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HIGHER EDUCATION for our STATE and TIMES

by

Robert J. Keller

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St. Paul, Minnesota

March, 1959

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Higher Education
For Our State and Times

FINAL REPORT

of the

DIRECTOR of RESEARCH

by

Robert J. Keller

to the

Legislative Commission On Higher Education

State Capitol

St. Paul, Minnesota

March, 1959

Members of the Senate

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STANLEY W. HOLMQUIST
JOHN H. MCKEE
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DONALD SINCLAIR
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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 4, 1959

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GERALD H. SWANSON
Executive Secretary

The Honorable Robert R. Dunlap
State Senator and Chairman
Legislative Commission on Higher Education
State Capitol
St. Paul 1, Minnesota

Dear Senator Dunlap:

The present document constitutes the final report of your Director of Research to the Commission on Higher Education. In it I have attempted to summarize for the information of the Commission and others interested in problems of higher education for Minnesota some of the matters which have concerned us over the past several months.

Many of the statements and conclusions made in this report will be endorsed individually by individual Commission members. Unfortunately time did not permit careful review and appraisal of the total report by the Commission as a whole so that it could be issued as a Commission report. The Director of Research must consequently carry responsibility for the statements made in this report. In general, this report supplements and leads to the conclusions and recommendations found in the separate report of the Commission.

In submitting this final report to the Commission I am conscious of numerous omissions and areas of interest. Time did not permit delving into certain of these matters such as use of educational television for higher education and needed documentation for the location of new institutions. At the same time I am impressed with the scope of the Commission's activities and the seriousness with which the members of this Commission have tackled the problems of higher education. I value my association with the Commission and deem it a privilege to have been given this opportunity to work with you. It is my hope that this report will be useful to you.

Sincerely yours,



Robert J. Keller
Director of Research

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ACKNOWLEDGEMENTS

Many persons have contributed in many ways to this report. Special appreciation is expressed to the large number of individuals and groups who have testified before the commission and who have presented studies or other evidence. The Advisory Committee on Scholarships under the chairmanship of Senator Elmer L. Anderson merits commendation for its thoughtful study of this problem. Members of the press have been most helpful in attending commission meetings and in reporting the hearings and deliberations to the people of the state. Few activities can exceed the numerous hours of volunteer effort devoted to the probing of a state problem. These hours were contributed by representatives of higher education and by citizens at large. A great amount of interest has been manifest.

Individually and collectively the members of the Commission on Higher Education have been of most help to the director of research in the clarification of issues and in their efforts to seek solutions to higher educational problems. Indeed, major credit for the present report must go to the commission, the body which employed the writer as director of research and which has given general counsel and direction to the entire study.

Space, facilities and assistance have been furnished by the Legislative Research Committee at the State Capitol. The Committee's director, Louis D. Dorweiler, Jr., and secretary, Carol McDonnell, have been most helpful in making arrangements, collecting materials, and in general counsel. Detailed assistance has been given by Gerald H. Swanson, executive secretary for the commission, and Beulah Due, recording secretary, who have materially helped in the preparation of this report.

Maps and charts were prepared by John P. O'Leary. Research assistance on certain projects was provided by Russell Hill and Dr. Richard Lindeman. Editorial help has been given by Dr. Mary Corcoran who has read and criticized the present manuscript. The writer hereby expresses his appreciation to each of these University staff members for services rendered. Appreciation is also rendered to the Regents of the University of Minnesota and members of the administrative staff who made possible part time employment by the Legislative Commission on Higher Education from March 1, 1958 to December 31, 1958.

Robert J. Keller
Director of Research

CHAPTER I

THE TASK AND APPROACH OF THE COMMISSION

The Legislative Commission on Higher Education was created as an interim commission of the 1957 Legislature "to investigate and study all needs relating to higher education in the State of Minnesota" (Laws of Minnesota, 1957, chap. 830). This commission was further instructed to "make a comprehensive study and investigation of all available facilities for higher education in the State of Minnesota and all the factors contributing toward the development of a sound policy and program to meet the needs of higher education in the state and such related matters as the commission deems proper." (Sec. 2)

Certain principles were specified to govern the commission's activities, including five basic principles in Section 2 of the act creating the commission, which had previously been accepted by the Governor's Committee on Higher Education in its 1957 report, *Minnesota's Stake in the Future, Higher Education 1956-1970*, (P. 89):

- "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."

The commission was instructed to report its findings and recommendations to the 1959 session of the Legislature.

A. MEMBERSHIP AND STAFF.

As provided in the act creating the commission, half of its fourteen members were drawn from the House of Representatives

and half from the Senate. The Speaker appointed the seven members of the House as follows:

Fred A. Cina	A. I. Johnson
Aurora, Minnesota	Benson, Minnesota
Karl F. Grittner	Odin E. S. Langen
St. Paul, Minnesota	Kennedy, Minnesota
John A. Hartle	Dewey Reed
Owatonna, Minnesota	St. Cloud, Minnesota

Vladimir Shipka
Grand Rapids, Minnesota

The seven Senators were named by the Committee on Committees as follows:

Robert R. Dunlap	John H. McKee
Plainview, Minnesota	Bemidji, Minnesota
Stanley W. Holmquist	Harold W. Schultz
Grove City, Minnesota	St. Paul, Minnesota
Gordon Rosenmeier	Donald Sinclair
Little Falls, Minnesota	Stephen, Minnesota

John M. Zwach
Walnut Grove, Minnesota

The commission was organized on June 18, 1957 with the election of Senator Dunlap as chairman, Representative Shipka as vice-chairman and Representative Grittner as secretary. Minutes of commission meetings from this date through December, 1958 were recorded in a volume of 535 pages.

In the course of its study, the commission utilized the services of the Legislative Research Committee, relying chiefly upon Gerald H. Swanson as executive secretary and Beulah Due as recording secretary. During the last half of the commission's work, Robert J. Keller, Professor of Education at the University of Minnesota, was employed as half-time director of research for the period March 1 to December 31, 1958.

B. PROCEDURE OF THE COMMISSION.

The commission utilized the services of other persons from time to time as seemed appropriate. Public hearings were held at least once a month during the life of the commission, the first such hearing on July 26, 1957 was with Samuel C. Gale, chairman, and the Honorable William D. Gunn of the Governor's Committee on Higher Education. The next, on August 12, 1957 was

with the Committee on Continuing Study of Higher Education, a special committee of the Association of Minnesota Colleges. Thereafter separate hearings were held with representatives of the junior colleges (Sept. 9, 1957 and April 2-3, 1958); the state colleges (November 8, 1957 and September 20, 1958); the private colleges (December 6, 1957); the University of Minnesota (January 10, 1958); the Inter-Faculty Policy Committee of the State Colleges (August 5, 1958); and a final meeting with the chief administrators and representative board members of the three boards governing public higher education, the Board of Regents, the State College Board and the State Board of Education (November 18, 1958).

Joint meetings were held with two other interim commissions: the Legislative Commission on Agricultural Schools (May 8, 1958) and the Legislative Building Commission (October 17, 1958). Representatives from the State Department of Education were heard on several occasions (October 3, 1957, February 27-28, 1958, April 2-3, 1958, July 18, 1958, and November 18, 1958). The Commissioner of Administration presented his views on higher education at two meetings (October 3, 1957 and November 18, 1958). Representatives from various public school systems appeared on May 19, 1958 to state their interest in the establishment of public junior colleges in their communities. The commission met frequently as a committee of the whole to discuss findings. Other meetings were held by the director of research with several groups in anticipation of hearings or in gathering various kinds of information.

C. HIGHER EDUCATION DEFINED.

For purposes of this report higher education in Minnesota has been defined to include the post-high school programs and services provided by accredited institutions of higher learning within the boundaries of the state. Both public and private institutions have been included. Major attention has been given to colleges and universities which admit students to undergraduate programs directly from high school, though recognition is given to the advanced work provided by certain private professional schools some of which are recognized by agencies within their own field.

Specifically this report and study has involved the University of Minnesota, the five state colleges, the nine public junior colleges, the sixteen private four-year colleges and the two private junior colleges. These institutions have been identified and located on the map of Minnesota in Figure 1. Because of the special interest of the Legislature in the five University Schools of Agriculture, these institutions have also been located on this map. They do not, at the present time, however, offer work of col-

legiate level and have not generally been included as part of higher education in Minnesota.

D. STUDIES OF THE COMMISSION.

Certain studies were completed by or for the commission to bring earlier studies up to date or to secure new information. These included the study of need for state scholarships prepared by an advisory committee under the chairmanship of the Honorable Elmer L. Andersen, Senator from St. Paul¹ and the study of 1958 enrollments, by John E. Stecklein and Earl Ringo of the Bureau of Institutional Research at the University of Minnesota (November, 1958).

The latter study was made in cooperation with the Committee on Continuing Study of Higher Education of the Association of Minnesota Colleges. The same University bureau assisted the commission by drafting a proposal for "A Cost and Statistical Study of All Institutions of Higher Education in Minnesota."

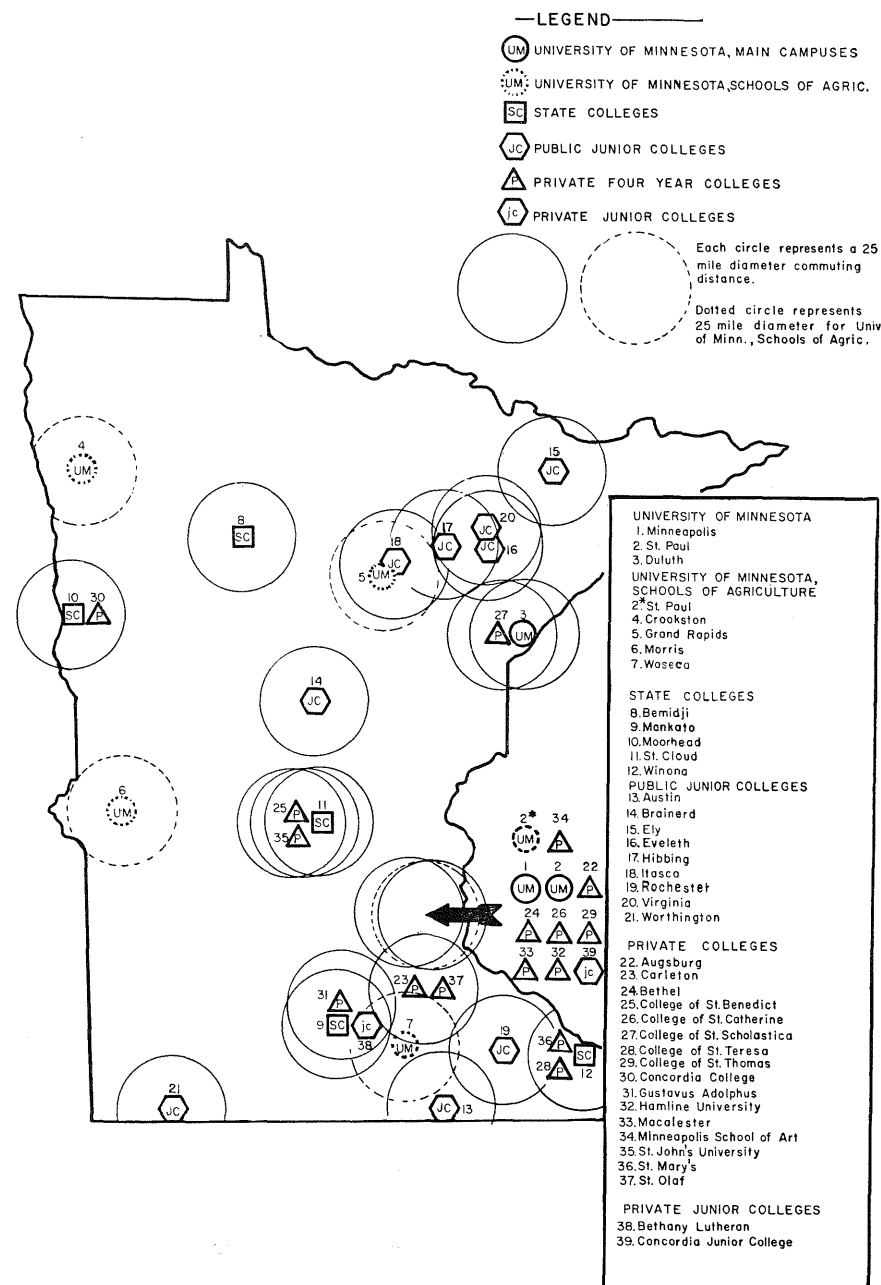
Several studies were completed by the director of research during the time of his work for the commission. The State Department of Education published the report on *The Junior College in Minnesota*, a joint effort of the Department and the Governor's Committee on Higher Education in which Harry M. Lokken and Roy F. Meyer were co-authors. This printed report summarized research on the junior college through January 1957. Other studies completed by the director of research are summarized later in this report or were utilized by the commission in its deliberations. (See Appendix A for listing of studies and reports.)

E. EARLIER STUDIES.

Also available to the commission were the various earlier studies of Minnesota higher education made by the several Commissions on Higher Education and the Governor's Committee on Higher Education. The most comprehensive of these was the book-length report prepared by the Commission on Higher Education entitled *Higher Education in Minnesota* published by the University of Minnesota Press in 1950. That commission, under the chairmanship of Dean M. Schweickhard, State Commissioner of Education, brought together in one volume many studies of higher education which had been made in Minnesota largely in the post-World War II period. Separate reports of these com-

1. Other members of this advisory committee on scholarships are: Edgar Carlson (Gustavus Adolphus College), Leonard Davis (Rochester Junior College), Roy A. Larson and Duane Lundgren (State Department of Education), Thomas Quayle (Education Laws Commission), George Risty (University of Minnesota), The Rev. James P. Shannon (College of St. Thomas), and Robert Zumwinkle (St. Cloud State College).

Figure 1- Minnesota's Present Facilities for Higher Education, 1959



missions had been issued biennially for each session of the Legislature beginning in 1947 and ending in 1953.

More recently, the Governor's Committee on Higher Education had made its report, *Minnesota's Stake in the Future, Higher Education, 1956-1970*, available to the 1957 Legislature. This committee too had sought to analyze the problems and needs of higher education in the years ahead and had reached its own conclusions and recommendations. Seven major recommendations were made:

1. A strengthening of State Department of Education leadership, chiefly by upgrading guidance and counseling services in local schools.
2. A pilot program of state scholarships to assist capable high school graduates to attend Minnesota colleges and universities.
3. A revolving loan fund to assist private colleges in providing needed plant facilities.
4. State aid for public junior colleges, \$200 per student for current operations and up to 50 per cent of capital outlay funds.
5. Increased support for the state teacher colleges, greater responsibility and authority for the State Teachers College Board and reorganization of the central office.
6. Continued centralization of responsibility for research and for advanced professional, technical and graduate study at the University of Minnesota.
7. Authorization and funds for an educational television station in an area of rural Minnesota not served by existing or contemplated educational television facilities.

Though not made as a formal recommendation, the Governor's Committee on Higher Education endorsed a program of voluntary coordination among the state's higher educational institutions rather than establishment of a legal body to serve this purpose. A voluntary liaison committee consisting of representatives of the three boards officially charged with responsibility for higher education was also suggested as was a lay committee on higher education to study problems in this area and to promote discussion of them. Greater support for all aspects of higher education was considered essential if Minnesota colleges and universities were to get ready for the tremendous enrollments which would confront them in the next several years.

F. IDENTIFICATION OF SPECIAL PROBLEMS.

Through hearings and review of existing studies, followed by much consultation and discussion, the commission sought to

identify special areas of interest on which it would be possible to focus its attention in the time available to it. Four general areas emerged and were agreed upon as worthy of intensive effort:

1. The possible contribution of public junior colleges in meeting the state's increased needs for higher educational opportunity in the next several years.
2. Desirable changes in the organization and coordination of public higher education.
3. Fiscal steps which should be taken to enable the state's colleges and universities to handle anticipated enrollments.
4. Possible need and dimensions of a state scholarship system.

Some of these areas seemed to overlap with others. Indeed many problems of higher education tend to become complex largely because of their inter-relationships and overlapping. These four areas, however, seemed comprehensive and independent enough to serve useful purposes both in studying and reporting problems of higher education in Minnesota.

The present report deals only with some limited problems of higher education in Minnesota. Higher education is an exceedingly complex and evolving area for study. It is difficult to view all of its dimensions at any one time, represented as they are in students receiving instruction, in research projects completed and in services furnished to the people of the state. Many of the problems of higher education can be expected to change if certain steps are taken, such as the establishment of new institutions or changes in organizational pattern. Other problems emerge as institutions of higher learning seek to prepare larger numbers of young men and women for places in an increasingly technical culture and society. Some means need to be established for continuous examination of problems and issues in higher education in such a changing society.

G. ORGANIZATION OF THIS REPORT.

The commission decided early that repetition of existing reports on higher education should be avoided. Research findings have been well summarized, with the exception of the most recent ones, in previous reports of the several commissions on higher education and the Governor's Committee on Higher Education. The present report attempts only to summarize the issues and problems which seem most important at this time. It begins with a brief chapter summarizing the characteristics of Minne-

sota college students largely drawn from the 1958 study of present and prospective college enrollments. This review provides up to date information about the size and character of the higher education task. Four chapters follow: The role of the junior college, the need for state scholarships, the organization of higher education in Minnesota and a chapter containing a summary and conclusion.

This report is issued as the final report of the director of research rather than as the report of the commission. The director of research has sought to present findings in objective fashion and to summarize alternate viewpoints but he, rather than the commission, carries responsibility for the report. A separate report contains the conclusions and recommendations of the commission.

CHAPTER II

COLLEGE ATTENDANCE, NOW AND IN PROSPECT

In the same way that industry depends upon its raw materials as the base for making its products so higher education depends upon its students. They become the raw materials which grow and mature under guidance and instruction to produce the workers and citizens of the coming generation. The characteristics and distribution of these young people who enter upon programs of higher education in Minnesota colleges and universities thus becomes a subject worthy of first consideration in a study of higher education.

A. QUALITY OF COLLEGE STUDENTS IS HIGH.

Minnesota can well be proud of the quality of students who seek further education in its institutions of higher learning. A special study of the ability level of entering freshmen in Minnesota colleges from 1938 through 1956 made by Berdie of the University of Minnesota has demonstrated that this quality has been exceedingly high over the 18 year period. Three-fourths of these college freshmen have consistently been drawn from the top half of high school graduates in terms of college aptitude as measured on the ACE Psychological Examination.

In this connection it should be noted that high school graduates represent a selected group when compared with the general population. Only about three-fourths of Minnesota's young people graduate from high school.

