

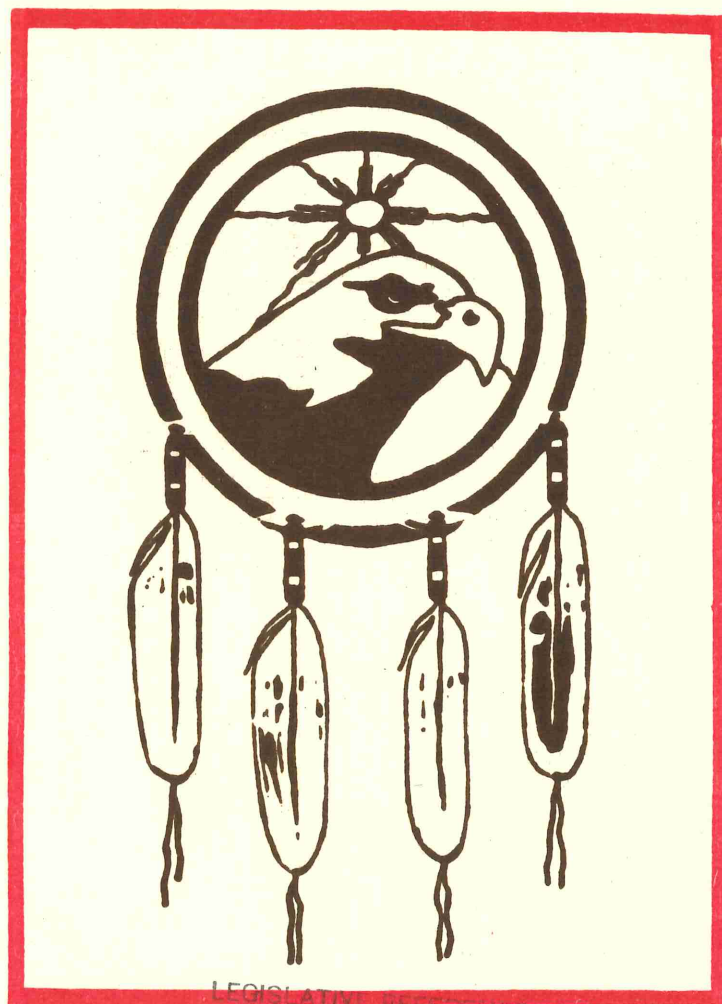
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COMMUNITY COLLEGE TASK FORCE REPORT 1986 - 87

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GOVERNOR'S TASK FORCE REPORT
FEASIBILITY EVALUATION
OF
FOND DU LAC HIGHER EDUCATION CENTER

Prepared in cooperation with:
Wolterstorff Architects Inc., P.A.
and
Resolution, Inc.
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February 2, 1987

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I. FOND DU LAC HIGHER EDUCATION CENTER EXECUTIVE SUMMARY

A. GOVERNOR'S FOND DU LAC COMMUNITY COLLEGE TASK FORCE RECOMMENDATIONS

On January 14, 1987, the Governor's Fond du Lac Community College Task Force adopted this report for submission to the legislature as charged. The Task Force found that a potential for a community college presence in the Cloquet/Duluth/Superior area (also referred to as the Fond du Lac service area) exists. To meet area post-secondary needs, the Task Force recommends that a pilot project called the Fond du Lac Higher Education Center be established under the governance and administration of the Arrowhead Community College Region. The Higher Education Center represents a modest cost, experimental, reasoned approach to testing area potential. The biennial appropriation requested to achieve this opportunity is \$800,000.00.

B. AREA CONTEXT

Post-secondary education in the Cloquet-Duluth-Superior area has a long standing and evolving tradition. The independent school district's junior college along with the state teachers college ultimately evolved into the broad educational umbrella of the University of Minnesota, Duluth. The College of St. Scholastica, once a liberal arts for women has broadened its capabilities and appeal. The transition of vocational training to the Duluth Area Vocational Technical Institute broadened the availability of program. A similar transition occurred in Wisconsin with the state university emerging as an element of the Wisconsin University system and the Wisconsin Indianhead Technical Institute School extending occupational training to area residents.

Economic restructuring is sweeping the area as mining, forest products and steel industries undergo revolutionary changes. The result has been declines in area population and substantial increases in unemployment. Many of the existing work force lack the necessary educational background essential to transition to new areas of employment.

Recent studies of laid off employees indicate acute educational deficiencies. These people express personal preferences for training and education at community based programs such as the vocational schools and community colleges.

Historical separation limit full utilization of geographically concentrated educational programs provided through the five (5) head of the lakes, one a higher educational institution.

Economic, political, physical, and social barriers, which are difficult to precisely define, limit access to existing post-secondary educational programs, in the Fond du Lac area. Even though bridge tolls have been eliminated between Duluth and Superior for over 20 years, the areas do not fully interchange with one another as other neighborhoods with similar proximity.

Additionally, the need for carefully positioned and enriched Indian high school and post-secondary education has been extensively documented. The Indian peoples' higher unemployment rates and lower educational levels are directly related. No post-secondary educational institution exists in Minnesota which fosters the Indian culture and emphasizes development and utilization of Indian resources and role models. To be sure the Arrowhead Community College Region along with UMD and the College of St. Scholastica have developed Indian oriented curricula. The majority of enrollment continues to be non-Indian. The point is not to create a separate curriculum, but rather a blended and sensitive curriculum with foundations in Indian culture and sensitivity to Indian needs as a part of the total educational program.

Consequently, the barriers and population needs combine to create an opportunity to produce a post-secondary educational component in the Cloquet/Duluth area, which provides geographical balance and enhances access to higher education programs. These group needs can be uniquely met by community based, specially designed educational programs.

C. COMMUNITY COLLEGE FEASIBILITY CONTEXT

The Higher Education Coordinating Board adopted guidelines in 1977 which had been used for the evaluation of the potential for establishing new community colleges. The HECB has also made a number of general observations about post-secondary public education. The context for evaluating post-secondary needs can be summarized as follows:

- o The number of High school graduates will continue to decline over the next decade before making a slight recovery. The past rapid graduate growth in high school graduates will be replaced by a relatively stable pool of high school graduates over the next 20 years.
- o Post-secondary enrollments statewide are projected to decline slightly over the next several years and then also level off.
- o The result is a projected excess capacity in public post-secondary facilities.
- o State resources are limited and efforts to reduce tax burdens further limit major spending initiatives.

- o The Arrowhead region in general and Carlton and St. Louis counties in particular, have witnessed significant employment and population losses and at best are projected to maintain existing population levels.
- o The result of population stability and birth rate decline is a continued diminution of the region's high school graduate pool achieving relative stability after a 1991 low point. High school graduate estimates for the Fond du Lac Higher Education Center service area totaled 2,546 in 1981, 2,019 in 1986, 1,679 in 1991 to 1,825 in 1995.
- o Post-secondary education, at the Head of the Lakes, is currently being provided by institutions - the College of St. Scholastica; University of Wisconsin, Superior; University of Minnesota; Wisconsin Indianhead Technical Institute; and Duluth Area Vocational Technical Institute.

A standard traditional overview of needs and feasibility for an area community college would suggest declining/stabilizing enrollments along with the existing supply of post-secondary educational institutions do not warrant additional area post-secondary capacity. Any evaluation must respond to that traditional needs assessment approach.

D. THE CONTEXT OF THE OPPORTUNITY

Sweeping changes are impacting post-secondary education creating new potentials and opportunities. Traditional methods of evaluation must consider some of these factors and trends:

- o Long range forecasts are limited by their reliance on observed rather than projected behavior.
- o Higher Education Coordinating Board post-secondary projections of community college enrollments based on current and available data were understated by 11% in 1985 and 18% in 1986 in the first two years of their estimates.
- o Actual national college enrollment in 1986 exceeded projections which estimated a lower enrollment.
- o All Minnesota post-secondary systems are diligently adjusting their missions and relationships to other system components. Commitment to Focus is perhaps most visible, but the State University system is also engaged in repositioning as are the Community Colleges and AVTI's. Significant change and repositioning of these systems are underway which will affect enrollment, mission, and relationships.
- o High school graduates have continually been the heart of post-secondary forecasts. However, the high school graduate group has declined from 75% of the college student base to 65%.

- o High school graduation rates remain high in Minnesota ranking the state either first or second in the nation over the last 3 years.
- o Minnesota continues to exceed the national average in number of years of schooling completed.
- o High school graduates, while continuing their long decline in absolute numbers are increasing their enrollment in post-secondary education particularly in colleges and community colleges.
- o Women now exceed the number of men enrolled in post-secondary institutions expanding the population base seeking post-secondary education.
- o Older students and part time students are expanding significantly as components of post-secondary enrollments. The implication is a broadening population base beyond traditional newly graduated high school students. This older population base is less mobile reducing selection post-secondary programs which require relocation or are some distance from their homes.
- o The economy is restructuring with job growth occurring in the so-called information and service sectors dependent on literacy and knowledge for entry and performance.
- o Societal change is occurring at an accelerating pace requiring continuing education and reeducation.

E. FOND DU LAC HIGHER EDUCATION CENTER FINDINGS OF POTENTIAL

These trends when applied to the Cloquet-Duluth area produce a post-secondary student pool which responds to the unique physical, economic, political and cultural climate of the area. A program which emphasizes access to higher learning, job skill training or enrichment, attraction of high school graduates in greater numbers and specially designed programs for the learning or socially disadvantaged offers the opportunity to provide a bridge to a broader spectrum of higher learning. Application of observed post-secondary learning needs and participation rates, on a conservative basis, indicates that a properly positioned program could attract significant numbers of new entries to post-secondary education in the area. Again, consider the following:

- o High school graduates and area population estimates are based on state projections of no growth in the area and therefore become a constant in all demand need scenarios.
- o While continued employment declines are projected, the Lake Superior Paper Mill and tourism oriented investments have resulted in a turn around of the area economy and an increase in jobs.

- o Duluth area high school graduates appear to lag behind state averages for graduates continuing with higher education enrollment.
- o Southern St. Louis County and Carlton County adults are less active in post-secondary education than areas of the state with community colleges.
- o Itasca County and northern St. Louis County find community college freshmen enrolling at the rate of 7 for every 10 high school graduates versus 5 for every 10 graduates in other counties with community colleges. Duluth and Carlton County obviously have virtually no community college enrollment because of the lack of an accessible community college.
- o Overall freshmen entry into post-secondary education, (as a percentage of graduating seniors as well as total population) is consistently higher in counties with community colleges, than counties with other combinations of post-secondary institutions. The inference is that community colleges do not divert students from other post-secondary systems, but instead increase entry into post-secondary learning.
- o The Arrowhead Community College Region has attracted over 400 AFDC recipients to its programs during the 1985-1986 school year. Strategies are currently being proposed to accelerate access to the community college experience for the AFDC population.
- o The services to the Indian People Program administered by the Arrowhead Community College Region has been able to attract significant Indian students to the program with a high graduation rate.
- o Implementation of most of the state system proposed missions will result in increased numbers of potential students with limited ways to access the higher learning system.
- o Indian population has been growing rapidly in the state to 36,000 in 1980 ranking Minnesota 12th in the nation and making the Indian people Minnesota's second largest minority population group.
- o Fond du Lac Reservation immediate area Indian population growth has increased significantly over the past 10 years from 700 to total nearly 1,500 in 1986. The service area Indian population exceeds 6,000.
- o The emphasis on Indian education and establishment of the Ojibway school at Fond du Lac will increase the available pool of students seeking post-secondary learning.
- o The Indian population is younger than the overall state population and has proportionately more people in the growing learning age group.

- o The Fond du Lac service area has significant numbers of unemployed and underemployed people greatly exceeding statewide averages. Unemployed workers in November of 1986 totaled 13,165 in Region 3 and do not include those no longer seeking work because of becoming discouraged or other causes.
- o While years of schooling completed is relatively high, 50,000 residents of the service area over 25 years of age have a high school education or less. These are the people most susceptible to job cancellation and the most in need of education and training. Again, a recent study indicated that these people were reluctant to seek retraining or acquiring new skills. When they did, they sought this education from vocational schools and community colleges.

The national adult literacy campaign has estimated that potentially 20% of the adult population can be considered functionally illiterate - that is unable to read and understand relatively simple instructions. Add to that the number of adults without basic learning skills and the range of new students broadens dramatically. In conjunction with the high schools, the community colleges of the area have been effectively making inroads into reducing this deficiency.

F. CONCLUSIONS AND FINDINGS

A properly positioned community college presence in the Fond du Lac area could attract a 2 year student body between 1,000 and 1,200 over the next ten years. Projections are based on conservative estimates of rates of post-secondary participation experienced in the region today. The educational program would need to consider primary market groups such as:

- o high school graduates
- o adult high school graduates
- o part time students
- o men and women
- o American Indian/Alaskan native and minority
- o under and unemployed
- o adults requiring developmental assistance at the college level
- o GED graduates

Securing capital funds from the federal government under the Indian Tribal Controlled Community College Statute is currently prohibited and requires legislative changes and then appropriations initiated under those changes. Funding availability might be 4-5 years away assuming congressional funding acceptability. However, an Indian controlled community college under the sponsorship of a state accredited facility with open enrollment to all races would be eligible for operating assistance based on Indian full time enrollment equivalencies. Moreover, an ongoing institution becomes eligible for funding assistance in undertaking additional feasibility investigations.

*Limit one
75 DEPTAL
Funds*

Fond du Lac
adults not
interested.

The Task Force found that a significant potential exists for a community college presence at Fond du Lac. However, the success of that presence would greatly depend on the acceptability of the program offerings and a reversal of current post-secondary lethargy particularly on the part of the area adult population. The need, then, is to develop a strategy that minimizes the initial financial risk to the public while establishing and testing a diverse program geared to the identified needs of area residents.

The Task Force therefore concludes that the student base for a Fond du Lac community college presence exists. If patterns of attendance and participation parallel the experience in other areas of the state, additional students will be attracted to post-secondary education rather than redistribution of existing students. The Task Force recognizes that many forces are at work which could expand the student body potential beyond the estimates.

The initiation of a community based core educational program, delivered at a number of physical locations and modestly housed for identity and access purposes in existing facilities on the Fond du Lac Reservation would minimize start up costs, demonstrate the viability of the program, attract federal assistance through the BIA and effectively test the ability to put in place a truly innovative and effective concept of post secondary education for the area. An initial appropriation in conjunction with job retraining resources of an amount not to exceed \$245,000 annually would permit the field evaluation of this concept to begin.

\$ 245,000
needed to
start

The establishment of a pilot Fond du Lac Higher Education Center represents a reasoned approach to testing the ability to capture the identified enrollment potential. The community based core liberal arts educational program would be delivered through multiple locations. A visibility administrative presence is proposed to be explored for the Cloquet Forestry Center properties. Such a combination would maximize use of existing facilities and keep start up costs to a minimum. Demonstration of successful performance could broaden funding assistance including federal participation. An initial 2 year funding level of \$800,000.00 would permit initiation of the innovative Fond du Lac Higher Education Center under the administrative sponsorship of the Arrowhead Community College Region.

II. INTRODUCTION AND BACKGROUND

A. INTRODUCTION

A time of change. A time for innovation. A time to share. A time to create new educational partnerships. A time to explore new horizons. The time to examine a unique opportunity--the creation of a specially positioned program of higher education.

The Cloquet-Duluth-Superior Area contains some of Minnesota's oldest geologic formations and cultural traditions. It is an area that spans many times. An economy almost exclusively based on natural resources is undergoing significant restructuring. A group of people several years ago began to explore ways to expand the educational environment of the area to address and capture a wide range of opportunities.

Officials of the Fond du Lac Reservation lead the way in beginning the examination. Faced with more intensified representation of the area's problems, the Reservation examined ways in which educational opportunities along with economic opportunities could be expanded, particularly for the Indian people. That evaluation acknowledged the special needs of the Indian people, but also came to recognize the need for an educational program that provided access to opportunity for a broad range of people from the area.

The Fond du Lac area possesses significant post-secondary resources provided by the University of Minnesota Duluth, Duluth Area Vocational Technical School College of St. Scholastica, University of Wisconsin Superior and Wisconsin Indianhead Technical Institute. Even with these resources, a gap seemed to exist in attracting people to post-secondary programs. Indian programs and Associate degrees coupled with occupational and vocational programs were functioning on a limited basis, but a significant segment of the population did not seem involved. In fact, nearly two-thirds of the 6,600 student UMD enrollment came from outside the area. While arguably the post-secondary capacity existed, the question of need for a community based, Indian enriched, community college program in the area remained.

B. THE FOND DU LAC RESERVATION CONTEXT

The Fond du Lac Reservation within the Northeastern Minnesota Arrowhead Region has become a major contributor to many varied development projects, reflecting an ongoing interest in the improvement of local and region wide quality of life. To achieve this goal, the Fond du Lac Tribal Council has invited public interaction and intergovernmental coordination to participate in the important aspects of planning and decision making. In this effort Fond du Lac has made a commitment to utilize and share the many unique resources and opportunities available to the reservation.

All Indian tribes and bands are regulated by policy set by the United States Department of Interior and Administered by the Bureau of Indian Affairs.

These policies are structured to encourage "self determination" at the tribal and band level. Tribal governments are responsible for continuing to develop political and economic power that will enable them to make the complex decisions in utilizing their resources, human and natural, in the process of controlling their destinies.

Tribal officials are aware of their obligation to balance traditional values against technological needs. Technical ability will be necessary because healthy economic and living standards will continue to require it. Progress must be achieved without compromising basic Indian values, and without eroding the cultural and religious integrity of the Fond du Lac Band of Chippewa Indians. A post-secondary education component on the reservation with a strong cultural enrichment program would benefit both concerns and serve as a foundation shared with pride by all the citizens of the State of Minnesota.

Each year the Fond du Lac Reservation has advanced aggressively into more meaningful programs of both short and long range. Fond du Lac officials first discussed the development of a community college in 1979 as part of their comprehensive educational plans for the reservation. With the completion of the elementary and secondary education systems, continuing education at the post secondary level is the current focus of completing long range educational development.

Out of this concern was born the concept of integrating state, local, tribal and federal resources into a unique joint venture to look at a educational vacuum in an area containing an extremely large unserved population base, using the Fond du Lac and Cloquet areas as a focus. This unique and intriguing idea captured the imagination of local legislators, as well as the entire state legislature and the governor. The 1986 session of Minnesota produced a \$50,000 appropriation and a 13 member task force to study the concept, with an eye toward establishing a coordinate campus of the Arrowhead Community College on the Fond du Lac Reservation, that would be open and available to all.

C. LEGISLATIVE CHARGE

Armed with that background and concern, the 1986 Minnesota State Legislature was approached to explore ways in documenting needs and finding new solutions or arrangements for post secondary education in the unique northeastern Minnesota environment. The legislature shared the concept that a special opportunity might exist which needed evaluation and analysis.

Chapter 1, Article 10, Laws of Minnesota for 1986, First Special Session were adopted which contained a directive and

appropriation to explore the potential. Those laws provided the following direction:

"The Governor, after consulting with the Fond du Lac reservation and the Higher Education Coordinating Board, shall appoint a task force of 13 members to study the feasibility of establishing a coordinate campus of Arrowhead Community College on the Fond du Lac Indian Reservation that would be open and available to all. (emphasis supplied) The task force shall report to the legislature on the results of its study by February 1, 1987. The task force shall provide copies of its report to the State Board for Community Colleges and the Higher Education Coordinating Board. Those boards shall respond to the legislature on the report of the task force by March 1, 1987. The task force (1) is subject to Minnesota Statutes, section 15.059, subdivision 6, (2) may accept money from non-state sources to do its work, (3) shall cooperate with and invite the participation, before it of the federal government, including the Bureau of Indian Affairs, and (4) shall report on, among other things, the availability of federal tribal community college funding."

Based on that charge, the Governor's Task Force was constituted. The 13 members were selected to represent education, government, labor, business, and local citizens with a geographical balance. The Task Force established a meeting schedule, several special investigations, retained a coordinator and executed a consulting agreement to identify needs and potential for a community college.

D. SCOPE AND CONTENT

The Task Force, during its brief existence, examined a broad range of issues related to post-secondary education in the Fond du Lac area. Regular meetings were held at a number of area facilities to acquaint members with the area. Discussion and evaluation of a number of items included Arrowhead Community College Region program and enrollment patterns, the services to the Indian People Program, Minnesota Indian Education Needs Assessment, governance of a new community college, enrollment trends and needs, and related discussions.

This Task Force report touches on a number of those peripheral, but related subjects. However, the core of this report is in response to the legislative charge to examine the feasibility of a community college open to all on the Fond du Lac Indian Reservation. To accomplish this examination, the consultant team on behalf of the task force consulted a wide variety of participants involved in post secondary education in Minnesota. An attempt was made to utilize existing data and build upon that data for the analysis to reduce cost and eliminate duplication. Each public school district in the potential service area was surveyed with respect to historical and projected attendance patterns and their assessment of a community college on the school district. They were also queried as to any information

compiled relating to historical preference patterns of graduating seniors and actual attendance in post secondary education.

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The utilization of existing and available data also avoids the confusion of source and reliability. The definition, change in definition, coverage, reporting differentials and general complexity of the subject cause some comparability gaps as well as limits to which the data can give well founded conclusions. Data limitations and definitions were acknowledged and attempted to be compensated for in the conduct of the evaluation. However, no attempt will be made to define all of the terms and how they differ between the varying collecting and reporting entities. Suffice it to say that the results acknowledge those nuances and do not feel that the conclusions reached are significantly compromised by the data subtleties.

Questions and Concerns Considered

The questions explored are rather straight forward:

- o Would a community college located on the Fond du Lac Indian Reservation attract a significant student body to warrant its establishment?
- o What population groups would be attracted to a proposed community college with particular reference to Indian people?
- o Would a new community college merely transfer students from existing post secondary institutions?

The answers to these questions interact with a series of related concerns including:

- o What curriculum will be offered and clientele served?
- o Where will the college be located and what type of facilities provided?
- o What are the capital and operating costs involved should such a potential exist?
- o What minimum course offerings, staffing and enrollment levels are necessary to assure a quality education?
- o What implementation options should be considered?
- o What requirements are stipulated by the federal government in order to receive capital and/or operating support?
- o Given the sovereign nation status of the reservation, what considerations must be established with respect to establishment and governance of the institution?

Report Content

This report to the legislature, in examining those questions provides an overview of the potential for a community college presence at Fond du Lac. The following background is contained in this report:

*Projected Enrollment in Minnesota Post Secondary Institutions.

- *Examination of Higher Education Coordinating Board criteria for establishing community colleges.
- *Examination of the mission of the community college.
- *Outline of curriculum potentials.
- *State and national trends and the population characteristics of post secondary students.
- *The population groups constituting community college student potential including area high school graduates, adults, undereducated, unemployed, and functionally illiterate along with special consideration of Indian needs in these categories.
- *Impact on enrollments at other area post secondary institutions.
- *Projections of potential enrollment in a Fond du Lac based community college program.
- *Description of task force findings and recommendations for implementation.

The Task Force, in its deliberations carefully weighed this information, redirected its examination to areas of concern, and tested the strength and reliability of key conclusions. At the same time the Higher Education Coordinating Board as part of its ongoing efforts convened Cloquet, Duluth, and Superior area post secondary institutional leaders to examine characteristics of the area, of the institutions, of their defined missions, and prospects for meeting future needs in the area. A number of areas of investigation are not presented in this report. As a result of an ultimate recommendation to enhance post-secondary opportunities by establishing a community college presence through an incrementally staged Fond du Lac Higher Education Center, the investigation of campus capital costs, core curriculum and minimum instructional and staffing levels were deferred. Even though the question of feasibility of community college guided the evaluation. The question was broadened to mean a community college presence versus an actual facility. The Fond du Lac Higher Education Center represents a core liberal arts pilot program operating from a number of locations to verify potential. The Arrowhead Community College Region would provide administrative sponsorship for the Center.

III. THE FOND DU LAC COMMUNITY COLLEGE OPPORTUNITY

A. THE COMMUNITY COLLEGE SYSTEM

History of the Minnesota Community Colleges

The Minnesota Community College System is dedicated to fulfilling the State's commitment to lifelong learning. Community colleges were established in the early 1900's by local school districts. In 1963, the Legislature created a system of state-operated community colleges which began operation July 1, 1964. Today, there are 18 community colleges located throughout Minnesota, providing quality higher education on an affordable, convenient basis.

