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THE MINNESOTA STATE COLLEGE BOARD  
1973-75 BIENNIAL REPORT TO THE GOVERNOR AND THE LEGISLATURE  
A RESPONSE TO NEW REALITIES IN THE MANAGEMENT OF EDUCATIONAL CHANGE

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To the Governor and the Members of the Legislature:

This is the Biennial Report of the Minnesota State College Board, pursuant to the provisions of Minnesota Statutes 1969, Chapter 136.14.

During the relatively short period of time since 1968 in which I have served as Chancellor of the State College System, not only education but society as a whole has witnessed some of the most fundamental changes in the history of this nation.

In the late 1960's educators were concerned with how to accommodate the great number of students who were coming to campuses throughout the country and our society was enjoying an ever increasing standard of living.

As we look ahead in the mid-1970's, there is a new reality which both education and this country must confront. While society is adjusting for the first time in history to what may become a decreasing standard of living, education must re-examine and rediscover its role in such a society.

The Minnesota State College System is attempting to respond to these realities in the management of educational and social changes.

Our response is centered on two basic assumptions; that learning can no longer be viewed as a process to be completed during the first two decades of human life, and secondly, that higher education has a significant but unfulfilled role to play in solving the problems of society.

In such an atmosphere, those of us in education have two options; we can retreat into an attitude of self-pity and exchange with each other memories of some past golden era, real or imagined, or we can reassess our role, recognize the inevitability of change, and aggressively address ourselves to unmet needs and unfulfilled promises -- to the task of making the "learning society" a reality.

The first few years of this decade have seen the close of one era and the beginning of another for higher education, not just in Minnesota, but across the country. Changes that were set in motion during the past few years, but which remained inchoate, started to become evident and to have an impact. Consequently the Minnesota State College System has gone through a difficult and traumatic biennium. We are not unique in this respect; it has happened elsewhere in the past, it will occur at other places in the future. This has been, however, our time for confronting the implications of major change. Of all the new realities, the enrollment decline of the past few years stands out as most significant. Both decreasing enrollments and the subsequent staff reductions have had

great psychological impact upon this system.

Over the years -- as our colleges grew -- many new faculty members were appointed. In most cases this influx brought to these institutions bright, highly qualified, dedicated young teachers. Many of them were trained in areas not previously offered in our colleges. The result was an expansion of programmatic offerings on every campus and new specialties were added at various colleges within the System.

As the faculties have been reduced in size it has been many of these people who have gone. This has been demoralizing to those who have stayed as they have seen some of their work in building departments eroded; students have been anxious about program variety and depth; and, for those who have had to be released, there has been the frustration, disappointment, and doubt about their careers.

Concurrently, we have experienced the advent of collective bargaining. This is a new concept for higher education -- it makes necessary a different set of relationships and causes all of us to readjust our thinking about how we relate to one another on those items that fall, by statute, within the realm of negotiation. In business and industry there is now a long history of collective bargaining, but in the beginning that sector was also required to make adjustments. Because of some of the fundamental traditions within academia concerning shared decision-making, collegiality, and faculty governance these adjustments have perhaps been more difficult for those of us in higher education and this fact may account for some of the sense of confusion.

I submit, however, that these are short-range problems; I have confidence in the ability of our faculties and administrators to adapt to a different way of making decisions and to a new definition of faculty involvement in decision-making. My hope is that we view this period realistically for what it has been -- a time of readjustment and transition.

In this kind of atmosphere frustration, anxiety, and even anger understandably exist. Prophecies of doom -- for all of higher education -- are abundant and they are vocal. The greater concern is that in this period of re-examination and change -- and in a climate of uncertainty -- our institutions not lose their sense of self-confidence and purpose. In my judgment the existence of vital and strong state colleges is more necessary than perhaps ever before.

G. Theodore Mitau  
Chancellor, Minnesota State College System

Overview of the Minnesota State College System

The Minnesota State College System is comprised of seven institutions -- Bemidji State College, Mankato State College, Minnesota Metropolitan State College, Moorhead State College, St. Cloud State College, Southwest Minnesota State College at Marshall, and Winona State College -- enrolling a total of 32,000 students. Although five of the colleges were created by the Legislature primarily as teacher-training institutions, in recent decades they have broadened their objectives to assume the character of multi-purpose institutions with greatly strengthened offerings in the liberal arts and sciences.

Beginning with a charge from Chancellor G. Theodore Mitau to the Minnesota State College System in August, 1971, the colleges have intensified the development of alternative programs to teacher education, with particular emphasis on the new and emerging careers and professions. In addition, a series of external degree programs is being planned by the colleges, and cooperative curricular programs with other systems of higher education, particularly the area vocational-technical institutes, are being increasingly developed.

Primary emphasis in the State College System is placed on the education of undergraduates. To this end, four undergraduate degrees are granted -- Bachelor of Science, a four-year program in a professional area (including teacher education); Bachelor of Arts, a four-year liberal arts program; Associate in Science, a two-year program in a specialized or technical area; and Associate in Arts, a two-year liberal arts program.

Graduate degrees including a Master of Science in Education and Master of Arts in a number of liberal arts fields are also granted.

The colleges operate under the governance of the 10-member Minnesota State College Board. Nine of the members are appointed by the Governor, subject to confirmation by the senate. The State Commissioner of Education serves without appointment as a member of the Board and secretary of the Board. Board members are appointed for six year terms, with the exception of the student member. The 1974 Legislature enacted legislation providing for the appointment of a student or recent graduate of a state college to the Board for a two-year term. As with other members, the appointment is made by the Governor and is subject to senate confirmation.

The Board has three standing committees: Educational Policies, Budget and Finance, and Rules and Appeals.

serves as an advisory body to the Chancellor and considers major recommendations for the System to be made by the Chancellor to the Board.

The Presidents of the seven Minnesota State Colleges are: Dr. Robert D. Decker, Bemidji State College; Dr. Douglas R. Moore, Mankato State College; Dr. David E. Sweet, Minnesota Metropolitan State College; Dr. Roland Dille, Moorhead State College; Dr. Charles J. Graham, St. Cloud State College; Dr. Jay Jones, Southwest Minnesota State College; and Dr. Robert A. DuFresne, Winona State College.

In May of 1972 our System articulated in a system mission statement its commitment to provide quality education to the people of this state.

## MINNESOTA STATE COLLEGE SYSTEM MISSION STATEMENT

The Minnesota State College System is comprised of seven diverse institutions located in Bemidji, Mankato, Marshall, the metropolitan area of Minneapolis-St. Paul, Moorhead, St. Cloud, and Winona.

Underlying the following educational objectives is a basic commitment to serve students, to encourage individual differences, to respond to individual needs, and to value individual dignity. To these ends, the Minnesota State College System guarantees, through its Governing Rules, significant involvement in the decision-making process by every component of the system.

As comprehensive colleges, each has its own particular institutional mission, growing out of its own unique characteristics and responding to the educational needs of its own local and regional constituencies.

Despite their diversity, however, all of the Minnesota State Colleges share a basic commitment to a kind of learning that develops the capacity for critical thought -- the ability to investigate, to reason, to evaluate, to grasp the inter-relationship of ideas, and to solve problems. Such an education strives to develop the capacity for continuous self-learning, enabling a student to respond and adapt to the changing requirements of his or her environment long after isolated facts are forgotten and specific information outdated.

Beyond development of the student's rational capacities and enlargement of his storehouse of knowledge, there is a need, also, for a kind of educational experience that will provide imaginative and emotional enrichment in his life. Our society indicates, also, the urgent need to stimulate in the student a greater social sensitivity and concern, and, hopefully, a genuine desire and personal commitment to apply his or her energies, talents, and insights to the task of alleviating social injustices and bringing a better quality of life to more people, both here at home and throughout the world. Thus, there is a commitment to personal development and human values as well as to intellectual growth.

In the effort to provide this kind of education the Minnesota State College System is dedicated to continuous self-examination, to flexibility, and to innovation, not as ends in themselves, but as necessary characteristics of institutions that are responsive to the changing needs of society.