Great overlapping and some differences are noted among colleges in the numbers of students drawn from various ability levels. Some colleges have consistently attracted a higher level of student, on the average, than have others. At the University of Minnesota, the College of Science, Literature and Arts and the Institute of Technology have consistently attracted superior students as reflected in both tested aptitude for college work and in previous school achievement. The total group of freshmen entering private liberal arts colleges and those coming to all colleges of the University have taken turns from one year to another in attaining the higher averages on college aptitude test scores and high school rank. The state colleges and the junior colleges have alternated in a somewhat similar fashion in the next lower position on these measures. The relative ability level

of students in these various types of colleges has remained fairly stable from year to year. Thus, although college enrollments have increased rapidly in recent years, *there has been no decline in the quality of students seeking admission at Minnesota colleges and universities.*

The situation may well be quite the opposite. It is true that the likelihood that a high school graduate will attend college has generally been demonstrated to be related to his ability. An earlier study by Corcoran and Keller for the Governor's Committee on Higher Education showed that this likelihood increased from a ratio of three in eight students attending college among all Minnesota high school graduates of 1950 to two in three for the most able tenth of these graduates. While it is gratifying that so many of these high ability students did attend college, it is also clear that some of the young people in this state who have the ability to profit from higher education are not now attending institutions of higher learning. This means that a considerable increase in college enrollments is possible without any decline in the quality of the college students simply through increasing the proportions of the most able students who attend college. These increases are likely to come as further advances are made in elementary and secondary school programs and in the additional guidance and counseling services which are being introduced at these school levels.

B. THE BASE FOR EDUCATION MUST BE STRONG.

It has been recognized from the beginning that the quality of the higher education program is directly related to the quality of work done by students in elementary and secondary schools. The base upon which higher education must depend is laid by elementary and high school teachers long before students seek to enter college. Although the major concern of this study has been higher education, it is necessary to pay some attention to the educational effort which precedes higher education.

Preparation for college has long been one of the major functions of the secondary schools. Although other functions have gradually been added, this function still remains an important one. As a matter of fact, it is becoming increasingly important as the proportion of high school graduates seeking college admission continues to grow. Local schools cannot neglect this function without ignoring the conditions of social and economic life which require more youth to receive further education beyond the high school.

The needs of our society, the complexity of our economic development, the perils of forces which seek to substitute other ideologies for our democratic way of life, and the rapid expansion of knowledge—all these demand that we utilize both hu-

man and natural resources to the full. This is particularly true for those gifted or highly able individuals who with proper training can penetrate the outer limits of present technology, science, human relations, international understanding and peaceful relationships. Such students must be challenged at all levels of education to exert their energies and abilities to the full, if we are to make maximum contribution to the security and welfare of our state and nation.

Our most able students must delve deeply into subjects which require intensive study. Some will be able to proceed with such study at an earlier age than most and the way should be found for them to do so. The achievement expected of these students should be set in light of their abilities and aptitude. They should not be permitted to drift aimlessly through their educational program, nor should they substitute lesser subjects and activities for those they are competent to carry. No one can be certain which fields—the sciences, mathematics, foreign languages, social sciences or humanities—will contribute most to our general culture and well-being in the generation ahead. We can assure ourselves, however, that the instruction in these fields is substantial and the quality of the work is high.

Testimony before this commission revealed few specific gaps or dissatisfactions with the quality of college preparation. Some generalized ferment persists, however, and insists that the quality of elementary and secondary education be improved all along the line. Some colleges find need for offering occasional sub-collegiate courses. The general attitude most often expressed by the college authorities, however, was one of general satisfaction with present preparation for college but a desire for still more improvement.

Most noticeable was the criticism that guidance received by students in high school was inadequate both with respect to the courses they selected and the suitability of their college plans. Much attention needs to be focused in the years ahead upon making students aware of their strengths and limitations. They need to know what personal and vocational opportunities are best suited to their individual talents and resources. They need to learn what further preparation is required and what opportunities can assist them in securing that preparation. They need to develop orderly plans for their personal lives and to pursue them. This becomes the function of guidance and counseling which ought to start in the early high school years and to be continued in college and everyday living.

Effective programs of elementary and secondary education are as essential as quality college programs in making maximum use of our human resources. The base of higher education must constantly be broad and must ever be extended to larger portions

of our people if higher education is to serve the functions which society expects of it. College and university education is thus dependent upon that which is earlier started in home and school. The contribution of the home cannot be ignored in this process for it is here that college plans often begin to take shape, it is here that college interests are fostered, and it is here that the encouragement, often through personal sacrifice, may take place that enables the next generation to rise beyond the present.

C. THE ENROLLMENT PICTURE IS CHANGING.

The current enrollment situation and outlook in Minnesota colleges can be summarized in simple terms:

1. The 53,941 full-time regular day students attending Minnesota's 32 accredited public and private colleges in the fall of 1958 was the largest enrollment in the history of the state.
2. The 97,313 full-time regular students forecast by these same schools by 1970 was the highest prediction made by these institutions. This forecast was also the most recent, being made in the fall of 1958.
3. Earlier forecasts of college enrollments for 1960 have already been passed and the number of students enrolled in 1958 was rapidly approaching the forecast made as recently as 1954 for 1965, the latter having been based on the rate of college attendance and estimates of college-age population available at that time.

These facts indicate that more college students, both numerically and proportionally, are in school today than ever before in Minnesota. Estimates for 1965 and 1970, which only a few short years ago seemed almost astronomical, now appear conservative or too low. The Governor's Committee estimate of 95,000 students in Minnesota public and private colleges for 1970 or shortly thereafter may actually be reached before that date. The rapid increase in births during the post-war years, the growing proportion of college-age youth in school, the improved holding power of the elementary and secondary schools as well as colleges, the tendency to lengthen college programs in many professional schools, and the pressures requiring some college experience for placement in the job market—all of these factors which promote college attendance show no sign of abeyance. Thus, barring serious upheavals in the economic situation or the threat of war, Minnesota colleges and universities in the next dozen years will be asked to provide instruction and learning facilities for almost as many more students as are now enrolled.

D. COLLEGES FACE SERIOUS EXPANSION PROBLEMS.

This outlook has aroused much anxiety and planning on the part of college officials and governing boards, as it has in this commission. In private colleges questions are raised as to whether these institutions can or ought to prepare themselves for such expansion. Most private college officials hope that the present balance between enrollments in public and private colleges can be maintained. They wonder though how the costs of necessary expansion can be financed, how much can be carried by constituent supporters and how much by students and their parents. They hope ways can be found to prevent heavy increases in tuition and fees which would price the private colleges beyond the reach of the church families whose children would be encouraged to attend these colleges. Despite reservations of this kind, the private colleges look forward to more than 25,000 students in attendance in 1970.

Administrators and faculties in public colleges have explored ways and means by which they can absorb the enrollment increases that normally come their way. These officials too are concerned about meeting the residual needs of higher education which may come from any reduction in the proportion of students enrolled in private colleges. Recent studies have indicated that the proportion of students attending public colleges has increased and is likely to continue to increase. On the assumption that present proportions are likely to prevail, the University of Minnesota has made careful plans for a possible enrollment of 47,000 students by 1970. The state colleges look forward to almost 20,000 students by 1970. The nine public junior colleges estimate that they might be called upon to serve 5,000 regular day students by 1970 and ask how much more of the load might be carried by public junior colleges if a few more of them could be established in strategic locations about the state. Increases in the proportion of students attending public institutions will have to be handled by adjustment of these figures or by reduction in the opportunity now afforded to college students.

Both public and private colleges are examining their current practices in use of physical plant and other facilities to see what adjustments can be made for more effective building utilization. Most college buildings could be utilized more efficiently than they are at present but the possibilities of this sort are not great enough to handle enrollments twice as large. Plant expansion assumes high priority, therefore, partly because of the normal lag which comes between the procurement or appropriation of funds and the completed structure. This two or three year lag becomes alarming in the light of enrollment forecasts of the next dozen years.

The Commission on Higher Education has not studied the building needs of existing colleges, chiefly because such a study is already being made by the Legislative Building Commission.

The joint meeting of the two commissions on October 17, 1958 indicated that both were well aware of the importance and urgency of providing adequate facilities for higher education if the state is to furnish higher education to the young people who will be seeking it in the next few years.

E. SOME TRENDS IN COLLEGE ENROLLMENTS.

The pattern of college attendance in recent years becomes important in establishing guide lines for future development. The forecasts of college attendance for 1970 made by each of Minnesota's institutions of higher learning, when combined, approximate the total number of young people expected to seek college education within the state. How will these students be distributed among the existing colleges? Unless changes are made in the present pattern of college attendance, changes largely by provision of additional college facilities, this question is likely to be answered by continuance of the present pattern. Proposals for change must consequently be viewed in terms of what would happen to the characteristics of college enrollments.

These characteristics have been described in detail elsewhere. Both the Commission on Higher Education report, *Higher Education in Minnesota* (chapter 3), and the report of the Governor's Committee, *Minnesota's Stake In the Future* (chapter 4) have provided such information. The purpose of this section is to bring this information up to date, largely by means of the *Fifth Annual Survey of Minnesota College and University Enrollments*, made in the fall of 1958, as reported by John E. Stecklein and Earl N. Ringo (Bureau of Institutional Research, University of Minnesota). Selected characteristics follow:

1. College enrollments in Minnesota have for some time divided themselves between public and private colleges in a ratio of approximately two to one for full-time undergraduate students (31.3 per cent private in 1958). Private colleges enroll a slightly larger proportion than this of entering freshmen (36.1 per cent in 1958). The proportion of students attending public colleges has been slowly increasing. (See figures 2 and 3).

2. About as many Minnesotans seek higher education in other states as non-Minnesotans attending public and private colleges here. In the fall of 1958, an estimated 18.2 per cent of the students in all Minnesota colleges were from outside the state.

3. The division of students among the several types of colleges for fall, 1958, was as follows:

Private four-year colleges	29.2 per cent
State Colleges	16.2
University of Minnesota	49.3
Public Junior colleges	4.6
Private Junior colleges	0.8

Figure 2- Number of Full-Time Students Enrolled in Minnesota Colleges by Type of Institution, Fall 1958

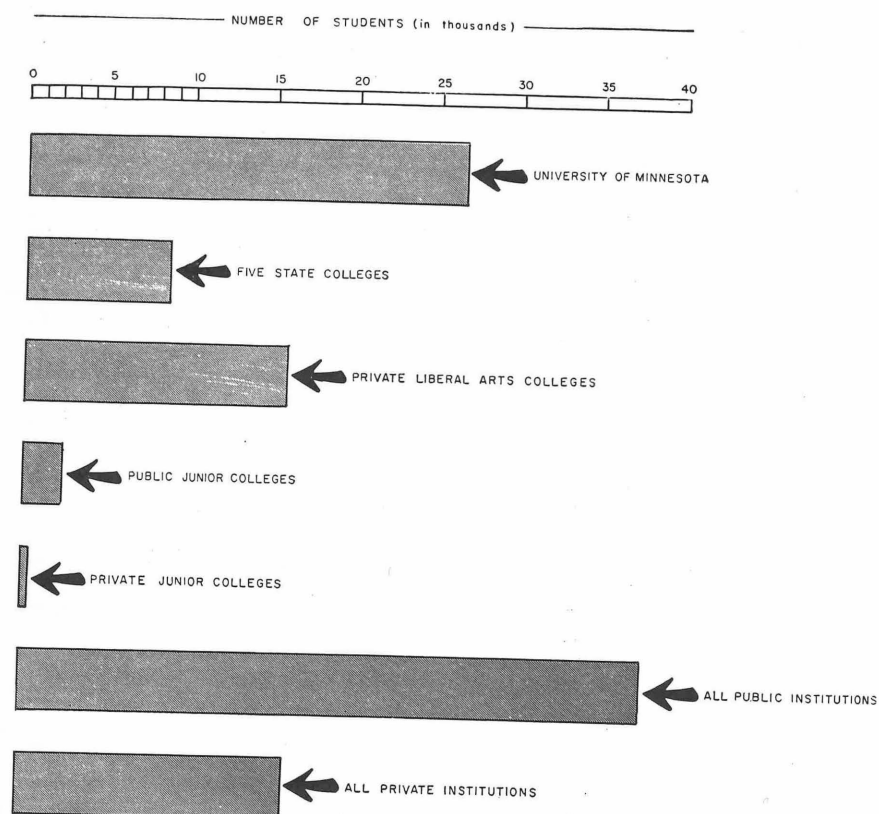
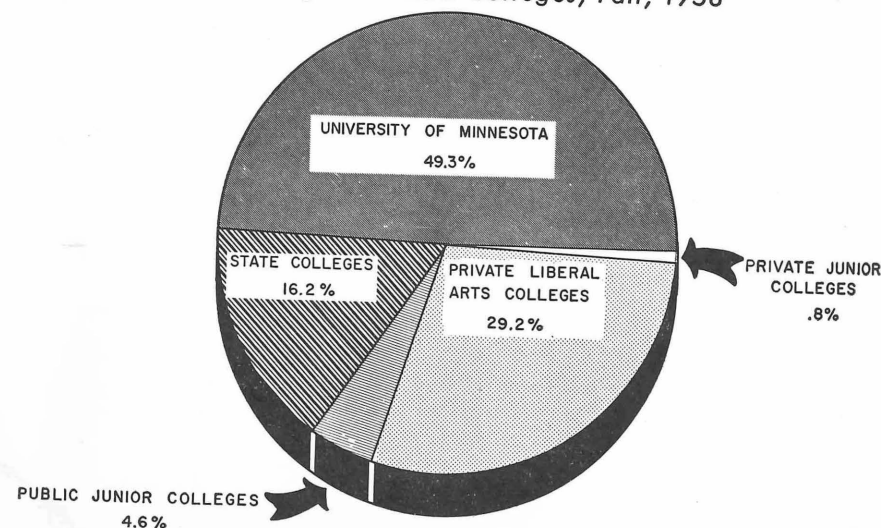


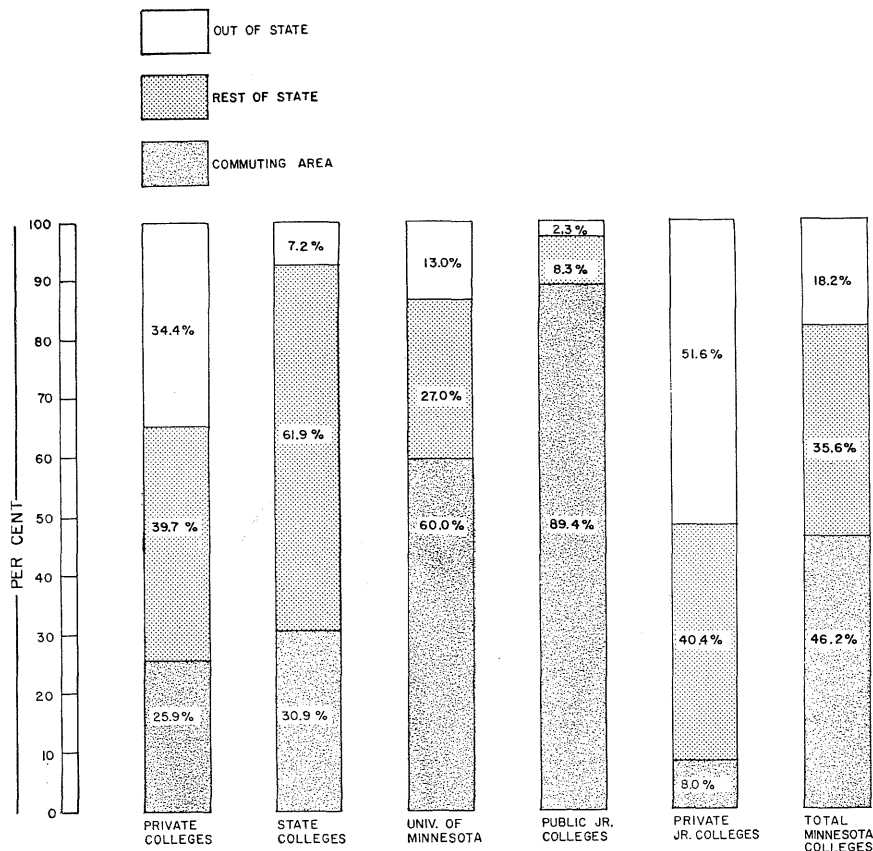
Figure 3- Percentage Distribution of Students Attending Minnesota Colleges, Fall, 1958



The proportions noted above have been generally maintained over the past several years with some tendency for the state colleges and public junior colleges to increase at the expense of the private colleges and the University. The latter institution has consistently carried approximately half of the college enrollments in Minnesota for the past 50 years and more. (See figure 3.)

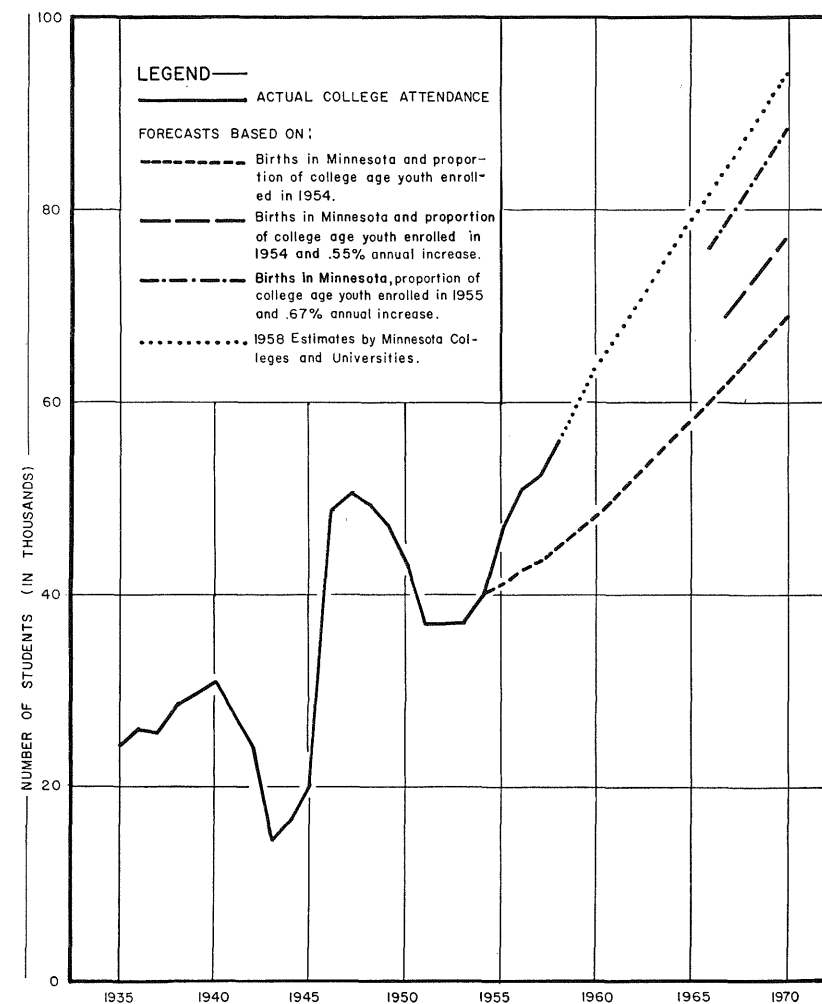
4. Most students (55.2 per cent in 1958) attending Minnesota public colleges live within the commuting area of that college as compared with approximately half that percentage (25.4 per cent) for private colleges. (See figure 4.)