As equal opportunity institutions, they serve people with varying interests, aspirations and abilities, reaching many who otherwise would not have the option to pursue higher education.

All community colleges are accredited by the North Central Association of Colleges and Schools and offer transfer, career, and continuing education courses to over 35,000 students in the state. Admission in the community colleges is open to anyone who holds a high school diploma or who holds a G.E.D. certificate.

Mission of the Community Colleges

As equal opportunity institutions, community colleges serve people with varying interests, aspirations, and abilities, reaching many who otherwise would not have the option to pursue higher education. The colleges thus contribute to the development of informed citizens so essential to a strong democracy and a vital economy.

Community colleges provide quality programs and services on an affordable, convenient basis. Programs and services are designed to meet the needs of individuals, local communities, and the State as a whole. The colleges demonstrate that access, diversity, and quality are the principles which underlie Minnesota's comprehensive network of post-secondary educational institutions. Helping people realize their potential, further their ambitions, and improve their lives is the purpose of a community college.

In carrying out its mission, the Minnesota Community College System provides:

- 1) General Education (a) expanding the individual's social, cultural, ethical, and intellectual horizons through the investigation of broad areas of human knowledge and achievement; (b) aiding the individual in exploring possible career and life choices; and (c) imparting critical reasoning skills necessary to succeed in an increasingly complex society.

2) Transfer Education in the Liberal Arts and Sciences (a) offering instruction at the freshman and sophomore levels of undergraduate education enabling the individual to earn a baccalaureate degree; and (b) addressing the latest advances in knowledge relevant to the individual's chosen course of study.

3) Career Education of a technical or semi-professional nature which, when feasible, is offered cooperatively with other post-secondary institutions (a) offering certificates and/or associate degrees that upon completion, permit the individual to secure employment in the occupational field for which preparation is sought; (b) providing instruction at the lower division level of undergraduate education enabling the individual to earn a baccalaureate degree in the occupational field for which preparation is sought; and (c) addressing the latest technological innovations in the occupational field for which preparation is offered.

4) Continuing Education (a) enabling the individual to advance as well as maintain certification in an occupational field; and (b) providing personal growth and cultural enrichment.

5) Developmental Education (a) recognizing the need for some individuals to improve their basic learning skills in order to make satisfactory progress toward their educational objectives; and (b) supporting those individuals who though lacking college preparatory backgrounds have the potential to succeed with college-level academic work.

6) Cooperative Programs and Services with school systems, business, industry, community agencies, and other institutions of postsecondary education (a) maintaining or improving the accessibility, quality, and diversity of post-secondary opportunities throughout the state; (b) enhancing programs and services available to students; and (c) producing a more efficient utilization of resources.

7) Articulation with Secondary Schools (a) ensuring curricula are sufficiently correlated to prepare secondary students adequately for college-level studies; and (b) enhancing learning opportunities available to secondary students.

8) Student Support Services enabling individuals to formulate and achieve their educational objectives.

9) Student Activities encouraging individuals to participate in experiences geared to their vocational, social, cultural, and recreational interests.

10) Community Services (a) offering cultural and recreational activities which encourage community as well as student involvement; (b) providing access to college facilities for community activities; and (c) assisting in the promotion of the social and economic well-being of those communities served by the colleges of the System.

11) Open Access providing educational and employment opportunities through action-oriented programs affirmatively recruiting students, faculty, and staff from different racial, sexual, ethnic, and social groups from all areas of society.

History of the Arrowhead Community College Region

Arrowhead Community College Region was created July 17, 1981, by the Minnesota State Community College Board, with the merger of five community colleges serving the upper northeast quadrant of Minnesota. The campuses involved, all of which were accredited by the North Central Association of Colleges and Schools, are Hibbing at Hibbing, Itasca at Grand Rapids, Mesabi at Virginia, Rainy River at International Falls, and Vermilion at Ely. Administrative offices for Arrowhead Community College are on the campuses at Hibbing, Itasca, and Mesabi. Dr. Philip Anderson, formerly president of Itasca Community College, is president and chief administrators for each of the campuses are provost, vice provost, and director of campus services.

The merger of the five colleges into one resulted after a study by the Minnesota Community College System and Minnesota Community College Board. The reorganization effort was to effect three major purposes:

- 1) To ensure a continuation of a community college presence in each of the communities in which a community college is now located.
- 2) To improve services.
- 3) To reduce costs.

The regional administrative office of Arrowhead Community College exists primarily to develop and administer college regulations and procedures, coordinate instructional and academic support services, improve campus operations through the sharing and prioritizing of resources, provide administrative support services, and assume primary responsibility for planning, budgeting and evaluation in a five campus network.

B. THE OPPORTUNITY

Mission of Arrowhead Community College Region

Arrowhead's Community Colleges recognize the dignity and worth of all human beings and believe that post-secondary education should be available to all who can benefit from it. The Region is committed to providing, through its five college network, community-oriented educational opportunities and services that meet the needs of northeastern Minnesota residents. The college's primary mission is to provide quality instruction in lower division and pre-professional transfer programs, one and two-year career programs, career programs in cooperation with

area vocational institutes, and continuing education for adults. In addition, student support services and developmental education will be emphasized. Community service programs and cultural opportunities will also be offered in coordination with area agencies and institutions. The Region's colleges will seek to achieve this mission within the limits of its legal and fiscal capabilities.

In carrying out its mission, the Arrowhead Community College Region provides:

1. Lower division and pre-professional transfer programs for persons seeking an associate of arts degree;
2. One year vocational certificate and two year associate in applied science career programs to meet the needs of individuals wishing to enter a career field or upgrade their skills;
3. Learning opportunities to community residents of all ages with a focus on retraining and fostering a commitment to life long learning;
4. Increase opportunities for minorities/American Indian persons to become aware of and participate in ACCR offerings;
5. Personal, academic, career, and financial aid counseling services for students;
6. A response to college needs through planning, evaluation, and development;
7. Developmental programs that recognize different learning styles and rates;
8. A public information program to promote community awareness of the learning opportunities available at Arrowhead colleges;
9. A program of cultural, recreational, and social experiences in a college climate that encourages student and community involvement;
10. An atmosphere that fosters and supports effective communications, a climate in which college staff are committed to the goals of the institution, and an opportunity for input into the institutional decision-making process;
11. Low cost, accessible and quality educational programs and services to all citizens who can benefit from participation.

Arrowhead Community College Mission on Fond du Lac Reservation

Arrowhead Community College Region proposes to extend its mission into the Fond du Lac/Cloquet area by developing a pilot project, the Fond du Lac Higher Education Learning Center. This center will have several major goals:

1. Provide access to quality education for all students in an area where there is lower participation in higher education.
2. Provide special emphasis on accessible educational services and support to Indian students that will help ensure their success as college students.
3. Complement existing higher educational opportunities offered by the area vocational technical institutes, University of Minnesota Duluth, College of St. Scholastica, University of Wisconsin Superior and the community colleges.
4. Provide a feeder system for four year schools.
5. Increase the quality of life in the Arrowhead Region.
6. Promote multi-cultural experiences and awareness by bringing together ethnically diverse people.
7. Develop an ongoing atmosphere of sexually equality and access in education.

Potential Programs

The Fond du Lac Higher Education Learning Center will offer educational programs in three major areas: 1) a liberal arts education leading to a 4 year degree; 2) career education; and 3) continuing education.

Transfer education leading to the Associate of Arts (AA) degree will provide a core curriculum in the liberal arts. Associate of Arts degrees with a career elective focus are already offered in several Arrowhead colleges and could be offered at the Fond du Lac Higher Education Center through Mesabi Community College: Human Services, Bilingual Teacher Education and Ojibwe Language Specialist, are all liberal arts curricula with at least sixty credits of liberal arts and thirty credits of focused, applied electives.

Feasibility studies to identify regional employment needs will be conducted to determine appropriate occupational programs. Potential occupational programs could include, but are not limited to: Indian Mental Health, Indian Chemical Dependency, and Law Enforcement. Many new occupational programs will be cooperative with the AVTI's. Continuing Education programs will be offered to meet the customized needs of business, industry, health, and human services. These offerings will also be based on an

assessment of need in this fifty mile radius surrounding the Fond du Lac Reservation.

Two-plus-two programs will be developed with four-year universities and area high schools and will assist in providing continuity for both Indian and Non-Indian students.

Governance

The intent of the Fond du Lac Higher Education Learning Center is to operate under the current governance structure of the Minnesota Community College System. The Center will be administered through the Arrowhead Community College Region and Mesabi Community College.

General Funding

The Fond du Lac Indian Reservation and the Arrowhead Community College Region in the planning and development stages of this college have discussed the funding strategies in this unique partnership. The possibilities for joint funding from Federal and State and not to exclude the private foundation exist. The opportunity for the Reservation to access the Bureau of Indian Affairs through the Tribal Controlled Community College Act and the general operations money through the Bureau of Indian Affairs, exists and will be explored. The following are programs which we will explore and develop along with the center:

Indian Education Act

Title IV Parts B and C

These are for programs which will assist adults and students in obtaining education or/and development of unique programs.

Title VII Bilingual Education

This program is designed to develop programs in the area of Bilingual Education to assist schools and school districts with high concentration of Bilingual students.

Title III - Higher Education Act of 1965, as amended.

Would be used to develop a program for student who would need the additional literacy background to assist them in competing in a two and possible four year institution and to assist them in the betterment of the job skills.

Funding for the Improvement of Post-Secondary Education (F.I.P.S.T.) Grant

Will be developed to assist the program in its development. The primary function of this grant is for community college, four year institutions and communities in developing educational opportunities for their community.

Drug and alcohol Education

Would be used to develop a program on prevention, this could come from both State and Federal Bureau of Indian Affairs.

Job Training and Partnership Act (J.T.P.A.)

Fond du Lac Indian Reservation currently operates its own J.T.P.A. program, which provides for education and on-the-job training. This program could be substantially increased and in

conjunction with the Arrowhead J.T.P.A. program, which Fond du Lac has a joint agreement with, would greatly expand the educational opportunity for those students that qualify.

The opportunity which avails itself to this unique educational venture will open the doors to explore private foundation funding to its fullest extent.

Currently, the private foundation aspect by the reservation has gone virtually untapped. This choice venture will allow both the Arrowhead Region and the Fond du Lac Reservation the opportunity to join forces to secure funding from these organizations. New and unique programs will be developed with the assistance of private foundation funding.

IV. NEW COMMUNITY COLLEGE CRITERIA

The feasibility of a community college program in the Fond du Lac area was undertaken in the spirit of traditional guidelines utilized for assessing post-secondary needs. The Minnesota Higher Education Coordinating Board, in fulfilling its program review and evaluation responsibilities, has from time to time adopted guidelines and criteria. The Task Force analysis recognizes that a revisiting of the existing guidelines may result in their amendment, particularly with respect to locational distribution of post-secondary facility criteria. Nevertheless, in discussions with HECB staff these 1977 guidelines were referenced as considerations for any evaluation.

The context in which the 1977 guidelines were established also provides a useful framework. It was noted that the guidelines shifted the focus from the establishment of institutions to meet needs to the broader concept of post-secondary educational services which might be provided by various arrangements in addition to merely establishing new institutions. The Board expressed its affirmation that post-secondary education services should be realistically available and accessible to all residents of Minnesota.

The locational criteria of population and proximity were noted as to relevancy, but in the context of all area post-secondary institutions, both public and private. Also of particular importance is the attention directed to better use of existing resources as needs change.

Definition of educational demand, area program supply and costs were highlighted as important considerations. Differentiation of educational offering in a possible Fond du Lac area community college was outlined previously. These working guidelines provided the context for the feasibility evaluation.

GUIDELINES FOR EVALUATING NEW POST-SECONDARY EDUCATION SERVICES

Minnesota Higher Education Coordinating Board
December 1977


The Board recommended that in determining the need for post-secondary educational services the following guidelines be applied:

1. A post-secondary educational institution should be located within 35 miles of every Minnesota community with a population of 5,000 or more.

2. An institution which offers at least the first 2 years of collegiate study leading to a baccalaureate degree should be located within every Minnesota community with population of 10,000 or more.

When a request is made for additional post-secondary services in a region, the following factors should be used to determine the extent to which the need exists and to evaluate alternative means of addressing substantiated needs:

3. Historical and current participation in post-secondary education.
4. Projected demographic characteristics of the community and/or region.
5. Availability of post-secondary education resources in region.
6. Statewide post-secondary enrollment capacity and utilization.
7. Specific and/or unique regional needs.
8. Mission, role, and scope of expanded services.
9. Potential new enrollments generated by an institution or delivery mechanism.
10. Effects of establishing a new institution or delivery mechanism on existing institutions and services.
11. Cost of expanded services.
12. Alternative delivery systems of post-secondary educational services.

 The Task Force evaluation does not make specific a point by point assessment of these criteria. Again, the guidelines provided the basic framework of evaluation.

V. POST-SECONDARY EDUCATION TRENDS

A. MINNESOTA HIGHER EDUCATION SYSTEM

Minnesota has a comprehensive system of public and private post-secondary higher education. The locations for non-Twin Cities metropolitan area campuses are shown in Figure 1. The public systems, anchored by the University of Minnesota's well publicized Commitment to Focus, are examining their missions and adjusting their programs to meet new challenges. Similarly, the community colleges and AVTI's have initiated some coordinated efforts which could lead to joint programs and some type of program merger. The post-secondary systems are in a dynamic state of change. As missions are redefined and service programs established, changes to enrollment and service distribution will continue to occur. The Fond du Lac evaluation recognizes that factors which are not currently identified will continue to impact the shape of post-secondary education.

University of Minnesota System

The University of Minnesota operates non-metropolitan programs at four locations, including Duluth. Duluth was served at one point by a junior college as well as a normal school which made the transition to Duluth State Teachers College and finally merged into a component of the University system in 1947. The University of Minnesota, Duluth and Duluth post-secondary education comes from a tradition of 2 year community based higher education. UMD serves a broad geographical area. The University System provides a full range of academic and professional degrees. UMD offers Bachelor's degrees, Masters degrees and limited two year Associate degrees. Nearly two-thirds of its students are from outside of the Duluth area.

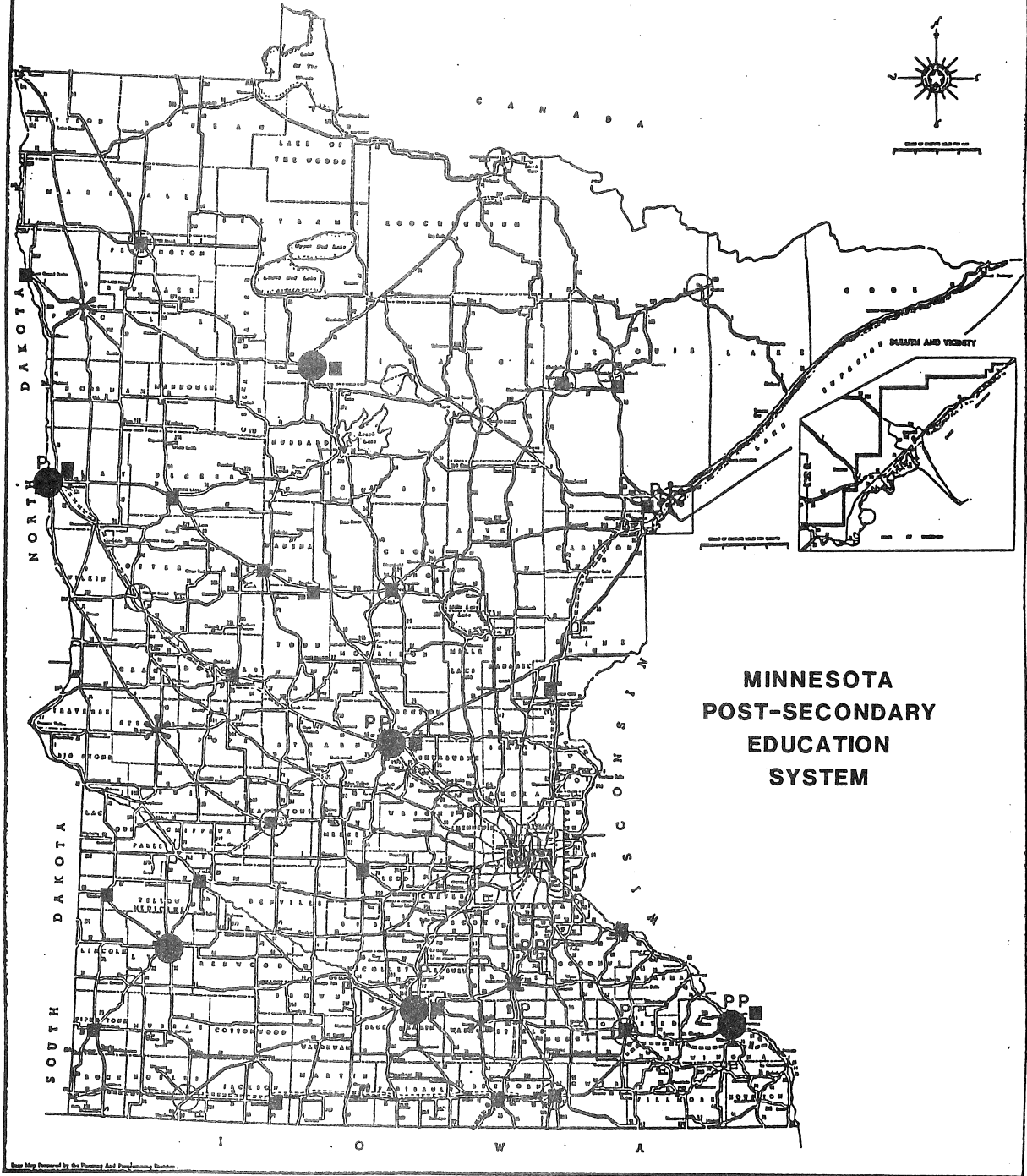
State University System

The State University system has seven institutions including Metropolitan State University in the Twin Cities. Most of these locations date back to the early 1900's. State universities were originally established as normal schools and state colleges to produce qualified teachers.

The State University system institution comes from a two year college tradition. Their broadening curriculum resulted in being designated state colleges in 1957, adding masters degrees in fields other than education in 1963, and in acknowledgment of the changed role and character re-designated as state universities in 1975. Additional universities were added to the original five in 1963 and 1971.

FIGURE 1

STATE OF MINNESOTA



MINNESOTA POST-SECONDARY EDUCATION SYSTEM

- * UNIVERSITY
- STATE UNIVERSITY
- COMMUNITY COLLEGE
- AVTI
- P PRIVATE 4 YEAR

RESOLUTION, INC.

WOLTERSTORFF ARCHITECTS INC.



Four year Bachelor's degrees are offered in liberal arts, science, education, business and fine arts. Two year technical, vocational and pre-professional programs not otherwise accessible to students through a community college or vocational school or for which the state university is uniquely equipped to provide are also offered. Graduate's degree offerings also exist. Their role in the emerging post-secondary system is also changing. Bemidji and St. Cloud State Universities are both about 140 miles away from the Fond du Lac area.

Community College System

The Community College System emerged from the State Junior College System created in 1963 to encompass the junior colleges operated by local school districts. In 1963, the community college system had 4,000 students. The system has grown to be a state system of 18 community colleges so named in 1973 with the creation of the current Minnesota State Board for Community Colleges. Current system full year equivalent enrollment is 23,000 students serving over 35,000 people annually.

There are 12 non-metropolitan community colleges including 5 organized as the Arrowhead Community College Region. The Arrowhead Region would provide the administrative umbrella for any new community college at Fond du Lac. The current Arrowhead Region community colleges are:

<u>Community College</u>	<u>Location</u>
o Itasca	o Grand Rapids
o Mesabi	o Virginia
o Hibbing	o Hibbing
o Rainy River	o International Falls
o Vermilion	o Ely

The Arrowhead region community colleges served a 1986 fall headcount student body of 4,600.

AVTI System

The final component of the public post-secondary educational system is the Area Vocational Technical Institute. This 33 institution system has 27 locations outside of the Twin Cities. A wide variety of vocational and technical training programs encompassing one and two year time intervals are provided. Programs offered to high school students through secondary vocational courses are governed by the State Board of Education. Post-secondary programs for AVTI's and adults are governed by the State Board of Vocational-Technical Education. The program also encompasses upgrading or retraining for 350,000 adults who are unemployed or underemployed. Over 30,000 students are enrolled. Each AVTI is administered by their locally elected school board.

Private Colleges and Universities

The 17 private colleges and universities of the Minnesota Private College Council serve as a major source of high-quality undergraduate liberal arts education and a variety of graduate and professional programs. The colleges enroll nearly 31,000 undergraduate students, or 26% of all undergraduates enrolled in four-year baccalaureate degree-granting institutions. A total of 73% are from Minnesota, 24% come from the other 49 states, and 3% are from over 100 foreign countries.

The 17 colleges offer a combined total of 230 undergraduate academic programs, 95 pre-professional programs, and 24 graduate and professional programs. Almost 90% of the undergraduates are full-time students. The private colleges are committed to providing high-quality, undergraduate liberal arts education to a diverse student body from a broad range of economic, ethnic, racial and religious backgrounds.

These institutions confer 31% of the state's baccalaureate degrees, including over 50% of the math, physical science, foreign language, and area/ethnic study degrees; over 40% of the health sciences, life sciences, and social sciences degrees; 30% of the business and management degrees; and nearly 25% of the elementary and secondary school teaching degrees.

B. ENROLLMENT DATA BACKGROUND AND DEFINITIONS

In describing enrollment trends, a somewhat complex set of definitions and reporting practices and patterns apply. Although parallel, each system has its own reporting system. The discussion in this report will focus on three fundamental enrollment definitions--headcount, full year equivalent (FYE) and average daily membership (ADM).

The first two are used by the state post-secondary systems while the local school districts report ADM's. The data presented here will exclude non-credit campus and extension students. Credit extension students are included. Summer session full year calculations vary by institution. Also, some attach summer sessions to the upcoming year while others include information with previous years. Private schools have few extension students and do not report summer session data. Consequently aggregated data will have some variances although these variances will be consistent for time line comparisons.

Data utilized is from the Higher Education Coordinating Board again to provide some continuity. That data varies somewhat with the individual institution reporting. Selected current year data is taken from system reports. HECB data compilation changed in 1983 resulting in higher accuracy for some areas and creating need for some caution in interpreting time line comparisons.

Headcounts are counts of actual enrollees on the 10th day of each quarter or semester. They include full and part time students.

Headcounts are a useful measure of the extent of involvement in post-secondary education by the area population.

Full year equivalent enrollments are defined to provide a weighted value for enrollees approximating the amount of education, measured in credit hours, provided. Establishing a uniform credit base definition of 45 credit hours, levels out seasonal and part time student variances to provide comparable weighted student attendance measures. Usually, the data are registration driven rather credit completion driven resulting in some over statement. FYE enrollment counts will be less than headcount enrollments.

Average daily membership enrollments are determined on class hours of instruction where 1050 hours of instruction constitutes one ADM. They apply to AVTI enrollments.

Post-secondary financing formulas are tied to both headcount and full year equivalency enrollments. Headcounts are useful because of the immediacy of their availability each quarter. As mentioned, reporting systems and definitions vary slightly. HECB reports, therefore, vary slightly from individual institution reports.