The Minnesota State College System includes the foregoing concepts and values within its statement of mission with the full realization that most educational institutions and systems also aspire to the same goals and, because this is true, such rhetoric is often dismissed as superficial and meaningless.

It is the conviction, however, of the Minnesota State College System that courses, degrees, and programs are not ends in themselves; they are but instruments through which students, faculties, and administrators attempt to develop the capacity for a more useful life and a more meaningful existence.

Within these broad educational principles, it is the purpose of the Minnesota State College System to:

- provide comprehensive programs in response to the local and regional needs of the cities and communities within which the particular colleges are located;
- offer less than baccalaureate level training in selected programmatic areas in the absence of a two-year post-secondary institution within commuting distance of the State College, or when a particular program fits more consistently into the existing offerings of a state college than within those of a post-secondary institution in the same locality;
- offer baccalaureate-level programs in response to the needs of society in the liberal arts and sciences, education, business, the fine arts, and selected occupational areas;
- offer graduate work leading to the Master's Degree in selected disciplines;
- offer graduate work beyond the Master's Degree in some areas, limited, for the most part, to programs with a practitioner orientation, leaving the Ph.D. degree to the research-oriented universities;
- develop, with the cooperation of regional advisory councils and local citizens from various professions and businesses, programs that expand traditional academic boundaries, provide off-campus educational experiences, and lend assistance to individuals, organizations, institutions, and agencies within the community;
- contribute to the advancement of knowledge through research activities within the context of the teaching and public service functions;

- respond to the special educational needs of minorities, women, veterans, working people, the disadvantaged, and the handicapped;
- operate as a coordinated system of colleges, each with its unique capacities, sharing resources to the maximum extent practicable in an effort to provide the best possible education;
- cooperate with other systems, institutions, and agencies in the coordination of educational programs for the purpose of providing as many options as possible for the citizens of Minnesota, while minimizing unnecessary duplication of expense and effort.

The Minnesota State College System, through the leadership of the seven presidents, the dedication of the faculties and staff, and the initiative of the students, has come a long way toward fulfilling the purposes and goals it set for itself. We recognize that there are further areas to be addressed as we build upon our past accomplishments and look toward a progressive future.

### New Careers

In August of 1971 the Chancellor's Office invited students, faculties, administrators, and State College Board members to join in a dialogue and explore the possibility of adopting curricular options which we titled, "New Curricula for New Careers."

It was hoped that these curricula would be attractive and relevant to students who would wish to combine practical internship experiences with the more theory-oriented classroom work and to earn a degree other than the traditional Bachelor of Arts or Bachelor of Science. It was in four broad areas that the System was encouraged to develop such programs:

- Health Care
- Human Services
- Business Systems
- Environmental Control

While it was recognized that the precise academic course work that would support such curricula would have to emerge from joint planning efforts by appropriate faculties, students, and off-campus professionals, we hoped education for new careers would include the following characteristics:

- Emphasis on the development of the ability to work with people of different backgrounds, social settings, cultural attachments, political interests, and intellectual viewpoints for the purpose of bridging the chasms of class and caste, of races, and of generations as our society attempts to reintegrate the polarized centers of dissent.
- Students enrolling in these broadly defined areas would be able to combine skills acquired in vocational schools, junior colleges, or on-the-job experiences with further education in both specialized and general education.
- Learning -- special and general -- would emphasize the development of problem-solving skills rather than a narrow expertise; the focus would be interdisciplinary rather than disciplinary. If we are to train students for the future we must provide them with the capacity for continuous learning so that as job requirements change, individuals are able to adapt. The knowledge explosion and the rate at which current information becomes obsolete have rendered impractical an education that teaches specific facts as ends in themselves. Rather, students should have an awareness of the information that exists at a given time, the knowledge of how to retrieve it and to evaluate it, and the ability to use it in the decision-making process. In brief, students need a kind of education that permits them to deal with rapid change rather than one that provides a set body of knowledge.

- A program-based budget would make more explicit resource allocation, hopefully facilitating more sophisticated cost-benefit considerations while at the same time making possible the kind of fiscal flexibility that might be more supportive of curricular innovation.

It was further realized that curricular shifts of this kind raise important questions and issues. For example, it would be necessary to accommodate students with much wider divergences in age, social backgrounds, and educational experience. The Chancellor pointed out that flexibility, skills, judgment, planning and wisdom would need to be exercised in this endeavor to deal with the developments which may also become necessary to accomplish the articulated objective. For instance, requirements pertaining to admissions, course distribution, credits, and calendars would need to be flexible. Responsibility for learning and organizing knowledge might increasingly shift from the more professor-dominated classroom situation to the individual student. It was conceivable that instructional personnel would include a growing number of adjunct professors -- men and women who, while not possessing the customary academic credentials of the professoriate, could offer a totality of expertise, competence, and experiences that might greatly enhance educational quality and relevance.

Actually, at that time, some of the colleges had already moved in the direction of these newer career options. For example, programs existed in law enforcement and criminal justice, in computer technology, in traffic safety education, and one of the colleges was already proposing a Bachelor in Vocational Technology. New programs in social services and social work at Moorhead and Bemidji emphasized the development of problem-solving skills, had a multi-disciplinary orientation, and included the opportunity for internship and field experiences. A new environmental studies major at Mankato cut across disciplinary barriers to incorporate courses from various sciences and social sciences. Also, Mankato began offering an exciting and challenging graduate year in experimental and effective education skills as they applied to human relations, using approaches developed by the Minnesota Outward Bound School. Other examples were also present in Winona, Southwest and St. Cloud.

New academic programs subsequently were developed by the Minnesota State Colleges in such areas as: media technology, social service and social work, environmental studies, quantitative methods and information systems, photographic science and instrumentation, recreation and leisure time leadership, dietetics, paralegal, and allied health.

Many of these programs:

- include internships, practicums, and work experience to combine off-campus learning situations with the classroom.
- emphasize an inter-disciplinary, problem-solving approach in an effort to provide students with the capability of adjusting as job requirements change.
- have been developed with the assistance of advisory groups and professionals in various related vocations.
- demonstrate the manner in which liberal education and career preparation can be combined without undermining educational values or lessening quality.
- offer new options to students at minimal or no additional cost by redefining majors, crossing departmental boundaries, and re-organizing curricular offerings.

The fact that faculties and students considered this invitation, and -- through the leadership of the Presidents -- have responded is encouraging testimony to the ability of higher education to adapt to the changing needs of students and society.

#### External Studies

In June, 1972, acting upon the recommendation of the State College Presidents, the State College Board endorsed the general concept of external studies programs and gave official support to the planning of such programs. This emerged from an awareness that education is not, and never should be a terminal activity. Opportunities for life-long learning must be extended to all citizens who are capable of benefiting from instruction. Yet, it has been found that traditional structures of higher education preclude many types of persons, particularly adults, from higher learning. This is evidenced by the fact that of the total college enrollment in Minnesota, only five percent are over twenty-two years of age.

If higher education is to respond adequately to the needs of adults, bold and imaginative approaches to higher learning designed specifically to meet the unique needs and circumstances of adult students are needed. Simple modifications, faddism, or tinkering with existing structures, which too often pass as innovation in colleges and universities, are inappropriate and would not effectively extend opportunities for higher learning. The new students and new delivery systems which emerge throughout the 1970's will transform the concept of college from a "location" having sharply circumscribed time and space

characteristics to a "process" of continuous lifelong learning.

