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**REPORT OF**  
**THE**  
**LEGISLATIVE COMMISSION**  
**ON**  
**HIGHER EDUCATION**



**Submitted to the Governor and the Legislature**

**of the State of Minnesota**

**March 1959**

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Members of the Senate

ROBERT R. DUNLAP  
STANLEY W. HOLMQUIST  
JOHN H. McKEE  
GORDON ROSENMEIER  
HAROLD W. SCHULTZ  
DONALD SINCLAIR  
JOHN M. ZWACH

State of Minnesota

Legislative Commission on Higher Education

State Capitol—St. Paul 1, Minnesota

ROBERT R. DUNLAP, Chairman

VLADIMIR SHIPKA, Vice Chairman

KARL F. GRITTNER, Secretary

March 10, 1959

Members of the House

FRED A. CINA  
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Executive Secretary

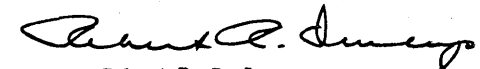
TO THE GOVERNOR OF THE STATE OF MINNESOTA

AND THE MEMBERS OF THE 1959 LEGISLATURE

Gentlemen:

In accordance with the Laws of Minnesota 1957,  
Chapter 830, transmitted herewith is the report of the  
legislative interim commission study of higher education  
in Minnesota.

Respectfully submitted,



Robert R. Dunlap  
Chairman

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## PREFACE

The Legislative Commission on Higher Education was created by the 1957 Legislature to investigate and study all needs relating to higher education in the state of Minnesota. The act creating the commission directed that a comprehensive study and investigation be made of all available facilities for higher education and all the factors contributing toward the development of a sound policy and program to meet the needs of higher education in the state, including such related matter as the commission deemed proper. (Laws 1957, Chap. 830.) As a guide to the study, five principles were outlined in the enabling law:

1. Work toward equality of higher educational opportunity for youth in all parts of the state.
2. Work toward an equitable distribution of the financial burden involved.
3. Secure effective returns from every dollar of public funds devoted to higher education.
4. Preserve and strengthen in every possible way the public and private institutions that now exist.
5. Preserve the University with its high level of attainment as a national leader among institutions of higher learning and research.

Within the purview of these principles, the commission attempted to identify special areas of interest on which it would be possible to focus its attention in the time available. As a result of a number of public hearings and a review of the numerous existing studies on higher education in the state, four general areas were accepted as deserving a most intensive study during the biennium. These include the possible contribution of public junior colleges in meeting the needs of higher education in the next several years, desirable changes in the organization and coordination of public higher education, fiscal steps which should be taken to enable colleges and universities to handle anticipated enrollments, and possible need and dimensions of a state scholarship system.

It was decided at an early date that repetitious study of areas covered by existing reports on higher education should be avoided. To the extent that the selected areas of study overlapped previous reports, the general information contained in these reports was accepted by the commission. In those areas in which there was a lack of detailed information, the commis-

sion attempted to compile additional material through the media of public hearings and incidental studies conducted by the director of research and others. The supplemental data obtained in this manner is not incorporated within this report. Instead, this material has been filed with the Legislative Research Committee and is available for examination by the general public. Also, much of this information is contained in the separate report to the commission by Dr. Robert J. Keller, Director of Research. This report has been published and is available for general distribution.

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## REPORT OF THE LEGISLATIVE COMMISSION ON HIGHER EDUCATION

The pressing demands upon higher education are well stated by the recent report of the President's Committee on Education Beyond the High School:

"Our colleges and universities are expected by the American public to perform something close to a miracle in the next 10 to 15 years. They are called upon to provide education of a continually improving quality to a far larger number of students—at least 6 million by 1970 compared to 3 million now. The sharp rise in births which began in the 1940's and which has already overcrowded the schools will shortly begin to strike the colleges. Meantime, with the college age group in our population at its lowest point in 25 years, enrollments in higher education are at the highest level in history because a steadily increasing proportion of young people are going to college.

"This great expansion of capable young people seeking education beyond high school represents an enormous opportunity and challenge for our society. But our institutions of higher learning, despite their remarkable achievements in the past, are in no shape today to meet the challenge. Their resources are already strained; their quality standards are even now in jeopardy, and their projected plans fall far short of the indicated need." (*Second Report to the President*, p. 3, 1957)

Several factors account for this situation including the larger proportion of students who remain in school today to the point of high school graduation and the increasing mobility of the population which brings young people to seek employment outside their home communities. This is particularly true of farm youth, the majority of whom will eventually leave the farm. The rapid changes in manpower requirements in other fields contribute to greater demands for professional, technical, managerial and highly skilled workers. Expansion of new fields of knowledge has added to the need for further education in preparing for citizenship, employment, and the general responsibilities of life in a democratic society.