Figure 4- Geographic Origin of Students Attending Minnesota Colleges



5. The increase in college attendance in the last 4 years (1954-1958) was 28.7 per cent. Three-fourths of this increase came in public institutions. Largest proportional increases were noted in the junior and state colleges, despite the fact that the largest actual number of additional students attended the University.

Figure 5- Past and Projected Fall Enrollments for Minnesota Colleges, 1935-1970.



6. Freshman and sophomore enrollments predominate in all Minnesota undergraduate enrollments. Of the 49,366 undergraduates enrolled in the fall of 1958 in all institutions, 61.8 per cent were lower division students (freshmen and sophomores combined), and 31.8 per cent were entering freshmen. All junior college students were lower division students, 64.2 per cent of private college undergraduates were lower division students, as were 64.5 per cent of the students in the state colleges and 54.4 per cent of the undergraduate students at the University. When graduate students were included, the distribution at the University was 46.3 per cent lower division, 38.7 per cent upper division and 15.0 per cent graduate. The proportion of students in upper division classes (largely professional and technical programs), and in the graduate school at the University has been increasing as the proportion in the lower division decreases.

7. Enrollment estimates for 1960, 1965 and 1970 made by the individual colleges have been rising over the past four years. The most recent estimates made in the fall of 1958 were 63,139 for 1960, 78,530 for 1965, and 97,313 for 1970. Most increases have been found in estimates of the state colleges and the public junior colleges, both of which have doubled in estimates for 1970 since starting these forecasts in 1955. Estimates for public institutions only for the same three years were 44,973, 56,730, and 71,398 respectively. (See figure 5.)

8. The ratio of college enrollments to college-age population has been gradually increasing. It has risen from 23.6 per cent for fall 1954 to 28.4 per cent for fall 1958 and is expected to increase further to 33.5 per cent by 1970. (Use of Harvey's estimates of the college-age population for the latter two years indicates 32.3 per cent in college in 1958 and 36.1 per cent expected in 1970.) Various estimates for the nation indicate that this proportion is increasing about 1 per cent per year. The rate of increase in Minnesota is somewhat less than this.

9. Attendance at college of some high school graduates who are well able to profit from college is hampered by location of residence and the sex of the student. Chances of attendance at college improve when the student lives near college facilities and when the sex of the student is male as well as when the student ranks high on college aptitude tests or in high school achievement, and when the student is motivated to attend college. These facts indicate that the proportion of young people currently attending college is considerably below that of those who could profit from such attendance.

CHAPTER III

THE ROLE OF THE PUBLIC JUNIOR COLLEGE

An important concern of this Commission on Higher Education has been the possible contribution of public junior colleges in meeting the need for more college facilities. Minnesota with its nine public junior colleges at Austin, Brainerd, Coleraine, Ely, Eveleth, Hibbing, Rochester, Virginia and Worthington has been in the junior college field almost from its beginning, yet these institutions still enroll only 5 per cent of the college students in the state. Moreover, no new junior colleges have been established since 1940 and almost half of those which have been established have failed. Two questions logically follow: "Why have these Minnesota institutions lagged behind the nation in the proportion of college students they attract?" and "Can we expect a greater contribution from these colleges in the future?"

Minnesota public junior colleges enrolled 2,456 full-time students in the fall of 1958 or 4.6 per cent of such students attending Minnesota public and private colleges. The two private junior colleges, Bethany Lutheran and Concordia, added another 450 to this number, increasing the percentage of the full-time enrollments to 5.4 per cent. Expressed in relation to the total number of students classified as freshmen and sophomores in all Minnesota colleges, these percentages rose to 7.9 for public junior colleges and to 9.3 for public and private combined. Among entering freshmen only, these percentages amounted to 10.9 for public junior colleges and 12.8 for both public and private. Thus, one freshman in eight was attending a junior college.

Though these percentages are not large the proportional increase in public junior college enrollments last fall (1958) was larger than that of any other type of institution. These colleges enrolled 22.0 per cent more students in 1958 than they had in 1957 and 83.2 per cent more in 1958 than they had in 1954. While these proportional increases are large, increases in actual enrollments have been relatively small. The total increase in junior college enrollments over the past four years, 1,350 students in the nine public and two private junior colleges, was less than half the increase for the same period in the fifteen private colleges, about a third of the increase in the five state colleges, and less than a third of that in the University. Still these junior colleges of the state did absorb slightly more than 10 per cent of the total increase in numbers attending college between 1954 and 1958.

A. REASONS BEHIND JUNIOR COLLEGE DEVELOPMENT

Several reasons account for the current interest in the further development of public junior colleges. Some of these reasons follow:

1. Establishment of public junior colleges in communities which do not have college facilities helps to equalize educational opportunities by bringing college closer to larger numbers of potential students.

2. Junior college costs are reduced for the student because he can stay at home. They are reduced for the state because the local community furnishes the facilities and carries a substantial part of the operating costs.

3. Junior college students are basically commuting students, about 90 per cent of them, thus reducing the need for dormitories or other provision for housing.

4. Local junior colleges can adapt their programs to the educational needs of the community and have sufficient flexibility to provide certain functions in vocational and adult education which are less often furnished by four-year institutions.

5. Existing four-year colleges and universities can usually handle additional transfer students at the senior college level without increases in staff and facilities. Junior college transfer students tend to take the place of those who have dropped out in the first two years or who have transferred to advanced technical and professional programs elsewhere.

6. Studies show that the largest proportion of students who do not complete regular four-year college programs drop out during the first two years.

The expansion of existing junior colleges and the development of new ones to serve purposes such as these thus becomes a logical possible means of providing for additional higher education facilities at a time when such expansion seems inevitable. This extension of public education through the fourteenth year in communities which can afford it can obviously take some of the pressures off existing public colleges and reduce somewhat the need for physical plant expansion in these institutions. Extension of local school systems to serve such purposes has not taken place, however, during the past 18 years. How can we account for this lack of development?

B. FACTORS HINDERING DEVELOPMENT OF JUNIOR COLLEGES.

Why have Minnesota public junior colleges expanded so slowly? Why have no new junior colleges been developed in recent years? These questions set the stage for some analysis of junior college problems at the present time and some exploration of possible needs if development is to take place in new locations.

The recently published study of the Governor's Committee on Higher Education and the State Department of Education, *The Junior College in Minnesota*, provides some answers to these questions. This report plus many commission hearings and additional studies indicate that the following factors handicap the further development of public junior colleges in this state:

1. *There are Few Large Centers of Population without Colleges.*

Unlike states such as California, Texas, Michigan or Illinois where the public junior college movement has prospered, Minnesota has relatively few large centers of population. Two-fifths of the people live in the five counties comprising the metropolitan Twin City area. This area is expanding rapidly, particularly in the suburban communities. Although St. Paul and Minneapolis have been relatively stable cities in population, they are surrounded by a suburban zone whose population has more than doubled in the past eight years (an increase of 106.9 per cent). The five-county metropolitan area is expected, according to the recent statement of the Twin City Metropolitan Planning Commission, to increase before 1980 by 600,000 newcomers from its estimated 1958 population of 1,400,000.

Of the 38 Minnesota communities of 10,000 or more population, 19 of them are located in these five counties at present. This is the area currently served by the St. Paul and Minneapolis campuses of the University and by eight of the accredited private colleges. Duluth provides the only other metropolitan community of the state, a community served by the Duluth Branch and a private liberal arts college for women. A public junior college in Duluth closed shortly after the transfer of Duluth Branch to the University. Ten of the remaining 19 cities of the state with 10,000 or more people are also provided with public colleges, either state colleges or public junior colleges. The private colleges are also usually located in the same larger communities and only in Northfield is there an accredited private college in a community which has no public college within fifteen miles.

2. *School Districts are Small.*

Relatively few school districts of the state are large enough to support a local community college of sufficient size to provide

a quality program without economic difficulty. Of the 22 larger out-state locations considered as possible sites for public junior colleges, only 13 of them had sufficient high school enrollment in 1957-58 to provide a junior college with a minimum enrollment of 200 students. (This estimate was based on the assumption that 45 per cent of the high school graduates would enroll in junior college, an assumption fulfilled only by three of the existing junior colleges.) These school districts were: Alexandria, Crookston, Detroit Lakes, Fairmont, Faribault, Fergus Falls, International Falls, Litchfield, Marshall, Owatonna, Red Wing, Thief River Falls and Willmar. Many of these same communities would have difficulty raising enough local tax funds to extend public education to include junior college years. Clearly most school districts in outstate locations which do not have college facilities have either insufficient population or an inadequate tax base to consider development of public junior colleges without outside cooperation both for enrollments and support.

Enlargement of the area to be served by a potential junior college beyond district boundaries to cover a commuting area of 25 miles in radius would mean that additional communities could expect a minimum junior college enrollment of 200 students. Thirteen outstate communities which would have high school enrollments within a 25-mile radius as large as those found in the five existing public junior colleges which currently enroll 200 or more students are: Alexandria, Detroit Lakes, Fairmont, Faribault, Glencoe, Granite Falls, Litchfield, Marshall, Montevideo, Mora, Owatonna, Redwood Falls and Willmar. Many of these communities are located fairly close to each other so that the establishment of a public junior college or other college facility in one would preclude establishment of a second in an adjacent community.

This enlargement of area served, as outlined above, would help meet the minimum size requirements for a junior college but the problems of district organization and adequate financial support would remain. School district reorganization to provide larger districts would have to take place first.

The proposal that regional junior college districts be superimposed on the existing school district structure has largely been discredited on the basis of a dual school taxing authority and experience with recent legislation on the associated district basis. Rejection of the composite regional district idea, however, would not preclude voluntary merger of school districts under existing legislation to support the junior college. Indeed this kind of cooperative approach seems most desirable.

3. *Lack of Support in Metropolitan Centers.*

Testimony by responsible school officials and citizens in the metropolitan and adjoining suburban communities indicated little

interest in the establishment of public junior colleges in these centers. Several reasons prompted this stand. Needs for post-high school education for youth of these communities are already well met by the University of Minnesota and the several private colleges located in St. Paul, Minneapolis and Duluth. New suburbs are so hard pressed to meet existing and anticipated demands for schools and other public services that they cannot possibly finance a further educational extension. Debt limits in many cases have been reached or will soon be reached in providing school facilities. Schoolmen questioned whether any kind of junior college development in their districts would be able to attract students as long as admission to freshman and sophomore years at the University remained open to qualified high school graduates. They maintain that higher admission standards at the University would have the effect of removing the better students from junior colleges, thereby down-grading the quality of these institutions.

4. *Newness of Junior College Movement.*

Also a handicap to the further development of junior colleges is the relatively small amount of information known about these institutions by the general public. Although state aid for junior colleges has been sought for the past forty years, this kind of support was first provided by the 1957 legislature. The nine communities which have continuously provided full support for the existing public junior colleges have generally been well aware of their contribution, though the lack of outside support has sometimes raised questions about continuance of such college programs in these communities as well. In almost as many communities (eight) public junior colleges have been closed, due to lack of stable financial support, inadequacies in program, insufficient leadership, or lack of need for a junior college. Persons from communities where these institutions have failed often have a negative attitude about what the public junior college can contribute to higher education.

This kind of experience, coupled with the relatively small size of existing junior colleges and the fact that the oldest such public institution in this state is but 45 years old, contributes much to the conflicting opinions about the junior college. Zealous advocates of the public junior college have difficulty in seeing why the junior college movement cannot progress faster. Equally zealous opponents cite many arguments of their own. In between one finds large groups of people who have little real understanding of the junior college, what its functions are, what advantages it has, and what difficulties it faces.

5. *Other Difficulties From Within Existing Colleges.*

The public junior college has been plagued by other ob-

stacles too. With five of the existing junior colleges located on the Iron Range, these institutions have become identified with problems of that section of the state. The fact that several of the Iron Range institutions are located close to each other is often viewed as evidence that their location cannot be controlled in such a way as to give maximum service to the state.

Lack of a strong central control and the independence of local institutions also inhibits development of strong leadership for the public junior colleges. Accreditation of junior colleges by the University of Minnesota has guaranteed acceptability of transfer work from these institutions but this is not an adequate substitute for leadership within the junior colleges themselves. The junior college deans, through the Minnesota Junior College Association, have attempted to provide leadership but the deanship itself is a secondary administrative position within the school district and lacks the authority of the chief administrator. The director of junior colleges in the State Department of Education carries several other important functions and consequently is unable to provide needed aid in this direction, and until very recently, there has been little inclination on the part of the State Board of Education to provide for leadership in any other way.

Local problems at individual institutions have thus taken priority over broader statewide problems. The result has been a divided voice which often has spoken with uncertain tones about the possible contribution of the public junior college. Recent efforts of the Minnesota Junior College Association must be viewed as an exception, for this organization has made a serious attempt to consider the role of the junior college in the context of higher education in the state as a whole. This group is anxious that junior colleges not overextend themselves nor that they seek to do more than they can. The establishment of new junior colleges which might become marginal institutions would harm rather than reflect credit on existing junior colleges. This kind of risk must be avoided by insistence upon high criteria for establishing new junior colleges.

The small size of several of the existing junior colleges has also been a real handicap. Some local junior colleges cannot provide a sufficiently broad program to meet community needs. The quality of course offerings becomes reduced by the wide range of student ability which must be taught within the same comparatively small class. Instructors must often teach a variety of subjects with the result that adequate preparation becomes difficult and teaching loads become heavy. Joint use of facilities with other units of the school system often give the junior college low priority in such use and result in generally less esteem for this post-high school program in the eyes of students and potential students. The difficulty of maintaining a collegiate atmosphere in the junior colleges, particularly when they operate in

close relationship to elementary and secondary schools, often becomes great.

These difficulties when thus enumerated tend to cast a negative light on the public junior college. This is unfortunate for many of these obstacles are temporary and will soon be erased. More attention needs to be given to the assets side of the junior college ledger.

C. SUCCESS OF PUBLIC JUNIOR COLLEGES.

Despite these handicaps the public junior college has within a comparatively short period of time made a significant and positive contribution to higher education in Minnesota. Some of the obstacles have been translated into successful programs and activities. An objective appraisal of junior college strengths would include the following:

1. *The Contribution of Alumni.*

Across the years the public junior colleges have provided opportunities for college work to thousands of young people. Alumni of these institutions have gone on to establish enviable records in many different walks of life. Every junior college can identify among its graduates persons who are outstanding successes in their fields, some part of which they attribute to the start provided in the local junior college. This kind of reputation develops fully only with years of experience but even in its beginnings can have a growing effect on the tradition and esteem of the college.

2. *Success of Transfer Students.*

Studies of the later college work by transfer students from public junior colleges have generally reflected credit to these institutions with respect to the quality of their preparation for further education. Follow-up studies at the University of Minnesota have shown that the small decline in honor point ratio in the period immediately after transfer tends to be made up in succeeding quarters and that junior college transfer students do as well or better than those who transfer from other institutions. Essentially the same statement can be made for junior college transfers when they are compared in achievement and persistence to completion of college program with comparable groups of students who entered the University directly from high school.

3. *More Opportunities Become Available to Try College Work.*

Public junior colleges enable many young people to try out for themselves their interest in and capacity for college work. Junior college freshmen outnumber sophomores almost two to

one. This indicates something of the size of the entering classes and the nature of the screening process which takes place by personal appraisal or with assistance of counselors and other staff. Some students drop out completely, others change their plans, some transfer to other colleges. Minnesota public junior colleges thus provide college experiences to many people who otherwise might seek such trial at other colleges. They simultaneously offer the same opportunity to many who because of economic or other reasons could not attend college at a distance from home. This screening function of the junior colleges thus reduces the load on other colleges, public and private.

4. *Need for Vocational-Technical Programs.*

Public junior colleges have succeeded in developing college programs which meet specialized vocational technical needs of the state and community. The medical secretary course at Rochester Junior College has become world famous. Most of the junior colleges offer programs with a business emphasis such as general business, retailing, merchandising, general secretarial, or general clerical. Engineering aide and technical aide programs have developed in response to technological advances and changes in the industrial employment picture. Some junior colleges cooperate with hospital nursing programs in the training of nurses, both registered and practical. Demand for persons with advanced business, technical and semi-professional training is sometimes so great that junior colleges are raided by employers before the students have completed their programs of studies. Further developments can be expected in vocational programs of this sort. Austin Junior College is located in the same school district as the Austin Area Vocational-Technical School. The two schools have been able to join forces to the advantage of both in meeting vocational-technical needs of that community.

5. *Contribution to Adult Education.*

Programs of adult education in many of the junior colleges have flourished. In most junior colleges the adult education enrollment is larger than the regular day enrollment. Through the years the enrollments of Rochester Evening College have exceeded many times the enrollments of Rochester Junior College. Both institutions have operated side by side with considerable inter-change of staff and courses. Many adults in junior college communities have found it to their advantage to pursue adult educational programs for cultural, vocational, avocational and special interest reasons. Provision of adult education programs helps to bring public junior colleges into a desirable community college relationship by serving adult as well as later adolescent needs for education.

6. *More Personalized Instruction.*

The small size of most public junior colleges has often been turned to an advantage in the personalized instruction which they provide. Students become well acquainted with instructors and are well known to them. Much personal attention can be given to help bright students work in accord with their abilities. It is also possible to give help to students who encounter difficulties and to give them a second chance when this is necessary. Such students might be less able to catch up in larger classes. Acquaintance with the individual students also enables instructors counselors, or deans to provide better guidance and counseling. Educational and other plans can be changed by easy transfer to other courses. Students thus have good opportunities to find suitable college programs for themselves.