Although each college has developed its own program of external studies to reflect regional needs and local college characteristics, certain systemwide guidelines were suggested. Among them are:

- External studies should be highly flexible in order to meet individual academic needs and career objectives. Thus, individualized academic programs will need to be developed by the student and an adviser.
- Just as academic program objectives should be individualized, so should teaching and learning methods. Instead of the customary, formal extension course -- transported off-campus -- there should be a heavy reliance upon independent study and tutorials.
- An overriding goal of such independent study should be the development of lifelong learning skills for continuous self-teaching and self-enlightenment.
- Credit toward a degree -- for those who choose to pursue a baccalaureate program -- should be granted on the basis of what a person knows and the skills acquired rather than on the basis of formal classes completed. To achieve this objective, techniques will be required to assess previous work experience, to evaluate knowledge obtained in non-traditional learning situations, and to determine competencies acquired in various skills.
- New learning technologies should be utilized including cassettes, educational radio and television, and programmed learning packets.
- Learning centers will undoubtedly be necessary to provide a central location for meeting advisers, picking up learning materials, receiving certain telecasts requiring special equipment, and for occasional seminars and workshops.
- Seminars could perhaps be inter-disciplinary and organized around topics, themes, or problems of common concern to students in a particular region regardless of their educational objectives. Emphasis would be on the inter-relatedness of knowledge and the applicability of certain ideas to a variety of interest, vocations, or life experiences.
- External studies programs should not be relegated to second-class citizenship but instead should be an integral and essential part of faculty load, college budgeting, and administrative concern.
- External studies should be of equal quality and rigor as any on-campus course of study, but we also need to recognize that quality is not measured in terms of credit or determined on the basis of the location at which something is learned.
- All external studies programs should include plans and procedures for on-going evaluation.

The Chancellor's Office, in seeking to encourage external studies, sponsored a workshop on December 6, 1972, in St. Paul, for the faculty and staff members from the colleges. They were invited to listen to presentations and to participate in discussions of the problems facing higher education, particularly the need for greater options. Representatives from institutions around the country employing innovative approaches to learning were asked to attend and spoke on the particular kind of system of external studies found to be most helpful at their institutions. The keynote address by Dr. Lyman A. Glenny of the Berkeley Center for Research and Development in Higher Education, "The Changing Nature of Higher Education," emphasized that no major institutionalized segment of higher education will be able to escape undergoing radical transformation. These transformations will include new delivery systems and technologies with potential to extend education to the home, the office, and other places as easily as in the traditional education setting.

Since June of 1972, considerable progress has been made in the development of external studies programs at our state colleges. By the end of May, 1973, all six of the out-state colleges had drawn up a proposal for such a program and a number had already implemented the registration for various courses. The six colleges are very much of one mind as to the purposes of these programs:

- to make it possible for students to acquire higher education without interrupting their employment;
- to make the advantages of higher education available to a larger population than now is the case;
- to parallel or supersede present levels of educational achievement with better utilization of time and energy;
- to increase the areas of theoretical insights and professional competence;
- to accommodate individual learners by permitting them to pursue their objectives through independent study and provide "classrooms" not merely on the college campus but in the region and community;
- to adjust curricula to the particular interests and objectives of the learner; and
- to use demonstrated competencies as the indispensable ingredients in the evaluation of learning.

In the spring of 1974, only one year after the implementation of Winona State College's external studies program, that college had 350 students enrolled and had awarded

eleven baccalaureate and two associate degrees through the program. On the basis of the success of these efforts, Winona State College was awarded a grant from the Fund for the Improvement of Post-Secondary Education for \$174,835 to further develop and expand these efforts. Since the Winona program is a more fully implemented model of the kind of services our colleges are beginning to offer, some aspects of that institution's external studies program are listed below.

- A small but enthusiastic and dedicated staff meet with prospective students, assist in the development of a biographical profile, make arrangements with the academic departments for evaluation of previous learning experiences, and advise in the formulation of educational objectives and an academic program.
- On an average, students have been granted 21 credits for previous equivalent learning through various experiences, and 90 credits including both formal and non-traditional learning experiences.
- The average age of the students is 37; 51 percent of the participants are women. Among the women are included both homemakers and those employed outside of the home who desire to upgrade their skills in order to advance in their chosen field.
- Students may enroll in any Bachelor of Arts degree program in the college or in the Individualized Study major.
- In addition to the availability of existing on-campus and the traditional continuing education courses, learning opportunities are available through independent study, special arrangement of lab and studio courses, the use of special examinations such as CLEP, cable television, and video and audio cassettes. With regard to the latter, the immediate goal is to have one-third of a degree available on tapes and placed in local libraries and other learning centers.
- Even now it is possible for a student to complete a degree without attending on-campus classes in Winona.
- Knowledge and skills acquired through internships and on-the-job training can be verified and equivalency credits are granted. Recently a research meteorologist with a significant number of publications was granted 34 credits for demonstrated knowledge equivalent to that taught through various college science courses.
- Advisers are available by direct phone line to respond to questions and provide assistance. Additionally, advising centers in Rochester Community College and the Red Wing Public Library are regularly staffed during the afternoon and evening hours.



- Close cooperation in Rochester with other systems has proved to be not only possible but highly advantageous to all concerned. For example, a sophomore level English course has been taught via television by a Winona faculty member. Community college students could take the course for credit in their institution; residents of Rochester who are students at Winona but who needed that competency took it for credit through Winona. Similar arrangements were worked out with the Winona and Rochester AVTIs for jointly-offered courses.

With the skillful and committed leadership and interested and dedicated staffs of the Minnesota State Colleges, we are confident that external studies programs will be further developed and expanded until the needs of all citizens desirous of an education are appropriately met.

### Community and Regional Services

Consistent with the mission of the Minnesota State College System to

"develop, with the cooperation of regional advisory councils and local citizens from various professions and businesses, programs that expand traditional academic boundaries, provide off-campus educational experiences and lend assistance to individuals, organizations, institutions, and agencies within the community,"

the state colleges are increasingly providing cultural and technical services within their respective regions. With complete comprehension of the large investment the people of Minnesota have in their educational institutions, the colleges strive to serve their communities in every possible way in order that the return on this investment be fully realized.

The faculties of all educational institutions within a region contain highly sophisticated and trained specialists in a variety of areas, including government, business, and technology. It is our goal to find ways of effectively bringing together those citizens involved in addressing regional problems and issues with the specialists in our colleges.

Innumerable projects have already been undertaken and completed; many cooperative planning ventures continue on an on-going basis; new endeavors are identified and initiated constantly. The potential for state college participation in regional planning is exemplified by some of the projects already implemented.

Southwest Minnesota State College has played a significant role in the upgrading of rural life by providing various types of assistance in: sewage problems, community recreation planning, downtown area redevelopment, manpower surveys, and city

government reorganization. Mankato State College has been involved in a drug abuse clearinghouse, welfare projects, family center development, downtown renewal, law enforcement programs and computerization system development.

Numerous research activities, marketing and pricing surveys, water research projects, and community survey projects in the Moorhead area have advanced with the cooperation of faculty and students of Moorhead State College.

At Bemidji State College there is emerging a cooperative effort involving the college and the northern region of Minnesota called "North Country U.S.A.". The objective of this program is to identify services needed by the communities and to provide direct staff assistance for whatever projects are identified by the residents through their planning and governmental councils.

The Central Minnesota Public Service Consortium is comprised of St. Cloud State College and the two area private colleges. The major goal of the Consortium is to utilize its educational resources in an effort to meet educational and community needs in that region.

Winona State College cooperates with the two private colleges in that city in offering cultural events, undertaking environmental impact studies, and participating in poverty assistance programs.

Whatever else may be said about the failures or the accomplishments of the Minnesota State Colleges, it seems certain that the complex problems that communities and persons will face in the years ahead cannot be solved without trained skill and intelligence, without enlarged understandings and appreciations, and without the services for which educational institutions are equipped and willing to provide.

Minnesota Metropolitan State College is a non-traditional institution offering opportunities for higher education at the junior/senior level to citizens throughout the Metropolitan community whose diverse educational needs have not been met by other, traditional institutions. Specifically, it is the goal of the college to:

- offer competence based, baccalaureate-level programs for both degree and non-degree students in a wide variety of liberal arts areas, including a career component for each student.
- provide access to college services to students where they live and work, using learning centers, neighborhood centers and under-utilized community facilities located throughout the Minneapolis-St. Paul metropolitan area.