The result is clear from the record in Minnesota. More students in this state are entering colleges and universities today than ever before in the history of the state. Moreover, the evidence available to date indicates that these demands are likely to continue and might well lead to a doubling of students in Minnesota colleges within the next fifteen to twenty years.

This commission has studied this situation and has tried to make recommendations which will enable the state to obtain a realistic picture of the problems which confront public and private colleges alike in this state. The commission notes with satisfaction the many assets, including the following, which surround higher education in Minnesota:

1. The strong programs and facilities for higher education which now exist in the state. Minnesota is not troubled by numerous weak and struggling colleges. Those which we have are generally of good quality and reputation.
2. Higher educational institutions have developed good working relationships through a long history of cooperative activities and projects. The usual schisms which separate one type of institution from another, and colleges from supporting elementary and secondary schools are generally absent.
3. A good balance is maintained between public and private college enrollments and between students who come to Minnesota to attend college and those who leave the state for the same purpose elsewhere.
4. Minnesota maintains college programs in practically all of the major liberal arts, professional and technical fields. Seldom is it necessary for a Minnesota resident to leave the state to secure the program of his choice.
5. Minnesota colleges and universities, in comparison with other states, attract highly qualified students, students who are generally well prepared by elementary and secondary schools to profit from college instruction.
6. The state has provided generously for its colleges and the University. Higher education is viewed with pride by the citizenry at large, both in the quality of its instruction and its contribution through research and service to the well-being of the state.

These assets give strength and character to the efforts of higher education. They form a sturdy base on which a long-range program of future development can be established.

The rapid expansion of programs and facilities to accommodate anticipated enrollments raises problems which must be resolved in order to guarantee that the educational advantages now available will continue to be available and that the quality of the program will remain high. These problems include the following:

1. The sheer size of the enrollment anticipated in Minnesota colleges becomes a matter of high importance. Some

college and university facilities are already crowded. Some areas of the state, particularly the three metropolitan areas, are growing at an unprecedented rate and will require still further college facilities and programs.

2. Certain areas of the state, particularly the more sparsely populated western portion of the state, are handicapped by the absence or near absence of adequate college facilities and programs.

3. Private colleges are generally willing to expand and handle larger student enrollments but these institutions recognize the practical limits of their available resources under current conditions. The state simultaneously recognizes its limitations under the Constitution in providing assistance to private colleges for the higher educational load which they carry. No new private colleges appear in prospect to handle a portion of the college enrollments.

4. Public colleges face unprecedented need for funds in order to expand so that they can handle the student load which is anticipated.

5. Competition for college teachers is becoming increasingly heavy and will become heavier in the near future. The supply of college teachers is much less than the demand for teaching services. Limits of college expansion may well be set by an inadequate supply of well trained college teachers, particularly in view of the competing demands of government, business, and industry for persons of similar competence.

6. Plans for the development of higher education are still made largely on an institutional basis. The University is chiefly concerned with planning for the University; the state colleges, for the state colleges; and local communities and the State Department of Education, for the public junior colleges. Although these separate plans usually take careful account of what is done by the other agencies and do tend to fit together fairly well, cooperative planning for the entire state which takes account of the role of the separate institutions and the over-all needs of the state is still not proceeding in systematic fashion. Whether this can or ought to be done outside the Legislature itself and what can be accomplished by voluntary coordination are debatable issues.

Many solutions have been proposed to the commission in seeking to meet these problems. The members have been aware of the recommendation that the state colleges become part of the University system and the opposition to this kind of a move by many segments of the people. The commission is satisfied that there is no clear popular or legislative mandate in support of

this recommendation. Some have also advocated that public junior colleges be administered by the University.

The commission has met with representatives of more than a score of communities who have been convinced that their locations were proper centers for public junior colleges, often with major support to be provided by the state. At the same time absence of interest in the development of public junior colleges was noted among representatives of the Twin Cities, Duluth, and adjacent suburban communities. These growing communities are so concerned about making adequate provision for elementary and secondary schools that they see little possibility of any upward extension of the public schools, particularly since these areas are now served by the University and the several private colleges. The sparsity of population in the one situation outstate and its rapid growth in the other metropolitan situation become difficult to reconcile.

Various suggestions have been made for coordination among the public institutions. These have ranged from the creation of a super board over all public education to the encouragement of continued voluntary coordination.