C. HIGHER EDUCATION SYSTEM ENROLLMENT TRENDS AND PROJECTIONS

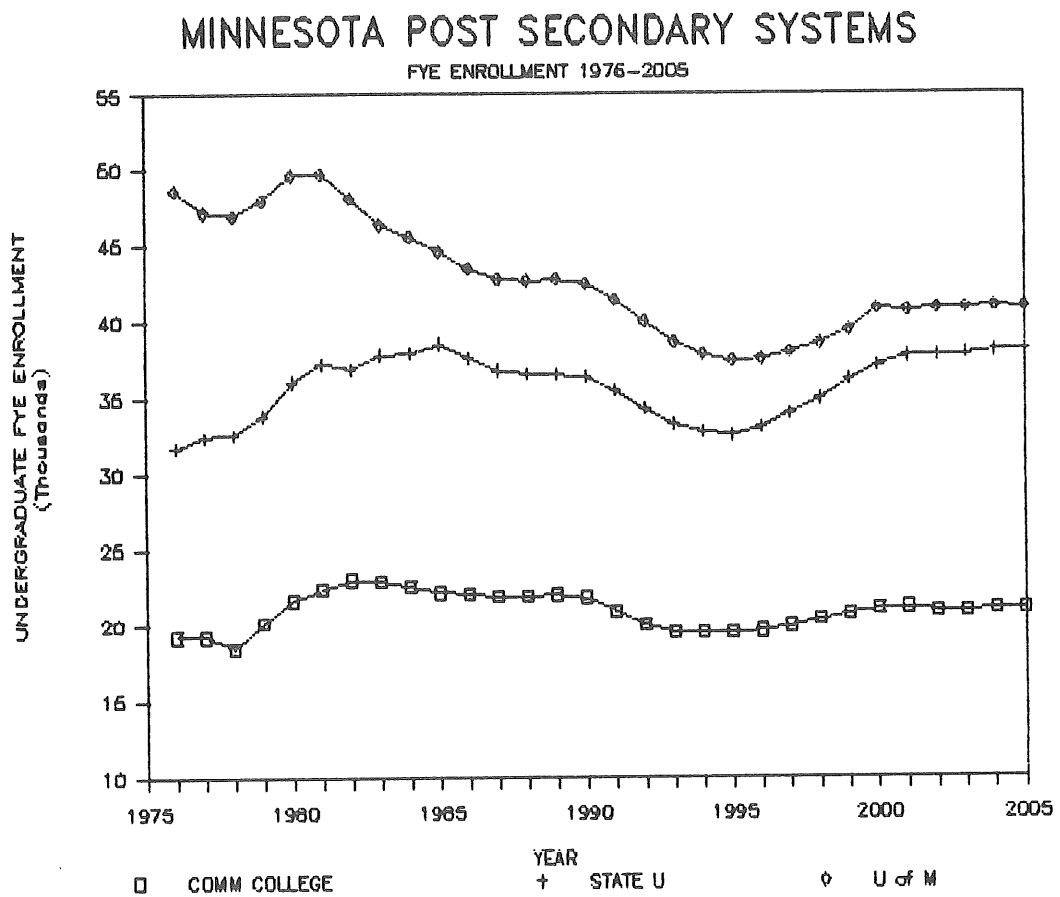
Minnesota System Enrollment Trends

The rapid increase in enrollment in the Community College System was noted earlier. Figures 2 and 3 illustrate enrollment trends for Minnesota public college and university systems. AVTI enrollment calculation methods were modified in 1983 making time line comparisons incompatible. After a period of increase capping off in the early 1980's, the Higher Education Coordinating Board projects a decreasing volume of high school graduates and a general decline in post-secondary enrollment until 1995 when the enrollment is projected to stabilize.

The greatest decline will be experienced by the University of Minnesota. That reduction will be further impacted if the Commitment to Focus programs are implemented and projected enrollment limits applied. It is difficult to project the impact of Commitment to Focus on UMD. However, increased entrance requirements, limited enrollments, and elimination of Associate degrees would appear to result in reduced enrollment of Fond du Lac area residents at UMD.

Community college enrollment projections are virtually constant in terms of their proportion of total post-secondary enrollment over the projection period. An enrollment dip to 1995 is projected. Figure 4 lists the historical Arrowhead Community College Region total headcounts and full year enrollments between 1964 and 1986. Indian enrollment is also tabulated for the past 4 years. Headcount had been increasing before stabilizing the last three years.

FIGURE 2



SOURCE: HECB

FIGURE 3

Fond du Lac Community College
Academic Year Full Year Equivalent Enrollment
Minnesota Higher Education System

Year	Community Colleges	State University	University Minnesota	Total	CC % Total
1976	19,202	31,681	48,570	99,453	19.31%
	19,196	32,446	47,196	98,838	19.42%
	18,440	32,631	46,914	97,985	18.82%
	20,109	33,846	47,945	101,900	19.73%
1980	21,630	36,101	49,579	107,310	20.16%
	22,400	37,242	49,675	109,317	20.49%
	22,984	36,903	48,075	107,962	21.29%
	22,873	37,800	46,300	106,973	21.38%
	22,554	37,900	45,500	105,954	21.29%
1985	22,154	38,520	44,593	105,267	21.05%
	22,094	37,596	43,421	103,111	21.43%
	21,857	36,796	42,756	101,409	21.55%
	21,874	36,607	42,671	101,152	21.62%
	21,988	36,520	42,732	101,240	21.72%
1990	21,771	36,345	42,470	100,586	21.64%
	20,855	35,469	41,413	97,737	21.34%
	19,939	34,273	39,973	94,185	21.17%
	19,503	33,271	38,617	91,391	21.34%
	19,503	32,750	37,817	90,070	21.65%
1995	19,432	32,501	37,367	89,300	21.76%
	19,556	33,065	37,503	90,124	21.70%
	19,891	33,980	37,954	91,825	21.66%
	20,279	34,931	38,544	93,754	21.63%
	20,703	36,164	39,405	96,272	21.50%
2000	20,995	37,098	40,817	98,910	21.23%
	21,072	37,676	40,724	99,472	21.18%
	20,882	37,686	40,854	99,422	21.00%
	20,836	37,803	40,900	99,539	20.93%
	20,989	38,037	40,973	99,999	20.99%
2005	21,021	38,118	40,907	100,046	21.01%

Source: Higher Education Coordinating Board
RESOLUTION Inc.; Wolterstorff Architects

FIGURE 4

Fond du Lac Community College
Arrowhead Community College Enrollment Trends
1964-1986

Year	Headcount	FYE	FYE:HDCNT	Indian Enrollment	
				Number	% Total
1964		1,721			
1965		2,120			
1966		2,036			
1967		2,211			
1968		2,469			
1969		2,598			
1970		2,558			
1971		2,543			
1972		2,329			
1973		2,309			
1974		2,350			
1975		2,401			
1976		2,249			
1977		2,298			
1978		2,217			
1979		2,377			
1980		2,623			
1981	3,622	2,686	74.16%		
1982	3,726	2,650	71.12%		
1983	4,062	2,820	69.42%	191	4.70%
1984	4,559	2,861	62.75%	260	5.70%
1985	4,593	3,141	68.39%	350	7.62%
1986	4,490	3,257	72.54%	269	5.99%

Source: Minnesota State Community College Board
Arrowhead Community College Region
Wolterstorff Architects; RESOLUTION Inc.

The general traditional conclusion, from a statewide perspective, has been that a projected short term decline followed by stable enrollments, will cause excess institutional facility capacity.

Fond du Lac Area Population Change

Minnesota state planning and administrative efforts are organized around 11 state regions. Region 3 encompasses northeastern Minnesota and includes the following counties:

Minnesota Region 3 Counties

Aitkin County
Carlton County
Cook County
Itasca County
Koochiching County
Lake County
St. Louis County

Figures 5 and 6 illustrate population change in the region, in Duluth and in Carlton County since 1940 with state demographer projections to the year 2000. Beset by international and national changes to the steel industry, the region's mining and natural resource based economy has experienced ups and downs and currently is in an extended period of reduced economic activity. Regional population which had been increasing through 1960, declined during the 60's and rose slightly during the 70's. Projections anticipate a leveling out of the current decline and a stable population base of around 340,000 people for the next 20 years.

Carlton County has experienced a small continuing population increase that is projected to continue. Over 33,000 residents will live in the county by 2000.

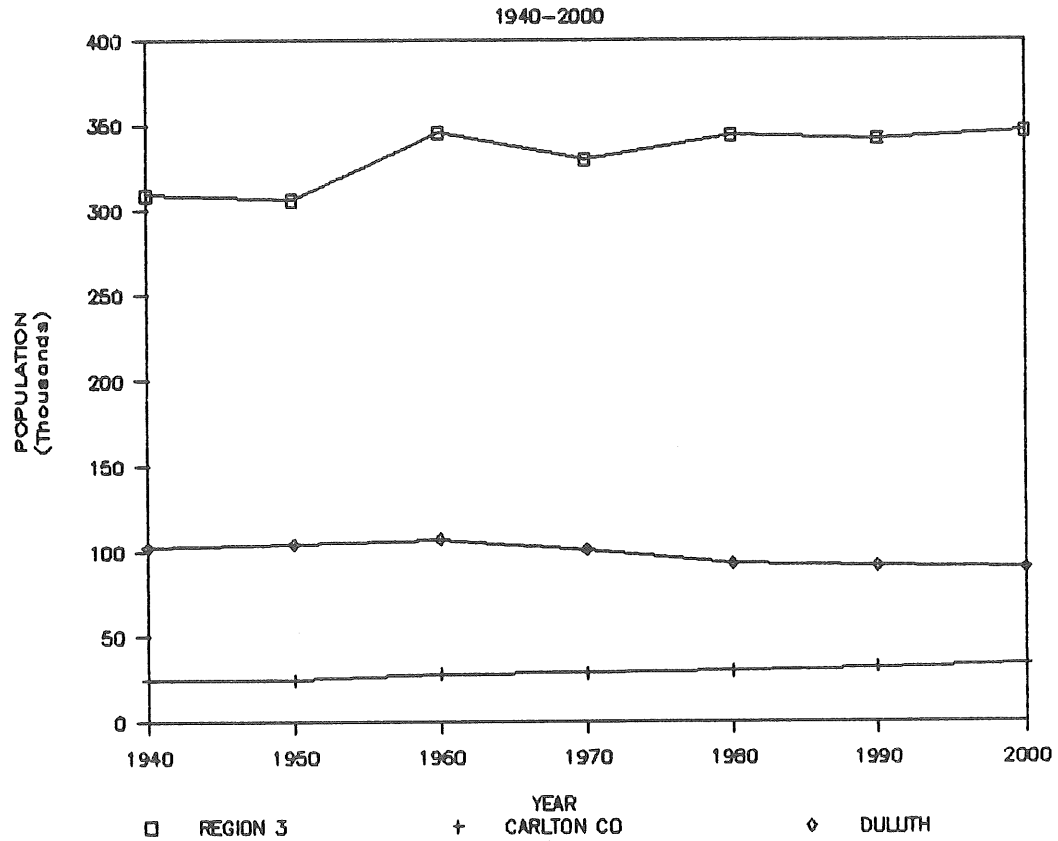
Duluth population change has paralleled the decline in mining and manufacturing. Its population peaked in 1960 at 107,000 and has been in a decline since, reaching an estimated 85,000 people in 1985. However, recent economic recovery investments have begun to impact the area and projections are for stabilization of the population.

Area High School Graduates

Area high school graduate projections as depicted in Figure 7 mirror state trends, but are somewhat intensified by the general lack of population growth. Figure 7 also illustrates the limited shelf life of projections where many of the volatile variables are controlled and yet significant variance occurs within only a 2 year time lapse. Although actual graduates for 1985 and 1986

FIGURE 5

FOND DU LAC AREA POPULATION CHANGE



SOURCE: U.S. CENSUS OF POPULATION

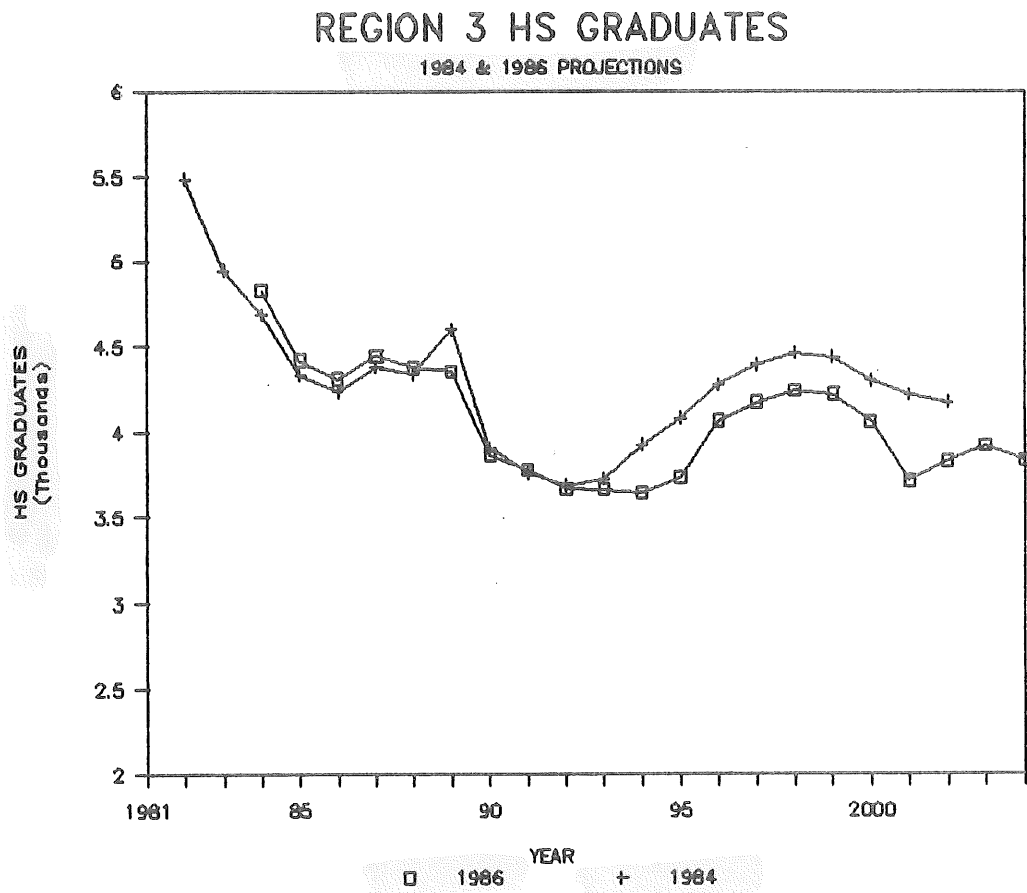
FIGURE 6

Fond du Lac Community College
Regional Population Trends 1940-2000

Political Subdivision	1940	1950	1960	1970	1980	1990	2000
Carlton County	24,212	24,584	27,932	28,072	29,936	31,952	33,488
City of Duluth	102,000	104,311	106,884	100,578	92,811	91,000	90,000
St. Louis County-Remainder	104,917	101,751	124,704	120,115	129,418	121,060	120,272
Aitkin County	17,865	14,327	12,162	11,403	13,404	14,094	14,578
Cook County	3,030	2,900	3,377	3,423	4,092	4,411	4,599
Itasca County	32,996	33,321	38,006	35,530	43,069	48,479	52,987
Koochiching County	16,930	16,910	18,190	17,131	17,571	18,184	18,531
Lake County	6,956	7,781	13,702	13,351	13,043	12,100	11,379
Region 3	308,906	305,885	344,957	329,603	343,344	341,280	345,834

Source: U.S. Census of Population, Minnesota State Demographer
Wolterstorff Architects; RESOLUTION Inc.

FIGURE 7



SOURCE: HECB

were higher than projected in 1984, revised 1986 projections reflect the continuing economic concerns and reduce future graduate projections. The 1994 estimate of 3,650 regional high school graduates represents the low point over the forecast period despite a projected enrollment dip in 2001. After initial near term reductions, estimated high school graduates will increase slightly, dip and stabilize.

Limitations of Current Projections

The future of the area's economy continues to be related to natural resources. Technological advances in the forest products industry offer some enthusiastic support for economic expansion. Because economic expansion will not likely come from expansion of past components, the ability to project new economic activity is limited and projections of slight decline or stability are accepted for the base of analysis for public investments. The lack of area population growth, in an aggregate sense, has reinforced HECB concerns about the existence of enough capacity to meet post-secondary needs without additional area institutions.

Institutions are geared to respond methodically and measuredly. Understood risk is to be avoided. Of course non-identified risk cannot be avoided. Is the future a sum total of the history of experiences? Do behavioral models predict or do they influence behavior? Are demographic tendencies irreversible courses of action? Of course not! But the need is to develop ongoing assessments of ranges of future change.

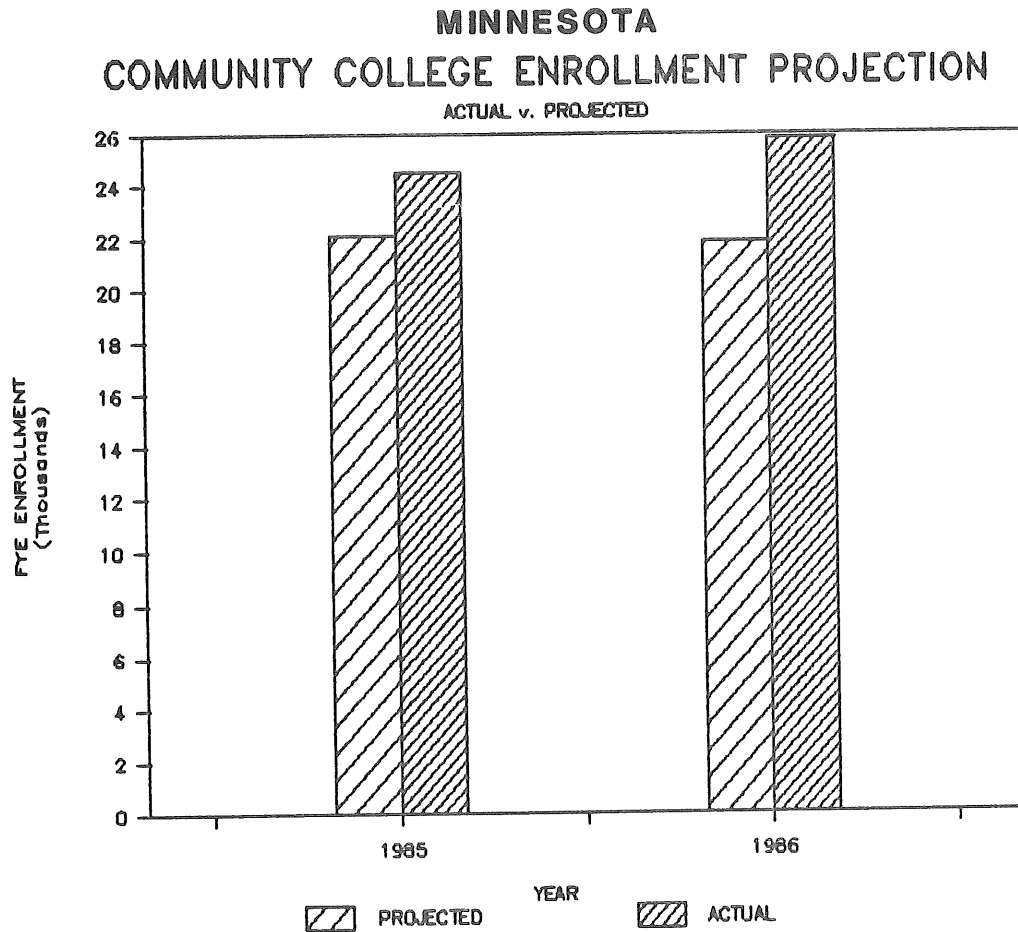
Consider that virtually every major recreational trend went unprojected during long range needs modeling efforts - cross country and downhill skiing, frisbee, biking, jogging, skateboarding, etc. Are long range forecasting models something you want to set your watch by? Probably not. However, it needs to be recognized that projections are important. But equally or more important is the development of cohesive public policy, the implications of various projections and forecasts for public policy and, to use the current word, marketing of services or ideas.

The questions addressed by this evaluation have been postulated earlier. In light of the above data and analysis, a key question is, will there be enough Cloquet-Duluth area graduating seniors and others to warrant a new community college?

Consider first our limited ability to project and forecast things we do not know or have not experienced. Consider next, HECB's own admonition that projections should be taken in aggregate and may vary on an institution by institution basis. Finally, consider the calibration of projected enrollment to actual enrollments illustrated for the community college system in Minnesota in Figure 8.

In the first two years, projected community college enrollments

FIGURE 8



SOURCES: HECB, MN COMMUNITY COLLEGE BOARD

were exceeded by actual enrollments by 11% the first year and 18% the second. Instead of projected enrollment decline between 1985 and 1987 of - 1.4%, an actual increase of + 16% was experienced. Sure, that might just be a two year abnormality. Sure, some of the increase can be explained by programs such as post secondary options. The point is they can be explained now, but were not part of the original projections.

The phenomenon is not only peculiar to Minnesota. Nationally, college enrollment in 1986-87 exceeded projections. The point again is not to impugn the integrity of the projections. They are necessary and essential. But it must be recognized that they represent a point of departure, a point where disaggregated analysis has room to depart from aggregated wisdom and a point where program and promotion can make a difference.

Post-secondary enrollment composition and characteristics are changing drastically as we shall see in a moment. The major points focus on a rapidly changing economic structure which requires more and continuing education to keep pace and the resulting shift to more adult students. That trend and shift is what gives the community college an edge in modifying past trends and existing conventional wisdom.

General Higher Education Enrollment Trends

Potential community college market groups are explored in the next section. As an introduction, it might be appropriate to briefly outline the changes in college enrollment over the last decade.

College Enrollment Trends 1973 - 1983

- o Overall student enrollment increased 35%.
- o Males increased 15 %; females 61%.
- o Whites increased 30 %; Blacks and minorities 85%.
- o 18 to 24 year olds - 23%.
- o 25 to 34 year olds - 70%.
- o 35 and older - 77%.
- o Full time - 19%.
- o Part time - 67%.
- o In public institutions - 37%.
- o In private institutions - 27%.

- o In universities - 10%.
- o In other 4 year institutions - 24%.
- o In 2 year institutions - 73%.

Source: National Center for Education Statistics

Community College Role

It is important to recognize that the definition and program of the community college will play a large role in its acceptance and contribution to area and state post-secondary education. In order to realize a potential, the community college must be defined for what it is and can be. For one thing, it is and can be fleet and adaptive. A blended two year education allows courses to be delicately woven and rewoven into the changing fabric of higher education and society needs. It is close to where the population and students are - it will serve short distance commuters. It is adult in emphasis, serving changing population needs and providing a bridge for those disenfranchised by the traditional educational system. It is reasonably priced education. It relates reeducation and vocation. It now has a proven track record and a recorded state and national response. The next section will explore the market groups in more detail and examine the trends which will be influencing feasibility of a Fond du Lac Higher Education Center.

VI. FOND DU LAC COMMUNITY COLLEGE ENROLLMENT POTENTIAL

A. ENROLLMENT POTENTIALS AND LIMITATIONS

The historical question has been, will there be enough Cloquet-Duluth area graduating seniors to warrant a new community college? The Task Force broadened that question, consistent with HECB guidelines, to examine the demand for a community college presence. If a presence were found to be warranted, implementation would occur through a specially defined pilot program identified as the Fond du Lac Higher Education Center. Although the post-secondary system is still strongly influenced by graduating high school seniors, we have seen a broadening of the market for post-secondary enrollment. We have also seen that even for aggregated projections, emerging demographic trends are affecting projected enrollments. This section explores the post-secondary trends in terms of sub-market group characteristics and potential within the Fond du Lac area.

In basic terms, the foundation of post-secondary education potential is, of course, people. The community college concept means emphasis on home-based people and, increasingly, adults. The ability to attract people relates to their needs and the programs available. To a lesser degree, specific locations, facilities and pricing influence participation in post-secondary options. This analysis must of necessity examine the population characteristics and defer questions of financial aid, instructional costs, facilities and program attraction impact on enrollment to other evaluations.

The discussion of the respective roles of state and private institutions and private sector education is likewise beyond the scope of this effort. Coexistence, choice and differentiation are keys, not protection or elimination. Private post-secondary education experiences are provided by a myriad of private technical schools, seminars and corporate training programs. The College of St. Scholastica is the sole private 4 year liberal arts institution in Northeastern Minnesota.

The Minnesota State Legislature has recognized the importance of population and enrollment projections in many areas including balancing budgets and meeting building needs. Projections are critical in gauging the capacity of the state to meet the needs of its citizens within the response limits. To that end, the State Demographers office and statistics office of the state Department of Education along with the Higher Education Coordinating Board have become main components in public education research and statistical analysis.

Conventional projections (utilizing a array of definitions) rely heavy on birth rates, graduation rates, and post-secondary participation rates. Again, these data and these institutional assessments have produced an underlying conclusion that, in

total, the state has enough capacity to accommodate a decreasing and then stabilizing post-secondary education population.

The question really becomes what forces are at work and societal changes underway that will modify or drastically alter previous behavior. Perhaps the changes are already becoming clear as outlined above--more women, part time, adult, and educated people are enrolling in post-secondary institutions and increasingly in community colleges and other 2 year institutions. Perhaps those beginning forces are what are producing long term structural changes to educational pursuit, not merely a short term phenomenon. It has been projected that 80% of the jobs in the year 2000 are not now known. Present high school graduates will likely be faced with six career changes in their lifetimes. A little more that a generation ago, graduates expected to change jobs 6 times in their lifetime. The demand for lifelong learning is expanding.