- operate with flexibility by means of individual student-designed curricula, a year-round academic calendar and a course and study schedule convenient to the needs and circumstances of the students.
- assist the student in identifying and using such community-based learning resources as individuals (Community Faculty) who have competence in areas of student needs, internships, and group and individual learning opportunities offered by organizations and agencies in addition to MMSC.
- provide such unique educational services as evaluation of prior learning acquired through work experience, civic involvement, and other non-traditional means; intensive advising to students in individualized program development, etc.
- assist students in acquiring or expanding skills and perspectives to facilitate their becoming life-long self-directed learners.

Minnesota Metropolitan State College was authorized by the 1971 Legislature and enrolled its first students in 1972. Since that time it has become a national model for innovative higher education. Satellite learning centers are located in the IDS Building, Minneapolis and the Metro Square Building, St. Paul, with additional centers planned for the future. The college has graduated 178 students and its current enrollment is slightly over 1,000.

- 4) The President of a College, the chief academic officer, and other persons designated by the President may appear before the Committee to react to the summary or to elaborate further upon the proposal. In addition, the College may submit a written reaction prior to the meeting of the Educational Policies Committee. This reaction should be sent to the Office of the Vice Chancellor for Academic Affairs where copies will be forwarded to members of the Educational Policies Committee.
- 5) In the event that a program proposal is not approved by one of the other agencies to whom the proposal had been sent or is unduly delayed by such an agency, the Educational Policies Committee will reconsider the proposal. After reconsidering, the Committee shall either sustain its original action and instruct the college involved to implement the program, or shall alter its position in view of the action of the other agency.
- 6) The Vice Chancellor for Academic Affairs will keep the chief academic officer of the College informed concerning the status of the proposed program at each level of consideration.

The Educational Policies Committee delegates to the Chancellor the responsibility for authorizing those new academic program proposals which have the following characteristics:

- 1) are minors or additional options or concentrations in fields or disciplines where the major already exists; or
- 2) are majors or minors that primarily utilize existing courses (having no more than five new courses) and for which faculty, facilities, and equipment budget already exist within the colleges; or
- 3) are merely changes in title.

In the event that the Chancellor has questions about any such programs or feels that a program should be discussed because of its implications for educational policy (even if all courses are already offered), that proposal will be handled through the preceding Committee approval process. Moreover, if a President disagrees with the Chancellor's decision the proposal will also be considered by the Committee. All new academic programs so authorized by the Chancellor shall be reported to the Educational Policies Committee and a brief summary will be provided.

Additionally, graduate program proposals must be submitted in accordance with the following prior to consideration by the Educational Policies Committee.

- 1) Prior to submission of a new graduate program proposal to the Educational Policies Committee or any other agency, the proposing college shall prepare a self-study in accordance with a format worked out in consultation with the Graduate Deans and revised by the Academic Vice Presidents and the Presidents.

- 2) The self-study shall be sent to the Chancellor's Office and be reviewed by two consultants external to the Minnesota State College System -- one chosen by the Chancellor's Office in consultation with the College President; and one selected by the Chancellor from names recommended by the College. In cases where both the Chancellor and a College President agree that a single consultant would be sufficient, only one will be selected.
- 3) The consultants will then visit the College; interview appropriate faculty, administrators, and students; and file with the Educational Policies Committee an evaluation of the proposed program and of the desirability of the College offering the program.
- 4) The College, in consultation with the Chancellor's Office, shall then determine whether to submit the proposal in accordance with the procedures specified earlier.

Higher Education Coordinating Commission  
New Academic Review Process

Proposals for new academic programs are not only reviewed internally by the college and the State College Board but also, externally, by the Minnesota Higher Education Coordinating Commission (HECC) in accordance with a program review procedure defined by the Commission. The HECC review process fulfills primarily an evaluation in terms of state-wide planning objectives. Briefly, the Higher Education Coordinating Commission's process includes a preliminary notification of intent to propose to the Commission's Curriculum Advisory Committee -- the Curriculum Advisory Committee is composed of three representatives from each of the systems of post-secondary education in Minnesota - the private colleges, the state colleges, the community colleges, the area vocational-technical institutes, and the university as well as one representative each from the Mayo Clinic, Minnesota Hospital Association, and the Minnesota Private Proprietary Schools. The Advisory Committee discusses the proposal and raises any questions members may have concerning coordination or duplication factors. The representative of the system proposing the program reports these questions to an appropriate person at the college and requests a response to any concerns raised.

After the college has responded to questions, the proposal is again submitted to the Curriculum Advisory Committee for a final recommendation to the Higher Education Coordinating Commission. The Commission acts on the recommendation of the Advisory Committee. The endorsement of the HECC is given only after the Commission is satisfied that there is no unwarranted duplication of the state's resources, that all relevant state agencies have been involved in the planning; i.e. State Planning Agency, Department of Health, or Department of Education, and that there is sufficient demand and/or need for the program.

Only after this comprehensive development, review, evaluation, and approval process has been completed may a college institute a new academic program.

### Laboratory Schools Review

As a part of the State College Board's on-going review of existing academic programs, on August 26, 1969, the State College Board approved an evaluation of the role and function of the five laboratory schools in the Minnesota State College System located at Bemidji, Mankato, Moorhead, St. Cloud, and Winona. The purpose of the review, as defined by the Board, was to make recommendations concerning the continuance or the discontinuance of the campus laboratory schools.

Initially a comprehensive self-study was completed during the 1969-70 academic year which assessed the academic programs within each school, the school's contribution to the teacher education program of the college, and the resources used to operate the laboratory schools. This evaluation also included an examination of the functions undertaken by the laboratory school, alternative procedures that might be employed, and the costs of providing such functions.

Upon completion of the self-studies three out-of-state consultants visited each laboratory school in October, 1970, meeting with laboratory school personnel; representatives of the faculty, college administration, and the departments of education; and public school administrators. In their study the consultants considered: a) report written and data collected by committees on each of the campuses; b) information and options received on each of the five campuses during the interview sessions; c) the trends and needs of higher education generally and teacher education particularly within the larger context of the realities of American society in the 1970's; d) their own professional judgments.

The consultants' report was distributed to the college administrators who responded to the report. After reviewing the consultants' recommendations and the responses from the colleges, the Educational Policies Committee of the State College Board recommended, on December 4, 1970, that the laboratory schools at Moorhead and Winona should close no later than the end of the 1971-72 biennium; the laboratory schools at Mankato and St. Cloud would continue in operation; and that the final decision concerning the laboratory school at Bemidji State College should be postponed pending a review to be completed by May, 1973.

Subsequently, the Bemidji State College Laboratory School was again reviewed by consultants in early 1973. Upon reviewing the consultants' report, the Educational Policies

Committee agreed to retain the school further on a conditional basis because of the innovative opportunities the school provided for teacher education students. However, after further discussions and reviews during 1973, Bemidji State College reported to the Educational Policies Committee in February, 1974, its intention to close the laboratory school at the end of the 1973-74 academic year.

The closing of three laboratory schools by the conclusion of this process is one example of the State College Board's commitment to review all programs and activities on an on-going basis and to disband those for which the need can no longer be justified in terms of cost-benefit to the State of Minnesota.



Graduate Program Review

In order to determine the future potential of each graduate program based on an assessment of its quality, cost, the student demand, and its priority within the total system curriculum; the Educational Policies Committee of the State College Board requested that the five state colleges offering graduate level programs undertake a coordinated review of their offerings in cooperation with the Chancellor's Office.

In preparation for this review, a complete inventory of all graduate programs was designed and compiled by the Graduate Deans and the Chancellor's Office during 1970-71. In January, 1972, the body that was then called the Administrative Council (the Chancellor and the seven state college presidents) discussed and approved the procedure for completing the review process.