Most pressing, of course, have been the fiscal needs of these institutions as indicated by the presentations made to the Legislative Building Commission and before the Department of Administration. This commission has not been unmindful of these fiscal needs but has focused its attention on the demands of the next fifteen or more years for higher education facilities and programs. It is recognized that colleges and universities must operate within the framework of the economic resources of the state. This may well become the more predominate factor in determining the educational destiny in the years ahead. If so, during the next few years priorities must be established among competing demands for state service if we are to continue to extend to our young people educational opportunities in the same proportion which now exist.

## RECOMMENDATIONS OF THE COMMISSION

These several problems and pressures have been considered in the sections which follow and recommendations have been made accordingly. These recommendations, unless otherwise indicated, generally reflect the judgment of the entire commission. Each recommendation is followed by the notation "Unanimous Approval" or "Majority Approval" to indicate the support of the commission.

Although the commission has sought to make recommendations which will help to resolve the problems of higher education, it does not wish to imply that these recommendations will necessarily provide permanent solutions. The higher educational scene is changing so rapidly that policies and practices must be continually reviewed in the light of changing conditions and new recommendations made to fit these conditions.

### 1. HIGHER EDUCATION DEMANDS GOOD PREPARATION

A strong system of elementary and secondary schools is essential to the development and preservation of a strong system of public higher education. Local and state resources for elementary and secondary education must consequently be sufficient to guarantee the maintenance and promotion of good preparation for higher education. This commission thus endorses without reservation the first recommendation of the Gale Committee, that adequate state funds be provided:

"to enable the State Department of Education to assist local districts in improving their school systems. This includes upgrading the services of individual student counseling and guidance so that young people become conscious of their strengths and limitations, are able to select appropriate educational and vocational goals, and are motivated to pursue such goals. Though this committee's chief interest is in preparation for higher education, it recognizes the importance of providing adequate high school programs and services to meet the educational needs of all youth." (*Minnesota's Stake in the Future, Higher Education, 1956-1970*, p. 90) [MAJORITY APPROVAL]

### 2. EXISTING COLLEGES MUST EXPAND

A major part of the expansion of higher education in Minnesota will have to be provided by the expansion and strengthening of the existing public and private colleges. This is in keeping with two of the basic principles specified in the act creating this commission, namely, that existing public and private institutions for higher education be preserved, expanded and strengthened and that the University of Minnesota be preserved as a national leader among institutions of higher learning and research. This commission thus recommends:

a) That priority generally be given to the expansion and support of existing institutions over the establishment of new ones. More students can generally be cared for with greater economy through chief reliance upon existing institutions.

b) At the same time we recognize that there will be a great demand for the establishment of new higher educational facilities. If new institutions are to be established, care should be taken to insure that the needs of the south-west area of the state are adequately met. [UNANIMOUS APPROVAL]

### 3. JUNIOR COLLEGES HELP MEET NEW DEMANDS

The existing public junior colleges have generally demonstrated their ability to make a much needed contribution to higher education. At the same time this commission is well aware of the need for higher education facilities in those areas of the state where distance becomes a handicap to students who should be encouraged to attend college. The orderly and conservative development of public junior colleges in local communities large enough to support a college of adequate size in cooperation with the state seems a reasonable solution to this problem. It should be noted, however, that even such an expansion of the junior college program in Minnesota will meet only a small part of the needs for higher educational facilities. Three needs remain unmet if new junior colleges are to be encouraged and if existing ones are to contribute as much as they can to the needed expansion of higher education: (1) some provision for financing costs of instruction for non-resident students who live outside the school district maintaining the junior college, (2) state assistance on capital outlay for buildings and equipment, (3) strengthened leadership by the State Department of Education. Recommendations in these areas and for the development of new public junior colleges follow, including the assumption that present aids for public junior colleges will be continued:

a) That additional state aids for non-resident junior college students be provided to school districts which furnish instruction to Minnesota students who live outside these districts. Such aids shall be large enough to meet the residual instructional and operating costs in excess of the tuition paid by the students. These aids shall be distributed by the State Board of Education on an equitable accounting system to be devised by the State Department of Education.

b) That a Division of Public Junior Colleges be established within the State Department of Education to provide for the classification, coordination, administration and supervision of public junior colleges. Adequate state funds should be provided to cover the professional and other staffing and the operation thereof. This division should be asked to

undertake a thorough study of state junior college aids in the 1959-61 biennium with a view to possible incorporation of the equalization and foundation program features now characteristic of state aids for elementary and secondary schools.