7. *Savings to Students and Community.*

Cost factors also need to be assessed. Most public junior colleges in Minnesota share school facilities with other units thus avoiding the need for some costly construction. The auditorium, gymnasium, cafeteria, health service, and transportation are often shared. Science laboratories, special shops, expensive equipment and the like can often be used both by the high school and junior college. Some teaching personnel also serve both units, usually resulting in upgrading of qualifications for high school teachers.

Costs to parents can be reduced by eliminating the need for meeting expenses of board and room away from home. Tuition costs are low. A large portion of junior college students carry outside jobs through which they can often contribute to home expenses.

8. *Contribution to the State.*

From the viewpoint of the state the major fiscal contribution of the public junior college comes from the pressure removed for enrollment in state colleges and the University. At the present time the state contributes to junior college education only the \$200 per student in average daily attendance provided by the 1957 Legislature. The rest is carried by the student and the community which maintains the junior college. Moreover, the need for dormitory construction for public junior college students is removed since practically all of them live at home.

From the viewpoint of the state, too, must be listed the contribution which public junior colleges make in helping to equalize educational opportunity. Approximately nine-tenths of the students attending public junior colleges in Minnesota come from the immediate community and adjacent countryside.

For many of these students proximity of the junior college makes college attendance possible.

D. ENCOURAGEMENT OF NEW JUNIOR COLLEGES.

The sparsity of population in many areas of the state, the lack of large population centers, the small size and inadequate resources of many local school districts, the relative lack of interest in junior colleges in metropolitan areas, and the inadequate understanding of what junior colleges can accomplish—all of these factors make it difficult to encourage the development of public junior colleges. When all of these factors are evaluated one is forced to conclude that under present conditions new public junior colleges should be encouraged in only a relatively few places.

In any such plan several considerations should be kept in mind:

1. Adequate Size Is Important.

Minnesota cannot afford to encourage junior colleges which will not provide quality collegiate programs. This argues for limiting the establishment of public junior colleges to those which will attain a size sufficient to maintain an adequate program of high quality. A minimum enrollment of 200 is essential and a junior college of 400 or more students would be preferable. In any case adequate financial resources are mandatory.

2. Duplication of Programs Requires Careful Planning.

Minnesota cannot afford to provide duplicate college facilities which overlap in function and program except in the lower levels of college instruction, and in the case of large centers of population where consideration should be given to duplicate facilities for general education. This argues for the location of new public junior colleges in areas which do not now have adequate college facilities in outstate Minnesota or in the Twin Cities and adjacent suburbs. It argues against the unwise duplication of more expensive technical and professional programs without exceedingly careful planning and response to needs.

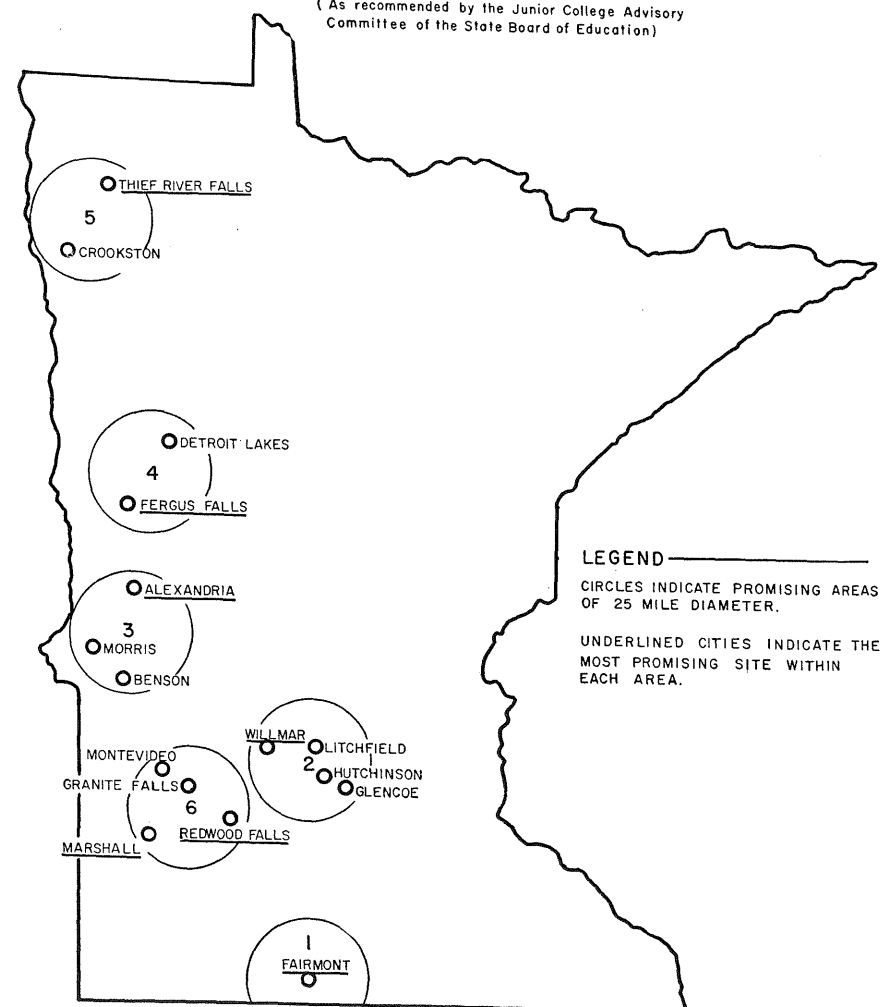
3. Local Leadership Is Essential.

Experience with the development and continued success of public junior colleges indicates the need for community support and local leadership in sponsoring the junior college. This indicates the importance of local initiative in the establishment of the junior college and of local contribution to support as means of developing and maintaining such interest and leadership.

These considerations lead to the conclusion that only a small number of locations are potential sites for the establishment of

Figure 6- Most Promising Areas and Sites for Location of New Public Junior Colleges

(As recommended by the Junior College Advisory Committee of the State Board of Education)



new public junior colleges. In most cases, alternate sites are possible but the establishment of a public junior college in one location would preclude establishment in others.

1. *Preference for Western Minnesota.*

In the next biennium preference should be given to Western Minnesota in the establishment of new junior colleges because of the scarcity of college facilities in that portion of the state. The western half of Minnesota contains four colleges or one-eighth of the total number of accredited colleges in the state. At the same time this western half in 1957 furnished 26.9 per cent of the state's high school graduates and housed an estimated 22.7 per cent of its people.

2. *Possibilities for Development Are Limited.*

Establishment of six public junior colleges or other college facilities in Western Minnesota would make colleges accessible to a very large portion of the population in that area. This might well represent the maximum number which could be supplied with students for the next dozen years.

The Junior College Advisory Committee of the State Board of Education has also been studying this problem and has identified six areas in Western Minnesota with possible alternative sites within these areas, as the most promising locations for new junior colleges. These sites have been listed in order of high school enrollment within a 25-mile surrounding area with the largest first. The most promising sites within areas have been italicized with priority given to the larger local school districts. The areas and alternative sites as identified by the Junior College Advisory Committee and shown in figure 6 follow:

1. The *Fairmont* Area,
2. The *Glencoe, Litchfield, Willmar* and *Hutchinson* Area,
3. The *Alexandria, Morris* and *Benson* Area,
4. The *Fergus Falls* and *Detroit Lakes* Area,
5. The *Thief River Falls* and *Crookston* Area,
6. The *Redwood Falls* or *Marshall, Montevideo* and *Granite Falls* Area.

(Note: These areas and alternative sites correspond fairly well with those which would be identified from studies made by the director of research. In fact these studies were made available to this Committee and the director of research served as a member of the State Board of Education Advisory Committee.)

3. *Relation to University Agricultural Schools.*

It should be noted that the establishment of University Branches at Crookston and Morris as recommended by the Commission on Agricultural Schools would affect the establishment of public junior colleges in areas 3 and 5 above. Such provision might well reduce the number of public junior colleges which could be supported enrollment-wise from six to four. The possible development of the Grand Rapids School of Agriculture as a technical-vocational institute also merits further study.

4. *Relation to Area Technical-Vocational Schools.*

Attention is also called to the need for technical-vocational training of the type provided in area vocational-technical schools. The same centers might well be identified for development of such schools. Some division of function between the public junior colleges and the area vocation-technical schools, through location in different centers and development of cooperative programs seems worthy of further study. Relatively few localities can be expected to support both public junior colleges and area vocational schools. The needs of the local community and area should help to determine which type of institution is more appropriate. The establishment of either institution in a community may very well mean that the other should be established in an adjacent community so that cooperative programs become possible. When both can be established within the same community close working relationships between these institutions become essential.

5. *Areas of Later Development.*

Other possible locations for new public junior colleges identified by the Advisory Committee of the State Board of Education included the Twin Cities and surrounding suburbs; the Faribault, Owatonna and Red Wing area; the Mora-Pine City area; and the International Falls area. The likelihood that public junior colleges can be established in the Twin City area in the next biennium seems very remote for reasons indicated earlier. The establishment of junior colleges in the Twin City area would benefit the state and its higher educational program chiefly in the measure of relief given the University. Junior college education could be furnished to large numbers of lower division students by large Twin City junior colleges. The need for junior colleges in the other areas mentioned does not appear to be as critical with the possible exception of International Falls. The size of high school enrollments there is not yet large enough to assure sufficient size for the proposed junior college. Because of its geographic isolation, however, this community might represent an area for which exception in size of potential enrollment could be justified in the public interest.

6. *Contribution of New Junior Colleges Remains Small.*

At the same time that the development of some new public junior colleges is urged, attention is called to the fact that this development will provide for only a small part of the need for expanded college facilities. Major reliance will still have to be placed on existing institutions to provide for the greatest portion of the increase in college enrollments. New public junior colleges in areas of the state which now have no college facilities can be expected to contribute more to the equalizing of educational opportunity than to a reduction in the numbers of students attending other institutions. Indeed, the availability of new junior college facilities in these areas of the state is likely to increase the number of students attending college. Some of these students undoubtedly will later transfer to other colleges and universities for advanced work.

Because of the size of the communities involved, the establishment of six new junior colleges in the areas suggested would be expected to provide college facilities for 1,200 to 1,800 students, the upper enrollment being reached only after several years of operation. By 1970 these six public junior colleges might be expected to enroll an average of 400 students, 2,400 students in all, or approximately the number now handled by the nine existing public junior colleges.

E. STATE ASSISTANCE FOR JUNIOR COLLEGES.

Minnesota public junior colleges have developed under a variety of state controls. The first junior colleges operated for as long as ten years before the first enabling legislation was passed in 1925. This law required a three-fourths vote of approval for establishment of a junior college by the electorate of the district. This was changed two years later to a two-thirds vote. These institutions were under the jurisdiction of the State Department of Education but this department actually had little authority. It was not until 1939 that the junior college law was changed to require the school district or school districts desiring to establish a junior college to make written application to and to secure approval from the State Board of Education prior to submitting the issue to the electorate. Six of the existing nine public junior colleges were established before 1925; only one (Austin) has been established under the provisions of the 1939 law.

Accreditation of junior colleges in Minnesota was provided at first entirely by the University of Minnesota. In 1925 the State Department of Education joined in the accreditation of these institutions. Both the University and the State Department provide this service at the present time. Three of the present junior colleges (Eveleth, Hibbing and Virginia) are also accredited by the

regional association, the North Central Association of Colleges and Secondary Schools. At least two more colleges are now preparing to seek regional recognition.

Thus the State Board of Education has now been legally charged with the classification, approval of establishment, supervision and state administration of public junior colleges for twenty years (School Laws, Sections 131.01 to 131.07). At the same time funds for the operation of these colleges have been provided entirely by the local district and tuition paid by the student until two years ago when state aids for junior colleges were authorized in the amount of \$200 per student in average attendance.

1. *Experience of Other States.*¹

This aid of \$200 compares favorably with that granted to public junior colleges for operating expenses in 24 other states. Of the twelve states which provide junior college aid in whole or in part on a per-student-in-average-attendance basis, only five states provide more aid (California, Florida, Georgia, Texas and Washington) and all but two of these (Georgia and Texas) combine the distribution of funds on a per student basis with a foundation program. Illinois and Mississippi provide aid on the same \$200 base as does Minnesota.

The method of allocating state aids in the other states which make such provision varies from a flat grant or by separate legislative actions to colleges in Arizona, Oklahoma, and Utah, to a percentage of operating costs in Maryland (one-third), Massachusetts (one-half up to \$100 per student), and New York (one-third). State aids are based on the number of credits taken by students in North Carolina (academic subjects only) and Oregon. Three states (Louisiana, Pennsylvania and Wyoming) appropriate funds to junior colleges through the state university. Montana operates on a foundation program. Half of the money from the Liquor Control Act Fund in Idaho is apportioned to junior college support in counties maintaining a junior college district.

Twelve of these 24 states also provide state aid for capital outlay. Florida, Michigan and Mississippi rely on special legislative appropriation. Three more states, New York, North Carolina and Washington use a proportional basis for building aids. A 50-50 basis is used in the first two states and a limit of 80 per cent is possible in the latter state (Washington) if as many as 60 per cent of the students live outside the district. Total capital funds are furnished by the state in Florida, Oklahoma and

¹This review for other states has been based on the most recent published statements available at the close of 1958. Changes can be expected in 1959 legislatures.

Utah. In the remaining four states (Georgia, Pennsylvania, Louisiana and Wyoming), state funds for capital outlay are included in the appropriations to the state university.

2. Other Fiscal Needs.

With state aid provided on a \$200 per student basis, Minnesota ranks well with other states in its provision for operating costs of public junior colleges. Two other fiscal problems deserve attention: (1) What kind of assistance can be rendered local districts which support public junior colleges in meeting operating expenses for students who attend from outside the district? (2) What can be done to assist existing junior college districts or new ones which might develop in meeting building and equipment costs?

Several alternatives have been considered in dealing with these questions. In the matter of aid for non-resident students the extension of the provisions of the county non-resident tuition fund to include non-resident junior college students as well as non-resident high school and area vocational-technical school students becomes a real possibility. Other alternatives include county-wide assessment for non-resident junior college students and special state aid for non-residents.

State aid for capital outlay becomes a much more debatable issue because of the principle it would introduce of state contribution to school plants which would be controlled by the local school district and the question of what would happen to such a plant if the junior college program were to be abandoned. The need for some kind of assistance in physical plant construction, on the other hand, was argued in commission hearings rather well by those who pointed out the full support for capital outlay at the University and the state colleges. Representatives from areas considered possible sites for new junior colleges insisted that some state aid of this type was essential to encourage local communities to consider development of these institutions.

Considerable attention has been devoted to possible formulas for the distribution of state aids for capital outlay and the need for strict control over this allocation to prevent allocation to school districts which ought not to be encouraged to develop junior colleges. Opinions about the proportion of the building and equipment funds which should be met by the state ranged from 50 to 100 per cent with some agreement that 50 per cent represented a minimum. Possible extension of this aid on some kind of equalization basis seemed desirable to many persons but this matter seemed to require further study. In the interest of economy to the state, many of those who have studied this problem hold that attention should be given to what can be accomplished on a 50 per cent matching basis before this percentage is increased.

3. Regulation and Control.

The regulation of public junior colleges to insure quality of educational performance in established institutions and to limit development of new junior colleges to areas of the state which can best use and support them has been a matter widely discussed. The State Board of Education now exercises this function but has had little experience in planning for new junior colleges, only one having been developed since this control was definitely granted to the Board. At the same time this existing state agency seems most logical because of the present organization and financing of junior colleges as part of the local school district facilities which also include elementary and secondary schools.

F. CONCLUSION

In summary, the conservative development of public junior colleges should be encouraged in areas which are able to support them, in size and funds, and which would provide a high quality of collegiate program.

The location of new junior colleges should be decided on the basis of educational needs rather than political expediency. Whether existing procedures would guarantee proper selection of sites, particularly when local initiative plays such an important role, is much more debatable.

The extent of the projected increase in college enrollments which could be handled by these new junior colleges would not be great unless they would develop simultaneously in the metropolitan Twin City area. New public junior colleges thus can do more to help equalize educational opportunity in areas of the state which lack college facilities than they can to relieve existing state colleges and the University of the need for expansion. The availability of new college facilities in areas which do not have them would, rather, be expected to increase the proportion of qualified students who would be encouraged to enter college. In the long run, this encouragement will yield higher enrollments in senior college and advanced programs as well as in freshman and sophomore years.

CHAPTER IV

POSSIBLE CONTRIBUTION OF STATE SCHOLARSHIPS

The Educational Policies Commission in its recent report *Higher Education in a Decade of Decision* (1957) recently concluded:

"While scholarship programs will not solve the financial problems of higher education, they are increasingly important unless tuition charges can be kept at low level. Private philanthropy has a heavy responsibility for the providing of scholarships, but governmental scholarships are desirable so long as they are not a means of escaping responsibility for full support of public higher education. Scholarship awards should be based on tested merit, with the amount of aid based on financial need. Combinations of scholarship grants, loans, and work opportunities should be systematically developed." (P. 151)

The Gale Committee recommended authorization and appropriation of funds by the State Legislature

"for a state scholarship program to assist capable high school graduates to attend Minnesota colleges and universities. The amount of such scholarships for the forthcoming biennium should be limited to \$100,000 per annum, with the size of the stipend to the individual to be determined in terms of his particular financial need." (*Minnesota's State in the Future*, p. 91)

With this kind of background members of the Commission's Advisory Committee on Scholarships under the chairmanship of Senator Elmer L. Andersen approached their task of considering the need for a state scholarship program. Enactment by the 85th Congress of the National Defense Education Act in September 1958 had already made some funds available on a national scale for loans to undergraduates and fellowships to graduate students.

A. THE NATIONAL DEFENSE EDUCATION ACT OF 1958

This act under Title II authorized a loan program for college students and provided funds for the first year of what was intended to be a five-year program. Under provisions of this act Minnesota is eligible to receive \$135,149 for the present fiscal year and may become eligible for \$1,069,933 if the full upper limit of the grant is appropriated by 1963. This act also author-

ized National Defense Fellowships in Title IV to increase the numbers of students in graduate programs, particularly those interested in college teaching. Financial assistance for strengthening high school programs in mathematics, science, and foreign language was also provided under Title III. Other programs included grants for guidance, counseling and testing—particularly for the identification and encouragement of able students—in Title V, promotion of modern foreign language development in Title VI, research and experimentation in television and other audiovisual media in Title VII, and development of area vocational education programs in Title VIII.

The educational policy which was outlined in this National Defense Education Act also has implications for the states. The latter is elaborated chiefly in Section 101 as follows:

"The Congress hereby finds and declares that the security of the Nation requires the fullest development of the mental resources and technical skills of its young men and women. The present emergency demands that additional and more adequate educational opportunities be made available. The defense of this Nation depends upon the mastery of modern techniques developed from complex scientific principles. It depends as well upon the discovery and development of new principles, new techniques, and new knowledge.