Following completion of the program inventory, the Graduate Deans, meeting with the Chancellor's staff, developed a procedure for determining direct instructional costs and for working out other more detailed aspects of the total review process. After agreement had been reached on these points, each institution in conjunction with campus faculty and committees undertook the task of completing a self-study involving the assessment of demand, quality, and long-range objectives of its entire inventory of graduate programs. The objectives of the self-study were to:

- consider the quality of each graduate program in relation to such factors as demand for the program and cost of the program;
- make recommendations on program modification or, in some cases, reduction or elimination;
- make recommendations for alternative allocation of resources in order to strengthen further those programs that were good and to join with other institutions to improve programs that were not as strong as might have been preferred.

Each institutional self-study was reviewed by the Colleges' central administration and such other agencies of college governance as appropriate and was submitted to the then extinct Sub-Council for Academic Affairs (the Vice Chancellor for Academic Affairs and the seven academic Vice Presidents) and the Administrative Council (the Chancellor and the Presidents). The Administrative Council reviewed the institutional reports and submitted the reports and its recommendations to the Educational Policies Committee of the State College Board for consideration in May, 1972.

As a result of the review process and action taken by the Educational Policies Committee, twenty graduate programs were suspended with the provision that students currently enrolled be permitted to continue, but that no new students would be enrolled. Any reactivation of suspended programs would require formal involvement of the appropriate college committees and senates and submission of a formal proposal through the established approval process. Additionally, thirty other programs were placed on a probationary status with a request that each president continue an evaluation of these programs and report to the Educational Policies Committee any other programs which the college proposed to suspend or to place on a probationary status.

The State College Board also recommended that the Chancellor and the Presidents implement a system-wide study of possible cooperative arrangements within graduate education and to make recommendations for increased patterns of cooperation.

In November, 1973, the State College Board authorized a supplementary approval process applicable to all new graduate program proposals to be followed in addition to the existing review and approval procedures of the State College Board and the Minnesota Higher Education Coordinating Commission. The purpose of the new procedure is to assure that there is an estimated long-term demand for any new program, that existing faculty are highly qualified to offer a proposed program, and that other resources are available in sufficient quantity to justify a new graduate program.

The State College Board realized that the benefits of the earlier review of existing graduate programs would soon be lost if great care were not also exercised prior to establishing new programs.

It was to this end that the State College Board adopted the procedure requiring new graduate program proposals to be reviewed by two external consultants prior to submission to the Educational Policies Committee. This procedure is described in detail in the previous section on "New Program Proposal Procedure."

On-going Academic Program Review

In addition to the other types of on-going program review procedures, the Chancellor's Office conducted an internal academic and staffing review during 1973-74 to serve as a basis for system-wide academic planning. This review process was closely coordinated with the further development of the system program budget and the Governor's Cost Improvement Program, which calls upon all state agencies to look carefully at where money is being spent and how it might be better utilized. The combining of all three processes into one coordinated effort eliminated the necessity for the collection of overlapping and, in some cases, duplicative data.

The program review emphasis within this project involved two steps or phases -- a departmental and support unit self-study followed by a review and analysis of this information by the college administration. The plans and processes in the departmental self-study were completed by the college faculties and included:

- establishment and review of objectives articulated by the departments for their programs and services in the areas of instruction and public service;
- development of a means to assess departmental effectiveness in attaining these objectives;
- better determination of programmatic needs in order to more effectively respond to a college's clientele;
- determination of areas of further programmatic and/or staffing reduction should additional enrollment decline occur.

Based on the information provided in the departmental self-studies, the administrators of each college, working through their own local decision-making process prepared the final report and the President submitted it to the Chancellor's Office. Among the various items included in the colleges' reports were the following:

- academic programs which, within the analysis of the college, represent its strongest programs, and those which should be further reviewed for possible consolidation and strengthening, reduction, or elimination;
- course offerings or programs within departments, by order of priority, where reductions will likely occur based on the present knowledge of enrollment trends, market demands, and student interests;
- recommended changes in present programs, staffing patterns, and other policies and procedures, for both the academic departments and the support units, which may result in increased productivity or cost reduction.

While the completion of the budget portion of this process was accomplished upon approval on October 2, 1974, of the program budget request by the Budget and Finance Committee of the State College Board, the academic program aspect will continue. The State College Board, the Chancellor's Office, and the colleges recognize the need for continuous self-examination and evaluation if programs are to remain responsive to student and societal needs and if there is to be constant effort to improve quality.

To this end each President will be submitting to the Board through the Chancellor, institutional goals and objectives. Additionally, each college will be carrying out its own internal academic program review process. Annually, each President will report to the Board, through the Chancellor, the results of last year's program review. The Chancellor's comments upon programmatic implications from a system-wide perspective should focus particularly on the extent to which a college's internal review reveals consistency with system objectives, indicates commitment of the institution to improve quality, reflects the establishment of priorities in response to student and regional needs, and reveals a definite effort to allocate resources and staff in response to these priorities.

Upon receiving all reports the Chancellor will make his professional recommendations to the Board concerning system-wide programming and the role of a college's internal review within the president's overall institutional management.

In some cases, the Chancellor, in consultation with a President, may wish to utilize an external consultant(s) to evaluate the quality of certain offerings prior to making his recommendations and comments to the Board, particularly in those areas where there seems to be an imbalance between programmatic scope and fiscal support. The Board can then be in a position to exercise its managerial responsibility with regard to educational policy and programming from a system perspective.

### Common Market

In an effort designed to share scarce educational resources among the state colleges and to provide all state college students with opportunities to broaden their educational experiences, in 1968 the Minnesota State College System Common Market was created.

Initially, the Common Market consisted of four basic programs coordinated in the Chancellor's Office to provide state-wide internship opportunities for students, urban student teaching experiences for education majors, the ability to transfer from one institution to another for up to three quarters, and a community and campus cultural exchange program.

As individual colleges became more committed to the area of inter-institutional cooperation the concept of the Common Market matured. Rather than being viewed as a series of isolated programs administered in the Chancellor's Office, the Common Market became a concept of cooperation from which programs, relationships, and policies emanate. The colleges now develop and administer various programs on a system-wide basis under the general supervision of the Chancellor and the seven presidents. Some specific examples of these kinds of cooperative efforts include the following opportunities.

#### Student Exchange

The Common Market Student Exchange Program is designed to enable students to take advantage of skills, events, and facilities unique to one of the state colleges. Students in good standing at their home campus may go to another college after having spent one term in residence. Under this program students from any of the state colleges may take courses at any other state college and receive full academic credit at their home institution. Students may take a single course or a cluster of courses through this program. The student exchange is now administered by the registrars of the state colleges.

#### Urban Student Teaching

Responsibility for the Urban Student Teaching Program rests with Mankato State College and St. Cloud State College. This program provides urban student teaching experiences to students from all state colleges. St. Cloud State College administers the program for all state college students who prefer to student teach in Minneapolis, and Mankato State College administers the program in cooperation with the St. Paul School District. Its aims are:

- to give students from the out-state colleges an opportunity to student teach in an urban environment in the public schools of Minneapolis and St. Paul;

- to eliminate duplication of services and unnecessary competition among the state colleges and give the public school system only one administrative unit with which to develop programs;
- to give state college students necessary practical experience in one of the largest school systems in Minnesota, thereby increasing their employment opportunities.

#### Student Internship

The Student Internship Program permits students to work for one quarter with a public or private firm and receive up to 16 credits for that employment. Since placement is with a firm whose work relates to the student's major or minor, the student's skills may be used on a practical, day-to-day basis and thereby supplement classroom learning experiences.

While major departments at individual colleges have established internships for their own students, the Common Market Internship Program provides a wider variety of opportunities and places students from all seven state colleges in internship positions. Minnesota Metropolitan State College provides the administrative services for this system-wide program.

#### Institute for International Studies

Moorhead State College, in conjunction with the other state colleges, conducts the Institute for International Studies Program which provides for an expansion of the Student Teaching Abroad Program and an Internship Abroad Program.