Therefore, enrollment projections must be viewed as points of departure, to focus debate, broaden the opportunities, and guide public policy. Even in the concept of a core curriculum or minimum size of facility, educational changes may obsolete those parameters. Interactive video, for example, may produce educational exposure and participation without regard to location to the generation which have not known a world without video. It seems clear that significant changes in educational needs are just beginning. It also seems clear, that community based learning is a common and enduring approach for ongoing, lifelong learning. An approach which does not uproot or displace people to acquire new skills and capabilities seems likely to continue to generate broad support.

B. THE FOND DU LAC OPPORTUNITY

A number of factors specific to the Fond du Lac area will influence potential enrollments. Future enrollment projections relating to a Fond du Lac community college presence must be based on an examination of behavioral changes, economic changes and the acceleration in the rate of change.

They must also respond to the genesis of the program itself--the spirit of innovation, equity and access. Part of that program origin is to establish a new educational concept within the framework of the state. The idea is to build a program that leverages the cultural force and significance of the Indian people for all Minnesotans. The idea of a Fond du Lac community college presence is in part driven by the potential to broaden financial resources for post-secondary education uniquely available to Indian people.

But the thrust will not be to create an Indian college incidentally open to others nor will it be to create a non-Indian program open to Indians. Both models elsewhere have received

limited support. Indian based institutions have somewhat limited their potential and culturally based Indian course offerings at traditional institutions had their greatest acceptance by non-Indians.

The Fond du Lac concept is a broad exposure to a liberal arts education in a culturally diverse atmosphere with an emphasis on Indian culture for Indian and non-Indian alike. The acute shortage of role models of Indian educators could be one facet and focus of such a diverse offering. The intent is to administratively blend the program and facilities into the Arrowhead Region component of the Minnesota Community College system. As educational access becomes more fine grained, more community based, this unique blended model might shed some light on emerging potentials while meeting existing needs.

The Fond du Lac Higher Education Center program then, properly designed, positioned and executed could positively affect enrollments. Or, too, such a program once defined, might be in the public interest to establish despite variance with traditional measures and system wide criteria. Afterall, the illogical logical conclusion of economy of scale, the greatest good for the greatest number and critical mass suggests concentration of all facilities and programs in high volume population centers. That extension is clearly not the mission of the State and particularly the community college system. The issue is to define the line between an educational facility in every community and an educational facility in only one community.

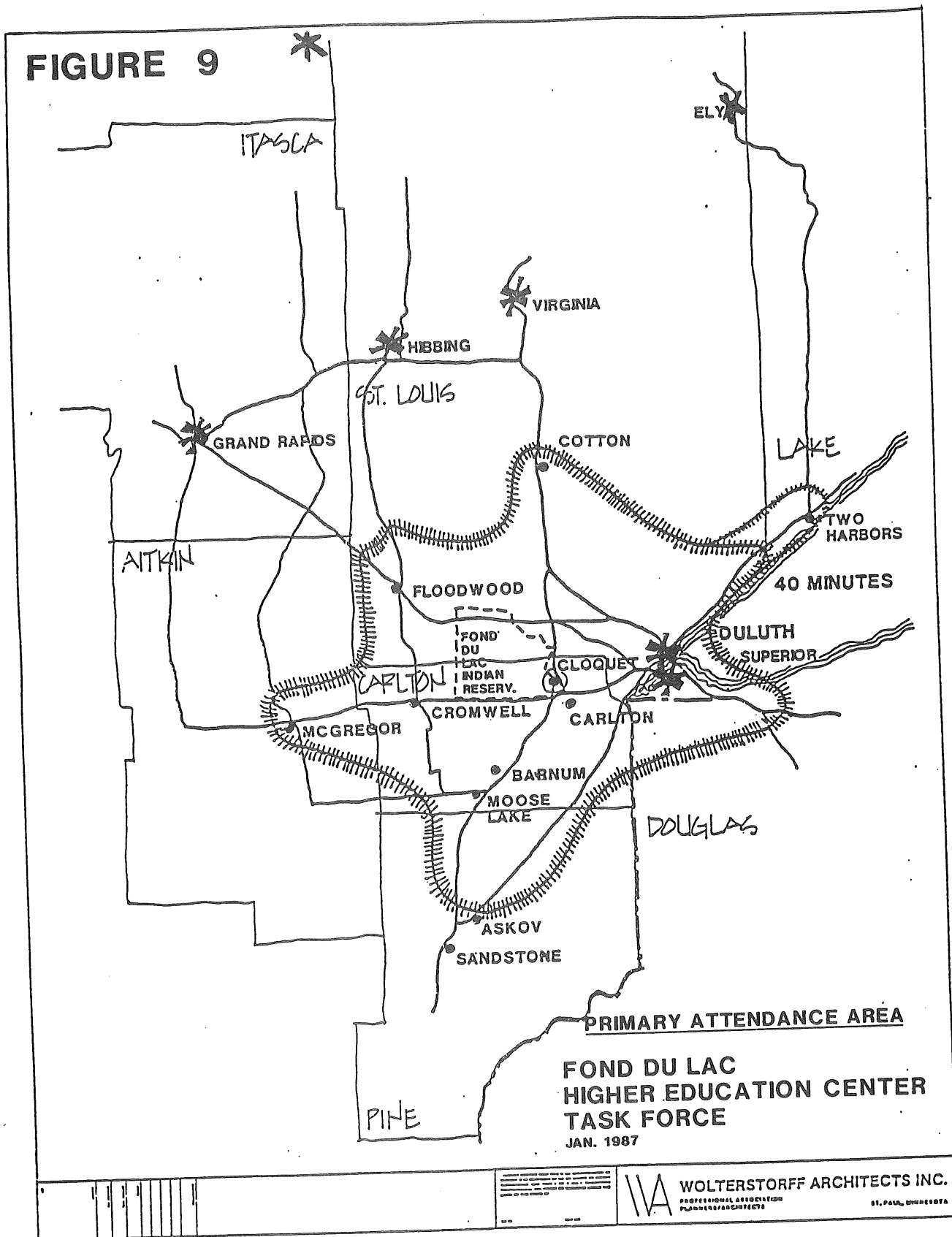
C. FOND DU LAC COMMUNITY COLLEGE SERVICE AREA

Projection of enrollment potential involves defining the geographical area that would be served directly by the contemplated program. The second component would be to examine population characteristics of the market area which would influence participation in post-secondary offerings. Finally, the impact on area institutions as deciphered from analog experiences in Minnesota would be evaluated along with expected new student capture rates.

Figure 9 outlines the primary attendance area for a proposed community college presence administratively centered at Fond du Lac Reservation. The service area responds to accessibility for those areas within a 40 minute drive. Residents of the area traditionally have longer commute distance experience than might be expected for an area of this size. Balancing those considerations are the barriers to communication and travel. For example, job training offerings in Cloquet failed to attract significant Moose Lake residents who eagerly signed up when the program was offered in their community.

Similarly, Superior and Duluth have been without toll bridge connections for over 20 years. However, the historical factors, tariffs, state line, and river barriers reduce travel and

FIGURE 9



communication beyond what would be expected of immediately adjacent communities. To the extent that these non-visible travel barriers exist is the extent to which access to program will be limited. Reciprocity reports for 1982 identified 500 Minnesota residents enrolled at the University of Wisconsin Superior and 300 Wisconsin residents enrolled at the University of Minnesota Duluth. The ability of Wisconsin based programs to serve the Fond du Lac area are limited.

D. MARKET GROUP POTENTIAL

Potentials for enrollment beyond traditional assessments then come from matching trends to the various market or population groups in the region. These market groups can be generally defined as:

- o High School Graduates
- o Balance between males and females
- o GED graduates
- o Adult students
- o Part time students
- o American Indian/Alaskan native and minority residents
- o Under and Uneducated
- o Under and Unemployed

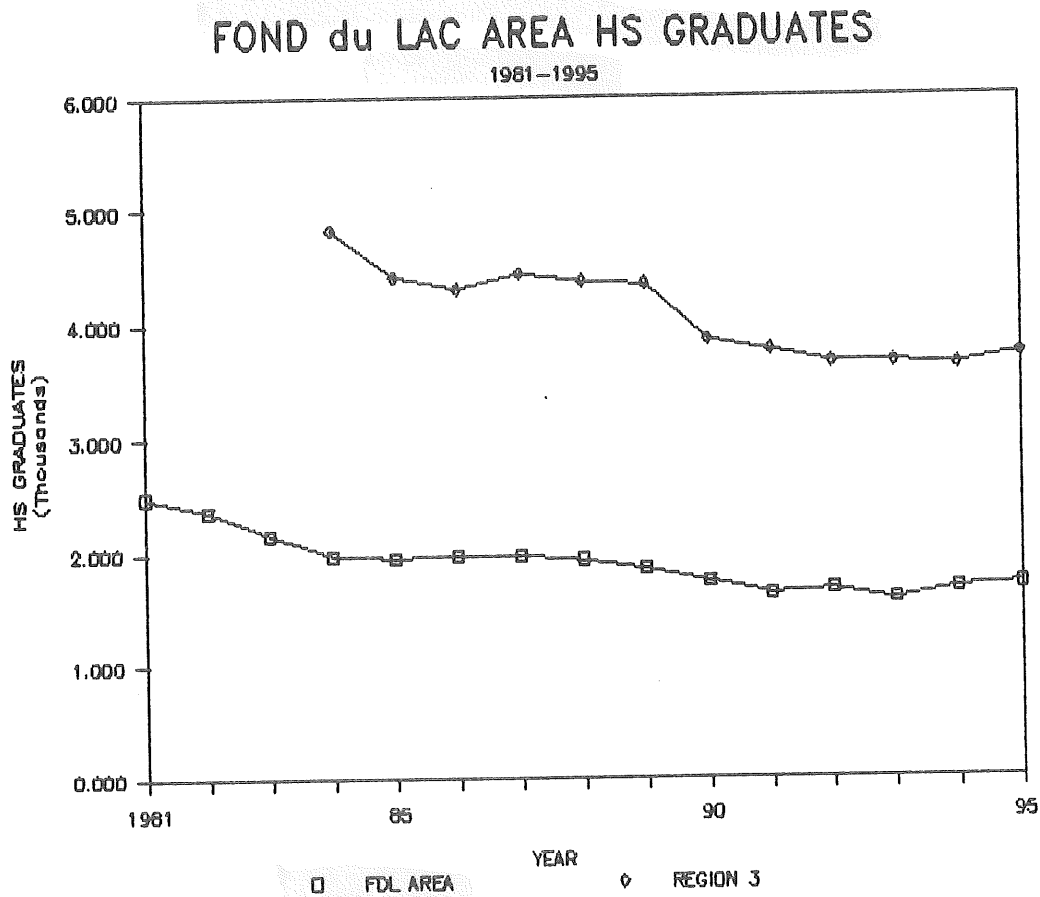
High School Graduates

Again, putting aside the question of the role of private v. public post-secondary education, patterns which have traditionally impacted gross enrollment potential are reasonably able to be identified and evaluated. The first component is how many high school graduates are projected and what are their anticipated participation rates in post-secondary education? To what extent will availability of educational opportunities influence increased participation?

1. Projected Graduating High School Seniors

Historical and projected state, regional and Fond du Lac area high school graduates are tabulated on Figures 10 and 38. Earlier estimates have been revised downwardly slightly again reflecting the impact of the Taconite and forest products industry, but not yet reflecting the potential positive impact of Lake Superior Paper. One thing is clear--over the next 10 years, the number of high school graduates in the area will decline in absolute terms. The ability to restructure the area economy and attract additional families to the area (which is presently not projected), could be a source of additional graduates. However, the pool of graduating seniors is limited. Each future enrollment option will consider the number of graduating seniors to be as projected by the school districts in conjunction with the State Department of Education and illustrated in Figures 10 and 38. Excluding consideration of Wisconsin graduates, the Fond du Lac area high school graduate base will range from its current level high of 2,000 to a low of 1,700 in 1993 before

FIGURE 10



SOURCES: SCHOOL DISTRICTS, STATE DEPARTMENT OF EDUCATION



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beginning to increase slightly through the remainder of the 90's. The 1993 enrollment projection represents the low point for the entire period through 2005.

2. Minnesota High School Graduate Post-Secondary Enrollment

The next question becomes one of participation. How many high school graduates go on to higher education? Historically, the national post-secondary high school graduate participation rate has been stable for college attendance at 32% with an increase in vocational students by an additional 15%. Smaller school districts, which are numerous in the market area, tend to have higher participation rates. The potential number of post-secondary students is extracted through utilization of varying levels of participation.

Figure 11 graphically portrays the Minnesota tradition of nation leading high school graduation rates and high levels of post-secondary involvement. While general enrollment rate stability exists nationally, Minnesota graduating seniors, as surveyed by the State Department of Vocational Technical Education, indicate increasing participation in post-secondary education. Fifty percent enrollment rates in 1975 have increased to 62% in 1984. Therefore, the declining high school enrollment is offset somewhat by increasing rates of participation.

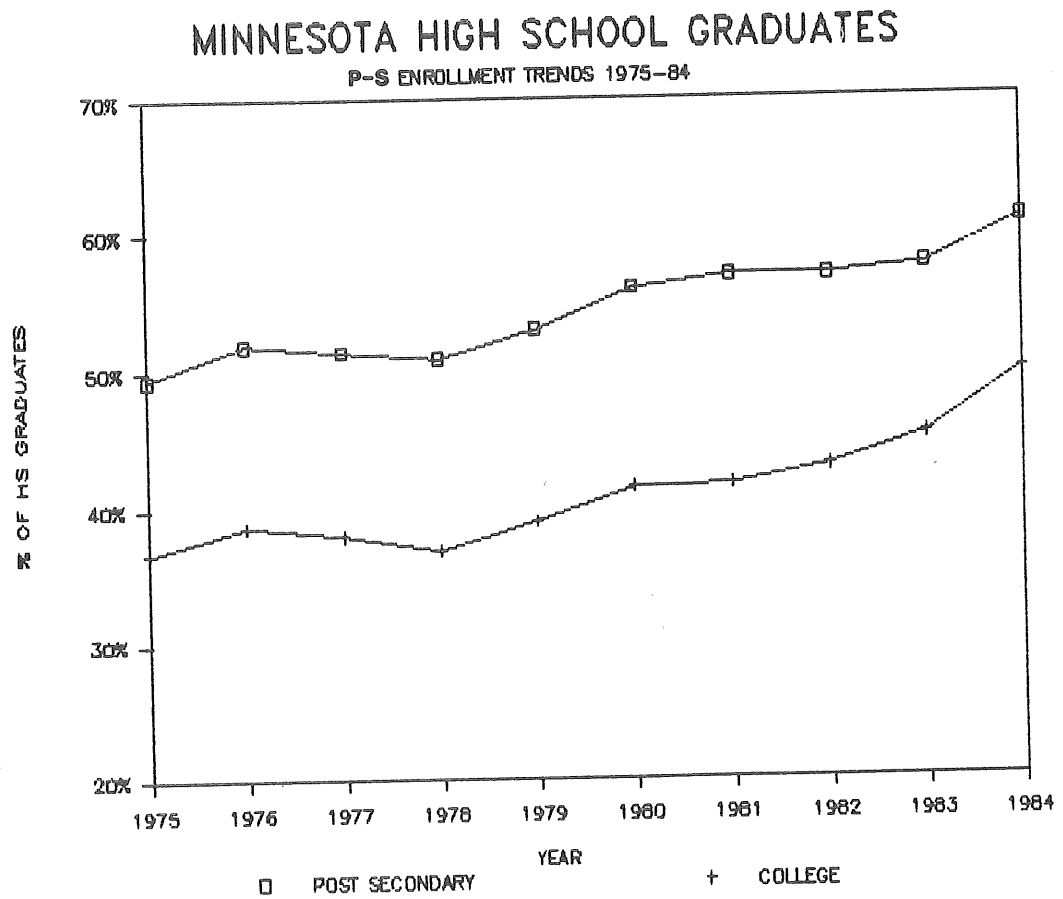
3. Post-Secondary System Choice

The post-secondary institution of preference varies somewhat from the institution of actual choice. The above-referenced survey evaluates students one year after graduation to determine actual action taken. The findings indicate that four year and two year colleges have been increasing their share of choice. Community colleges have grown to over 11% of graduating seniors sharing in general participation growth and some of the reduction of involvement in vocational training. These trends are shown in Figure 12 and 13.

4. Fond du Lac Area Participation Rates

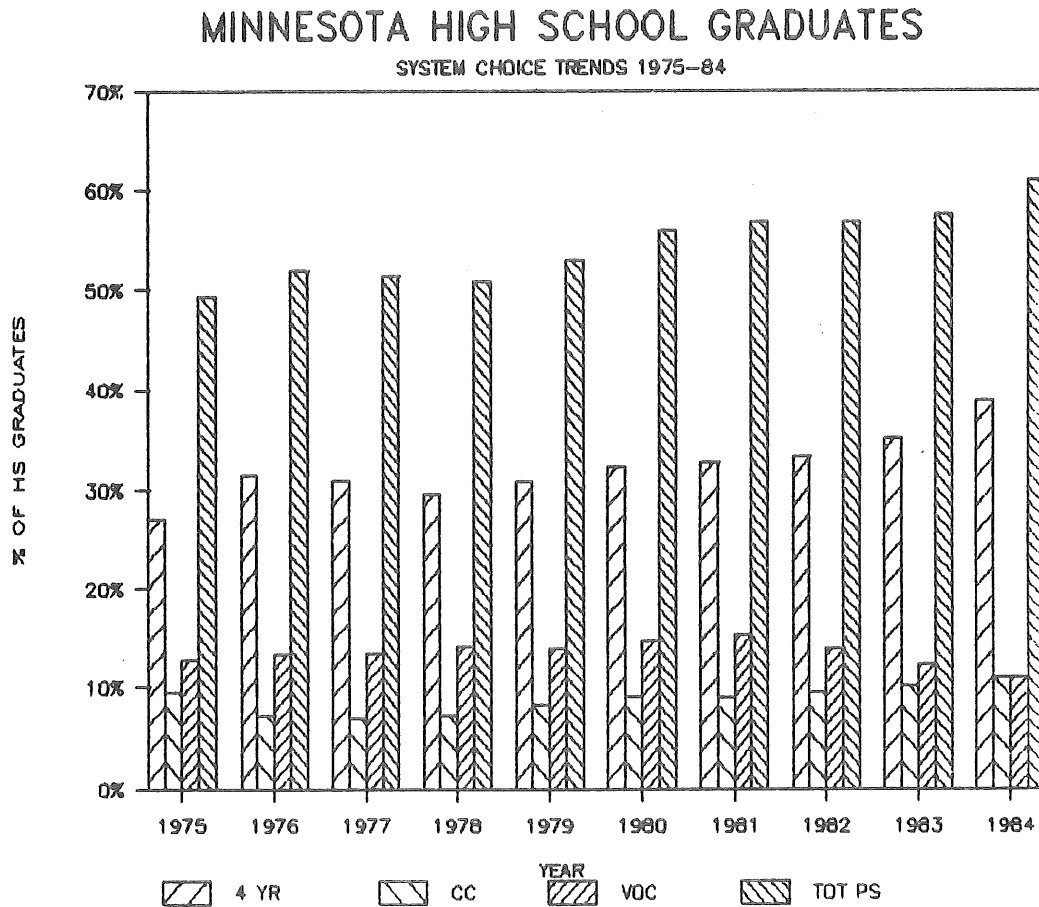
Of course, increasing statewide participation rates only tells a part of story particularly in light of the community orientation of community college enrollment. Figures 14 and 15 look at Cloquet and Duluth high school senior participation rates. Cloquet has surveyed its students over an extended period providing a historical perspective. Overall participation parallels the state pattern except for community colleges because of the lack of availability to area students. Duluth seniors, according to that district's survey, are less active in post-secondary education involving only 32% of graduating seniors in higher education. Achieving overall state participation rates could significantly increase this portion of the post-secondary student pool.

FIGURE 11



SOURCES: STATE BOARD OF EDUCATION, STATE BOARD OF VOCATIONAL
TECHNICAL EDUCATION

FIGURE 12



SOURCES: STATE BOARD OF EDUCATION, STATE BOARD OF VOCATIONAL
TECHNICAL EDUCATION



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FIGURE 13

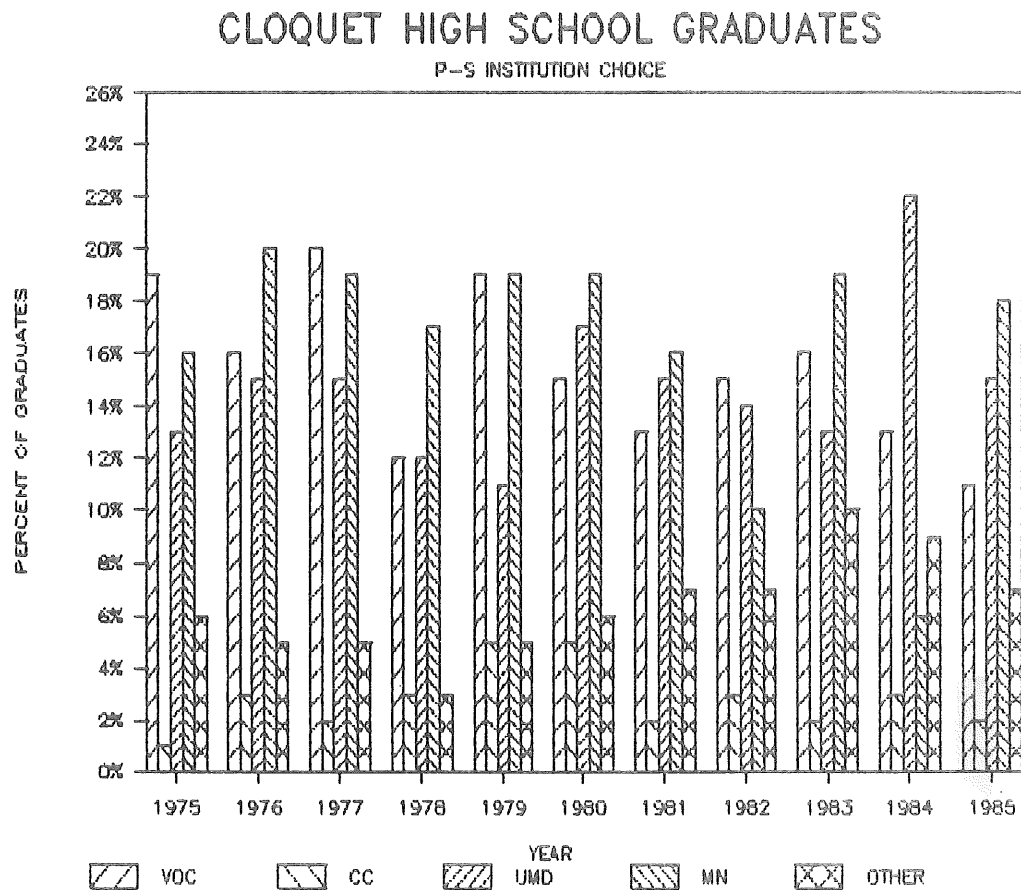
Fond du Lac Community College
Minnesota High School Graduates
Post Secondary Enrollment Trends 1975-1984

Enrlmnt Year	4-Yr College	Community College	Vocational School	Total	Total College
1975	27.1%	9.5%	12.8%	49.4%	36.6%
1976	31.4%	7.2%	13.3%	51.9%	38.6%
1977	30.9%	7.0%	13.5%	51.4%	37.9%
1978	29.5%	7.3%	14.1%	50.9%	36.8%
1979	30.7%	8.3%	14.0%	53.0%	39.0%
1980	32.2%	9.2%	14.6%	56.0%	41.4%
1981	32.6%	9.0%	15.3%	56.9%	41.6%
1982	33.3%	9.6%	14.0%	56.9%	42.9%
1983	35.0%	10.2%	12.4%	57.6%	45.2%
1984	38.9%	11.0%	11.0%	60.9%	49.9%

Source:

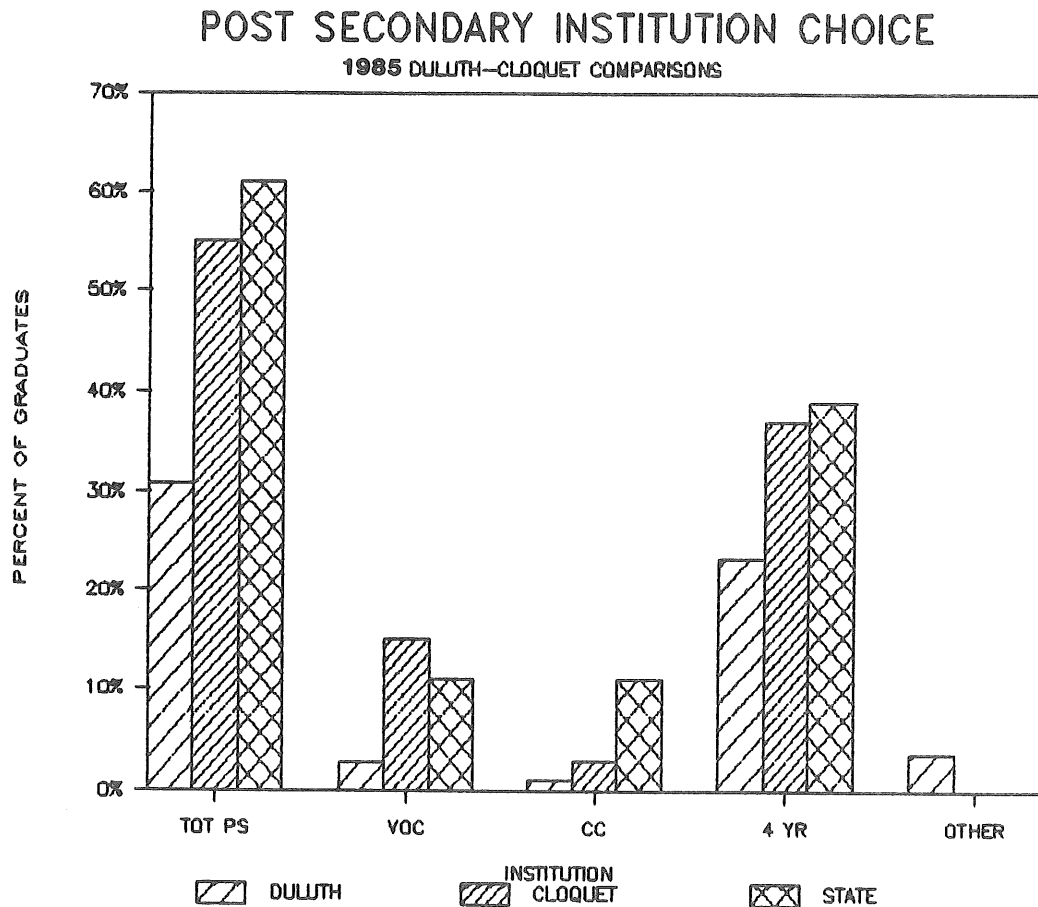
Minnesota State Board of Vocational-Technical Education
Wolterstorff Architects; RESOLUTION Inc.