"We must increase our efforts to identify and educate more of the talent of our Nation. This requires programs that will give assurance that no student of ability will be denied an opportunity for higher education because of financial need; will correct as rapidly as possible the existing imbalances in our educational programs which have led to an insufficient proportion of our population educated in science, mathematics, and modern foreign languages and trained in technology.

"The Congress reaffirms the principle and declares that the States and local communities have and must retain control over the primary responsibility for public education. The national interest requires, however, that the Federal Government give assistance to education for programs which are important to our defense.

"To meet the present educational emergency requires additional effort at all levels of government. It is therefore the purpose of this Act to provide substantial assistance in various forms to individuals, and to States and their subdivisions, in order to insure trained manpower of sufficient quality and quantity to meet the national defense needs of the United States."

This section plus the following one which prohibits federal con-

trol of education provide the bases upon which the federal government is coming to the assistance of states in matters of educational responsibility.

1. *Loan Provisions.*

The act provides that qualified students may borrow up to \$1,000 per year with a maximum of \$5,000 to any one student. Loans are made through the colleges on such terms and conditions they may prescribe. Loans are available without restriction of field and are made with neither security nor endorsement. Not to exceed 50 per cent of the loan is cancellable for teachers in public schools at an erosion rate of 10 per cent per year. Interest is set at 3 per cent per year, beginning at the close of the college program, and payment of principal is to be made over a ten year period. Assets from the student loan funds are to be repaid by the college or university to the Federal Government beginning in June 1966.

2. *Need for Matching Funds.*

Most of the titles of the National Defense Education Act require matching funds of some sort by the state or the institutions involved. This is also true of Title II on loans for college students. Public and private colleges which seek to establish loan funds under the provisions of this act must provide matching funds in an amount equal to one-ninth of that supplied by the Federal Government. In most instances this can be managed by offering loan funds already under the control of the college to meet the institutional portion. When this proves difficult the act provides that matching funds can be borrowed from the Defense Act itself.

3. *State College Difficulties.*

An immediate reaction to this loan program is that Congress sought to cover all emergencies and, hence, that this program would be immediately useable in all colleges which wished to apply. This was *not* true in the case of the Minnesota state colleges.

Without specific legislation the State College Board did not have authority to apply for a grant, to borrow or otherwise provide for the required ninth in matching funds, nor to establish such a loan fund as is required by the federal statute. Immediate legislation was needed and has subsequently been provided by the 1959 Session to enable the state colleges to take advantage of the provisions of this act since the first federal funds should be available shortly after the opening of 1959.

B. THE NEED FOR STATE SCHOLARSHIPS

Prior to consideration of need for a state scholarship program some attention should be given to the appropriateness of using public funds for this purpose. This matter was thoroughly discussed by the Advisory Committee which unanimously decided that such a program was definitely in the public interest. Talented young people of the state represent important natural resources which should be conserved and enabled to make their greatest possible contribution. The prime purpose of such a program should thus be the help given to society through the proper development of able individuals rather than the advantage to the individual. This Advisory Committee concluded "encouragement of a higher education for all residents of this state who desire such an education and are properly qualified therefor is important to the welfare and security of this state and nation, and consequently is an important public service."

1. *Experience of Other States.*

At least two-thirds of the states currently make provisions for some kind of scholarship program. New states are entering this field after each legislative session. Probably the most extensive and one of the oldest scholarship programs is that of New York which in 1955 provided \$4,500,000 for scholarships. This amounted to one scholarship for every ten high school graduates, 3,388 of which were awarded as Regents Scholarships.

Some state scholarships are limited to special groups: The education of teachers or nurses tend to lead professional groups, some are restricted to children of veterans, some provide for the education of Negroes or Indians, most are not restricted in this way. Some state scholarships consist of exemption from tuition and fees at public institutions. Some scholarships are aimed chiefly at encouraging young people to attend private institutions, thereby relieving the state from making additional provisions for public facilities.

Recent programs in Illinois and California are intended to facilitate the latter purpose, that of moving students to private colleges. The 1955 general session of the California Legislature enacted a program of competitive undergraduate state scholarships: 640 for 1956, 1280 for 1957, 1920 for 1958, 2560 for 1959 and thereafter through 1961-62. Each scholarship is restricted to use for tuition and fees. The amount of the scholarship cannot exceed \$600 per academic year but can be used in attending any accredited college in the state. Applicants meet rigid scholastic requirements and minimum cutting scores on tests. Financial need is determined by an outside agency and the amount of the scholarship depends on this fiscal need and college choice.

The cost of this program—1,280 awards in an average amount of \$424 for 1957-58—was \$600,934 including approximately 10 per cent for administrative costs. The estimated cost of 1,920 awards at \$450 each was \$934,000 for 1958-59. The program is administered by a nine-member State Scholarship Commission appointed by the Governor. Renewal of the scholarship is possible and depends upon satisfactory academic progress in the recipient's college program.

Because of the fairly low fees charged in the University and the State Colleges in California and the no resident tuition policy of all its public colleges, this state scholarship program is most used in private colleges. Of the 1,280 scholarships awarded in 1957-58, including 438 renewals, 65.2 per cent went to students attending independent private colleges, 28.4 per cent was allocated to students at the University or one of its branches and 6.4 per cent was distributed to students in state colleges. Scholarships were not granted to students attending public junior colleges.

The American Council on Education in its summary, *Background for a National Scholarship Policy* (1956), identified three features which a national scholarship program should have: (1) Provision should be made for the early identification of the talented with means available to share this information with appropriate persons and agencies. (2) The talented students should be inspired to attain maximum intellectual development through improved guidance and adequate preparation for college. (3) Means must be available to implement educational aspirations of talented students through securing appropriate higher education. It is in the latter function that scholarships provide a practical method of implementation.

2. Experience in Minnesota.

The 1957 studies of financial aid for college students made by the U. S. Office of Education (*Bulletins*, 1957, No. 17 and 18), provided some information about Minnesota's program of assistance to students. For 1955-56 in Minnesota, 36 institutions of this state provided 4,209 undergraduate scholarships in the amount of \$775,771, granted 1,390 loans in the amount of \$249,381, and maintained 4,263 employed jobs on campus with a payroll of \$770,692. Similar data for Minnesota graduate students showed 830 fellowships in the amount of \$1,595,456; 216 loans in the amount of \$27,480; and 1,082 assistantships with a combined payroll of \$1,518,230.

This study also noted that more students earn part of their expenses in on-campus jobs than receive scholarships and that loans are not as popular with students as either employment or scholarships. The average institutional scholarship for 1955-56

for the country as a whole was \$227; the average loan, \$162; and the average amount earned in an on-campus job, \$229. One student in ten received some kind of scholastic aid.

Minnesota maintains two successful state scholarship programs, both administered by the State Department of Education. These are the state scholarship programs for nurses and for Indians. State scholarships are also available for sons and daughters of veterans killed in armed services. The latter are administered by the Commissioner of Veterans Affairs.

Approximately 150 state scholarships are provided each year for practical and professional nursing. In the case of practical nurses these are available up to \$300 for one year only. For professional nurses the maximum award is \$600 and the scholarship is renewable for three years. Scholarships are awarded on the basis of financial need, ability and acceptance by an accredited school of nursing. Recipients must be residents of the state and must agree to accept a position in a rural or state hospital for at least one year after graduation.

The state scholarship program for Indians requires at least one-fourth or more Indian blood. The scholarships are otherwise limited in much the same way as the nurses' scholarships. The amount of each grant cannot exceed \$800 in any one school year. Scholarships are renewable for the length of the course. The amount of the veteran's scholarship varies but this grant is also based on similar qualifications including need, character and personality.

3. Survey of Graduating Seniors.

The State Department of Education recently completed a state-wide survey of graduating seniors in public high schools of Minnesota. An 85 per cent return from 482 schools covered 29,370 graduating seniors out of 34,553 for 1958. School officials estimated that 46.7 per cent of these graduates had the ability to do college work and that 35.7 per cent would enter college this past fall. They also indicated that 8.9 per cent of the graduates would not be attending college because of financial reasons. When these facts were translated into numbers, these school officials indicated that 2,192 of the 3,130 or 71.3 per cent of those who would not be attending college because of financial reasons would continue their education if scholarships were available to cover partial post-high school costs. The average financial need, in addition to other resources, was estimated for these 2,192 students at \$509. This study thus provides evidence that more than 2,000 students might have been attending Minnesota colleges in fall 1958 if scholarships averaging \$500 had been available to qualified high school graduates of the preceding spring.

4. *Loss of High Level Talent.*

The status of Minnesota among states with respect to the loss of high level talent was also shown in a study by Thistlethwaite (*Science*, Oct. 1958). In this case talent loss was calculated on the basis of a follow-up study of the 14,118 near winners in the 1957 National Merit Scholarship Program, graduates in the top one per cent in intellectual ability. When the states and the District of Columbia were ranked from one to 49, Minnesota was ranked fourth in the number of graduates in this talent pool. At the same time Minnesota tied with Utah for 42nd place among the states in the proportion of these talented near winners in the 1957 merit program who did *not* enroll in college immediately. This study calls attention to this loss of high level talent within the state through lack of desirable further education, a loss that might be corrected by greater use of scholarships. In the Thistlethwaite study 84 per cent of these drop-outs, those who did not go on to college, indicated that they would certainly or probably have accepted a scholarship paying all their college expenses and thus enabling them to attend. "The loss of these students to higher education," says this author, "is an undeniable waste of the nation's intellectual talent." (p. 822)

C. RECOMMENDATIONS OF THE ADVISORY COMMITTEE

The Advisory Committee on Scholarships reviewed the several scholarship programs available in other states and the findings which have been summarized in the earlier sections of this report. This committee concluded that a statewide program of scholarships should be recommended for Minnesota and that sufficient funds be appropriated so that scholarship grants can be made to qualified Minnesota students who demonstrate their capacity to profit from higher education and who have insufficient resources to pursue a college education. Scholarships were recommended rather than loans because of the existence of the federal loan program and because scholarships can accomplish some things which loans cannot. Loans are particularly less desirable for women students who are hesitant about bringing indebtedness with them upon marriage.

This Advisory Committee has incorporated its recommendations in actual bill form which has been included as Appendix B of this report. The major features of this bill follow:

1. State scholarships should be based on the residual financial needs of students after all other provisions have been exhausted. This would include the possible contributions of the family, student earnings, other scholarships or grants in aid, and loans which could be made. The student would be expected to work out a total financial plan in keeping with his expected obligations in attending the Minnesota college of his choice, public

or private, and for which he is qualified for admission. Tuition fees and living expenses would be included in determining fiscal need. Exclusion of board and room was viewed as discriminating against students who lived outside communities which maintained college facilities. In general this would discriminate against rural students, a situation which was completely unacceptable to the Advisory Committee on Scholarships.

2. The maximum scholarship grant for any one student should be \$700 per year; the average grant was expected to be approximately \$400 per year. Scholarships would be renewable for three academic years for students who could qualify by satisfactory achievement, continued residence within the state, and financial need. A specified number of scholarships were to be awarded on a congressional district basis. Provision was to be made for awarding certain scholarships at large including situations in which congressional district applicants failed to meet minimum standards.

3. The State Board of Education was identified as the appropriate state agency for administering the state scholarship program. It was assumed that this function would be performed as a part of the regular activities of the State Department of Education. Appointment of a State Scholarship Advisory Committee by the State Board of Education was anticipated. This Committee, consisting of representatives of the various types of colleges, the public schools and citizens at large was to assist in developing procedures and policies and in the selection of applicants to receive the award.

4. State scholarships were to be unrestricted with respect to the field of study and the student's choice of accredited Minnesota colleges. It was recommended that scholarships should not be limited to valedictorians or the top 2 per cent of high school graduates but should be available to students whose aptitudes and record in high school indicate they have a contribution to make which would be enhanced by higher education. Scholarships should generally be limited to undergraduate programs rather than technical, professional or graduate studies which extend beyond the normal college program.

5. The recommendation was made that funds be available to establish a state scholarship program during the 1959-61 biennium. One hundred scholarships were recommended to begin in 1959-60 with sufficient funds to provide earmarked renewals for the next three years. An additional 200 scholarships were recommended to start in 1960-61, again with funds for renewal for a four-year college course. Administrative costs were to be kept low by use of the State Department of Education as recommended above, through maximum use of existing testing programs and for reimbursement only of expenses necessarily incurred in the conduct of this program.

CHAPTER V

ORGANIZATION OF HIGHER EDUCATION IN
MINNESOTA

How should the state organize its provisions for public higher education? What changes, if any, should be recommended in the present organizational pattern to increase the effectiveness of Minnesota public colleges and universities? How can we possibly handle the more than 90,000 students expected in our institutions of higher learning by 1970? These persistent and troublesome questions were constantly raised in the hearings and discussions of the commission. Many recommendations were made, many conflicting statements and viewpoints were expressed, few studies deal adequately with the topic.

A. THE MINNESOTA PATTERN

Higher education in Minnesota has gradually evolved into the present organizational structure. The University of Minnesota is governed by the Board of Regents; the state colleges are managed by the State College Board; jurisdiction over public junior colleges at the state level is vested in the State Board of Education; and responsibility for the private colleges belongs to the several independent boards of trustees. In general there is no overlapping in membership, although it is possible and sometimes happens that members of boards for private colleges also hold membership on one of the three governing boards for public institutions.

1. *The University of Minnesota*

The legal framework of the University of Minnesota was established by the Territorial Legislature in 1851, seven years before Minnesota became a state. The Board of Regents under the provisions of this act were given power "to enact laws for the government of the University." This authority of the Regents, carried over into the state Constitution, provides that body with considerable independence for the management and control of the University. This authority is sometimes questioned, particularly along fiscal lines, but has been upheld as recently as 1928 by the Minnesota Supreme Court which ruled that the University could not be held to the provisions of the 1925 Legislative Reorganization Act.

The 12 Regents of the University are elected in joint convention of both branches of the Legislature for overlapping six-

year terms, four members being elected each biennium. The University must also look to the Legislature for the appropriations which constitute a major portion of its general operating income and, consequently, must simultaneously seek approval and support for any important changes in the institution's three major functions of instruction, research and public service. Thus the Legislature, as representatives of the people of the state, help to define and shape the role of the University and its contribution to the state. New functions are often added by legislative action. Recent examples include the School of Veterinary Medicine and the Southern School of Agriculture at Waseca.

Unlike many states, the University of Minnesota consolidates in a single institution the state's land-grant college and its state university. Collegiate instruction is offered for students in residence at the three major campuses of St. Paul, Minneapolis and Duluth and to adults and part-time students through the Extension Division at these campuses and in many other places across the state. Branch experiment stations operate in eight locations; steps are being taken to establish a ninth in Southwestern Minnesota. Non-collegiate schools of agriculture are found in five locations: Crookston, Morris, Grand Rapids, St. Paul and Waseca.

The University offers liberal arts, professional, technical and graduate education in practically all of the major academic and professional fields. It is the only institution in the state offering advanced professional and graduate work in most fields. Research is an integral part of almost all phases of the University's work. Major achievements can be cited in almost every field; research accomplishments in agriculture, medicine, technology, education and other professional areas have been recognized the world over. Public service also represents a sizeable segment of University endeavor. This function is best known to the public through the activities of the Agricultural Extension Division, the Industrial Relations Center, the Center for Continuation Study, and Radio Station KUOM, but many other agencies also provide such services. The impact of the University upon the welfare and security of the state is constantly increasing as new calls are made by various constituencies for instruction, research and service to the people of the state.

2. *The State Colleges.*

Until the 1957 session of the Legislature, the five state colleges of Bemidji, Mankato, Moorhead, St. Cloud and Winona were known as state teachers colleges. The same statute which changed the name of these institutions from teachers colleges to state colleges (M. S. 1957, section 136.14), also transformed the governing board for these colleges from the State Teachers College Board to the State College Board. The state colleges operate under statute provision as do other operating departments of the state

government and are subject to the controls of the 1939 Reorganization Act and other acts. This means that, with the exception of the dormitory construction program for which the Legislature made the State College Board accountable, the state colleges are subject to the supervision and control of various state agencies for budgeting, personnel, supplies or equipment, and building. Appropriations for the colleges are allotted by the Commissioner of Administration on the same quarterly basis that is followed for all other departments of state government. The state colleges thus do not have the same independence of government which is constitutionally given to the University under the Regents.

The State College Board consists of nine members, five of whom are appointed as resident directors from the counties in which the colleges are located. Three directors are appointed at large. The ninth is the Commissioner of Education who serves as secretary of the board. Resident directors and directors-at-large are appointed by the Governor with Senate approval for overlapping four-year terms. In July, 1957, the State College Board redefined the position of its Executive Secretary to be that of an executive director, a chief executive for the Board who is authorized to speak officially for the Board on all matters. In establishing this position the Board has sought to strengthen its central office in handling its administrative affairs, furnishing the Board with needed information and coordinating the dormitory construction program.

The individual state colleges are administered by their presidents who, together with the separate faculties of their respective institutions, are charged with the operation and direction of the college. Although the liberal arts function has been increasing in importance, the teacher education function is dominant. Almost three-fourths of the on-campus resident students for fall, 1957 were enrolled in teacher education programs. Four-year programs predominate, though some less-than-four-year elementary education programs and some three-year nursing programs still exist, as do two-year programs leading to the Associate in Arts degree. All of the state colleges also offer a fifth year professional program in teacher education leading to the Master of Science degree. The state colleges also provide pre-professional or preparatory programs for students who transfer to the University or elsewhere to complete their work in such programs as engineering, law, dentistry, agriculture, and the like. Some terminal and special programs are also available.

3. *Public Junior Colleges.*

The public junior college operates as an upward extension of the public school system under the control of the board of education of the local school district which supports and oper-

ates it. Since public education is a state function, the government of public junior colleges as part of the system of public education rests with the State Board of Education. Responsibility is therefore given to this Board for the classification, administration, supervision and control of public junior colleges.

The State Board of Education is composed of seven members appointed for overlapping seven-year terms by the Governor, by and with the approval of the Senate. No more than one member can reside in any one congressional district at the time of appointment. The State Board of Education also serves as the State Board for Vocational Education. The Commissioner of Education is appointed by the State Board of Education for a six-year term and serves as executive officer and secretary of the board.

Functions and programs of public junior colleges have been described in an earlier section of this report (Chapter III) and have not been repeated here.