Initially only Moorhead had established a relationship with the International Schools Association which offers opportunities for its education majors to student teach in other countries. Now this program is available, through the Common Market, to eligible students from all of the state colleges.

#### Regional Internship Utilization

The Regional Internship Utilization Program was sponsored jointly by the Social Services Department of Moorhead State College and the Social Work Department at Bemidji State College. The program coordinates the existing social service training resources of the two colleges; increases the internship opportunities to the students in the northern region of Minnesota in welfare agencies, anti-poverty programs, and other community service organizations; expands the services of the colleges in the area; and improves the field services to student interns and supervisors.

Quarter in Washington

The Quarter in Washington program was designed and sponsored by the political science department chairmen of the state colleges. The program provides for coordination of internships in Washington, D. C. It is the goal of the project to develop new internships (and other learning experiences) in the nation's capitol and to place a faculty member in residence in Washington who advises students in their work, seeks new positions for them, and offers seminars. The responsibility of assigning a resident faculty member to Washington, D. C. rotates among the colleges on a quarterly basis.

### Inter-System Cooperative Programs

The concept of inter-institutional cooperation within the Minnesota State Colleges has expanded and continues to grow in the development of new cooperative arrangements involving the Minnesota State Colleges and institutions of other post-secondary education systems in the state. Examples of some of these inter-system efforts are listed.

#### Bemidji State College

In cooperation with one of the state's community colleges, the Bemidji State College Industrial Education and Business Departments developed a program toward an associate degree -- specifically designed for employees of a local manufacturing firm and expanded to include all students -- whereby the first year of study is completed at the community college and the second at Bemidji State College. The result is that two degree programs not offered by the community college may be completed by taking partial requirements at that institution.

Bemidji State College also offers a B.S. and A.A. in Vocational Education designed for persons teaching vocational subjects at area vocational centers and institutes who wish to pursue a degree. The cooperative aspect of the program is that the college accepts credit for work experience, internships, and teaching experience at area vocational-technical institutes in fulfilling requirements for the degree. The program was developed in cooperation with representatives of the institutes in order to assure the proper response to expressed educational needs.

#### Mankato State College

Mankato State College also offers a B.S. and A.S. in Vocational Technical Education designed to make degree programs accessible to teachers in area vocational institutes in the region of the college. The provisions for acceptance of non-traditional learning experiences are similar to those of Bemidji's program.

Mankato has an undergraduate student exchange program with the private college in its immediate geographic area whereby students in one institution may take courses at the other, paying fees and registering at their home campus. These two colleges have jointly developed a major in Scandinavian Area Studies. Each college offers a minor in Scandinavian Studies and the completion of the two programs constitutes a major.

At the graduate level, Mankato graduate faculty teach summer workshops at the nearby private college with the provision that credit can be applied toward a graduate



program at Mankato or an undergraduate program at the private institution depending upon the level at which the student desires credit.

#### Moorhead State College

Moorhead State College participates in a sophisticated network of cooperative programs with the two post-secondary institutions in that Twin City area, North Dakota State University and Concordia College, which are called, collectively, the Tri-College University. Some of the more significant Tri-College endeavors are noted.

- A basic student exchange program allows students enrolled at any one of the three schools to take a limited number of courses offered at the other schools at resident tuition through the use of a simplified registration procedure.
- A special arrangement within the student exchange between Moorhead State and North Dakota State University allows students to enroll in certain professional programs and to complete three years in their home institution and to transfer to the degree granting institution for the final year with resident tuition. The result is that students of North Dakota State University and Moorhead State College have available to them the degree options of both colleges. This program is currently being expanded to also include Concordia College.
- To facilitate the exchange process, Tri-College provides nine-hour transportation service between colleges every day classes are held at no cost to the students.
- Tri-College University received \$400,000 from the National Endowment for the Humanities for the development of Humanities programs on the three campuses. Activities in the Humanities Forum include a joint multi-disciplinary program staffed by all three schools serving students drawn from all three and a faculty development program which has granted \$70,000 to finance some 40 individual projects.
- The Tri-Colleges cooperate through the sharing of their libraries. A full-time staff of two has worked toward the accomplishment of the following: daily shuttle service among libraries to facilitate student and faculty access to the three collections; a teletype bibliographic referral system; computerized union list of periodicals and serials; joint acquisition policies; development of joint microfilm card catalog, administering a grant from the Library Resources Act to purchase back files of periodicals jointly.
- Under the auspices of the Tri-College, an Environmental Center has undertaken several environmental impact studies for the Army Corps of Engineers. However, the primary purpose of the Center has been to develop an inter-disciplinary Environmental Studies curriculum.

- Tri-College is involved in many other activities such as publishing a monthly bulletin, cultural and activity exchanges, faculty exchanges, reciprocal agreements on athletic and cultural admission costs, and departmental cooperation resulting in joint utilization of visiting scholars.

Moorhead also has a cooperative program with the University of Minnesota in that the University will recognize the master's degree at Moorhead State College for the first year of the University specialist degree in education or school psychology. The University offers some courses on the Moorhead State College campus and will recognize some of the Moorhead State College courses as requirements for the specialist degree making it possible for students to complete all of the first year and some of the second year at Moorhead State College.

Moorhead has also developed an A.S. and B.S. Vocational Technical Education program designed to serve teachers in western Minnesota area vocational institutes and centers who wish to pursue either an associate or baccalaureate degree. As in our other state colleges which have this kind of program, it permits a student to apply work and teaching experience in their field of experience toward the baccalaureate.

#### St. Cloud State College

St. Cloud State College and two private colleges in its immediate geographic area, the College of St. Benedict and St. John's University, formed the Central Minnesota Public Service Consortium.

One of the first programs undertaken in cooperation with all three colleges involved cross-registering among the colleges enabling students to obtain a degree in Asian Studies by drawing on work offered by all institutions and thus avoiding duplication of offerings. This program has now been expanded to beyond just Asian Studies to the extent that students from one school can enroll in the courses of any other.

This consortium cooperates in other areas such as sponsoring lectures, programs, and artist series.

St. Cloud State College has also developed an A.A. and B.S. Vocational Technical Education program to serve the teachers in central Minnesota vocational institutes, which allows credit for teaching experience at the area vocational institutes and centers.

#### Southwest Minnesota State College

Southwest Minnesota State College in cooperation with five of the area vocational technical institutes and the two community colleges in its region is involved in a number of projects.

- The Title I Community Service Program provides library and informational services to regional governmental agencies and citizen groups.
- A Research Task Force Project is working on the identification of needs and the solution of problems in economic development, transportation, human resources, training of public officials, health, and housing.
- A cooperative project in county planning with regard to community and economic development has been implemented in conjunction with the Center for Urban and Regional Affairs at the University of Minnesota.
- Southwest Minnesota State College participates in the Bremer Countryside Incentive Scholarship program which provides \$50,000 for five years to be used to assist persons of mature age who wish to continue their education at any one of the eight area institutions.
- All of the eight institutions in the consortium are currently meeting together to discuss future cooperative curricular ventures such as transfer of credit and exchange of professional staff.
- They are coordinating a Cooperative State Arts Council Project designed to bring cultural events and experiences to the rural areas of southwestern Minnesota where such events are otherwise not easily accessible to the citizens of the region.

Southwest Minnesota State College also participates with a nearby community college in a symphony exchange program.

The University of Minnesota and Southwest Minnesota State College have agreements permitting the University to offer short courses and tele-lectures to Southwest Minnesota State College students.

Additionally, Southwest Minnesota State College offers liberal arts courses at a nearby area vocational technical institute for the vocational students.

#### Winona State College

Winona State College has an agreement with a local private college whereby each school will accept a limited number of students from the other school in a major or majors which one does not offer. The private college will accept Winona State College students to its speech therapy major and Winona State College will accept private college students to its physical education, recreation and leisure studies, and special education programs.

Winona State College has developed in cooperation with the Rochester Community College a baccalaureate program in chemistry which can be completed in Rochester.