FIGURE 14



SOURCE: CLOQUET SCHOOL DISTRICT 94

FIGURE 15



SOURCES: STATE DEPARTMENT OF EDUCATION, CLOQUET SCHOOL DISTRICT 94,
DULUTH SCHOOL DISTRICT 709



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Enrollment by Sex

Historically, fewer women than men have enrolled in institutions of higher learning. As Figure 16 shows, that trend has reversed with 1979 finding a higher percentage of women enrolled than men. Elimination of social and economic barriers to include more women in higher education increases the breadth of the market and potential for increasing enrollments beyond historical projections. Enrollment by sex for the various Minnesota public systems in 1985 are as follows:

MINNESOTA POST-SECONDARY PUBLIC SYSTEMS
1981-1985 FALL HEADCOUNT ENROLLMENT BY SEX

SYSTEM	1981		1982		1983		1984		1985	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
University of Minnesota	54.7%	45.3%	54.6%	45.4%	55.0%	45.0%	54.5%	45.5%	54.2%	45.8%
State University	47.2%	52.8%	47.2%	52.8%	47.2%	52.8%	46.8%	53.2%	46.6%	53.4%
Community College	41.4%	58.6%	42.7%	57.3%	42.4%	57.6%	41.5%	58.5%	40.5%	59.5%
Arrowhead CC Region	43.7%	56.3%	45.9%	54.1%	46.3%	53.7%	43.9%	56.1%	42.7%	57.3%
AVTI	60.9%	39.1%	61.7%	38.3%	61.7%	38.3%	60.4%	39.6%	59.1%	40.9%
Overall Public Systems	51.0%	49.0%	51.5%	48.5%	51.6%	48.4%	51.2%	48.8%	50.4%	49.6%
Private 2-4 Yr Colleges	87.1%	12.9%	85.2%	14.8%	84.6%	15.4%	83.5%	16.5%	83.2%	16.8%

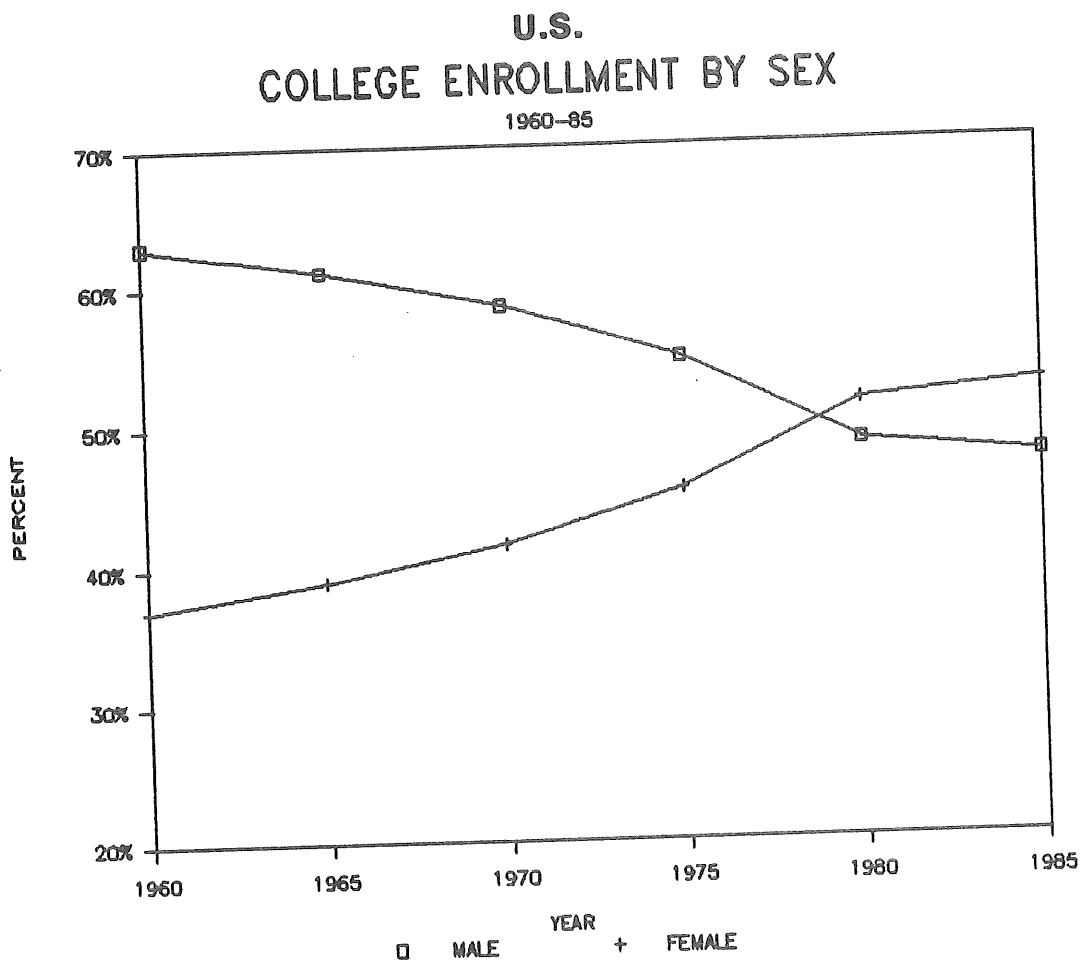
Source: HECB

Minnesota enrollment in all public systems is almost evenly balanced while community college students are 60% female. Private colleges are male dominated except at the College of St. Scholastica where the reverse is true.

Enrollment by Age Group

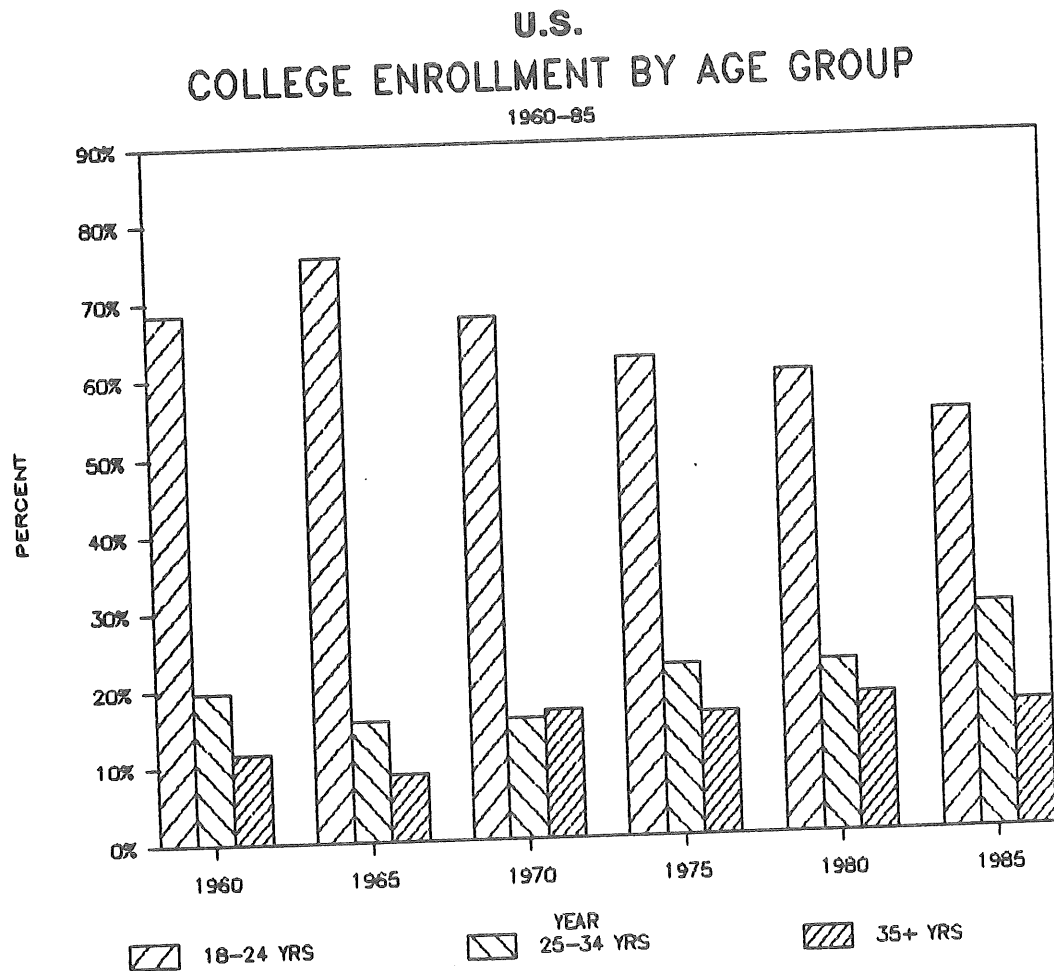
High school graduate group age students still constitute over 50% of college enrollees. However, in twenty years that group has dropped from 75% of enrollees. Figure 17 illustrates the growing proportion of those over 25 years of age of the total college enrollment. Again, this population group is less mobile, more community based and will seek educational opportunities in proximity to their residence. That in part accounts for the limited growth in University enrollment and substantial 2 year institution enrollment growth.

FIGURE 16



SOURCE: U.S. NATIONAL CENTER FOR EDUCATION STATISTICS

FIGURE 17



SOURCES: U.S. NATIONAL CENTER FOR EDUCATION STATISTICS, U.S. CENSUS OF POPULATION, CURRENT POPULATION REPORTS

Full Time/Part Time Students

These various market groups of course overlap. Full time students have been gradually joined by increasing numbers of part time students. National and state projections indicate a flattening or saturation of those trends. Continuation of the pattern of the last few years illustrated in Figure 18 would introduce an even higher proportion of part time students into higher education. The principal system beneficiary is the community college system which enrolls nearly 50% of its students on a part time basis. Figure 19 tabulates full time/part time trends for Fond du Lac area institutions. UMD has remained virtually unchanged over the last four years, while the College of St. Scholastica has been steadily experiencing more part-time students.

Indian Population

The Fond du Lac location offers a significant opportunity to achieve multiple goals and provide unique educational opportunities for Indian people. A study of state Indian population reinforced the reluctance, particularly of older students, to uproot their families and move to obtain educational opportunities. However, some potential for attracting a broader based Indian population exists depending on program, financial assistance and housing.

This analysis considers that as a potential, but not one that should be relied on too heavily to achieve enrollment projections. Figure 20 shows the trend toward rapidly increasing state Indian population. The 37,000 people in the state in 1980 ranked Minnesota 12th in the nation and placed Indians as Minnesota's second largest minority population.

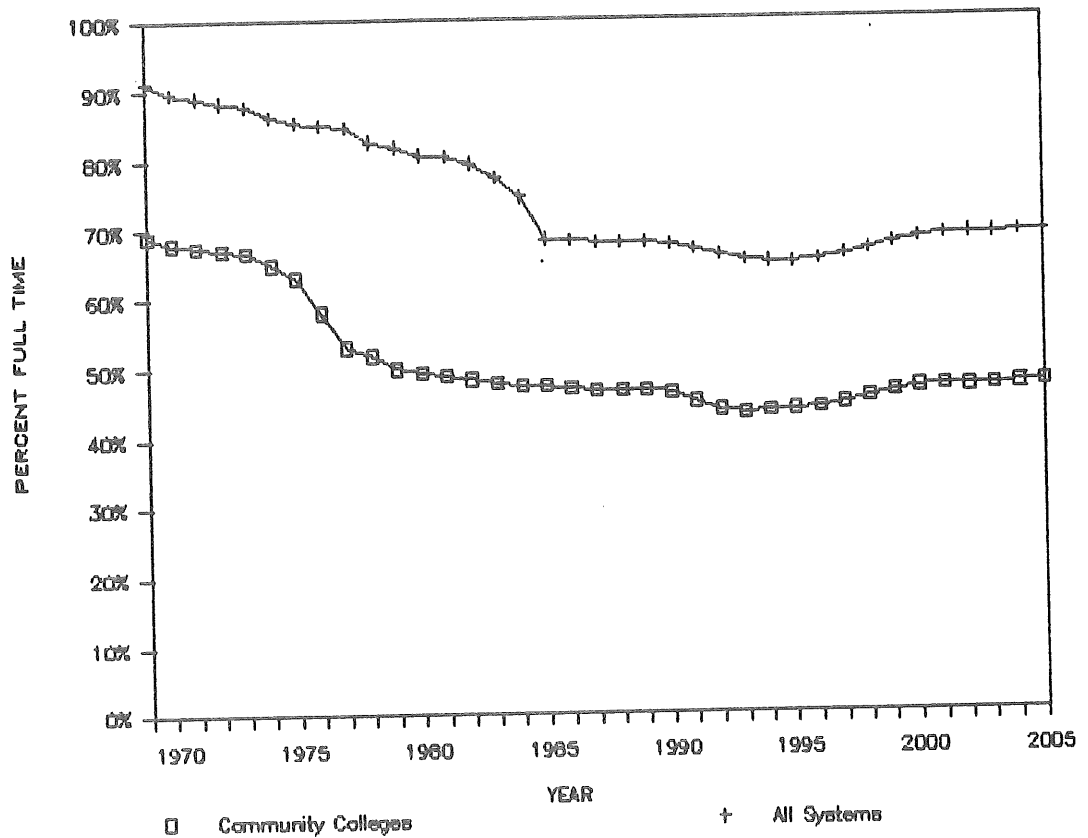
The unique educational needs of Indian people have been extensively documented. The ability to create specially targeted educational programs and train and attract additional Indian educators remains a primary target to increasing educational participation. Figures 21 and 22 illustrate the growing population base occurring in and around Fond du Lac Reservation.

The composition of the Indian population is significantly different than total state population age profiles. Figures 23, 24 and 26 point out the large elementary and secondary school component of the population. Statewide age characteristics show a younger population profile establishing a significant student enrollment potential. Secondary school surveys of the area have confirmed this enrollment base.

The Arrowhead Community College region in conjunction with the Blandin Foundation established a services to Indian People Program aimed at curriculum enhancement, financial assistance and focused recruitment of Indian people to the expanded community college educational offering. The results have seen a significant attraction of Indian people to the program and high

FIGURE 18

MINNESOTA FULL TIME STUDENT TRENDS



SOURCE: HECB



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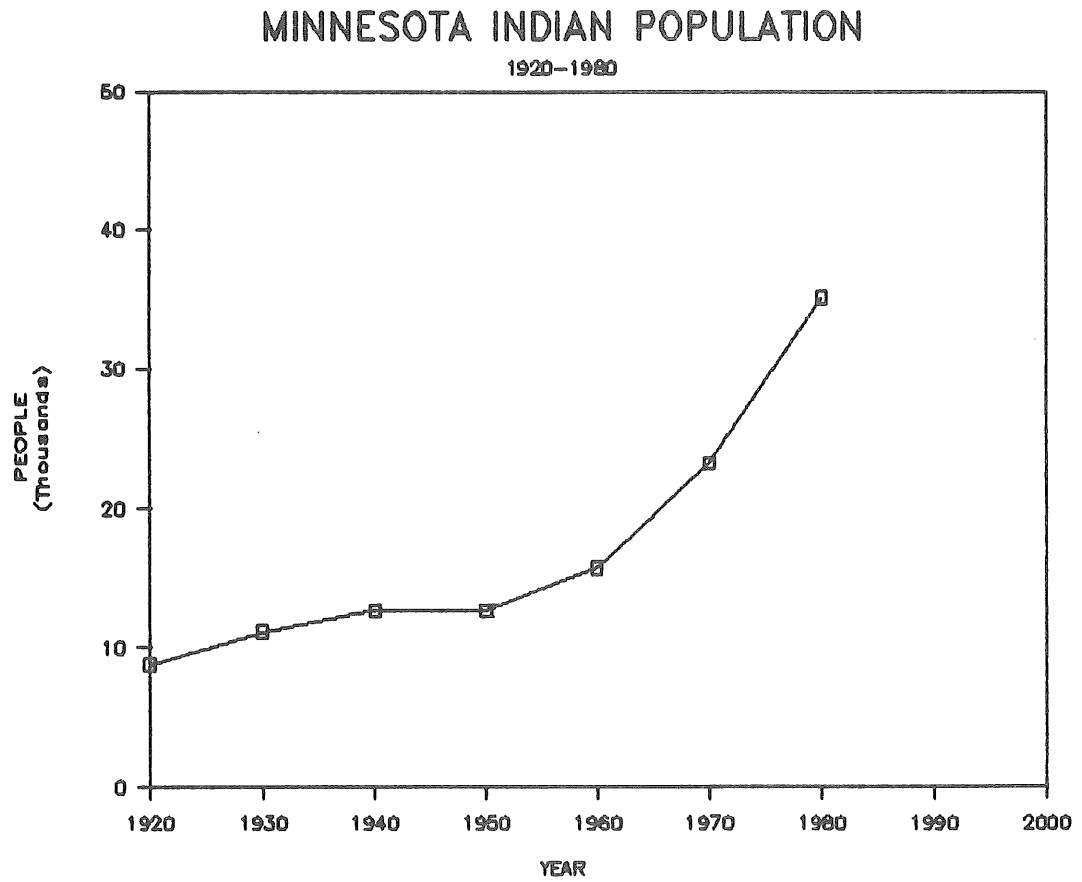
FIGURE 19

FOND DU LAC COMMUNITY COLLEGE
Fall Headcount Full and Part Time Enrollment
Duluth Area Institutions

Institution	1981			1982			1983			1984			1985		
	Full	Part	% Full	Full	Part	% Full	Full	Part	% Full	Full	Part	% Full	Full	Part	% Full
Arrowhead	2,224	1,398	61.40%	2,247	1,476	60.35%	2,514	1,485	62.87%	2,405	1,684	58.82%	2,509	2,083	54.64%
UMD	6,783	741	90.15%	6,840	894	88.44%	6,617	899	88.04%	6,504	955	87.20%	6,625	886	88.20%
St. Scholastica	907	141	86.55%	966	199	82.92%	1,061	247	81.12%	1,155	285	80.21%	1,130	319	77.98%
DAVTI	1,104	28	97.53%	1,000	59	94.43%	1,312	113	92.07%	1,741	125	93.30%	1,738	179	90.66%

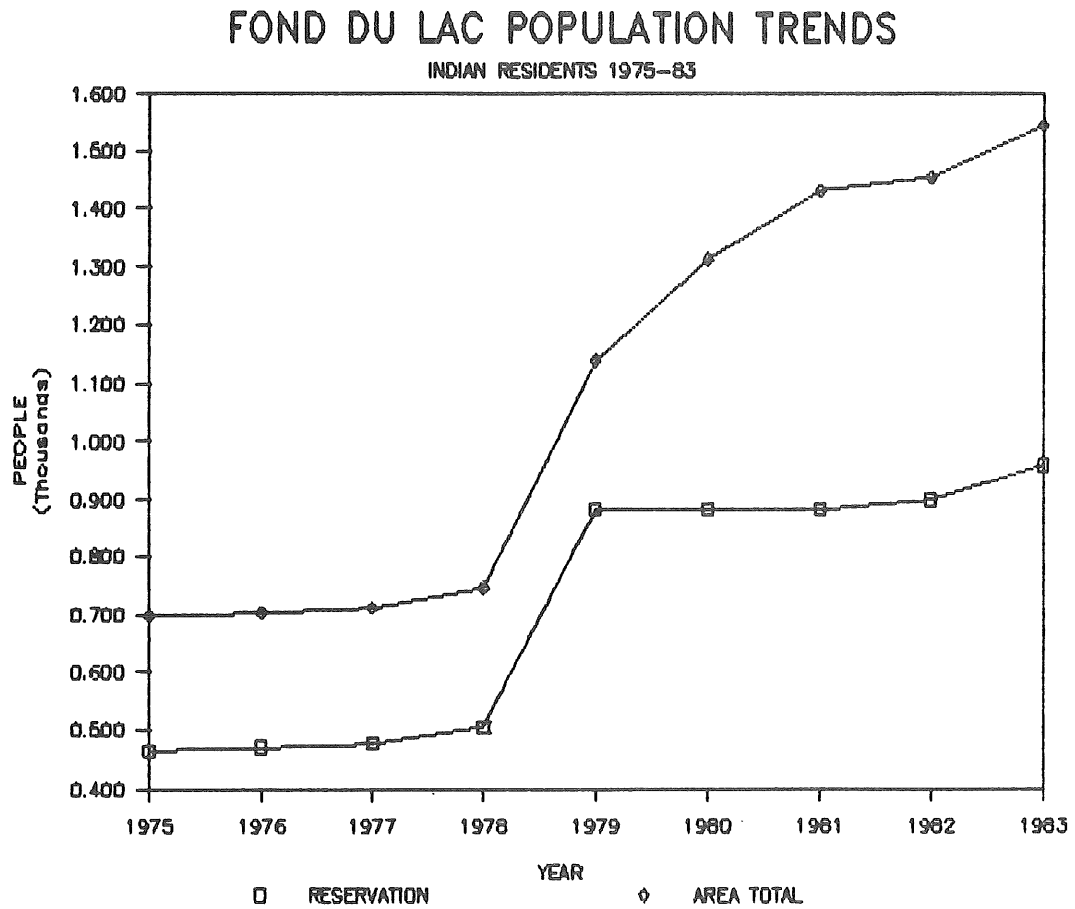
Source: Higher Education Coordinating Board
RESOLUTION Inc.; Wolterstorff Architects