4. *Private Colleges.*

Two of the sixteen, private and accredited liberal arts colleges of the state were already in existence when the Minnesota Territory attained statehood in 1858. These were Hamline and St. John's which were chartered by the Territorial Legislature in 1854 and 1857 respectively. The remaining four-year colleges and their dates of founding follow: Augsburg (1874), Bethel (1931), Carleton (1866), The Colleges of St. Benedict (1913), St. Catherine (1906), St. Scholastica (1912), St. Teresa (1907), and St. Thomas (1885), Concordia, Moorhead (1891), Gustavus Adolphus (1862), Macalester (1885), Minneapolis School of Art (1886), St. Mary's (1913), and St. Olaf (1874). Two accredited private junior colleges complete the list: Bethany Lutheran (1926) and Concordia, St. Paul (1905).

Direct control over the private colleges is vested in independent boards of control, members of which are usually elected in whole or in part by church bodies with which the college is affiliated. All of the private colleges except the Minneapolis School of Art are church related to some degree. Most of them still receive some support from the church or church organizations.

To the prime function of providing students with a liberal education, most of the private colleges have added teacher preparation. Some of these colleges also provide pre-professional education and some offer programs in business, design, library science, and nursing. The church-related colleges emphasize their role in transmitting the Christian heritage as part of any program of higher liberal or professional education.

Support for private colleges comes from private sources, with chief reliance being placed on student tuition and fees. This is

supplemented by income from endowments and gifts and grants from various sources. The Minnesota College Fund Association is a cooperative effort of most of the four-year private colleges to channel corporation and business gifts into a single channel. Donations received by the foundation are divided among the colleges.

The strength of the private colleges lies partly in the bulwark of independence which they bring to higher education in the state. These institutions increase the diversity of higher education available to Minnesota students locally and represent an important element in the development of academic freedom and perservation of the cultural heritage. From an economic standpoint these colleges relieve public tax sources of the necessity for direct expenditures of public funds to educate almost a third of the college students in the state. At the same time these non-profit institutions receive tax exemptions on property used directly for this educational purpose.

B. THE PATTERN IN OTHER STATES

Much change is taking place in the structure of public higher education in the United States, chiefly through the development of unified systems of higher education.

State programs of higher education have been growing largely because of problems brought on by lack of coordination. State surveys have often found costly competition for funds and students among state colleges and universities, inefficient duplication of offerings and some gaps in educational service. Sometimes the roles or functions of the separate institutions are not defined clearly enough or are not sufficiently limited. The result is that institutions unnecessarily duplicate facilities and services. Sometimes the competition among state institutions becomes so severe that cooperation and coordination on a voluntary basis become difficult or impossible. The growth of these institutions is often so great that careful thought must be given to statewide planning, a situation which seems unlikely with the divided control which has permitted serious difficulties to arise.

Eight states considered legislation designed to establish or to make changes in a state system of higher education in their last regular legislative sessions of 1957: Alabama, Arkansas, California, Connecticut, Illinois, Missouri, New York, and Pennsylvania. No action was taken in any of these states during the 1957 session but in many cases the same legislation is scheduled for consideration again in 1959.

A growing number of states now maintain either a unified system of higher education or some kind of centralized control. Fourteen states have a pattern of centralized control in which

state institutions of higher education are governed by single boards: These are: Arizona, Georgia, Idaho, Iowa, Kansas, Mississippi, Montana, Nevada, North Carolina, North Dakota, Oregon, Rhode Island, South Dakota and Wyoming. In most of these states a single board of regents, state board of education, or state board of higher education exercises some control over all state colleges and universities. It should be noted at this point that a unified system and some kind of centralized control does not necessarily mean uniformity nor is efficiency in operation guaranteed by such provision.

In three of these the state board has supervision only over a single state institution. In one, Georgia, supervision of the University and its fourteen branches was transferred from several independent boards to a single board of regents for the university system. Kansas represents a more typical situation in which five institutions are governed by the Board of Regents: the state university, two state colleges, and two state teachers colleges. Public junior colleges if they exist are not included under the administration of the state higher education agency in most of these states. An exception is North Dakota where the two public junior colleges are also administered by the State Board of Higher Education as well as the other four-year colleges and the University.

A second pattern of partially centralized state control is found in the appointment of a regulatory board with specified responsibility for the total state program of higher education. Local governing boards still operate individual institutions under this plan. Eight states have some kind of partial control agencies of this type: Florida, Kentucky, New Mexico, New York, Oklahoma, Pennsylvania, Texas and Wisconsin. This method of partially centralized control is fairly new but the specific plan varies from state to state.

In Florida all state institutions of higher education are subject to the control and supervision of the State Board of Education. Another pattern is found in New York where the total educational program, including the state education department, is subject to the Board of Regents, University of the State of New York. It is interesting to note that this state has no state university in the usual sense other than this paper organization. Kentucky has a Council on Public Higher Education which coordinates the work of the state institutions of higher learning. In New Mexico a lay board, the State Board of Educational Finance, receives, adjusts and approves budgets submitted by the ten educational institutions.

A type of central board for higher education is found in Oklahoma, Texas and Wisconsin. In Oklahoma the State Regents of Higher Education constitute a coordinating board for the

Oklahoma State System of Higher Education. This body allocates to separate institutions funds which have earlier been appropriated in lump sum by the state legislature. Separate governing boards administer the several institutions. Texas and Wisconsin have more recently established central control agencies over institutions of higher learning in these states.

In addition to legal patterns of control, however, some attention should be given to voluntary coordination and cooperation which exists in several of the remaining states. In California this is accomplished by a Liaison Committee consisting of representatives from the Regents of the University of California and the State Board of Education. In that state the Board supervises both the state colleges and the junior colleges. In Ohio the five state institutions have joined forces for many years on a voluntary basis and discussed issues and problems which confront them individually or collectively. This voluntary coordination includes budgetary review and screening of legislative requests. A similar approach is used in Indiana where the three public higher educational institutions join in planning their legislative requests and in consolidating them before they are presented to the Legislature.

Voluntary coordination often extends outside the boundaries of a state to include regional studies and agreements. The usual plan is for the states to agree to furnish on an actual reimbursed cost basis certain educational programs and facilities for each other. The Southern Regional Board represents one such attempt to cooperate in studies of higher education and to pool resources. From time to time such an arrangement has been studied by Minnesota in cooperation with surrounding states under the auspices of the Council of State Governments. The general result of such study is that no such general contract is needed here due chiefly to the existence of the several large Midwestern State Universities. Minnesota as a state has little to profit from such formal relationship due to the breadth of programs offered. As a matter of fact it could easily become embarrassing, as, for example, if this kind of arrangement led to the rejection of a Minnesota medical student in order to make room for a medical student of the same or lesser ability from a state with which the agreement had been made.

At the same time several voluntary agreements exist in the Middle West. These include the Midwest Inter-Library Cooperation, the Midwest University Research Association, the Council of Ten, and joint research and instructional programs in various subject fields between universities in two or more states. A good example of the latter is the recent cooperative study by departments of agriculture at the Universities of Minnesota, Wisconsin, the Dakotas and Iowa in the location of the Southwest Experiment Station at Lamberton so that research would be pos-

sible on a type of soil not currently studied in these states. Some of these cooperative programs involve both public and private colleges, as shown by the cooperative program involving educational Channel 2 and the one between St. Cloud State College, the College of St. Benedict and St. John's University. Private colleges have already explored cooperative relationships of this sort both in St. Paul with Hamline, Macalester, St. Catherine's and St. Thomas working together and by Carleton and St. Olaf working with the Midwest College Association.

C. ALTERNATIVES FOR MINNESOTA

The pattern of higher education which is best suited to one state does not necessarily fit the needs of other states. Conditions vary from one state to another. The alternatives will also change with time depending upon the circumstances in that state.

This is well illustrated in Minnesota. The constitutional status of the University of Minnesota cannot be changed except by amendment to the Constitution. This means that constitutionality would be an important issue in any attempt to establish any kind of decentralized control of the super board type as represented by the State Regents of Higher Education in Oklahoma. This would arise out of the infringement on the powers of the Regents "to enact laws for the government of the University."

At the same time the functions of the University have from time to time been broadened by statutory action. This is well illustrated by the transfer of Duluth State Teachers College as a Branch of the University in 1947. Constitutionality of this transfer has not been an issue and the Regents have accepted responsibility for the maintenance, development and operation of the Duluth campus.

The advantage provided by such arrangement of freedom from political control is very great. Many attribute the greatness of the University to this constitutional status and freedom to work out within limits its institutional destiny. Such provisions are generally sought by higher educational institutions in other states.

Both the unified and the partially centralized systems of higher education seek to provide some greater measure of control and coordination over public higher education. The inference is often drawn that such controls also improve the state system by reducing unnecessary overlapping and duplication of function and program. This inference is difficult to follow for competition among educational institutions can be viewed both as gain and loss. Unnecessary competition between public institution of a state for students, staff, salaries, tuition and other funds must generally be considered to be harmful. At the same time competition

for educational ideas must usually be viewed as healthy. It is in the marketplace of such ideas that discoveries are made which have great potential worth to society and technology.

At the same time educational structure at the state level can seldom contribute in this field. There can be quite as much competition for ideas within single institutions, particularly multi-purpose ones where faculties and students of many disciplines and fields confront each other, as there can be between institutions. Care must be exercised in establishing outside controls that damage is not inflicted to the internal educational structure. Unfortunately the reverse is not always true. Independence does not necessarily guarantee this desirable competition in the realm of ideas either. The best that can be granted is that such ideas are more likely to flourish when able faculty are provided with sufficient time, resources and freedom to develop these ideas. The attractiveness of voluntary systems of control and coordination increases in this perspective. Separation and independence does not guarantee quality or scholarly productivity.

1. *Transfer of State Colleges to the University.*

This first alternative has often been cited as a desirable way of centralizing responsibility for the state's higher education in Minnesota. The pattern established by the transfer of Duluth State Teachers College to the University is endorsed by advocates of this alternative for the other five state colleges. The Governor at the 1957 session of the Legislature made this recommendation as his best advice on the future organization of higher education. His Commissioner of Administration, Arthur Naftalin, has appeared twice before the Commission on Higher Education to advocate this kind of organizational structure. A listing of claimed advantages and disadvantages may be helpful in considering this plan for the organization of higher education.

a. *Claimed Advantages.* Several reasons have been cited as advantages of this consolidated system of higher education:

(1) Better planning would result. Instead of having two or more agencies each responsible for a segment of higher education, the consolidated system would assign responsibility to a single governing board which would examine the total needs of the state for advanced education and make recommendations accordingly. With the tremendous needs confronting higher education, careful over-all planning by some agency of higher education seems a logical step. The experience and competence of the University of Minnesota is cited as an important reason for assigning this responsibility to that institution.

(2) The prestige and status of the University is high. Productive scholarship and research have flourished at the Uni-

versity. Prestige is conducive to good work and will be needed in the years ahead if Minnesota is to attract its proper share of high calibre college teachers in a time of severe shortages. A higher quality of staff may be attracted to the state colleges if positions carry University status. The state university must retain its position at the apex of education if quality is to be maintained and developed.

(3) The freedom and independence of government provided the Regents under constitutional provisions and appointment by the Legislature are essential to the development of high level institutions of higher education. Such autonomy cannot be guaranteed under a statutory provision since that which is so established can be changed in the same manner.

(4) The state cannot afford two major competing agencies of higher education which compete for funds, programs, personnel, and status. Duplication of major administrative and central office functions under two educational agencies is wasteful as long as one of these agencies can provide necessary administrative and supervisory service for purchasing, personnel, plant planning and construction, and broad educational planning. Unnecessary duplication and overlapping of function and program can best be avoided or reduced by allocating this function of educational management to one centralized agency. This alternative is viewed as far superior to removal of control from the academic setting.

(5) Incorporation of the state colleges into a single university system would help to decentralize the University and to make its resources more available in other areas of the state than the three major cities. It would also reduce the feeling that the location of the University in the Twin Cities and Duluth provides more adequately for students in these metropolitan centers. This situation exists partly because the established state colleges operate in five other major population centers and reduce the need for University programs in these locations.

b. *Claimed Disadvantages.* Those who oppose transfer of the state colleges to the University cite other arguments, some of which are in direct opposition to those listed above. At the same time it should be noted that classification as advantages or disadvantages often depends upon the viewpoint of the person making the arguments. In some circumstances the same point is viewed as supporting and rejecting the idea of transfer. Some of the reasons most often claimed as disadvantages follow:

(1) Transfer of the state colleges to the University removes one more segment of education from direct legislative and administrative control by the normal agencies of state government. The autonomy of the Regents under constitutional status gives them direct jurisdiction over the funds allocated to the Univer-

sity. Though these funds are originally granted by the Legislature, the University is exempt from many of the controls under the Reorganization Act of 1939 and other acts which seek to interpret legislative intent. The Regents exercise this function for the University except for biennial review by the Legislature.

(2) Coordination of higher education is now performed by the Legislature. The separate hearings of the University and the state colleges enable the legislators as representatives of the people to understand problems of higher education and to have a direct voice in determining the direction which the state institutions shall go. Competition between these two segments of higher education is thus viewed as an asset rather than as a liability since it gives the Legislature a definite voice in determining how and where the higher educational dollar should be spent. Monopolistic control by a single agency is thus avoided.

(3) Higher education in Minnesota is now in a comparatively good position. This state has little of the serious conflict between institutions noted in other states. Rather, Minnesota colleges and universities, public and private, have worked together to establish programs and procedures which are the envy of other states. Few states have done as much research and careful study of all phases of higher education as the State of Minnesota. We need to build further upon this kind of relationship rather than to take any action which might jeopardize it.

(4) The proposal that the state colleges become part of the University has been widely discussed but relatively little support has been forthcoming from the institutions involved or the communities which they represent. True, the Board of Regents has stated its willingness to accept this responsibility, either for one state college at a time over a period of years or all at once, with a preference for the former, provided this is accompanied by legislative, college, and community approval. The complementary reaction has not been forthcoming from the state colleges or from the communities in which they are located. The State College Board has expressed opposition to this plan. Faculty members in state colleges place this proposal in a second position and then only under certain prescribed conditions. They would prefer a strengthened and fiscally independent state college system with a special liaison committee for coordination with other institutions at board level. However, transfer to the University is preferred by faculty members both to continuation of the present State College Board and creation of a new higher education board.

(5) Establishment of a single system of higher education is no guarantee that friction will be minimized, that overlapping and duplication will be reduced, that greater economy will result, or that better planning will materialize. Several of the states which now have centralized systems or boards of higher

education are in greater trouble than is Minnesota. In many of these states the statewide system has apparently developed at the expense of maintaining a first rate state university. We need to be concerned that the University of Minnesota be permitted to maintain its present high position rather than to load it down with so many responsibilities that it cannot possibly retain the quality which has made it one of the truly great institutions of higher learning.

2. *Strengthening of the State Colleges.*

A second proposal has been the strengthening of the state colleges as a group. This proposal takes a variety of forms ranging from fiscal independence to reorganization of the State College Board and central office. The Governor's Committee on Higher Education endorsed the strengthening of the state colleges by urging "both a more appropriate administrative organization and substantially greater financial resources." This was elaborated in its Recommendation Number 5 as follows:

"That the State Legislature should establish a State Teachers College Board on a pattern substantially similar to that of the Board of Regents, but authorized by legislative rather than constitutional action. This Board would be given responsibility and authority comparable to that which the Board of Regents has for the operation and control of the University of Minnesota. Under this scheme a central office for the teachers colleges would be created with a chief administrative officer appointed by and responsible to the Teachers College Board. This office should be staffed with such additional administrative officers as may be deemed essential for proper performance of administrative responsibilities, including the coordination of functions, programs, faculties, planning and maintenance operations." (P. 94)

Essentially this recommendation argues for removal of the state colleges and the State College Board from the necessity for operating like other agencies of state government. Independent control by the Board would remove this unit from the normal controls of the Department of Administration. This recommendation arises more from the different status of higher education from hospitals, or conservation, or highways, or other state functions than it does from dissatisfaction with Department of Administration treatment of the state colleges.

In its proposed State College Code, the State College Board does not seek as much independence as the Governor's Committee recommended. Rather an effort is made to leave with the regular units of state government those functions which can more economically and efficiently be performed by these units while at the same time allocating a greater degree of independence to the

Board for the internal operation of the state colleges. The proposed State College Code also strives to retain the independent operation of the individual colleges while at the same time providing desirable central services. The greatest departure from present procedure is the attempt to establish the authority of the Board to make budget allotments within the general limitations in total funds approved for the biennium by the Legislature. No change is sought in purchasing, civil service, or in relations to the office of the state architect. The proposed code is also intended to bring existing statutes into conformity with each other and with the new status of these institutions as state colleges. The necessity of appointing resident directors is also removed under this proposed code.

a. *Advantages Claimed for Strengthening the State College System* follow:

(1) Independent operation of the state colleges by the State College Board, within limits prescribed by the Legislature, would increase the prestige of the Board and make it truly responsible for its work. This would give the Board a status somewhat comparable to the Regents, though established by statute rather than constitutionally. The status of the Board would be enhanced since its actions would no longer be reviewable by the regular agencies of state government.

(2) The State College Board would be able to do a better job of consolidating and interpreting the over-all legislative needs of the separate colleges. A central office would largely reduce the need for independent representations before the Legislature by the several colleges. The consolidation of the fiscal needs of the separate state colleges would take place prior to the meeting of the Legislature in approximately the same fashion that is currently done by the University.

(3) A strengthened central office with a chief administrative officer for the Board and adequate other assistance would be able to perform the staff work of the Board with greater efficiency and sounder planning. More effort could be given to the coordination of program and services of the five colleges and to the differential development of functions in keeping with regional needs.

(4) This change of status would retain the separate organization and operation of the state colleges. The Legislature would review the needs of state colleges and the University separately and could determine as it saw fit the support and responsibilities of each. The state colleges would retain their close legislative tie while simultaneously being given an autonomy of operation which would enable these institutions to make needed adjustments without detailed review by the Department of Administration.

(5) This proposal carries the endorsement of the State College Board and is the first choice of the faculties in the five separate institutions.

b. *Disadvantages Claimed for This Proposal* follow:

(1) Establishment of a strong independent operation of the State College Board is contrary to the trend toward centralized control in state government and would lead eventually to serious conflict between the two major educational agencies, the University and the state colleges. The experience of states which have two or more dominant institutions is anything but reassuring on this point.

(2) Duplication in the central office of services which could be provided by the University is likely to prove costly. The same holds true for the establishment in the central office of the Board of the same kind of procedures and controls now performed by the Departments of Administration, Civil Service, Central Purchasing, and the State Architect.