Rochester Community College provides the lower division courses and Winona State College offers the upper division courses using the Community College laboratory facilities and, where feasible, their faculty.

Further, Winona is cooperating in a student exchange program with both of the two local private colleges, St. Mary's and St. Teresa's which enables students from each college to take courses at another institution through regular registration procedures and ordinarily without exchange of fees or payments.

Winona State College also coordinates its external studies offerings in Rochester with the University of Minnesota and the Rochester Community College to avoid any unnecessary duplication of programs in the Rochester area.

The college also has developed a B.S. program in Vocational Technical Education which provides for the acceptance of credits from area vocational institutes. Winona State also accepts work experience at area vocational-technical institutes for credit in various business and industrial education programs.

#### HECC Regional Centers

In response to a challenge issued by the 1973 Legislature to the Higher Education Coordinating Commission and to institutions of post-secondary education concerning the need for improved cooperation and coordination of programs and planning within specific geographical regions, three regional coordination centers were established between September 1973 and May 1974 under the auspices of the Higher Education Coordinating Commission. Where state colleges are located in geographical areas of the state which fall within the service areas of the three HECC regional centers in Rochester, Wadena, and the Iron Range the institutions have actively cooperated in extending educational opportunities to the citizens of the state.

This summarizes some of the major cooperative accomplishments between other educational institutions and systems with the Minnesota State Colleges. The Minnesota State College System along with all systems of education in this state are -- on a day-to-day basis -- exploring possibilities for combining, sharing, and coordinating activities and programs in order to provide high quality educational opportunities and options for the citizens of Minnesota.

### New Realities in Management

New realities are emerging in the management of the State College System as well -- realities resulting from the implementation of public policy objectives in such fundamental areas as labor relations and Affirmative Action, as well as the continuing development of improved management systems and programmatic budgeting.

#### Labor Relations

Previous to 1972, changes in the terms and conditions of employment for the State College System faculties were initiated through an informal process. Faculty representatives consulted with representatives of the State College Board to discuss the scope and nature of changes in compensation and other working conditions which the Board would recommend for gubernatorial and legislative review. Faculty participation in the governance of the colleges and the system was provided through the Board's Governing Rules -- recognized nationally as a model for participatory decision-making.

The existing relationships, however, were profoundly affected by the enactment of the Public Employment Labor Relations Act (PELRA) of 1971, which gave public employees in Minnesota -- including state college faculty -- should they so decide, the right to elect an exclusive bargaining agent and to negotiate the terms and conditions of employment through the process of collective bargaining.

Implementation of the procedures of the PELRA, however, has been delayed through a series of developments of unusual complexities:

- Before the passage of the PELRA the Inter Faculty Organization (IFO) had established a long history of representing faculty interests before the Board and to some extent, before the Legislature. In accordance with the provisions of PELRA, the IFO and the Board filed a joint petition with the Bureau of Mediation Services on May 24, 1972 seeking certification of the IFO as the exclusive representative of the State College System faculties.
- The Bureau of Mediation Services held a public hearing on the joint petition on August 15, 1972. At that hearing the Minnesota Federation of Teachers (MFT) and the Southwest Minnesota State College MFT Local sought a ruling that the appropriate geographic scope of the bargaining unit should be defined as each individual college rather than the system-wide unit sought in the joint petition filed by the IFO and the Board.
- On January 22, 1973, the Director of Mediation Services issued a ruling that the appropriate unit was a system-wide one, but added the proviso that the issue could be re-opened should 50% or more of the faculty on an individual campus so desire.

- Pending the above ruling, and with the concurrence of the Director of Mediation Services, negotiations between representatives of the State College Board and the IFO were initiated on June 28, 1972 and continued through January 23, 1973.
- In January of 1973, however, the Moorhead State College Chapter of the MFT submitted membership cards to the Bureau of Mediation Services indicating membership by more than 30% of the faculty at that college.
- On February 15, 1973, the new Director of Mediation Services issued a cease and desist order enjoining further negotiations between the IFO and the Board pending a new unit determination and certification of an exclusive representative(s).
- On March 10, 1973, the Director modified the cease and desist order to permit representatives of the State College Board to meet and confer with all interested faculty organizations on economic matters.
- In view of these developments, it was clear that no negotiated agreement would emerge in time for consideration by the 1973 Legislature. Accordingly, the State College Board's staff -- by letter to the Chairmen of House Appropriations and Senate Finance Committees -- recommended that the Legislature:
  - a) grant a 5.5% general salary increase to State College faculties in each year of the 1973-75 biennium;
  - b) provide State College faculties with the same "cost-of-living" formula granted other state employees; and
  - c) appropriate \$250,000 to finance Affirmative Action equity adjustments.
- The appropriation enacted provided for a 5.1% increase in 1973-74 and a 5% increase in 1974-75. No provision was granted for cost-of-living adjustments or separate financing of Affirmative Action increases.
- On August 15, 1973, after hearing testimony and considering briefs filed by all parties, the Director of Mediation Services ruled that the appropriate geographic scope of the bargaining unit should be each individual college.
- Shortly thereafter, the State College Board, the Inter Faculty Organization and the Minnesota Education Association appealed the Director's ruling to the Public Employment Relations Board (PERB).
- While the PERB was conducting hearings on this appeal through October and December of 1973, the Director of Mediation Services issued a ruling on October 9, 1973 on a second issue -- the matter of which employees should be considered supervisory and/or confidential and excluded from the bargaining unit(s).

- That decision was also appealed to the PERB by all of the concerned faculty organizations (the State College Board did not join the appeal).
- On April 9, 1974, the Public Employee Relations Board -- on a three to two vote -- ruled to uphold the determination of the Director of Mediation Services that the proper geographic bargaining unit is the individual college.
- Upon the direction of the Commissioner of Personnel (who, under PELRA, is the statutory "employer" for collective bargaining purposes), the State College Board appealed the ruling of the PERB.
- On November 13, 1974, Judge Graff of Ramsey County District Court issued a judgment overturning the decisions of the Director of Mediation Services and the PERB and ruled that the appropriate bargaining unit is indeed the entire State College System as was contended by the State College Board, IFO and MEA.
- An appeal was filed by the MFT towards the end of December, 1974 and the matter is now placed for review before the Minnesota State Supreme Court.

The PERB is in the process of ruling on the exclusions and inclusions and a determination should be forthcoming by the end of January.

The above chronology represents a condensed version of the procedural difficulties which have had to be overcome in making the transition from traditional faculty/administration relationships to those associated with the new reality of collective bargaining. The process has created unique challenges to management in that:

1. The legal/procedural difficulties have not been widely appreciated by all parties, and thus a great deal of misunderstanding has resulted.
2. The very real impact of inflation on the economic well-being of the employees affected -- when combined with the fact that under PELRA the State College Board cannot unilaterally address such issues -- has greatly exacerbated the situation.
3. The suspension of negotiations has created a situation where certain terms and conditions of employment requiring modification cannot be altered until such time as a negotiated agreement is achieved.

It is our hope that the procedural barriers to collective bargaining will be finally overcome in the months ahead and that a negotiated agreement can be achieved as rapidly as possible. Certainly the past two years have presented difficult and frustrating constraints and a new set of realities in management.

#### Affirmative Action

In May of 1971, the State College Board established a Commission on the Status of Women in the State College System. The initial work of that Commission led to

a Board decision to promulgate an Affirmative Action Policy and establish an on-going program to insure equal employment opportunities for women and minorities.

One of the first objectives of that program was to review the salaries of women and minorities in comparison with those of white males with similar credentials, experience and responsibilities. Representatives of the Wage and Hour Division of the U.S. Department of Labor were invited to assist in the review process.

In anticipation of the results of that process, the State College Board requested an appropriation of \$250,000 from the 1973 Legislature to finance such equity adjustments as might be indicated by the review. That request was not funded.