FIGURE 20



SOURCE: U.S. CENSUS OF POPULATION

FIGURE 21



SOURCES: U.S. CENSUS OF POPULATION , SPECIAL CENSUS , BUREAU OF INDIAN AFFAIRS



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FIGURE 22

Fond du Lac Community College Indian Population Trends

State Population Trends

Year Population

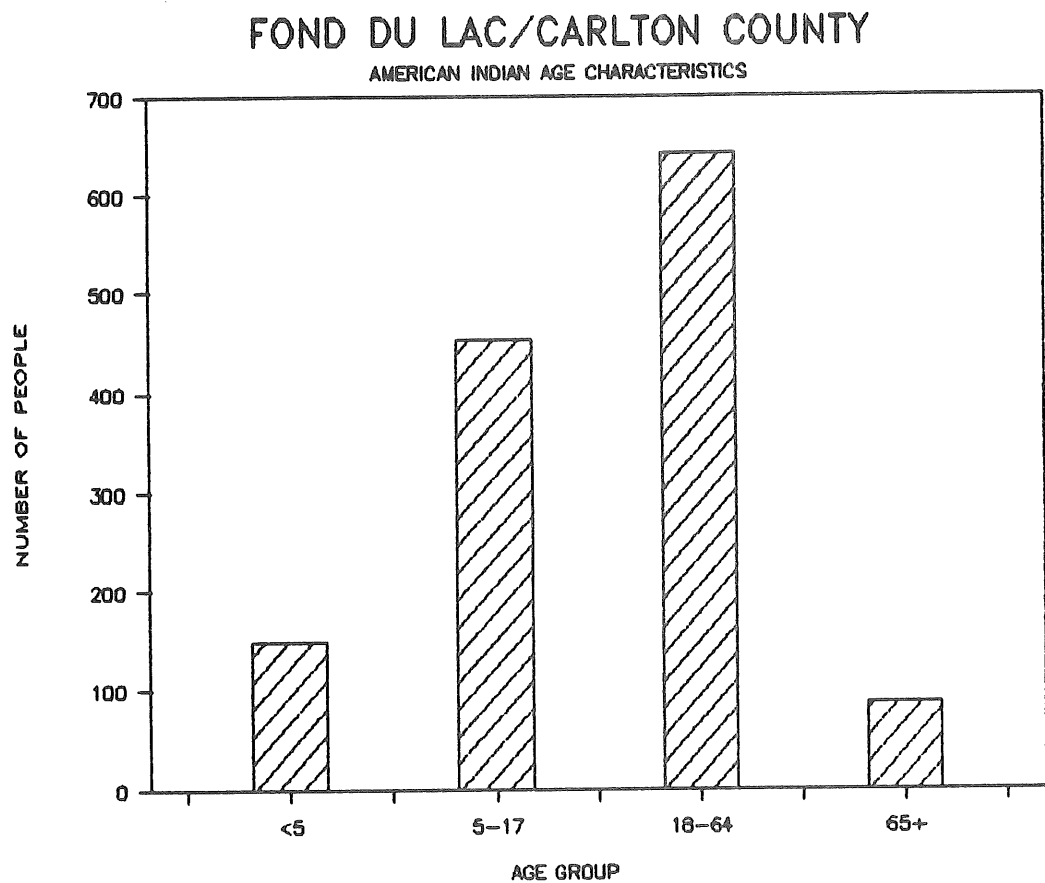
1920	8,761
1930	11,077
1940	12,528
1950	12,533
1960	15,496
1970	23,128
1980	35,016

Fond du Lac Reservation Area Trends

Year	Reservation	Adjacent	Total
1975	465	232	697
1976	470	232	702
1977	476	235	711
1978	506	240	746
1979	882	255	1,137
1980	882	430	1,312
1981	882	549	1,431
1982	899	555	1,454
1983	959	585	1,544

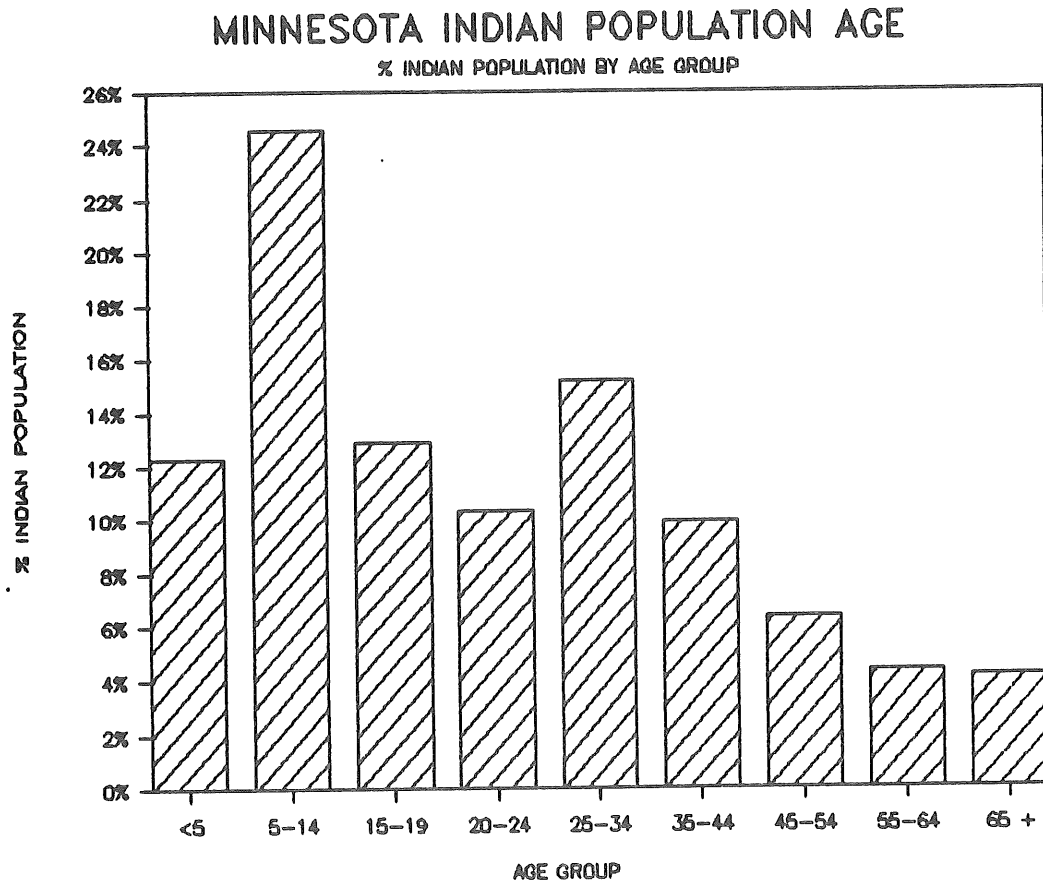
Source: U.S. Census of Population
Special Census; Bureau of Indian Affairs
Wolterstorff Architects; RESOLUTION Inc.

FIGURE 23



SOURCE: MN STATE PLANNING AGENCY

FIGURE 24



SOURCE: STATE PLANNING AGENCY



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FIGURE 26

Fond du Lac Community College
Minnesota Indian Population
1980 Age Characteristics

Age Group	Male		Female		Total	
	No.	%	No.	%	No.	%
< 5	2,194	6.30%	2,090	6.00%	4,284	12.30%
5-9	2,114	6.07%	1,985	5.70%	4,100	11.77%
10-14	2,264	6.50%	2,177	6.25%	4,441	12.75%
15-19	2,247	6.45%	2,257	6.48%	4,504	12.93%
20-24	1,742	5.00%	1,860	5.34%	3,602	10.34%
25-29	1,393	4.00%	1,533	4.40%	2,926	8.40%
30-34	1,132	3.25%	1,219	3.50%	2,351	6.75%
35-39	871	2.50%	993	2.85%	1,863	5.35%
40-44	784	2.25%	815	2.34%	1,599	4.59%
45-49	582	1.67%	592	1.70%	1,174	3.37%
50-54	522	1.50%	515	1.48%	1,038	2.98%
55-59	435	1.25%	408	1.17%	843	2.42%
60-64	313	0.90%	348	1.00%	662	1.90%
65-69	320	0.92%	289	0.83%	610	1.75%
70-74	195	0.56%	174	0.50%	369	1.06%
75-79	104	0.30%	118	0.34%	223	0.64%
80-84	59	0.17%	87	0.25%	146	0.42%
85+	38	0.11%	59	0.17%	98	0.28%
	17,127	49.70%	17,704	50.30%	34,831	100.00%

Source: State Planning Agency
Wolterstorff Architects; RESOLUTION Inc.

rate of completion as well. The program's multiple campus fall headcount attraction is illustrated in Figure 25. Over 300 students were involved in 1985.

Pilot program offerings on the Fond du Lac Reservation through Arrowhead region community colleges have had mixed results. Approximately 100 students were attracted to two programs with over 80 % non-Indian.

Undereducated and Functionally Disadvantaged Population

Current estimates that over 20% of adult Americans are functionally illiterate--unable to read and comprehend simple instructions for example--are staggering findings. The community college plays a significant role for this group of people and others with non-existent or rusty basic learning skills. The community college is skilled at dealing with adults and as a result removes some of the learning barriers existent with secondary school districts which concentrate on teenagers. As the age of the individual increases, the level of education acquired decreases. The emphasis on post-secondary learning 40 years ago is nowhere as significant as today. Projections of lifelong learning needs suggest enlarging re-education potentials. Figure 27 depicts only a portion of the potential for education with this group. Nearly 50,000 Fond du Lac area people over 25 years of age have a 12th grade education or less.

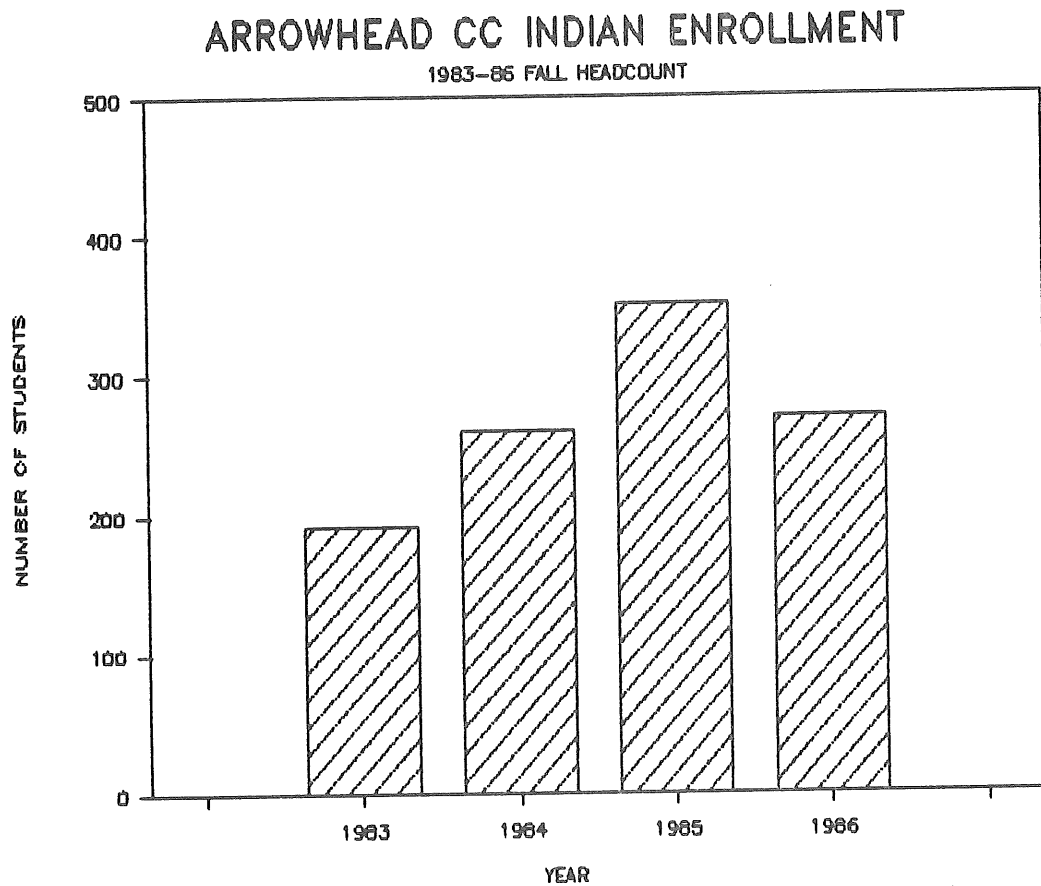
Under and Unemployed

The last overlapping market segment is the most crucial for the northeastern Minnesota region. Employed and underemployed persons are pinpointed by an economy that is undergoing a tremendous restructuring. Significant numbers of the unemployed are older citizens accentuating their lack of learning skills and educational training and background.

Unemployment rates in Carlton County, St. Louis County and Region 3 have consistently outstripped state unemployment rates and involved over 13,000 in the region with 900 people located in Carlton County as of November 1986. These numbers, of course, do not tell the whole story because of the lack of accounting for those who have given up looking for work or whose benefits have expired.

General assistance case loads in the Cloquet area number over 500. Carlton County Human Services contracted with the Arrowhead Economic Opportunity Agency for job training services. Job training and applicant placements processed by AEOA in Carlton County have exceeded 2,000. In many cases, these population groups are characterized by learning skill limitations or lack of sufficient education and training.

FIGURE 25



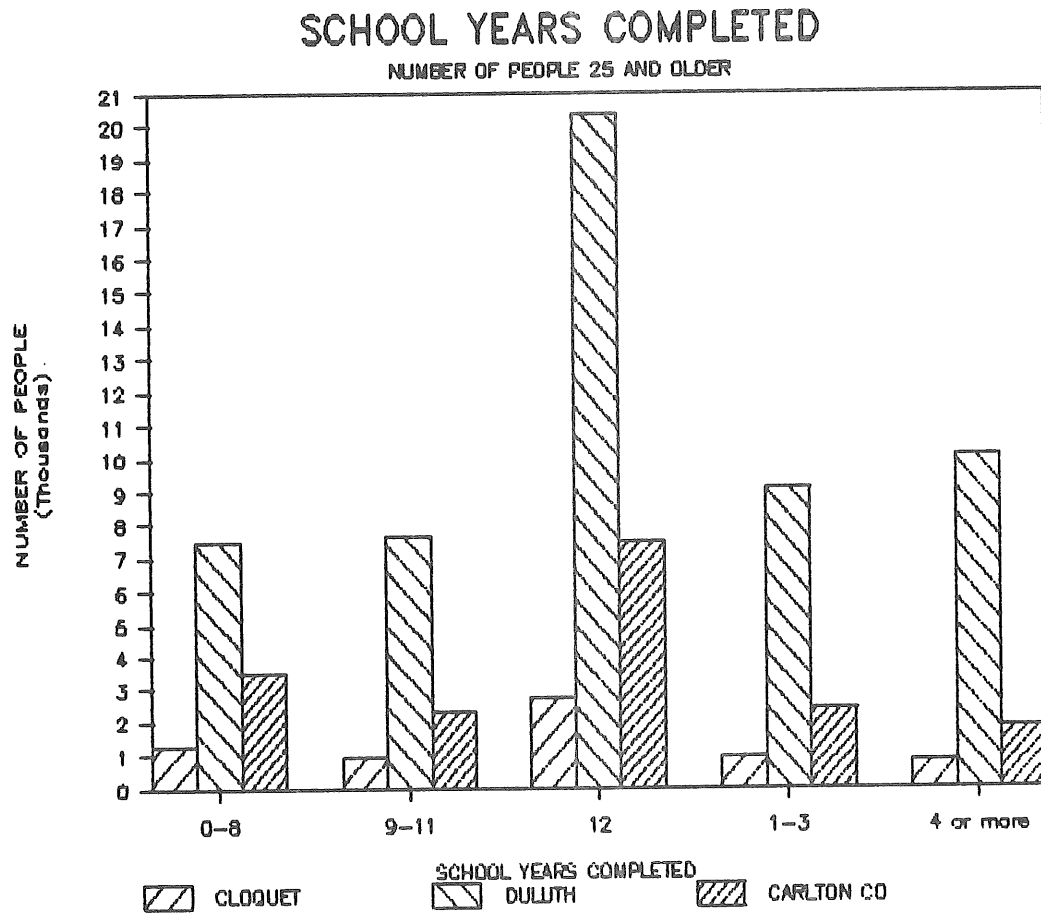
SOURCES: ARROWHEAD COMMUNITY COLLEGE SYSTEM, INDIAN PEOPLE PROGRAM



RESOLUTION, INC.

WOLTERSTORFF ARCHITECTS INC. 

FIGURE 27



SOURCE: U.S. CENSUS OF POPULATION

Recent preliminary studies of those affected by layoffs and market changes indicate and ratify the lack of education and training by many seeking work. In many cases, these employees do not have a high school diploma or have limited learning skills. The study further determined that in acquiring additional skills to make the transition from previous employment, these employees sought vocational training and/or community colleges education.

A dilemma in program funding and training eligibility was noted. Many programs are directed to short term education to place the individual in the work force. However, without an educational foundation, a cycle of employment loss and retraining might take over. Some concern for longer term educational experiences and financial support not currently available might prove to be a wise long term investment.

Analysis of the unique regional demographic characteristics of the Fond du Lac community college/higher education center service area finds that the characteristics of area population and the trends and needs of that population directly parallel the thrust and niche projected to be served by such a community college presence. The question then becomes, what is the likely potential to attract these at risk or at opportunity populations to the community college experience. Related to that question is what is the impact that such a program might have on existing post-secondary capabilities in the area.

FIGURE 28

Fond du Lac Community College Educational Attainment

Years of Completed School for Persons 25 Year and Older

Area	Years of Schooling Completed 1980				
	PRIMARY/SECONDARY			COLLEGE	
	0-8	9-11	12	1-3	4 +
Cloquet	1,295	938	2,742	921	795
Duluth	7,448	7,670	20,381	9,060	10,044
Carlton	3,548	2,295	7,460	2,373	1,864
Grand Rapids	1,172	561	2,606	1,270	1,202

Source: U.S. Census of Population; DataNet
Wolterstorff Architects; RESOLUTION Inc.

FIGURE 29

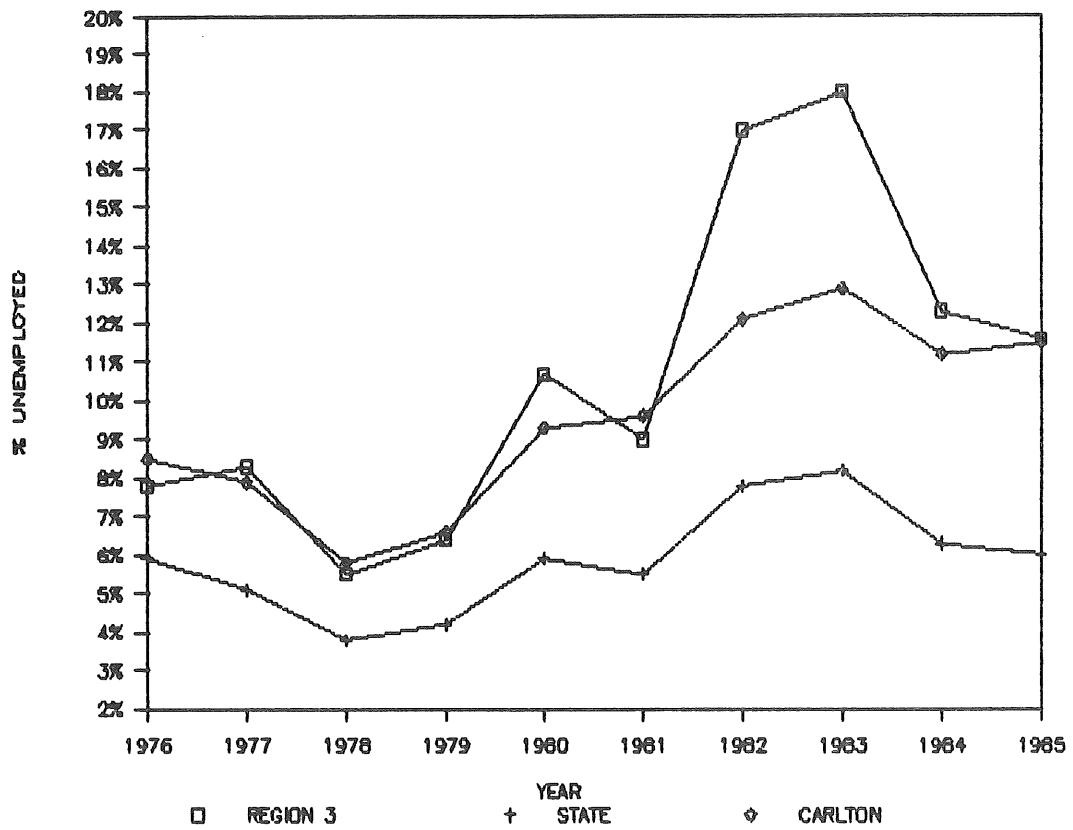
Fond du Lac Community College
Years of School Completed 1980
Persons Over 25 years old
Selected Jurisdictions

Years Completed	Carlton County		Duluth		Grand Rapids		Cloquet	
	Number	%	Number	%	Number	%	Number	%
Elementary								
0-8 yrs	3,548	20.23%	7,448	13.64%	1,172	17.21%	1,295	19.35%
High School								
1-3 yrs	2,295	13.08%	7,670	14.05%	561	8.24%	938	14.02%
4 yrs	7,460	42.53%	20,381	37.33%	2,606	38.26%	2,742	40.98%
College								
1-3 yrs	2,373	13.53%	9,060	16.59%	1,270	18.65%	921	13.76%
4 or more	1,864	10.63%	10,044	18.39%	1,202	17.65%	795	11.88%
Total	17,540	100.00%	54,603	100.00%	6,811	100.00%	6,691	100.00%

Source: U.S. Census of Population; DataNet
Wolterstorff Architects; RESOLUTION Inc.

FIGURE 30

ANNUAL AVERAGE UNEMPLOYMENT RATES



SOURCE: MN DEPARTMENT OF EMPLOYMENT SECURITY



RESOLUTION, INC.

WOLTERSTORFF ARCHITECTS INC.



VII. IMPACT ON AREA POST-SECONDARY INSTITUTIONS

The assessment of impact on area post-secondary institutions resulting from introduction of a community college presence is important. It probably best begins with a description of the existing facilities providing higher education opportunities in the service area identified for Fond du Lac. The impact discussion could also serve as an underpinning for assessing alternative arrangements for providing post-secondary education short of establishing a new institution. Educational services constitute the key operating phrase.

It must be noted that institutional capacity does not necessarily mean that appropriate or targeted services can be provided. In the case of access oriented education directed by the community college system, unlimited capacity would be of little value if it was not community based and highly accessible in terms of proximity and program.

Using a parking analogy to illustrate the capacity distribution concept, most downtowns do not require additional parking when examined on an areawide basis because enough areawide capacity exists. The only problem is distribution--parking spaces are not located where the demand to park exists. The same case could be made in the case of the community college program--even though enough overall statewide capacity exists, it is not located where the demand is--at the community level.

The invisible institutional and geographical barriers in place in the Fond du Lac area have already been discussed. Despite the interchange of 800 students (500 to the University of Wisconsin and 300 to the University of Minnesota), the distance created by the state boundary, St. Louis River and history reduces the proximity factor between Superior and the Fond du Lac area.

A. AREA POST-SECONDARY INSTITUTIONS

The University of Minnesota, Duluth and the College of St. Scholastica are located adjacent to each other in the City of Duluth on the plateau above the hill and away from Lake Superior. The Duluth Area Vocational Technical Institute is located some 4 miles to the west. The University of Wisconsin Superior and Wisconsin Indianhead Technical Institute are located adjacent to each other in the center of the City of Superior. Both Universities have roots in the their respective state university systems.

University of Minnesota Duluth

UMD is the largest and most comprehensive post-secondary institution in the area. The 6,600 students are drawn principally from the Twin Cities with over two-thirds coming from outside of the Duluth area. The impact of Commitment to Focus on

UMD, if implemented, is speculative. If the Twin Cities campus model is extended to Duluth and enrollment limits established, some access limitations would result.

UMD became part of the University system in 1947 following early establishment as a normal school and state teachers college. Academic programs include two-year degree offering; in dental hygiene. Bachelor's degrees are offered in:

- o science
- o arts
- o applied arts
- o applied science
- o fine arts
- o music
- o business administration
- o accounting
- o social work

Sixteen master's degree programs offer master of arts degrees. Also available is a two year specialist certificate for basic science study in medicine.