(3) The chief arguments against transferring state colleges to the University has been the lack of legislative and state governmental control of the Regents under their independent status. This proposal would essentially provide the same autonomy for the State College Board. Proliferation of independent agencies is contrary to good governmental practice.

(4) This proposal leaves responsibility for statewide planning for higher education to a liaison committee which has no real authority. The very great needs of the next several years require not only a high level of planning but also of execution. This should not be left to chance or the compromises of essentially independent agencies of government. Some hardheaded decisions will have to be made to avoid unnecessary duplication and overlapping and to be sure major gaps in educational service are filled without regard to separate institutional interests, politics, or community pressures. These decisions should be made on educational grounds by some agency which has the ability to interpret the higher educational needs of all the people and the authority to carry them out.

(5) Certain steps to strengthen the state colleges were taken by the last session of the Legislature. Evidence has been introduced to indicate that these steps were constructive ones. More time is needed to assess the worth of these recent changes before a still more drastic revision is undertaken.

3. *A Third Alternative, Preservation of the Status Quo.*

To the above proposals for change in the state colleges status must be added the preservation of the present situation. This alternative was rated lower by state college faculty than the

strengthening of the state college system or the transfer of the state colleges to the University, particularly if the latter were to be accompanied by certain safeguards with respect to faculty status.

The Commissioner of Administration has expressed his view that retention of the status quo is superior to establishment of an independent state college board, particularly if the composition of that board were changed to eliminate the resident directorships under either alternative. His view in testimony before the Commission on Higher Education was summarized thus:

"The future of the State College system, I believe, would be best served if the board were to be fully integrated into the Board of Regents, and second, if this proved to be politically unfeasible or politically unacceptable, that then there should be some system of long term absorption. And I would say third, that if either one of these systems were not acceptable, then I would favor the removal of the resident directors from the Board and the creation of a strong central office but leaving the present central controls. Then, fourth, I would favor an independent board that would have fiscal independence in the same way the University has. In other words I would regard that as the least attractive of the proposals." (Hearing, October 3, 1957.)

D. CONCLUSIONS

The Commission on Higher Education devoted much time to consideration of the various proposals that have been made to it. Testimony before the commission did not reveal clear superiority for any one alternative. The several reasons favoring and objecting to the two major proposals for change in status for the state colleges have been summarized in this preceding section for further discussion and clarification by the Legislature and by the citizens of the state who have interest in and understanding of this problem. An effort has been made to cite these arguments in objective form. Although it has not been possible to include all of the arguments, it is hoped that most of the major ones have been included.

Concern has been expressed in meetings of the commission about how these proposals could best be implemented. Transfer of the Duluth State Teachers College to the University required legislation only in the final stages of transfer. Essentially the same procedure would be open to any of the state colleges today. Some account would likely have to be taken at the time of transfer for clarification of the responsibility of separate institutions and the State College Board under the dormitory construction program.

The proposed State College Code has been prepared by the State College Board and its Executive Director. This code will be

presented to the Legislature at the 1959 session. It is relatively complex and will involve considerable discussion and clarification of purpose. The commission encouraged the State College Board to prepare such a proposed code as one step in clarifying the present operation of the state college system. Detailed study of this proposed code is recommended. This was not done by the commission because of the late date at which it was presented.

The commission spent a good deal of time on the topic of how public higher education could best be coordinated. These discussions revealed no way in which legislation would facilitate coordination and still keep it voluntary. Creation of a super board seemed educationally unwise and impractical.

One proposal for coordination of higher education which was not accepted by the commission largely because of the feeling that voluntary coordination could not be legislated. This proposal is presented to illustrate the possible direction of a coordination plan and because of other alternatives presented by other groups.

This proposal called for the establishment of a nine-member coordinating committee consisting of four persons representing the University, two representing the state colleges, and one each representing the State Board of Education, the private colleges, and a citizen at large. Membership on this committee would thus be roughly proportional to enrollments for public education and would also include representation from the public at large and the private colleges. The latter two would be appointed by the Governor. The others would be appointed by their governing boards and would include the President of the University, the Executive Secretary of the State College Board and the Commissioner of Education. Initiation for the formation of such a coordinating committee would rest under this proposal with the University of Minnesota as the major institution of higher education in the state.

This coordinating committee was expected to review the needs of higher education, major changes in program, location and function, and was expected to report to the constituent governing boards. An appropriation of \$100,000 was to be sought for such operation and staffing of the coordinating committee.

This proposal was not acceptable to the Commission on Higher Education. Further study of alternative methods of securing greater coordination is apparently needed.

Most of the proposals which have been made for consolidation or strengthening of the state college system have paid little attention to the junior colleges or to the private colleges. Effective coordination of higher education should certainly take account of the work done by these two major types of institutions. Maxi-

mum development of private colleges must be encouraged in the years ahead if only to reduce the size of the task of providing higher education in public institutions. The public junior colleges have endorsed some kind of liaison committee in which the State Board of Education would represent these institutions.

The problems of higher education are complex. No simple solution appears to be completely sound. Only one conclusion seems justified—further study and clarification are needed both with respect to the issues and the possible solutions. Unfortunately there is little time available for such scrutiny. Major pressures will develop in the next five years. Perhaps some direction will be forthcoming by the consideration which is forced by the size of the student load.

CHAPTER VI

SUMMARY AND CONCLUSIONS

In creating the Legislative Commission on Higher Education, the 1957 Legislature instructed the appointed members to study the needs for higher education in the state of Minnesota, to investigate the available facilities, and to identify those factors which should be considered in decisions affecting the future development of higher education in this state. The commission made use of many sources of information in doing its work. Existing studies of higher education were reviewed; new studies were sponsored; and hearings were held with various groups. An attempt has been made in the present report to draw together the information so obtained for use by legislators and others who are concerned with the future of higher education in Minnesota.

One fact pervades all discussions of higher education today—more youth will attend college during the next decade than in any previous decade. No serious student of higher education doubts that enrollments will continue to increase. The post-war birth rate, the growing percentage of youth attending college, the tendency for those who go to college to remain for longer periods of study—all these are contributing factors. Unless drastic change occurs in the economic or military situation, it can be confidently predicted that twice as many youth will seek the opportunity of college study in 1970 as do today. What can and should be done? The answer to this question has clear consequences for the state's future because one of its most valuable resources, educated men and women, is involved.

Restricted Enrollments, A Poor Solution

For some the answer to this problem is easy; simply restrict enrollments to the number which can be accommodated. Like many other seemingly simple solutions, this one overlooks some basic considerations. A sound basis for higher standards of selection is difficult to define and apply with equity. The general trend in admissions policies today is toward raising standards. How much higher these standards should go is currently being debated in most Minnesota colleges, public and private.

The prescription of restricted enrollment works best in the abstract when it applies to another's children; it fails in practical application when the students who would be denied further education are the sons and daughters or the grandsons and granddaughters of those who pose this remedy. It fails to recognize that prospective college students come from stocks of people who,

even before Minnesota's statehood, sought improved education for their families.

While Minnesota's college students comprise a rather broad span of talents, the records of the last eighteen years, during which college enrollments have increased most, show no decline in general quality of students. The opposite can in fact be demonstrated. More students could have followed their high school graduation with admission to college without decreasing the quality level of college enrollments. There has always been and there continues to be a large number of youth, with the highest potential for college success, who do not attend college. A number of reasons account for this including family attitudes and lack of interest on the part of the students themselves. Nevertheless, some youth are prevented from attending college for reasons which are beyond their own and family control, chiefly the rising costs of college attendance. This is especially true for the expense of supporting a student away from home.

Higher Education Begins in Early Years

The roots of higher education are planted in the educational experiences of boys and girls in elementary and secondary schools and in the home. Good instruction in the early years can stimulate study interests and provide the basic tools and understandings which will prepare youth both for further education and direct entry into fields of work and citizenship.

One of the first approaches to improve higher education thus becomes the further strengthening of elementary and secondary education. It is paradoxical, but increasingly evident, that the problem presented by the increasing demands for college may well spur this kind of constructive action that will provide more adequate education at all levels for youth throughout the state.

The importance of the quality of education that precedes college has been much discussed. Particular emphasis needs to be given to counseling programs so that students will be guided well in the selection of courses of study best suited to their abilities and requirements. The importance of early identification and careful guidance of the specially talented student has been much emphasized both from the point of view of the student's greater contribution and of society's need for his services. It seems only necessary to add that part of this guidance may involve the attitudes of family and the youth himself regarding college attendance. There are also students for whom college is not a wise plan. When such students and their families have a long held goal of college attendance, the counselor's task is indeed a difficult one, but no less important than with the student of high college potential.

Good counselors throughout the state could do much to see that the students who apply for college, are well suited for such work. This state and country demand that all such youth have fair opportunity for further education. This is not now true.

Barriers to Further Education Must Be Reduced

Two ways of reducing barriers to higher education have been considered by the commission. The first of these seeks to remove the barrier of distance by establishing new college programs. The second approaches the barrier of costs by providing programs of loans and scholarships. Both are interrelated even as distance and cost factors are associated in preventing or inhibiting college attendance.

The uneven geographical distribution of Minnesota's colleges has been noted in almost every study of higher education in this state. The evidence that a student's chances of going to college are considerably increased if he happens to live near a college has encouraged examination of the conditions under which programs might be developed in parts of the state which are presently isolated from college facilities. Two types of proposals have been considered, one dealing with the establishment of collegiate branches of the University at the Crookston and Morris Schools of Agriculture. The second proposal seeks to encourage the establishment of public junior colleges in various outstate communities by provisions for increased state financial support. Because a separate commission was concerned with the Schools of Agriculture program, this report has dealt mainly with the junior college proposal. Both proposals have merit to the extent that they make higher education more available and accessible to qualified Minnesota youth who should be encouraged to continue their education beyond the high school in collegiate institutions.

Junior Colleges Deserve Encouragement

The chief arguments for establishing junior colleges are that by making two-year college programs available to youth in areas of the state not now served by other institutions, a step will be taken towards equalizing the educational opportunities for youth now restricted by geographical location. Financial restrictions may also be eased at the same time because students can live at home. Cost to the state are less than in state institutions because dormitory costs are eliminated and local school districts carry a substantial portion of operating and maintenance costs. At the same time it should be recognized that junior colleges tend to increase rather than decrease the size of college enrollments. The encouragement of more students to enter college later leads to more students who transfer to four-year colleges and universities. Such transfers have a good record of achievement in Minnesota. Fortunately many of the four-year colleges

can absorb additional students in upper division courses without corresponding increases in staff and facilities.

The education of students who will subsequently transfer to another college is an important function of junior colleges, but it is not the only one served by these community oriented institutions. For many students a general education of two years in length is sufficient and can be provided by the junior college. Vocational and technical programs contribute much to the local setting and can be adapted to community needs. Junior college guidance programs could do much to help young people discover for themselves whether they are suited to college. Adult courses and the cultural impact of college programs also contribute to the usefulness of the junior college.

Despite these evident advantages, Minnesota's junior colleges have developed only in a slow and spotty fashion. The reasons for this have been examined in detail. The junior college is still a relatively new idea in higher education and large numbers of people have little understanding of its purposes. The existing junior colleges in Minnesota have been hampered by small size and lack of coordination. Most of the large population centers now have some type of college and are generally not interested in establishing new programs, and in the rest of the state the school districts typically have either too few potential students or an inadequate tax base to support a junior college.

The establishment of public junior colleges in communities which are relatively isolated from college facilities will contribute most to solving the problems of higher education by reducing barriers of cost and distance. New junior colleges will not reduce the problem of providing for large numbers of students unless they are established and found attractive to students in the metropolitan Twin City area including suburbs of St. Paul and Minneapolis. The likelihood that such institutions can be established independently of the University does not now appear to be very good. This is a problem, the solution of which requires further study.

Next Steps for Junior Colleges

In the meantime the conservative development of four to six colleges in outstate locations of Western Minnesota represents a sensible approach to the problem of making college facilities available to a larger proportion of the state's youth. Relatively few locations offer much promise as junior college sites. The most promising have been identified by the Advisory Committee of the State Board of Education as: Fairmont, Marshall or Redwood Falls, Willmar, Alexandria, Fergus Falls and Thief River Falls. Control over the establishment of public junior colleges should continue to rest with the State Board of Education which, because of the dormant state of junior college development, has

not yet had an opportunity to demonstrate its ability to chart a sound course for the growth of these institutions. Preference is also given to the organization of public junior colleges as part of the unified school system under present local boards of education and existing provisions for cooperative development with neighboring school districts when feasible, rather than the establishment of separate junior college districts which overlap existing school district boundaries.

Immediate fiscal needs of public junior colleges call for some means of assisting local school districts to meet instructional and maintenance costs of junior college education furnished to non-resident students and in meeting the initial costs of physical plant and facilities. Two approaches to the former have been explored; establishment of a county-wide non-resident tuition fund for junior colleges comparable to that which exists for high schools and area vocational schools and the development of a statewide non-resident tuition fund for junior colleges. Either alternative would be helpful. State aid for junior college construction on a 50 per cent matching basis has been much discussed as a means of promoting junior college development. With a reasonable upper limit of state contribution and further study of any equalization principle, this recommendation has considerable promise at this time.

Scholarships Can Also Reduce Cost and Distance Barriers

The second approach to the reduction of cost and distance barriers to higher education is that of providing increased loans and scholarships to worthy college students.

The National Defense Education Act of 1958 was enacted during the life of the commission. Among its titles the provisions for loans for college students, fellowships for graduate students, and the strengthening of guidance and instructional programs in secondary schools were of particular relevance to the work of this commission. Under this act, selected students will be able to borrow up to \$1,000 per year to a maximum of \$5,000 under unusually favorable terms. The 1959 Legislature has already taken action to enable the state colleges to participate in this loan program. While loans such as these provide one approach to students' financial problems, most authorities in this field agree that they are not a complete answer.

A special advisory committee on scholarships established by the Higher Education Commission has explored this problem in detail and has recommended the establishment of a state scholarship program to make grants to qualified applicants. One advantage of this program is that students receiving such grants could attend any college in the state, public or private. The amount of the grant would be based on the residual financial needs of the student after full consideration of all other available

support. The possibilities of establishing a state scholarship program along the lines recommended by the advisory committee deserves serious consideration as an important means of reducing cost and distance barriers to higher education.

Existing Colleges Must Carry the Major Load

The establishment of new junior colleges, the conversion of agricultural schools at Morris and Crookston, and the establishment of a state scholarship system would all be aimed chiefly at making college facilities available to qualified young people in all portions of the state. The new facilities and assistance in meeting costs would also encourage more youth to attend college once they are in effect. These steps are now up for consideration by the 1959 Legislature which will be called upon to take positive action. Until they are established there is risk in taking the establishment for granted in charting the next steps for higher education.

One conclusion is obvious, however. The existing colleges and universities, public and private, will have to carry the lion's share of the enrollment increases in the years ahead. This is the situation in all parts of the country and was the conclusion reached by the President's Committee on Education Beyond the High School in its statement as follows:

"The expansion and support of existing institutions should in general take priority over the establishment of new ones (in the overall expansion and diversification of educational opportunities beyond high school in the years ahead). The larger numbers and larger needs can be cared for more immediately and more economically in this way. Needed expansion and decentralization will be most soundly effected on the principle of 'expansion by addition' without subtraction from the services and resources of existing institutions." (*Second Report to the President, Summary Report*, July 1957. P. 20)

University Support Must Grow

The major load will continue to be borne by the University with its land-grant tradition of teaching, research and service. The increases in enrollment at the University will represent a portion of that institution's task, that of instruction. The contribution of research and service currently requires at least half of the time and energies of faculty personnel and a large portion of that of civil service workers. Experience has shown that the research and service functions of the University will keep pace or may even outdistance increases in enrollment. The worth of such contribution has been demonstrated many times in agriculture, industry, medicine, science and technology, education and many other fields.

Continued support of the University by the state to enable this institution to carry its teaching, research and service functions is essential to the welfare both of the University and the state which it serves. The University of Minnesota now enjoys a reputation as one of the leading universities of this country for excellence in educational quality and in the research productivity of its staff. This is a reputation jealously sought by other multi-purpose institutions of higher learning often with less success. In the coming years of much turmoil and growth in higher education, the reputations and contributions of institutions may change. It is hoped that this will not manifest itself in Minnesota through a down grading of the University.

The next decade will bring serious problems of expansion and development to the University. The same decade will bring even higher requests for financial support and requirements of the University in meeting the challenge of maintaining quality of programs and a high level of accomplishment. State support of this institution must carry high priority if the University of Minnesota is to maintain its present role of state service.

Private Colleges Contribute Much

Next in size of instructional load is that of the fifteen private liberal arts colleges which contribute greatly to higher education in the state. Their close tie with church bodies and long history of accomplishment in the field of higher learning represent a normal outgrowth of the independent and resourceful spirit of the people of the state. These institutions have maintained a freedom of inquiry and expression; they have helped to secure a balance of public and private higher education. They have made bold strides in developing strong programs especially in the liberal arts and in teacher education.

Separation of church and state has become an important principle of government in Minnesota. This principle prevents direct support by the state to private colleges and universities. The proposed state scholarships for students may provide some indirect means of recognizing the important contribution which private colleges make to higher education by the relief afforded public institutions. Our public colleges would have to be half again as large if it were not for the enrollments in private colleges. The State of Minnesota and public institutions of higher learning should acknowledge this indebtedness to private colleges by providing encouragement and moral support for their contribution to higher education.

State Colleges Face Serious Problems

The 1957 Legislature converted the five state teachers colleges to state college status. These institutions have expanded rapidly and face still more serious problems of expansion as

they outgrow their physical facilities and sites. Serious study has been given both to physical plant requirements and need for staff by the State College Board and the Department of Administration. Recommendations have been made for the adoption of a drastically revised state college code in order to clarify functions and operating procedure for the State College Board and the institutions themselves.

This has been done during the same period of time in which recommendations have been made by the Department of Administration that the state colleges become part of the University system under the Board of Regents. Some efforts to move in this direction were made in the 1957 Legislature. The intervening two years have been marked by a fairly harmonious and strong relationship between the State College Board and the Department of Administration. The dormitory construction project has developed rapidly. A detailed long-range planning project for physical facilities has been completed during this time. The State College Board has been strengthened by the appointment of an executive director. The result is one of decreased restiveness on the part of the state colleges and state college communities for any change in organizational structure.

Some changes have been recommended for the state colleges, aimed at their continuing improvement. Increased enrollments will bring still heavier demands for state support and requirements for close organization and coordination of state colleges. More time is needed to assess the suitability of present administrative structure and the need for any change in organization. Certainly there is little support for affiliation with the University on the part of the state colleges today. Such support would be almost essential to the successful merger of these institutions under the Board of Regents.