Upon completion of the review, equity adjustments totaling almost \$200,000 were approved and financed from the general salary increase monies (5.1%) appropriated for 1973-74. In view of the increasingly apparent impact of inflation, the State College Board requested the Legislative Advisory Committee (LAC) to approve use of Contingency Fund monies for this purpose. The LAC reviewed the Board's request at its September 1973 and December 1973 meetings and did not approve use of Contingency Fund monies. Despite the objections of various faculty organizations and individuals, it was the judgment of the State College Board that such equity adjustments should be implemented from general salary increase funds before other salary increases were provided.

In the Spring of 1974, the Governor issued Executive Order #76 establishing an Affirmative Action program for all state agencies. The State College System -- in consultation with the Governor's Affirmative Action Office -- promptly moved to revise its program to conform with the requirements of Executive Order #76. The major change required was the elimination of the State College System Human Rights Compliance Commission with its citizen representatives and the creation of a Systemwide Equal Opportunity Council as well as a Systemwide Affirmative Action Committee. Other adjustments were required at the campus level as well and to meet the concerns of various women's organizations.

Recently, the State College Board appointed a new Affirmative Action Officer to provide overall guidance to the program and to assist the colleges in its implementation. The individual selected emerged from a nationwide recruitment effort conducted by the State College Board in cooperation with the State Department of Personnel. While the position is in the classified state civil service -- and thus the selection procedures were established and operated by the Department of Personnel -- the State College Board



assembled an advisory committee with citizen representatives to assist in the search process and to review the qualifications of the final eligible candidates emerging from the civil service examination process. The candidate selected was the consensus choice of the advisory committee.

While much remains to be done in implementing the State College System's Affirmative Action Program, the accomplishments to date have not been insignificant. Certainly the resolution of hundreds of individual salary inequities was a major task. There is little doubt that the voluntary request for assistance from the Department of Labor aided its accomplishment and enhanced the credibility of its results. The 1975-77 Biennial Budget request of the State College System includes funding to equalize athletic opportunities for women and support for a full-time Affirmative Action Officer on each campus. Favorable action by the Governor and Legislature on these requests will be a major help in continuing the progress of the State College System's Affirmative Action Program.

#### Management Systems

Since 1969, the Legislature has provided funding to support development of management systems designed to improve the operations of the State College System. A number of key systems have been completed (or are nearing completion) in the current biennium:

- A comprehensive, computer-based accounting system was installed on a pilot basis at St. Cloud State College in 1972-73. The success of that effort led to system-wide implementation for 1973-74 and the system is fully operational at this time.
- A comprehensive, computer-based student system maintaining all student records from initial application to alumni status has been installed and "debugged" on a pilot basis at St. Cloud. Similar systems will be installed at the other colleges in the future.
- A number of personnel sub-systems have been developed and are now being installed on a system-wide basis. These sub-systems will provide "position control" for both classified and unclassified employees, account for personnel expenditures on a current basis and provide demographic data concerning all employees. Such data will prove invaluable in collective bargaining -- particularly in analyzing the cost of various salary and fringe benefit options.
- Additional sub-systems are contemplated and/or in various stages of development to provide data on facilities, space utilization, etc.

new construction as soon as possible, the State College System will be prepared to implement such a program at that time."

Systemwide Facilities Planning Studies

In letters to the Commissioner of Administration dated April 5, 1973, and February 12, 1974, the Chancellor requested planning funds to conduct in-depth studies of campus development problems at the six State College campuses. Such planning studies are now even more urgently required in order to analyze the impact of constantly changing factors, and identify and evaluate alternative courses of action. The organization of the current study effort for the Mankato Lower Campus, with representation from the Department of Administration, the Higher Education Coordinating Commission, the State College Board, the College, the Legislative Staff, and two consulting firms, suggests a good pattern for the establishment of a State College Inter-agency Planning Group, which could undertake the campus development studies now required at Bemidji, Moorhead, St. Cloud, Winona and Southwest. The target date for submission of the planning group's report to the Commissioner of Administration would be January 1, 1976. Such a study effort would:

- Verify education and support space requirements, to include examination of the following specific space needs:
  - At Bemidji -- Business Classroom, Library and Maintenance;
  - At Moorhead -- Art and Maintenance;
  - At St. Cloud -- Physical Education and Maintenance;
  - At Winona -- Maintenance.
- Include determinations of the feasibility of converting existing space to other uses, with reference to the specific requirements mentioned in the subparagraph above. Compare the advantages and disadvantages of providing the space by new construction, or by conversion of existing space.
- Examine and assess the utilization of existing buildings. In those cases where buildings are grossly under-utilized, make appropriate recommendations concerning economical operation and maintenance.
- Compare the economic trade-offs involved in razing obsolescent buildings which are expensive to heat, light and maintain, and where the situation suggests such a course of action, (for example, on a campus with a clearly evident and significant excess of building space) replacing them with small modern buildings whose lifetime operating costs will be substantially less.

that such a visit might prove useful. The designated task in each case is to conduct an in-house energy conservation survey, with a special focus on the reduction of heat loss through windows, doors, walls and roofs. The measures to be proposed, wherever practicable, will be within the capacity of the college work force. Where necessary, and within the limits of feasibility, design services will be provided by the staff architect. The first pilot project was conducted at Bemidji State College during the period December 9-11, 1974. On the basis of that initial effort, it is anticipated that some further significant cost reduction will be achieved at Bemidji during the present winter season. There is little doubt that heating and lighting costs of college buildings on the other campuses are of such magnitude that additional significant dollar savings are possible there also. In addition, the need to reduce energy consumption continues undiminished. Fuel company sources are indicating informally that the delivery of gas to college power plants probably will diminish to zero in a year or two. The potential for achieving additional economies is so great that there is an urgent need to review the several ways in which college energy consumption can and should be further reduced. The State would realize a favorable return for a modest expenditure to conduct a study of this problem on a systemwide basis. Due to the urgency of the energy situation, it is especially important that some way be devised to implement such a study in time for its conclusions to be made available to the 1975 Session of the Legislature. For example, if previously appropriated funds could be reallocated for this purpose, early action might permit completion of the work in time to consider the study's recommendations prior to the close of the 1975 Session. A request to do this has been forwarded to the Commissioner of Administration.

#### Physical Education Facilities

The question of providing adequate physical education and athletic facilities for women is one of growing concern on college campuses throughout the nation. In the Minnesota State College System, there is a wide disparity among the several colleges with respect to the number of square feet of physical education facility space available per student. St. Cloud State College appears to be the least well-endowed in this regard, although Mankato might be even worse off if the Valley Campus facilities are abandoned without some compensatory increase in physical education space on the Highland Campus. On this basis, St. Cloud's capital improvement request includes a proposed addition to Halenbeck Hall. There is little doubt that the college needs more physical education space than it has. The difficulty is in determining precisely how much is required. The question of determining the adequacy of college physical education and athletic facilities is in need of close examination and study from the systemwide standpoint, with a special focus on the validity of the planning factors which have been in use for this purpose over a period of many years. The State College Inter-agency Planning Group would address itself to this problem.

Mankato State College Study

Of special interest is the fact that Mankato State College is currently engaged in a study, under the direction of the Commissioner of Administration, to develop a detailed plan of action of consolidating operations on the Highland Campus. Since this project involves an examination of academic program projections, the determination of total space requirements, and the examination of alternative uses of all existing buildings, it would be premature to request facilities for Mankato, the need for which would in any way be affected by the abandonment of the Valley Campus. Accordingly, the capital improvement requests submitted on 16 October 1974 for Mankato State College are limited to those which are determined to be necessary no matter what decision is made about the move to the Highland Campus. In this regard, the State College Board has for a long time supported the need to provide a separate maintenance facility at Mankato. It would have included such a project in the current request had it not been for deletion of the mandatory residence hall occupancy requirement, which could conceivably result in reduced occupancy and more dormitory space available for possible conversion to other use. The lower campus study effort should resolve the question as to how this additional maintenance space should be provided. It is expected that the completed study recommendations will be made by the Commissioner of Administration to the 1975 Legislature.