide direction, guidance, and coordination of research activities,

projects, and programs conducted by institutions of the system.

#### Student Service Division

This division would provide technical assistance, guidance, direction, and consultation on student services and activities including counseling, placement, financial aids, and student organizations.

#### Plant Services Division

This division would provide both short term and long range building and facilities plans for the Junior College System and plans for major equipment needs. It would also provide technical assistance and consultation to institutions in the implementation of such plans.

### State College System

The Vice-Chancellor for State Colleges would be appointed by the Board of Education Regents upon the recommendation of the Chancellor and would be responsible, under his general direction, for the administration and development of the State College System within the Board's policies, rules, and regulations and the requirements of law.

#### Administration Division

This division would provide technical assistance, guidance, direction, and consultation on instructional services within the State College System including instructional media and library services and curriculum development assistance to institutions within the system. This division would also provide direction, guidance, and coordination of research activities, projects, and programs conducted by institutions of the system.

#### Student Services Division

This division would provide technical assistance, guidance, direction,

and consultation on student services and activities including counseling, placement, financial aids, and student organizations.

Plant Services Division

This division would provide both short term and long range building and facilities plans for the state college system and plans for major equipment needs. It would also provide technical assistance and consultation to institutions in the implementation of such plans.

## Staffing

If existing staffing patterns for the major organizational units were maintained, the staff complement for the proposed Department of Education would total 4,006 employees. Personnel for the organizational units of the proposed department would be drawn through transfer from the following existing sources:

### Public School System

#### Office of the Vice-Chancellor for Public Schools

From the Executive Division of the Department of Education		$\frac{3}{3}$
	Total	

#### Administration Division

From the Executive Division of the Department of Education		10
From the Administration Division of the Department of Education		$\frac{122}{132}$
	Total	

#### Instructional Services and Curriculum Development Division

From the Instruction Division of the Department of Education		$\frac{76}{76}$
	Total	

#### Vocational-Technical Education Division

From the Vocational-Technical Education Division of the Department of Education		$\frac{77}{77}$
	Total	

#### Vocational Rehabilitation and Special Education Division

From the Vocational Rehabilitation and Special Education Division of the Department of Education		$\frac{313}{313}$
	Total	

Braille and Sight Saving School

From the Division of Rehabilitative Services of the Department of Public Welfare		$\frac{70}{70}$
	Total	

School for the Deaf

From the Division of Rehabilitative Services of the Department of Public Welfare		$\frac{150}{150}$
	Total	

Public School System Sub-Total		<hr/> 821
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State Junior College SystemOffice of the Vice-Chancellor for State Junior Colleges

From the office of the Chancellor of the Junior College System		$\frac{3}{3}$
	Total	

Administration Division

From the Personnel Services Unit of the Junior College System		1
From the Fiscal Services Unit of the Junior College System		$\frac{8}{9}$
	Total	

Instructional Services and Curriculum Development Division

From the Instruction Unit of the Junior College System		$\frac{1}{1}$
	Total	

Student Services Division

From the Student Services Unit of the Junior College System		$\frac{1}{1}$
	Total	

Plant Services Division

From the Plant Services Unit of the Junior College System		$\frac{1}{1}$
	Total	

State Junior Colleges and Post High School Vocational-  
Technical School †

From the State Junior Colleges

Total  $\frac{771}{771}$

Partial Sub-Total 786

State College System

Office of the Vice-Chancellor for State Colleges

From the Office of the Chancellor of the State  
College System

Total  $\frac{3}{3}$

Administration Division

From Federal Programs Coordinator of the State  
College System

1

From Organization and Systems of the State College  
System

1

From Educational Relations and Communications of  
the State College System

1

From Business Administration of the State College  
System

$\frac{13}{16}$

Total

Instructional Services and Curriculum Development Division

From Research of the State College System

1

From Curriculum Development of the State College  
System

$\frac{1}{2}$

Total

Student Services Division

None

$\frac{0}{0}$

Total

Plant Services Division

From Organization and Systems of the State College  
System

$\frac{1}{1}$

Total

† The post high school vocational-technical schools are presently operated by public school districts and no personnel figures were available.

State Colleges

From the State Colleges

Total  $\frac{2,377--}{2,377}$ 

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State College System Sub-Total 2,399Approximate Grand Total 

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4,006

ADDENDUM

Working Memorandum Number 4

EDUCATION

and the Supplement dated July 20, 1968

(Meetings of the Steering Committee, July 9, 17, & 31)

Without doubt, the field of education has been the most widely and thoroughly discussed topic taken up by the Steering Committee. The discussions reflected widely differing views of members of the committee. It is impossible to repeat here the many different points made in support of the different views or for that matter to specify disagreements except in the broadest of terms.

It should be pointed out immediately that there was strong consensus in support of a Commissioner of Education (for Public Schools) being appointed directly by the Governor and abolishing the present Board of Education. One major point in support of this consensus was that each local school district has its own board of education. Another area of strong consensus was the vocational rehabilitation, the School for the Deaf, and the Braille and Sight Saving School do not properly fit or belong under the Department of Education. Instead they should be placed within the proposed Department of Health and Social Services (see Working Memorandum Number 7).

Even in the higher education field where much of the discussion and disagreement centered there was substantial agreement of the goals and objectives to be obtained; the disagreements came in how the goals could



be accomplished. The general consensus was that there is a strong need for greater coordination of planning and development of goals, programs, and physical facilities among the Junior Colleges, the State Colleges, and the University of Minnesota. It was also generally agreed, but with some differences of opinion, that post high school vocational-technical education should be an integral part of the post high school (or higher) education field. Within this general area of agreement, however, the following methods for accomplishing the goals were supported to a greater or lesser degree.

- (1) Retain the existing structure for higher education but strengthen the Higher Education Coordinating Commission by reconstituting the commission and increasing its authority to bring about compliance with its decisions. It was noted that the University of Minnesota as a constitutional entity cannot be compelled by law to comply with the Commission's decisions.
- (2) Placing the post high school vocational-technical schools, junior colleges, and state colleges under a single board with a chancellor for the first two calling them community colleges, and a separate chancellor for the state or four year colleges. The Higher Education Coordinating Commission would have to be retained under this proposal to coordinate with the University of Minnesota and private colleges.
- (3) The same board arrangement as item 2, but with a single chancellor and two vice chancellors. The same role of the Coordinating Commission would be required as in item 2.
- (4) Placing all higher education, including post high school vocational-technical education, under the University of Minnesota Board of Regents. No internal organization was discussed under this proposal.
- (5) Placing all of education including public schools but excluding the University of Minnesota under one board with a single chancellor and three vice chancellors - one for public education, one for community colleges, and one for state colleges. The Higher Education Coordinating Commission would again have to be retained to coordinate with the University of Minnesota and private colleges.

The final action of the Steering Committee was to support plan 1 above. With ten members present and participating, there were six votes to support, one not to support, and three abstentions.