c) That funds be established for the orderly development of four to six public junior colleges in areas where local communities are able to demonstrate sufficient need and potential. Such new facilities shall be established under existing statutes which provide for initial application by the school district or districts, approval by the State Board of Education, and vote by the community. In such approval the State Board of Education shall take account of the need for college facilities, distance from existing colleges, size of the proposed college, and ability to support the new facility. No public junior college shall be established without demonstration of ability to furnish a good program adequate to meet educational needs.

d) That funds be made available on a matching basis to existing public junior colleges and to those which may be established under the above recommendation for meeting costs of capital outlay for buildings and their initial equipment. This aid shall be limited to the construction and equipment of buildings directly involved in instruction (including classrooms, laboratories, libraries, faculty offices and the like but excluding spectator gymnasiums and large community auditoriums.) This aid is subject to the restriction that no funds shall be made available to public junior colleges located within fifteen miles of each other, except that two or more school districts which operate or vote to merge in operating a public junior college shall be considered eligible to receive such aid. These funds shall be distributed upon demonstration of need on a 50 per cent matching basis. The State Department of Education shall make a study of ways in which the state contribution to building aids can be allocated on an equalization basis. [MAJORITY APPROVAL]

#### 4. STATE COLLEGE GAINS IMPRESSIVE

The 1957 Legislature assisted greatly in the strengthening of the state colleges by the change in name and by the considerable increase in financial support. Further improvements are needed to help state colleges carry a larger role in the development of a statewide system of higher education. This commission recommends:

a) That changes be effected in the composition of the State College Board to make it more fully representative of the entire state rather than the areas where these colleges are located and that the executive office of the Board be strengthened to provide for the coordination of operation,

program, functions, and planning of the separate colleges. These changes should facilitate the administration and operation of these institutions.

b) That attention be given to the need for codification of laws pertaining to state colleges to bring them up to date in terms of their transition to state college status, to repeal conflicting laws, and to supplement existing ones as needed to provide authority and procedure for operation. Many of these legislative changes have been proposed by the State College Board in its recommended "State College Code."

c) That teacher education continue to be a dominant function of all state colleges but with regional differences in other functions. State college programs should be developed in response to regional needs rather than in parallel fashion at each of the institutions. Separate programs to meet special needs of the state should also be considered to avoid overlapping and duplication.

d) That the possibility of cooperative development of graduate programs be explored with the University under conditions similar to their development at Duluth Branch. This recommendation recognizes both the increasing pressure for expansion of post-baccalaureate programs and the need for orderly development and control. High standards in advanced work dictate the need for elimination of unnecessary duplication and the adequate recognition of programs. [UNANIMOUS APPROVAL]

#### 5. POSITION OF THE STATE UNIVERSITY

Major dependence now and in the years immediately ahead for higher education must remain with the University of Minnesota. This institution currently enrolling 49 per cent of all college students in the state and 70 per cent of the students attending public colleges will continue to carry a dominant role in higher education. This will necessitate expanded support to enable the University to carry its functions of instruction, research and service to the people of the state.

This commission is concerned with the increasing pressure upon the University to expand due to the rapid increases in population in the metropolitan centers in which the University is located. As a consequence the following additional recommendations are made:

a) That the University explore alternate ways of providing adequate general, liberal, and preprofessional education in cooperation with the public schools, the state colleges, private colleges, and the junior colleges. One objective of such study should be that of decentralizing those portions of undergraduate study which can be economically handled in this way without detriment to the integrity and contribution of the University.

b) That the Board of Regents be requested to develop



collegiate programs at the University Agricultural Schools beginning with Crookston and Morris, and that adequate funds be provided for this purpose.

c) That this commission sees the expansion of facilities in public junior colleges and in state colleges as a means of providing for an increased number of junior college level students. Upon the full development of such expansion, the University should be expected to decrease its emphasis on junior college work and to increase its attention on senior college and graduate work. Complete transition to senior college and advanced professional, technical and graduate programs seems unlikely.

d) That the Board of Regents be asked to study the possible use of the University Agricultural School at Grand Rapids in providing collegiate programs as a technical-vocational institute. [UNANIMOUS APPROVAL]

## 6. FINANCIAL BARRIERS HANDICAP INDIVIDUAL STUDENTS

Full development of human resources requires that college attendance be included in the educational plans of capable and qualified youth who could contribute more to the welfare and security of the state and nation by college education. Yet many qualified students decide to postpone college attendance or abandon the idea entirely because they are unable to finance such plans. Their fiscal resources and those of their parents are simply not large enough to include college attendance in personal or family budgets. The Scholarship Advisory Committee estimates that at least 2,000 qualified high school graduates of 1958 were handicapped by insufficient funds in their plans for further education this past fall and recommends that Minnesota follow the example of certain other states in establishing a state scholarship program to meet this need.