College of St. Scholastica

The College of St. Scholastica broke ground for its campus beginnings in 1906. A strong Benedictine tradition forms the basis of the only private college in Northeastern Minnesota. Its 1,500 students build on a liberal arts foundation leading to a Bachelor of Arts degree in one of 25 major fields of study. The college also grants masters degrees in education, psychology of aging, management, and nursing. A number of pre professional programs exist and a dual degree program is in place with Michigan Tech. The college has established a bilingual teacher training program. Indians into research program as a satellite of the medical school at UMD has also been established.

University of Wisconsin Superior

The University of Wisconsin Superior, like UMD began as a normal school in 1896. Granted authority to award baccalaureate degrees in 1926, it became the first teachers college in Wisconsin to offer a four year liberal arts degree. Its status as a part of the University System was achieved in 1971. The University awards the following degrees:

- o Associate
- o Bachelor of Arts
- o Bachelor of Fine Arts
- o Bachelor of Music
- o Bachelor of Music Education
- o Bachelor of Science
- o Bachelor of Science in Nursing
- o Master of Arts
- o Master of Science in Education
- o Specialist in Education

B. COMMUNITY COLLEGE PARTICIPATION IMPACT

The question of impact begins with the question of contribution to post-secondary education by the community college in attracting a population to higher education. No analog exists in Minnesota which would test the physical proximity of a private college, a campus of the University of Minnesota and a community college. Examples of cooperative ventures and cross registration are beginning to emerge.

One measure of impact is the participation rate in post-secondary education in the various counties. The participation rates are calculations of the number of entering freshman of all ages as a percentage of graduating high school seniors in that county. The fact that post-secondary educational enrollment has been primarily high school graduate driven in the past explains the utilization of this factor. High participation rates could mean capturing of a significant number of high school graduates or capturing of a significant number of adults or both.

The increasing adult and part time enrollees modify the conclusion that post-secondary enrollment is going to be driven by graduating high school seniors. In Minnesota, the participation rate has moved from 76.76% in 1976 to 84.69% in 1985 reflecting more adult students as well as some increased post-secondary participation by the high school graduate population.

Counties with similar educational access were grouped as depicted on the map in Figure 32 and summarized on the accompanying table, Figure 31. The home based/community based nature of the community college is directly evident. In areas where a community college does not exist, their ability to attract students also obviously does not exist.

Recalling the educational trend background that 56% of full time and over 80% of part time college students live at home, the greatest growth in college enrollment has occurred at the 2 year institution level. Therefore, it could be postulated that the presence of a community college option, properly positioned, could influence increased participation without reference to specific population groups.

FIGURE 31

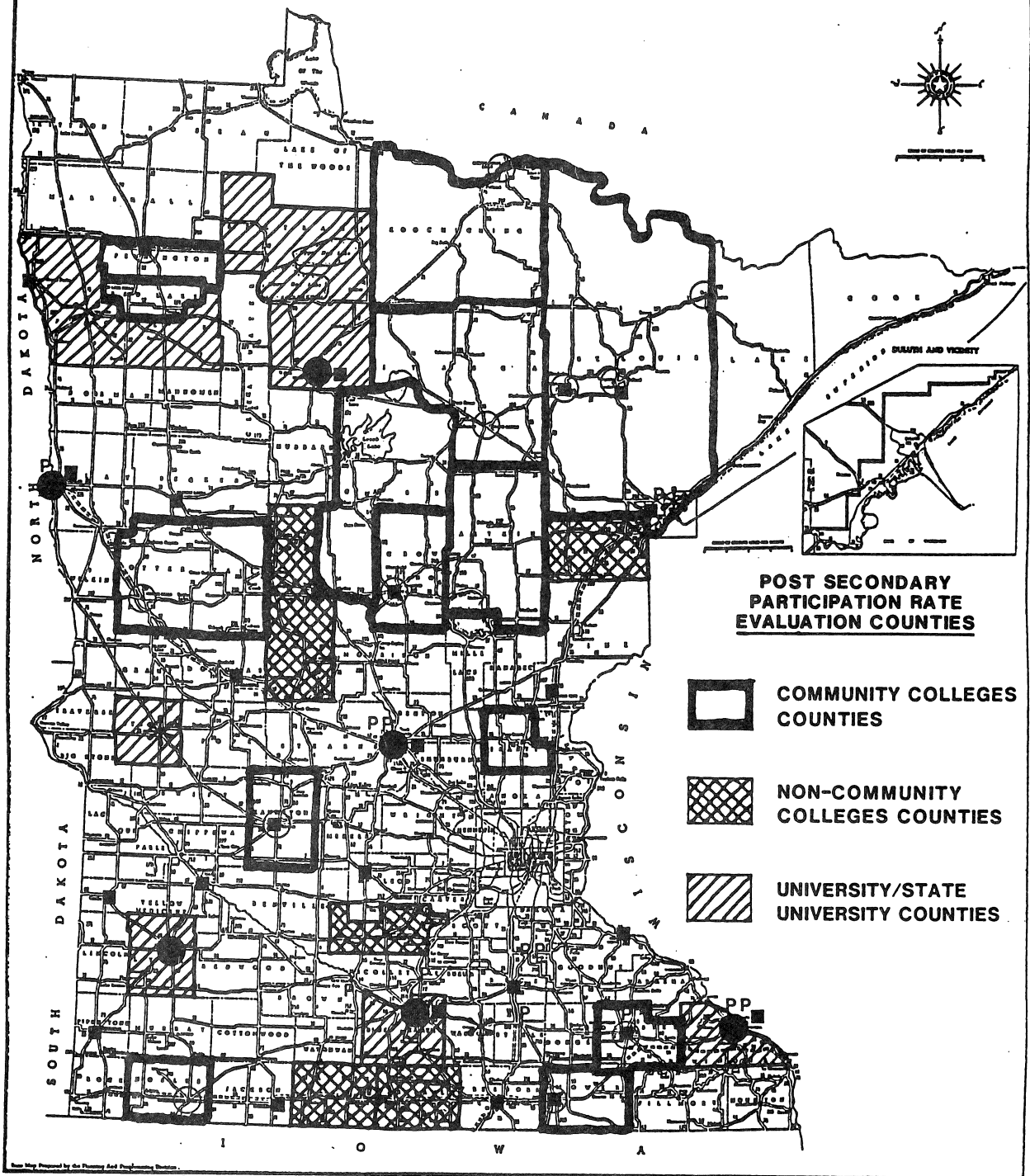
FOND DU LAC COMMUNITY COLLEGE
State of Minnesota Post Secondary Systems
New Freshman Participation Rates 1976 & 1985

AREA	COMMUNITY COLLEGE		AVT1		STATE UNIVERSITY		UNIVERSITY		TOTAL POST SECONDARY	
	1976	1985	1976	1985	1976	1985	1976	1985	1976	1985
State	16.98%	27.37%		20.98%	8.54%	11.48%	11.25%	10.94%	76.76%	84.69%
Region 3	24.90%	40.77%		28.64%	3.66%	5.37%	17.92%	16.73%	76.48%	105.12%
Aitkin	9.75%	41.31%		38.92%	9.32%	11.37%	8.05%	9.58%	70.34%	110.77%
Carlton	1.74%	4.34%		21.52%	3.16%	7.17%	19.12%	18.47%	57.19%	66.52%
Cook	1.30%	39.36%		21.31%	15.58%	16.39%	16.88%	1.90%	75.32%	108.19%
Itasca	41.06%	74.06%		28.54%	4.90%	5.08%	5.30%	8.30%	72.45%	129.15%
Koochiching	54.84%	50.35%		21.53%	6.45%	9.92%	3.81%	8.15%	91.50%	95.74%
Lake	3.60%	9.45%		27.02%	5.83%	9.45%	12.27%	5.54%	48.16%	80.40%
St. Louis	21.24%	40.42%		30.21%	2.48%	3.80%	22.53%	19.89%	81.89%	108.38%

Source: MNECB
Wolterstorff Architects; RESOLUTION Inc.

FIGURE 32

STATE OF MINNESOTA



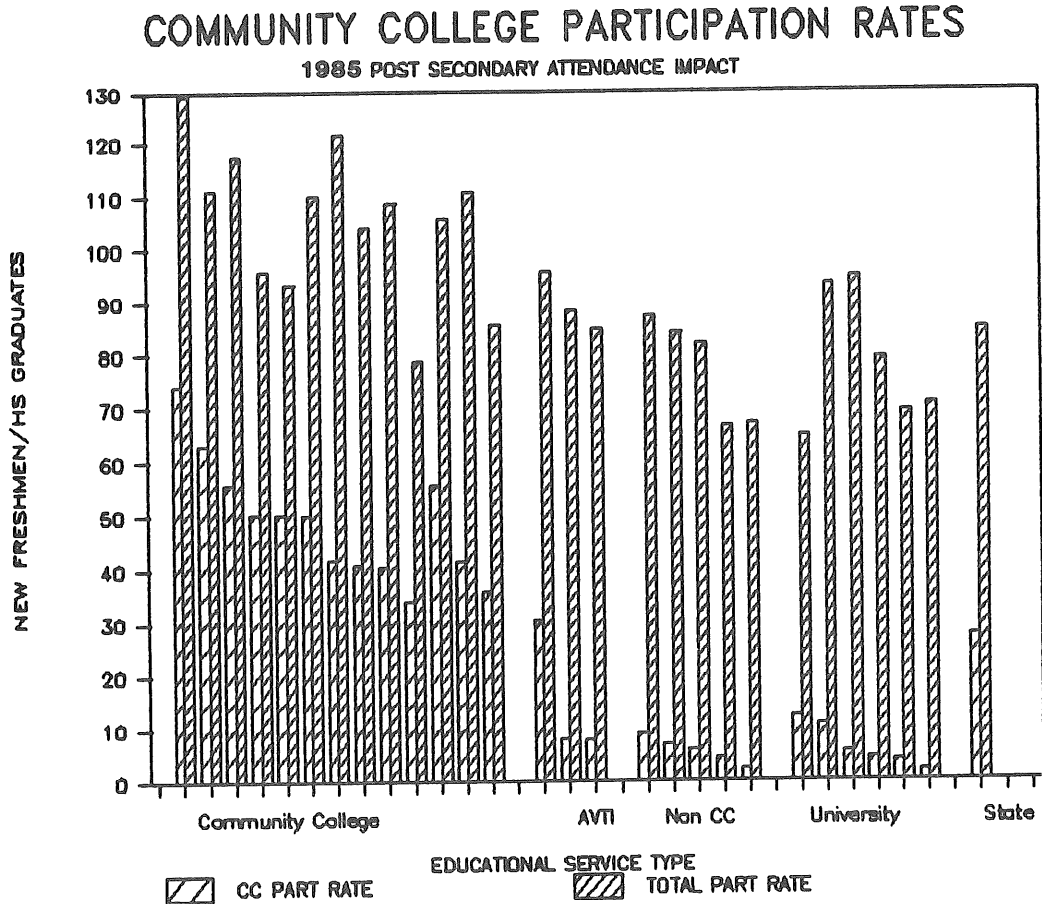
UNIVERSITY
 STATE UNIVERSITY
 COMMUNITY COLLEGE
 AVTI
 PRIVATE 4 YEAR

RESOLUTION, INC.

WOLTERSTORFF ARCHITECTS INC.



FIGURE 33



SOURCE: HECB



RESOLUTION, INC.

WOLTERSTORFF ARCHITECTS INC.



FIGURE 34

Fond du Lac Community College
1985 Post Secondary Participation Rate Comparisons

County	Public Institution				1980 Population	Frshmn % of Pop	Participation Rates				
	UM	SU	CC	VT			UM	SU	CC	AVTI	TOTAL
COMMUNITY COLLEGE COUNTIES											
Itasca			X		43,069	1.77%	8.30	5.08	74.06	28.54	129.15
Olmstead			X		92,006	1.65%	4.59	9.34	63.13	22.55	110.94
Mower			X		40,390	1.56%	4.29	11.56	55.78	37.68	117.35
Koochiching			X		17,571	1.54%	8.15	9.92	50.35	21.53	95.74
Nobles			X		21,840	1.41%	3.63	12.12	50.30	19.39	93.33
Pennington			X		15,258	1.44%	5.12	10.05	50.25	37.18	110.05
Crow Wing			X		41,722	1.42%	3.90	6.37	41.76	55.55	121.60
Kandiyohi			X	X	36,763	1.37%	3.18	8.84	40.74	39.71	103.90
St. Louis	X		X	X	222,229	1.31%	19.89	3.80	40.42	30.21	108.38
Otter Tail			X		51,937	1.09%	4.05	9.36	34.05	22.16	78.89
Isanti			x		23,600	1.40%	10.22	9.26	55.59	15.65	105.75
Aitkin			o		13,404	1.38%	9.58	11.37	41.31	38.92	110.77
Roseau			o		12,574	1.28%	9.57	10.63	35.63	19.68	85.63
Average						1.42%			48.41		107.00
NON-COMMUNITY COLLEGE											
Pine			X		19,871	1.27%	9.05	7.54	30.56	32.45	95.47
Todd			X		24,992	1.46%	5.21	16.20	7.96	51.92	88.18
Wadena			X		14,192	1.90%	5.18	11.85	7.77	50.00	84.81
Carlton					29,936	1.02%	18.47	7.17	4.34	21.52	66.52
Kanabec					12,161	1.12%	9.61	13.46	8.99	19.87	87.17
Sibley					15,448	1.07%	7.96	21.89	5.97	27.36	82.08
Martin					24,687	1.00%	4.77	18.82	2.24	26.12	67.10
Faribault					19,714	1.20%	4.27	22.16	7.11	36.55	83.98
Average						1.07%					74.90
COMMUNITY COLLEGE-UNIVERSITY COMBINATION											
Polk	X		X		34,844	0.94%	11.72	12.72	12.12	20.67	64.81
Winona		X	X		46,256	0.99%	3.29	24.43	4.33	33.44	79.37
FREESTANDING UNIVERSITY											
Blue Earth	X		X		52,314	1.01%	3.07	28.11	1.87	21.01	70.68
Lyon	X				25,207	1.16%	5.43	25.29	3.78	25.29	69.26
Beltrami		X		X	30,982	1.30%	3.74	38.17	5.62	42.62	94.61
Stevens	X				11,322	1.07%	25.38	3.84	10.76	37.69	93.07
Average											77.94
State					4,095,970	1.19%	10.94	11.48	27.37	20.98	84.69

Source: MHECB

In Region 3 and the Fond du Lac service area counties, that measurement of participation exceeds state levels by 20% except and most notably for Carlton County. Carlton County, despite parallel state trends for post-secondary participation by Cloquet district high school graduates, has not been able to attract significant adults to higher education programs. The disparity is dramatic with Region 3 counties tabulating participation rates of 129%, 108%, and neighboring Aitkin at 110% while Carlton slips in at 66%. That gap in measured post-secondary participation represents a clear opportunity.

Several factors are at work in the region causing expanded educational participation. First, the area is undergoing a dramatic structural change in its economic base which requires new levels of education to participate. Secondly, a significant educational gap from basic high school to advanced training exists, which when placed beside the economic opportunity scale produces a significant pool for post-secondary education. Third, basic learning skills are valued even with much of the non-credit education occurring outside of the current statistical base. Fourth, the area has a fine grained system of post-secondary education and particularly the Arrowhead Community College Region. Clearly access, program and recruitment enhance and extend educational participation.

The tabular and graphic data group counties by their available post-secondary educational resources. All community college counties are included as well as Aitkin and Roseau which behave somewhat like community college counties. St. Louis and Kandiyohi counties also have vocational schools. The counties are ranked by measured freshman participation in community colleges. Itasca leads the state with 74%. The St. Louis County community colleges are understated because of the impact of Duluth which does not have a community college. If the Duluth area population were excluded, the Arrowhead community colleges would have participation rates nearly double their stated 40% level. With the exception of Otter Tail county, participation rates that are 20 points higher than statewide levels are exhibited by community college counties.

Counties which do not have post-secondary institutions are also grouped. Their average participation rate is over 30 points lower than community college counties. Carlton County displays a higher University rate than other non-community college counties, due to the presence of UMD. However, the county is 40 points lower than other area counties. Examining the total between University and State University systems, finds that combined, the participation rates are very similar for each county. The difference appears to be explained by the availability and subsequent participation due to community colleges.

The last grouping attempts to examine combinations of counties featuring University or State University facilities. Again, the pattern is remarkably similar. In fact, the presence of a community college or vocational school in a county adjacent to

one with other post-secondary options raises participation, but still remains fully 20 to 30 points below community college counties.

Assessing the nature of the community college and its stated community based mission and new acceptability among high school graduates and adults in need of advanced training tends to verify the findings. Programs like 2 plus 2 and other cooperative efforts bring people into the educational stream with positive paths to continue and complete occupational and educational requirements. The presence and acceptance of these programs empirically support the finding that more people are attracted to higher education by the availability of a community college program rather than diverted from other institutions. Can other higher education institutions develop services that negate the need for community colleges? Possibly, but they need to be tuned to community needs appropriately price and delivered in a convenient fashion which increasingly appeals to adults.

Figure 32 graphically portrays the relationship between total participation and community college availability for the study counties. If Otter Tail County is excluded, only one county (and that is an AVTI county) exceeds the lowest community college county in overall freshmen participation. The pattern of higher participation for community college counties is clearly evident in the figure.

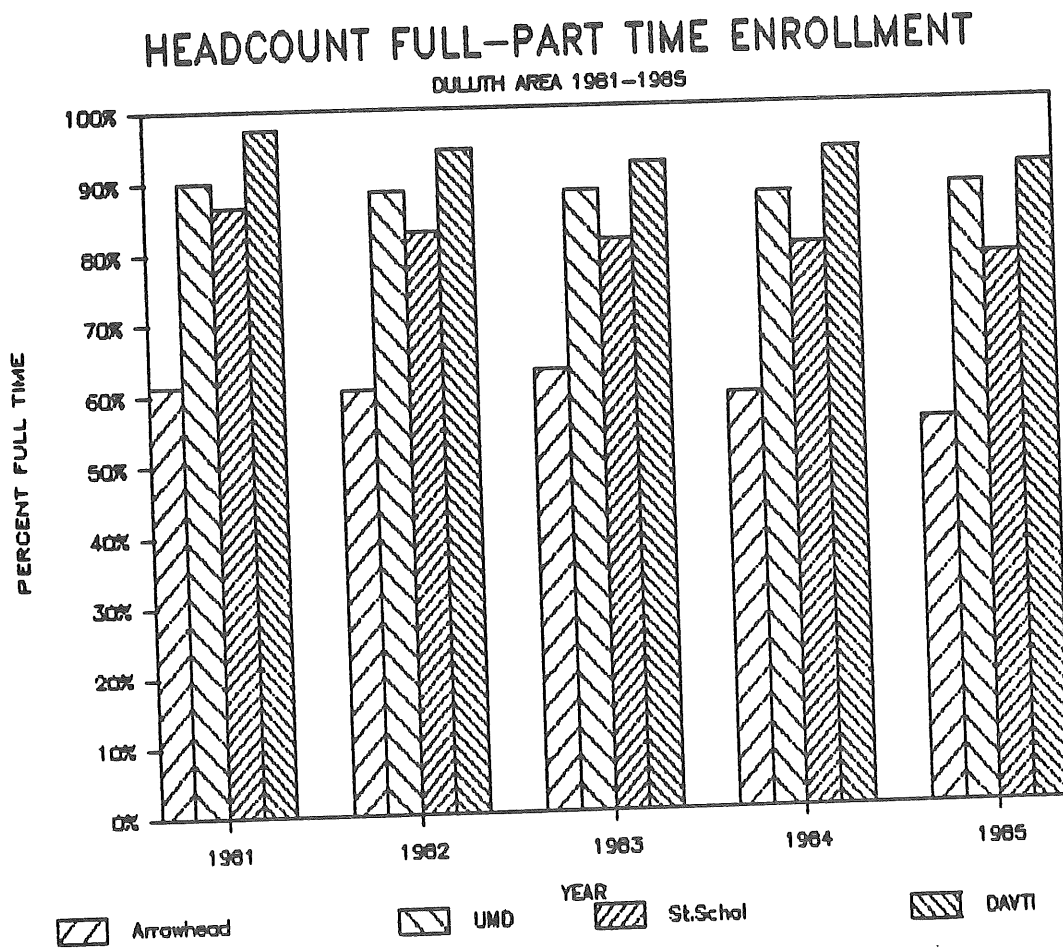
On that point, it seems reasonable to begin to look at age and educational attainment and occupational mix in estimating future educational participants. Rather than rely on high school graduates to be the engine of higher education, the total population spectrum needs to be examined. The participation table also rates incoming freshmen to county population. The correlation between community colleges and overall population percentage participation continues to hold. But with only a percent and a half of the population involved in higher education, the potential could be considered untapped.

C. FULL TIME - PART TIME ENROLLMENT

Examination of educational participation is again only part of the story. Available service and facility capacity is also only part of the story. The question of diversion can be addressed in examining the types of students attracted to existing area institutions versus the types of students seeking community college admittance.

Full time and part time student ratios are graphed in Figure 35 for area institutions. The Arrowhead Region community colleges show 55 - 65 % full time students while UMD, College of St. Scholastica, and AVTI all register 80 to 90 percent. A slight downward trend in full time enrollment is evident for the existing institutions. However, they continue to attract and serve a full time student base, a base not inherently threatened by the community college system.

FIGURE 35



SOURCE: HECB

D. HOME RESIDENCE OF NEW FRESHMEN

The origin of new enrollees is another indicator of possible diversion from existing programs. Figure 36 displays the county of origin of new freshmen for UMD, College of St. Scholastica, and the Arrowhead Region. Again, keep in mind the influence of the geography covered by St. Louis County with two major population concentrations of about equal size separated by 60 miles of largely unpopulated area. The College of St. Scholastica draws 60% of its freshmen from the 7 county area, mostly from St. Louis County compared to 34% for UMD. UMD draws 25% of the student freshmen from St. Louis County. Arrowhead Community colleges draw 93% of their students from this region. Less than 10 % of either Duluth based institution's population comes from Carlton County.

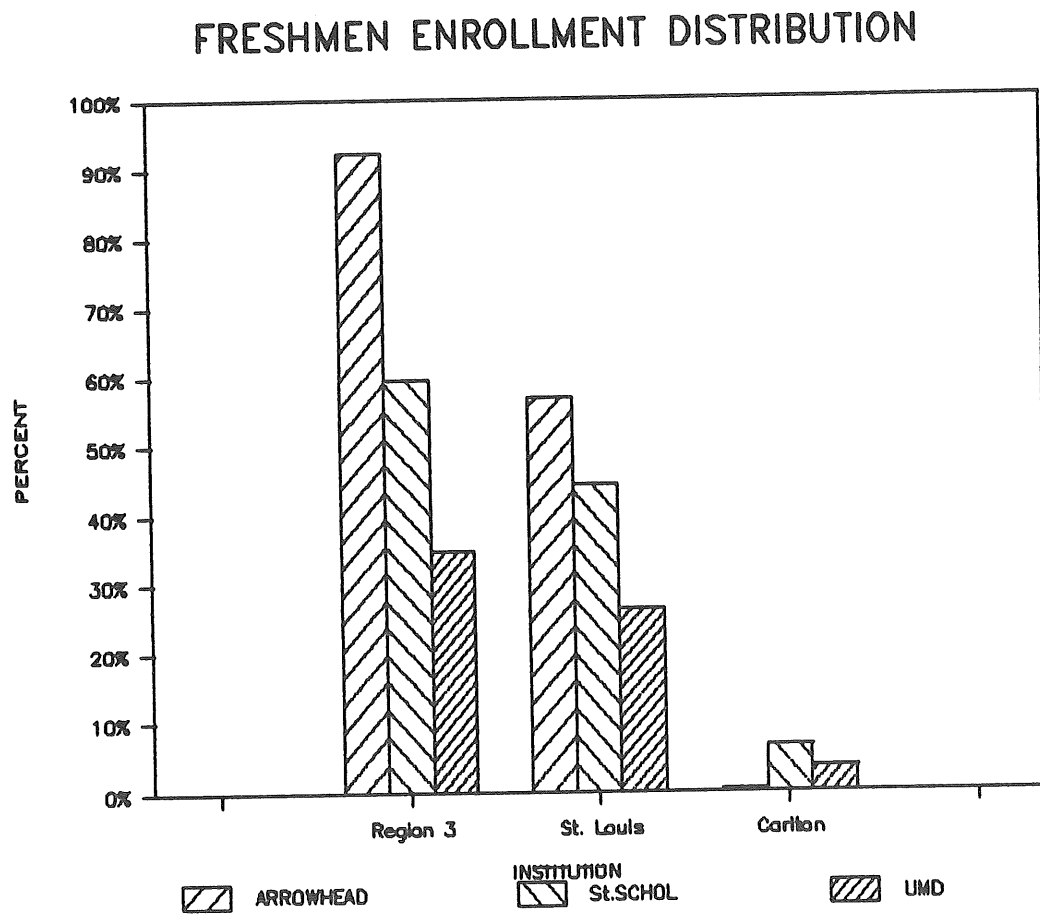
E. TUITION PRICING

Finally, the matter of the price of tuition deserves mention. The price of education is somewhat relative. A great deal of emphasis is placed on developing financial aids to remove economic barriers for qualified students. However, one of the historical attributes of public education and particularly programs geared to providing access to learning, is reasonably attractive pricing. In a troubled economy, the price factor is even more significant.

Some institutions provide a targeted subsidy to individual students rather than a blanket tuition reduction. Minnesota has been moving in that direction. The College of St. Scholastica points out that 90% of its student body is receiving financial aid significantly reducing the price per credit hour. Still, Figure 37 emphasizes one of the important attracting forces of the community college system--a relatively lower price for education. The community college has also been more cost effective in space utilization, serving more students in less space than the other systems. Competitively priced education may compete, but as the overall pattern shows, the people attracted probably would not have enrolled at the higher prices and more rigorous schedule requirements.

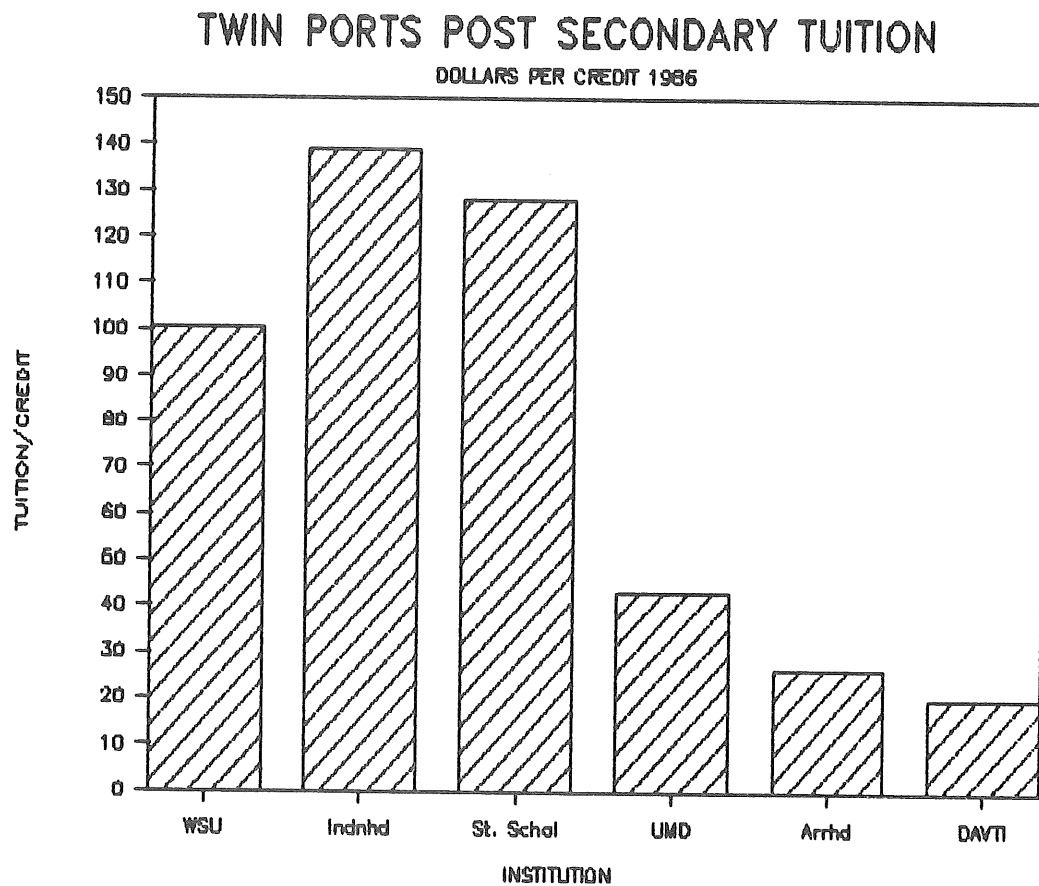
Emerging programs, regional demographics and past experience suggest that a specially positioned community college program can place more people into the post-secondary education stream.

FIGURE 36



SOURCE: HECB

FIGURE 37



SOURCE: INSTITUTIONS' CATALOGS



RESOLUTION, INC.

WOLTERSTORFF ARCHITECTS INC.



VIII. PROJECTED ENROLLMENTS

The basis and trends affecting enrollment projections have been discussed extensively in the exploration of area demographic characteristics. The impact of undetected societal changes warrants multiple estimates and methodologies. The intent of the models developed for this feasibility study is to produce a number of scenarios under contrasting assumptions in a straight forward and transparent manner. The premise is that projected enrollments must stand the test of reasonableness and to do that is to clearly document the driving assumptions. Assumptions can then be altered to respond to changing conditions or interests.

Four series of enrollment models were developed, but only three are reported here. The fourth and unreported model shifts estimating to a population and age based set of parameters. Since it departs from traditional high school graduate driven relationships, it is not reported in this analysis. In all of the estimates, Fond du Lac area population and high school graduates remain constant. The variables relate to the ability to attract traditional and non-traditional students to the post-secondary system via the community college. Comparable state and national experience is used to calibrate the assumptions. However, it must again be acknowledged that educational program, marketing, facilities, pricing, and acceptance are significant variables in achieving student participation.

The three series of high school graduate driven enrollment projection scenarios are:

Series A: Area-wide Community College Participation
Series B: Sub-area Community College Participation
Series C: State-wide Graduate Aggregated Participation

High school graduates were held constant for all scenarios. The number of graduates comes from analysis of enrollment and retention patterns and state graduation rates. Each service area school district provided estimates of future graduating seniors. The projection period covers 1987 to 1995.

Series A - Area-wide Community College Participation

High school graduates - constant for all series and all scenarios. The estimates are based on constant population projections and birth and migration data. All graduating seniors are aggregated and the overall participation rates averaged over the student base. Graduates level off after a period of decline.

Community College Participation Rate - this rate can be held constant over the period of the estimates or varied according to anticipated trends. The reported rate is held constant in a number of scenarios despite indications of increasing choice of community colleges for post-secondary education. Scenario A-1

utilizes the lowest observed area community college participation rate of 40%. That means that new freshmen entering the community college system will amount to 40% of graduating seniors in the service area.

Freshman Headcount - the headcount is the product of fall participation rates multiplied by graduated high school seniors.

2 Year Enrollment - 2 year enrollment is determined by adding the previous year freshmen enrollment to the current year enrollment. Dropouts, returnees, transfers and other enrollment variables cause some concern that returnees will balance those discontinuing their attendance. Another methodology frequently used is to determine the historical ratio of freshmen to total headcount. In actuality, total enrollment almost always is greater than most recent enrollees by a factor greater than 2. The Arrowhead Region experience provides some guidance.

TWO YEAR ENROLLMENT RELATIONSHIPS BASED ON ARROWHEAD REGION FRESHMAN HEADCOUNTS

	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
FALL HEADCOUNT	3,622	3,723	4,062	4,098	4,593
FALL FRESHMAN	1,747	1,795	1,859	1,890	2,021
TOTAL ENROLLMENT TO FRESHMAN RATIO	2.07	2.13	2.18	2.17	2.27
TWO YEAR FRESHMAN: ENROLLMENT TOTAL		3,542	3,654	3,749	3,911
RATIO TOTAL ENROLLMENT		1.05	1.11	1.09	1.17

SOURCE: HECB
COMMUNITY COLLEGE BOARD

Using either method - freshman multiplier or adding freshman classes, the projected results are less than actual experience. Therefore, total enrollment is again estimated on the conservative side.

FYE Factor - The full year equivalent factor represents the relationship between full time and part time students. National and state projections consider these relationships to be stable over the next 20 years. The FYE factor is the historical aggregate of Arrowhead Community College Region experience.

A Series Results - the lowest observed participation rate estimates 2 year enrollment levels between 900 and 1,100. Utilizing the average community college attraction rate of 48% and holding the other variables constant results in an enrollment range between 1,100 and 1,300. These estimates expect immediate

penetration of the market. In fact, a gradual build up to these estimates would be expected. That impact is shown in A-3.

Series B: - Sub-area Community College Participation

High School Graduates - This series of enrollment projections acknowledges that proximity will influence the participation rates of the various areas. Three geographical breakouts of high school graduates are made to reflect the reduction in participation likely from locations at greater distances from the educational program. Secondary districts are depicted directly in Figure 38. Duluth area districts are Duluth, Proctor, Cathedral, and Hermantown. Cloquet area districts are assumed to be the remainder.

Participation Rates - the rates reflect distance from the proposed program sites. Storefront, resource oriented or population oriented program offerings would likely mitigate lack of proximity participation reductions. Distance within a reasonable service area as defined for Fond du Lac is not a major influence. The availability of competing program is probably more important. It has been postulated that community college students will not be diverted from existing institutions to any significant extent. Therefore, reducing Duluth area participation rates might not be warranted. Consider Aitkin County residents with community colleges some commute distance away at Grand Rapids and Brainerd and yet they develop a 41% participation factor.

Freshman Headcounts - are a summation of the three subareas.

2 Year Enrollment - achieved by adding the previous year to the present year.

FYE Enrollment Factor - continues to presume a stabilization in the full and part time ratio and parallel to the experience in the 5 Arrowhead Region institutions.

B Series Results - Utilizing comparable rates based on distance from the school estimates that 2 year enrollments could approach 1,300 and remain fairly constant into the next decade.

Series C - State-wide High School Graduate Participation Rates

This series of enrollment projections utilizes statewide high school graduate actual post-secondary participation rates rather than the approximation used in the previous models. The relationship of high school graduate enrollment to total institution enrollment factors these scenarios into a total student body estimate.

High School Graduates - the number of graduates for the area is held constant. Sub groups could be defined as in series B to reflect different rates among the different school districts. These scenarios assume similarity between districts permitting

FIGURE 38

Fond du Lac Community College
Community College Service Area
High School Graduate Projections 1981-1995

District	Secndry Enrlmnt 1985	Year Beginning 1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995
709 Duluth	6,550	1,299	1,281	1,149	1,041	989	1,009	996	969	962	856	806	805	825	844	889
91 Barnum	320	59	50	52	49	51	52	55	58	39	54	52	71	60	54	60
100 Wrenshall	154	31	32	17	27	28	20	26	24	27	22	31	31	27	35	33
94 Cloquet	1,156	268	224	192	183	195	186	200	182	164	138	141	161	142	169	140
93 Carlton	387	76	58	60	58	70	67	64	67	55	64	52	64	58	72	64
704 Proctor	1,104	173	188	169	161	159	165	179	182	160	191	149	157	144	144	136
97 Moose Lake	354	73	75	50	50	56	68	60	58	50	49	50	61	54	62	73
95 Cromwell	154	26	28	23	24	22	29	29	29	22	23	29	27	27	27	22
99 Esko	451	102	82	84	71	66	74	73	75	77	49	75	43	44	66	62
710 St. Louis Co (part)		56	49	52	50	46	43	48	50	40	47	43	46	43	48	51
698 Floodwood	186	32	43	42	26	20	31	24	23	29	32	29	24	16	16	26
700 Hermantown	723	141	123	129	105	131	111	104	105	108	107	85	89	100	75	95
Other		45	43	41	40	38	41	38	37	37	34	33	33	33	34	36
Cathedral	348															
Ojibway	72															
Faith Christian	39															
St. Paul Academy	13															
Total Primary	12,013	2,381	2,276	2,060	1,905	1,872	1,896	1,896	1,859	1,769	1,666	1,575	1,613	1,573	1,646	1,688
4 McGregor	280	62	56	64	52	52	35	56	45	51	45	40	40	42	49	49
577 Willow River	188	44	25	45	27	28	33	23	28	28	23	23	33	23	33	33
566 Askov	178	36	36	32	24	30	35	30	30	35	36	21	22	24	32	29
570 Finlayson	139	23	21	15	18	16	20	17	25	15	25	20	15	20	24	26
Total Secondary	785	165	138	156	121	126	123	126	128	129	129	104	110	109	138	137
Grand Total Reported	2,546	2,414	2,216	2,026	1,998	2,019	2,022	1,987	1,898	1,795	1,679	1,723	1,682	1,784	1,825	
FDL % REG 3				41.99%	45.23%	46.80%	45.51%	45.40%	43.59%	46.42%	44.42%	46.96%	45.86%	48.91%	48.83%	

Source: School Districts, State Department of Education
Wolterstorff Architects; RESOLUTION Inc.

FIGURE 39

Fond du Lac Community College
Community College Attendance Projections
Scenario A-1

	1987	1988	1989	1990	1991	1992	1993	1994	1995
High School Graduates	2,022	1,987	1,898	1,795	1,679	1,723	1,682	1,784	1,825
Community College Part Rate	40.00	40.00	40.00	40.00	40.00	40.00	40.00	40.00	40.00
Freshman Headcount	809	795	759	718	672	689	673	714	730
2 Year Enrollment	809	1,604	1,554	1,477	1,390	1,361	1,362	1,386	1,444
FYE Factor	0.717	0.717	0.717	0.717	0.717	0.717	0.717	0.717	0.717
FYE Enrollment Estimate	580	1,150	1,114	1,059	996	976	977	994	1,035

Source: Wolterstorff Architects; RESOLUTION Inc.

FIGURE 40

Fond du Lac Community College
Community College Attendance Projections
Scenario A-2

	1987	1988	1989	1990	1991	1992	1993	1994	1995
High School Graduates	2,022	1,987	1,898	1,795	1,679	1,723	1,682	1,784	1,825
Community College Part Rate	48.41	48.41	48.41	48.41	48.41	48.41	48.41	48.41	48.41
Freshman Headcount	979	962	919	869	813	834	814	864	883
2 Year Enrollment	979	1,941	1,881	1,798	1,682	1,647	1,648	1,678	1,747
FYE Factor	0.717	0.717	0.717	0.717	0.717	0.717	0.717	0.717	0.717
FYE Enrollment Estimate	702	1,392	1,348	1,282	1,206	1,181	1,182	1,203	1,253

Source: Wolterstorff Architects; RESOLUTION Inc.

FIGURE 41

Fond du Lac Community College
Community College Attendance Projections
Scenario A-3

	1987	1988	1989	1990	1991	1992	1993	1994	1995
High School Graduates	2,022	1,987	1,898	1,795	1,679	1,723	1,682	1,784	1,825
Community College Part Rate	15.50	18.00	21.00	25.00	40.00	48.41	55.00	55.00	55.00
Freshman Headcount	313	358	399	449	672	834	925	981	1,004
2 Year Enrollment	313	671	756	847	1,120	1,506	1,759	1,906	1,985
FYE Factor	0.717	0.717	0.717	0.717	0.717	0.717	0.717	0.717	0.717
FYE Enrollment Estimate	225	481	542	608	803	1,080	1,261	1,367	1,423

Source: Wolterstorff Architects; RESOLUTION Inc.

averaging of participation rates.

Post-Secondary Enrollment % - the percentage of high school graduates has kept Minnesota at or near the top of all states in high school completion. The graduating seniors have increasingly been interested in continuing higher education. The projections anticipate a continuation of the slight upward trend in post secondary participation.

Community College Enrollment % - community colleges have been increasing their share of graduating seniors entering post secondary education. A slight continuation of that trend is utilized in the model.

High School Graduate Headcount - this total represents the combined count of high school seniors choosing to enter the community college system.

% of Total Enrollment - traditional 18 to 24 year olds are decreasing as percentage of total enrollment. This variable recognizes that relationship and projects a continuing reduction of the high school graduate as the prime college participant.

New Freshmen - combines high school graduates and adult participants.

FYE Factor - the Arrowhead Region community colleges report an overall full year equivalency factor relationship of 71% of fall headcounts. This factor is held constant, but would seem likely to reduce as greater part time student enrollment occurs.

C Series Results - this methodology results in the least number of enrollees at a reasonably stable number of 950-990. The use of state-wide averages do not reflect the attraction generated by the availability of the community college. In essence, this set of scenarios could be viewed to represent threshold enrollment levels.

In any case, if performance of a community college can be secured similar to already functioning institutions in Minnesota, a potential student population exists which fulfills core program threshold requirements.

SUMMARY 1988-1995						
Fond du Lac Community College Enrollment Projections						
Scenario	Community College Participation Rate	P.S. Rate/ Grad Adult Ratio	FYE Factor	2-year Enrollment Low	FYE Projection High	
A-1 Area-wide	40%	--	.717	994	1,150	
A-2 Area-wide	48.41%	--	.717	1,181	1,392	
A-3 Area- Graduated	15.5-55%	--	.717	481	1,423	
B-1 Sub-area	10 - 55%	--	.717	959	1,125	
B-1 Sub-area Graduated	10 - 65%	--	.717	514	1,115	
C-1 State-wide	--	62%/54.4%	.717	650	714	

FIGURE 42

Fond du Lac Community College
Community College Attendance Projections
Scenario B-1

District	1987	1988	1989	1990	1991	1992	1993	1994	1995
Duluth Area Grads	1,317	1,293	1,267	1,188	1,073	1,084	1,102	1,097	1,156
Comm College Part Rate	35.00	35.00	35.00	35.00	35.00	35.00	35.00	35.00	35.00
Freshman Headcount	461	452	443	416	376	380	386	384	405
Cloquet Area Grads	579	566	502	478	502	529	471	549	532
Comm College Part Rate	55.00	55.00	55.00	55.00	55.00	55.00	55.00	55.00	55.00
Freshman Headcount	318	311	276	263	276	291	259	302	292
Total Secondary	126	128	129	129	104	110	109	138	137
Comm College Part Rate	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00
Freshman Headcount	13	13	13	13	10	11	11	14	14
Total Freshman Headcount	792	777	732	692	662	681	656	700	711
2 Year Enrollment	792	1,569	1,509	1,424	1,354	1,343	1,337	1,355	1,411
FYE Enrollment Factor	0.717	0.717	0.717	0.717	0.717	0.717	0.717	0.717	0.717
FYE Enrollment	568	1,125	1,082	1,021	971	963	959	972	1,011

Source: Wolterstorff Architects; RESOLUTION Inc.

FIGURE 43

Fond du Lac Community College
Community College Attendance Projections
Scenario B-2

District	1987	1988	1989	1990	1991	1992	1993	1994	1995
Duluth Area Grads	1,317	1,293	1,267	1,188	1,073	1,084	1,102	1,097	1,156
Comm College Part Rate	10.00	15.00	21.00	24.00	27.00	33.00	35.00	38.00	40.00
Freshman Headcount	132	194	266	285	290	358	386	417	463
Cloquet Area Grads	579	566	502	478	502	529	471	549	532
Comm College Part Rate	28.00	36.00	44.00	50.00	50.00	50.00	50.00	55.00	65.00
Freshman Headcount	162	204	221	239	251	264	236	302	346
Total Secondary	126	128	129	129	104	110	109	138	137
Comm College Part Rate	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00
Freshman Headcount	13	13	13	13	10	11	11	14	14
Total Freshman Headcount	306	411	500	537	551	633	632	733	822
2 Year Enrollment	306	717	910	1,037	1,088	1,184	1,265	1,365	1,555
FYE Enrollment Factor	0.717	0.717	0.717	0.717	0.717	0.717	0.717	0.717	0.717
FYE Enrollment	220	514	653	743	780	849	907	979	1,115

Source: Wolterstorff Architects; RESOLUTION Inc.

FIGURE 44

Fond du Lac Community College
Community College Attendance Projections
Scenario C-1

	1987	1988	1989	1990	1991	1992	1993	1994	1995
High School Graduates	2,022	1,987	1,898	1,795	1,679	1,723	1,682	1,784	1,825
PS Enrollment %	60.9%	61.0%	61.5%	61.9%	62.0%	62.5%	63.0%	63.5%	64.2%
CC Enrollment %	12.0%	12.5%	14.0%	14.5%	15.0%	15.0%	15.0%	15.0%	15.0%
HS Grad CC Headcount	243	248	266	260	252	258	252	268	274
% Total Enrollment	54.4%	54.0%	53.9%	53.0%	52.5%	51.3%	54.4%	54.4%	54.4%
New Freshmen	446	460	493	491	480	504	464	492	503
2 Year Enrollment	446	906	953	984	971	984	968	956	995
FYE Factor	0.717	0.717	0.717	0.717	0.717	0.717	0.717	0.717	0.717
FYE Enrollment	320	650	683	706	696	705	694	685	714

Source: Wolterstorff Architects; RESOLUTION Inc.

IX. IMPLEMENTATION OPTIONS AND COST CONSIDERATIONS

A. IMPLEMENTATION CONSIDERATIONS

The establishment of a pilot Fond du Lac Higher Education Center represents a reasoned approach to testing the ability to capture the identified enrollment potential. The community college presence based core liberal arts educational program would be delivered through multiple locations. The ability to fulfill the opportunity hinges on a researched and innovative curriculum, supporting program development, community presence and promotion, funding, and staging strategies. Demonstration of successful performance could broaden future funding assistance including federal participation.

The Task Force considered, based on presently available and known information, four basic choices:

1. Recommend establishment and construction of a new Fond du Lac Community College.
2. Recommend establishment of a new Fond du Lac Community College as a component of the Arrowhead Community College System and the development of a staging strategy to test potential.
3. Recommend that further study is required in specific areas before a determination can be made.
4. Recommend that the educational needs of the area can be met by existing institutions working in cooperation with each other.

The Task Force determined that potential had been documented and that a staged strategy following option 2 be pursued.

B. COST CONSIDERATIONS

No new bonding and no new facilities are required for the Fond du Lac Higher Education Learning Center. Existing facilities, on or near the Fond du Lac Reservation, will be rented. Additionally, appropriate extension sites will be developed as needed. Potential extension sites could include Moose Lake, Kettle River, and Brookston.

Operating and Instructional Costs

PERSONNEL

Regional Center Director	33,000
Outreach Coordinator	25,000
Secretary	15,000
Instructional Cost (Faculty)	115,000*
Student Service/Financial Aid	25,000
Developmental Specialist ½ time	12,500
	<u>\$225,500</u>
Fringe Benefits	33,500

SUB-TOTAL PERSONNEL

\$259,000

NON-PERSONNEL

FACILITIES (RENTAL/REMODEL)	\$90,000
Equipment (Office/Classroom/Laboratory)	\$100,000
Supplies (Office/Classroom/Laboratory)	16,000
Travel	10,000
Communications	10,000
(advertising and promotion)	

SUB-TOTAL NON-PERSONNEL

\$226,000

TOTAL

\$485,000*

Less Tuition Revenue

(85,000)

TOTAL BUDGET ANNUALLY

\$400,000

TOTAL BUDGET BIENNIUM

\$800,000

*\$85,000 is derived from tuition revenue

NOTE: There will be 30 classes per quarter to serve 360 students year one.

X. FINDINGS AND CONCLUSIONS

Recommendations of The Task Force:

On January 14, 1987, the Governor's Fond du Lac Community College Task Force adopted this report and findings for submission to the legislature as charged. The Task Force found that a potential for a community college presence in the Cloquet/Duluth/Superior area (also referred to as the Fond du Lac service area) exists. To meet area post-secondary needs, the Task Force recommended that a pilot project called the Fond du Lac Higher Education Center be established under the governance and administration of the Arrowhead Community College Region. The Higher Education Center represents a modest cost, experimental, reasoned approach to testing area potential.

1. Establish a Fond du Lac Higher Education Center pilot project that will include day and evening classes, as well as extension and workshop offerings in the surrounding communities.
2. Submit legislation and a request for a biennium appropriations amount of \$800,000.
3. Provide governance and administration for the Fond du Lac Higher Education Center through the Arrowhead Community College Region.
4. Investigate the possibility and/or feasibility of securing and/or renting the Cloquet Forestry Center from the University of Minnesota.

It is anticipated that the pilot program will prove successful from its limited risk initiation. When the center is converted to a fully operating community college campus, the name should be "The John Durfee Community College".