The National Defense Education Act of 1958 has taken some steps to assist qualified students who are unable to meet college costs through establishment of a long-term loan program and a national defense scholarship program for advanced graduate students. The state colleges of Minnesota are unable to participate in the loan program because they lack legal authority and cannot meet the one-ninth matching funds required under this program. Emergency legislation is needed to correct this situation.

Both public and private colleges can participate under the National Defense Education Act and should be permitted to participate in any program of state scholarships. Although the chief purpose of such scholarships would be to help equalize educational opportunities for able but needy students, it is anticipated that a scholarship program would enable the state

to recognize the tremendous contribution which the Minnesota private colleges make to the welfare of the state by permitting the scholarships to follow the student to the college of his choice, public or private.

To help reduce financial barriers which prevent capable and needy young people from attaining a college education this commission recommends:

a. The early preparation and passage of a bill with interim appropriation to enable and authorize all public colleges of the state to participate in the loan program of the National Defense Education Act of 1958. This bill should be given high priority so that loan funds expected to be available in February of 1959 can be made available in all colleges of the state.

b. That a statewide scholarship program be established to provide financial aid to qualified but needy residents of the state. Scholarships shall be made available to high school graduates (or equivalent) who have demonstrated their capacity to profit from higher education but whose financial resources deter them from continuing their education. It is recommended that approximately 100 four-year state scholarships be established for 1959-60 and that this number be doubled for students entering college in 1960-61. [MAJORITY APPROVAL]

## 7. HIGHER EDUCATION COSTS CONTINUE UPWARD

The anticipated increases in higher education of necessity translate themselves into rising expenditures for higher education. This condition was noted in the act creating this commission by inclusion of the provision that the present study include consideration of the need for "equitable distribution of the financial burden involved in higher education." The commission has tried to be mindful of these principles in all of its deliberations, study, and recommendations. At the same time serious gaps are now recognized in the amount and kind of information available upon which inter-institutional comparisons of costs for similar programs and activities can be made. With the possible exception of the California-Western Conference Cost and Statistical Study, very little comparable cost information has been gathered. The complexity of this field due to the great differences in function and program makes accurate cost estimates difficult for comparable levels and fields of teaching, non-instructional costs, general administration, research and services.

The present commission has been able to make a start in this field through the joint planning of a cost and statistical study of all institutions of higher education in cooperation with the Association of Minnesota Colleges. The cost of such a study has been estimated at \$103,800 of which \$34,300 would represent contributed services of staff members in the 32 colleges which

belong to that Association. The remaining \$69,500 could not be provided by the commission from its budget of less than half this amount, nor did time permit the completion of such a study. With this background, however, the commission recommends:

That state funds be made available for the Association of Minnesota Colleges to conduct the jointly proposed "Cost and Statistical Study of all Institutions of Higher Education in Minnesota." It is understood that a report of this study would be made available to the 1961 Legislature, at least for public colleges, for its guidance in planning for the extensive needs of higher education in the years immediately ahead. [UNANIMOUS APPROVAL]

## **8. VOLUNTARY COORDINATION PREFERABLE**

This commission recognizes that the organizational framework of higher education is no better than the nature of the leadership in colleges and universities and the spirit of cooperation and relationship in which they work together. Many evidences of good working relationships have been noted among Minnesota colleges including the statewide testing program, the common admissions application form used by all colleges of the state, the recent expansion of the Association of Minnesota Colleges to include in its membership the junior colleges, the activities and studies of the Committee on Continuing Study of Higher Education, and the abundance of studies of higher education for the state. Minnesota has been peculiarly free from many of the serious conflicts which have been marked in other states — conflict between public and private colleges, dissension within major institutions, conflict between types of public institutions, and poor relationships with secondary schools. These conditions are largely absent in Minnesota.

With this background this commission is unwilling to make recommendations for drastic changes in organizational structure which might have a detrimental effect upon the working relationships among colleges and universities of the state. The commission thus joins with the Gale Committee in its conclusion that voluntary coordination of higher education is "clearly preferable to any mandatory form of outside control." At the same time, this commission feels that encouragement should be given, particularly to public institutions, to strengthen still more the amount of voluntary coordination in their joint planning to meet needs for higher education in the years ahead. Such coordination should include review of major changes in program, new facilities needed, changes in function of public institutions, and assessment of fiscal needs. [MAJORITY APPROVAL]