Coordination Remains a Problem

There is rightful concern about the coordination and planning provisions of higher education in Minnesota for meeting the needs of the state. But this is a common problem of higher education throughout the country. Evidence of excessive competition between institutions for funds and students and of inefficient duplication of some offerings and services while gaps exist in provisions for others have led in a number of states to some type of centralized operation of public higher education within the state. Fourteen states now operate all state institutions under one board, eight have a regulatory board with overall responsibility for the state program although local boards operate individual institutions, and three have a superboard with responsibilities for allocating funds to individual institutions.

Other states have preferred to develop some form of voluntary coordination and cooperation among the institutions and

some voluntary programs extend beyond the state boundaries to comprehend regional programs.

At the present time three boards are concerned with the operation of Minnesota's public institutions of higher education; each of the private institutions has its own board of trustees. The Board of Regents is responsible for the University of Minnesota, the State College Board for the state colleges, and the State Department of Education, at the state level, for the public junior colleges. While no legislated coordination exists among these institutions, there is considerable voluntary coordination involving both public and private institutions both within the state and with other institutions in the region.

Several different alternatives for the coordination of higher education in Minnesota have been explored. No clear consensus for any of them has emerged. A program of coordination for this state must take into account the problems and relationships which now exist. A program which functions in one state is not necessarily satisfactory in another. This is due to the complex relationships and conditions which have developed within the state among higher educational institutions. In most states there is dissatisfaction with efforts of coordination. This seems equally true of states which have single boards of higher education as it does for those which have independent boards. The solution to this problem thus does not necessarily point to any one pattern of organization.

It is to be noted that not all forms of competition between institutions are undesirable. Competition in educational ideas is in fact essential for healthy programs. The competition to be avoided is excessive and expensive duplication of offerings and programs of study with consequent competition for students and funds.

Observers of the higher educational scene have often commented on the unusual degree of cooperation that exists among Minnesota institutions, public and private. Perhaps more extensive efforts of this type need to be encouraged. Moreover, voluntary coordination can hardly be legislated for it depends on the good relationships which exist between institutions. Because this is the case, it is probably necessary that the matter of needed coordination be returned to the higher educational institutions for further study and development of a program and procedure. Because of the existing conditions which prevail in Minnesota it seems likely that further voluntary coordination will proceed best if both public and private institutions are involved and if some kind of proportional representation can be specified.

Time for Planning Is Short

Enrollments in higher education are still increasing gradually in Minnesota and somewhat differentially by institutions. The time of such gradual increase is short, however, and much more dramatic increases can be expected beginning about 1962. This date is not far away particularly when one considers the time which is required to plan and build buildings, to secure support, to recruit and maintain faculties, and to do all of the other things which are essential in a quality program of higher education. The size of the task is magnified too by the serious shortages developing in the supply of college teachers.

The legislators of the State of Minnesota have, as the representatives of the people of the state, responsibility for providing higher educational programs and services. Predicted enrollment increases present the most conspicuous demands for higher education but they are coupled with increasing demands for research and many types of services. This problem of satisfying their needs has been accepted by the legislators today as it has been in the past by the people of this state—as a challenge, not simply to meet the demand, but to look further to see how the higher educational program of this state might be improved. Some suggestions have been made in the present report both to legislators and to persons concerned with higher education. Both must work together if the program is to be successful.

One proposal for a cooperative study of higher education costs by public and private colleges through the Association of Minnesota colleges deserves endorsement. Details of this proposal as presented by the Association have been included in Appendix C of this report.

Some concern has been expressed in many quarters that the commission has not developed a complete blueprint for higher education in Minnesota. This concern is not surprising due to the enormous responsibilities the people of the state will have to face in the years ahead. Plans will have to be made but they will emerge more slowly than the life of a single commission. Much more time and study will be required if the proposed blueprint is to have any chance of acceptance. A legislative interim commission can help in the drafting of such a plan but it can hardly be expected to carry full responsibility. Greater involvement of professional workers from all types of colleges and acceptance by leadership in these institutions would seem a first essential. Whether outside professional direction would assist in this task would depend upon the persons involved and the thoroughness of the study. The number of persons qualified for such responsibility is small indeed. One would predict a good outcome for the cooperative efforts of such a group in Minnesota since few states have accomplished as much in this way in the past.

APPENDIX A

LIST OF STUDIES AND REPORTS

Prepared by

Robert J. Keller, Director of Research for the
Legislative Commission on Higher Education

Date	Title
March, 1958	"Conference of State Higher Education Study Commissions," a summary of the Conference in Chicago on March 20-22, 1958, sponsored by the Council of State Governments. 15 pp.
May 1, 1958	"Minutes of the Meeting with Out-State Representatives of School Districts." 10 pp.
May 14, 1958	"Minutes of the Meeting with St. Paul, Minneapolis, Duluth and Suburban School Representatives." 5 pp.
May 20, 1958	"Some Alternatives for Meeting Enrollment Needs in Minnesota for the Next Twelve Years." 5 pp.
June 3, 1958	"State Aids for Public Junior Colleges" with Russell N. Hill. 40 pp.
June, 1958	"Criteria for the Establishment of New Junior Colleges in Minnesota." 34 pp.
June, 1958	"Distribution of Population in Selected Counties of Minnesota by Years, 1940-1957." 1 p.
June, 1958	"Distribution of Secondary School Graduates in Selected Counties of Minnesota for 1957." 1 p.
June, 1958	"State Aid for Students, Buildings and Operating Expenses" with L. S. Harbo and Elmer M. Weltzin. 4 pp.
July, 1958	"Comparison of Operating Costs and Income Sources for Minnesota Public Junior Colleges."
July, 1958	"Junior College Building Cost Estimates for 500 Students." 2 pp.
July, 1958	"Junior College Operating and Building Costs for an Enrollment of 400 Students." 3 pp.

- September, 1958 "Background Data for Use in Selection of Possible Junior College Locations" with Gerald H. Swanson and Richard Lindeman. 40 pp.
- November, 1958 "Proposed Areas of Discussion for Meeting with the Three Minnesota Boards for Public Higher Education." 6 pp.
- December, 1958 "Conclusions and Recommendations." 7 pp.

APPENDIX B

PROPOSED BILL FOR STATE SCHOLARSHIP PROGRAM

Prepared by

Advisory Committee on State Scholarships—Senator
Elmer L. Anderson, chairman

Section 1. *Purpose.* The legislature has found and hereby declares that the encouragement of a higher education for all residents of this state who desire such an education and are properly qualified therefor is essential to the welfare and security of this state and nation and is an important public purpose.

Sec. 2. *Definitions.* For purposes of this act the following words have the meaning ascribed to them:

(a) "Board" means the state board of education.

(b) "Institution of higher learning" means an educational organization located in this state which provides an organized course of instruction of at least two years' duration in the science or liberal arts, or both, at the collegiate level which either (1) is operated by this state, or (2) is operated publicly or privately, not for profit, and in the judgment of the board maintains academic standards substantially equivalent to those of comparable institutions operated by this state.

(c) "Committee" means the state scholarship advisory committee.

Sec. 3. *State Scholarship Advisory Committee.* Subdivision 1. The board shall appoint a state scholarship advisory committee consisting of eight persons: one member representing the state university; one member representing the state colleges; one member representing the state junior colleges; two members representing the private institutions of higher learning who shall not be affiliated with nor graduates of the same institution; one secondary school counselor; and two members who shall be citizens of the state chosen for their knowledge of and interest in higher education, but not employed by, professionally affiliated with, or members of the governing bodies of any institution of higher learning located in the state. In selection the board shall consider appropriate geographic representation as well. The board shall designate one member as chairman. Each member of the committee shall serve without compensation, but shall be reimbursed for expenses necessarily incurred in performing his duties under this act.

Subd. 2. The term of office of each member is six years from July 1 of the year of appointment, and until his successor is appointed and qualified; except that among the members first appointed, three shall be appointed only until June 30, 1961, and three shall be appointed only until June 30, 1963, and two shall be appointed only until June 30, 1965, and until their successors are appointed and qualified. If a member's tenure of office is terminated for any reason before his term has expired, the board shall fill the vacancy by the appointment of a person who has the same representative status as the person whose term has been so terminated, and the new appointee shall hold office only for the remainder of such term and until his successor is appointed and qualified.

Sec. 4. *Functions.* The board with the advice of the committee shall prepare and supervise the issuance of public information concerning the provisions of this act, prescribe the form and regulate the submission of applications for scholarships, conduct any conferences and interviews with applicants which may be appropriate, determine the eligibility of applicants, select the best qualified applicants, award the appropriate scholarships, and determine eligibility for and award annual renewals of scholarships. The board is authorized to make all necessary and proper rules not inconsistent with this act for the efficient exercise of the foregoing functions.

Sec. 5. *Eligibility for First-Year Scholarships.* Subdivision 1. An applicant is eligible for the award of a first-year scholarship under the provisions of this act when the board finds:

- (1) that he is a resident of this state,
- (2) that he is a person of good moral character,
- (3) that he has successfully completed the program of instruction at an accredited secondary school, or equivalent, or is a student in good standing at such a school and is engaged in a program which in due course will be completed by the end of the academic year,
- (4) that his financial resources are such that in the absence of scholarship aid he will be deterred by financial considerations from completing his education, and
- (5) that he has demonstrated capacity to profit by a higher education.

Subd. 2. In determining an applicant's capacity to profit by a higher education, the board shall consider his scholastic record in high school and the results of the testing program selected by the board under the provisions of this act. The board shall establish by rule the minimum conditions of eligibility in terms

of the foregoing factors, and the relative weight to be accorded to such factors.

Sec. 6. *Availability and Terms of Scholarships.* Subdivision 1. The first-year scholarships available to be awarded in any fiscal year shall be an equal number up to ten for residents of each congressional district, and such additional number for residents of the state generally, without regard to district, as shall consume the remainder of the appropriation for first-year scholarships under this act. The board shall not award a scholarship to any applicant who does not meet the minimum conditions of eligibility prescribed by this act and by the rules made pursuant hereto. When any scholarship available for a district is not awarded because of a lack of qualified applicants in that district, such district scholarship shall be awarded in that year as a scholarship at large.

Subd. 2. Each scholarship may be renewed by the board annually for a total of three academic years or its equivalent, or until such earlier time as the student receives a degree normally obtained in four academic years. The board shall grant such an annual renewal only upon the student's application and upon a finding that: (1) the applicant has completed successfully the work of the preceding year, (2) he remains a resident of this state, and (3) his financial situation continues to warrant the award of a scholarship under the standards set forth in this act.

Subd. 3. The board shall determine the amount of each first-year and each renewal scholarship. The total amount awarded for any one annual scholarship shall not exceed \$700.

Sec. 7. *Student Enrollment and Obligations of Institutions.* Subdivision 1. An applicant for a scholarship shall indicate on his application the qualified institution of higher learning of his choice and evidence of his acceptance for enrollment. The institution is not required to accept such applicant for enrollment, but is free to exact compliance with its own admission requirements, standards, and policies. If it does so accept him, the institution shall give written notice of such acceptance to the board. The institution shall be entitled to the periodic payments of tuition and other monies provided by the scholarship for credit against the student's obligation to the institution and shall be contractually obligated (1) to provide facilities and instruction to the student on the same terms as to other students generally, and (2) to provide the notices and information required by the board.

Sec. 8. *Accounting and Records Administration.* Subdivision 1. The board shall administer the scholarship account and related records of each student who is attending an institution of higher learning under a scholarship awarded pursuant to this act, and at each proper time shall certify to the state auditor the current

payment to be made to the institution on account of such scholarship, in accordance with an appropriate claim of the institution presented at the beginning of each quarter, semester, or other academic period, or at such other time as under the rules of the institution the student's obligation with respect thereto has become due.

Sec. 9. *Appropriation.* For the purposes of this act, there is hereby appropriated to the state board of education from any money in the treasury not otherwise appropriated the sum of \$185,000 for the fiscal year ending June 30, 1960, and \$360,000 for the fiscal year ending June 30, 1961, of which not more than \$25,000 in the first year and \$40,000 in the second year shall be expended for administrative costs.

APPENDIX C

A COST AND STATISTICAL STUDY OF HIGHER EDUCATION IN MINNESOTA

A Joint Proposal Submitted by the
Association of Minnesota Colleges and the
Legislative Interim Commission on Higher Education
November 1958

The well-publicized anticipated increases in college enrollment during the next decade has caused colleges and universities to consider their roles in accommodating the increased numbers of college students. Among the several factors which must be considered by a college in determining what measures to take to meet increased enrollments are the following:

- (1) Are the facilities of the institution being used to the maximum at the present time?
- (2) Is the present staff most efficiently utilized at the present time?
- (3) In what ways should the instructional program be expanded?
- (4) How can the instructional program be improved?
- (5) What are the costs of various aspects of the instructional program?
- (6) How can available funds be most wisely distributed among existing or expanded educational programs?

The study proposed in the following pages is designed to provide answers specifically to questions 1 and 5 above, for all Minnesota institutions of higher education. Implications might be drawn from the data collected concerning some of the other questions, although no specific study of these questions is planned at this time.

Although studies of curriculum, faculty load, physical plant utilization, and enrollment projections have been made by many institutions, either on an intermittent or a continuing basis, comparatively little information has been gathered which provides a basis for inter-institutional comparison of programs, faculties, and institutional expenditures. Probably the most extensive study which provided data which justified comparison was the California-Western Conference Cost and Statistical Study. This study,

participated in by five western conference institutions, the University of California and all of its branches and several other institutions, was partially financed by the Fund for the Advancement of Education. A recent state-wide study, patterned to some extent after certain phases of the California-Western Conference study, produced comparative information concerning plant utilization and plant needs in all institutions of higher education in the state of Indiana.

The study proposed in this application would carry the search for comparative data on operation and costs of operation of institutions of higher education a step farther by focusing upon the three major aspects of an educational program—instruction, general administration, and physical plant—and would provide such data for all types of institutions of higher education in Minnesota. The study thus would include the junior colleges, the state colleges, the private liberal arts colleges, and the University of Minnesota. The endorsement of the study by the Association of Minnesota Colleges (representing nearly all private liberal arts and public colleges in Minnesota), if financial support could be obtained, again reflects the spirit of cooperation and mutual understanding which characterizes the relationship between public and private colleges in Minnesota. This cooperation is exemplified by such things as a common application form for college entrance, a state-wide testing program, and joint studies such as those reported in *Higher Education in Minnesota*, a 1950 report of the Minnesota Commission on Higher Education, *Minnesota's Stake in the Future*, the report of the Governor's Committee on Higher Education, and annual enrollment reports and prediction studies made by the Association of Minnesota Colleges.

The proposed state-wide study of costs of higher education will, for the first time, provide data which can justifiably be compared concerning the nature and costs of the education programs, and the uses made of faculty time. Careful data will be gathered which will enable justifiable comparison between instructional costs at given levels of instruction between junior colleges, private liberal arts colleges, state colleges, and the state university. Such comparison will be possible not only at the various levels of instruction but for specific standard classifications of subject matter such as mathematics, geography, history or French. Furthermore, such a study will enable the identification of staff time and institutional expenditures for other functions of an educational institution such as research, administrative activities, public and professional services, etc. The identification and isolation of specific costs will enable comparisons of like functions and expenditures between these institutions of widely varying size and purpose. The proponents of this study believe that it can indeed represent a milestone in the comparative analysis of institutional costs.

The usefulness of such data is obvious as far as the state institutions are concerned. It will give the Interim Commission on Higher Education basic reliable data upon which to compare the different practices and expenditures in the different types of state supported institutions. The data will also be most helpful to the private liberal arts colleges because it will enable them to compare not only their cost figures and practices with those of the state supported institutions, but also with other institutions of like kind. It should be helpful to a private institution in working with its sources of financial support to show the relationship between the type of education which it is providing and the cost of such an education. And last but not least, as an internal benefit within each participating institution, much value will be derived just from the process of the self-analysis necessary to provide the data requested in this project.

It will be noted that no attempt is being made to provide a measure of quality of the education provided by the different types of institutions. This is considered to be a matter requiring separate study. This study will merely describe the situation as it existed for a particular period of time (the 1958-59 academic year) in terms of the courses taught, the staff doing the teaching and serving other functions, and the expenditures made during this time. Certainly the matter of comparative quality of education provided by the different types of institutions is an extremely important matter, and it could represent a logical next step in a state-wide study of higher education.

Interest in the state-wide cost study, both on the part of state supported and private institutions, and the professed willingness to participate in such a project, sets the stage for a research study unique in higher education. More specific details are described in the following pages.

PURPOSE

The purpose of this study will be to collect and analyze basic data concerning the operation and costs of operation of the instructional programs of all institutions of higher education in the state of Minnesota for the 1958-59 year. (Special analyses will also be made of the summer sessions of those institutions which have summer instructional programs.) Focus will be upon the analysis of expenditures in three areas of institutional operation—instruction, general administration, and physical plant. Information on the following kinds will be obtained for each unit, and summarized for each type of institution:

Instruction

(1) Comparative teaching salary expenditures for instruction in different subject fields and at different levels of instruction. (e.g. lower division, upper division, graduate)

(2) Other costs involved in instruction such as expenditures for supplies, equipment, and non-faculty salaries.

(3) Comparative total instructional costs for teaching the various subjects.

(4) The number of courses taught, number of credit hours taught, number of faculty teaching the courses, number of hours classes were in session, and the number of student credit hours or student class hours taught in any particular subject matter area.

(5) Certain unit costs (such as instructional cost per student credit hour) for each subject field.

(6) The portion of faculty time devoted to functions other than instruction, such as research, administration, student services and public and professional services.

(7) The dollar costs for these other functions.

(8) Comparative data on faculty characteristics, such as age, rank, highest degree held, and salary.

(9) Comparative data on teaching loads, by rank, by level of instruction, by subject matter area, or by any combination of these factors.

General Administration

(1) Certain general administrative expenses incurred by all institutions: salaries for administrative personnel (governing board, president, other administrative officials), insurance and retirement funds, expense connected with legal counsel, general publication expense, external auditing expense, and salaries for semi-professional, technical, clerical and custodial personnel, as well as the maintenance of a personnel office for such employees.

(2) Administrative costs devoted to matters pertaining to student services: funds spent for admissions and records, student personnel, student housing, student health, scholarship administration, convocations, and services for foreign students.

(3) Expenditures for public services: alumni relations, relations with schools, general bulletins, conferences, and radio and television programs.

(4) Expenditures for miscellaneous administrative services: stenographic service, tabulating and statistical services, duplicating services, mailing service, administrative research, and staff benefits.

Physical Plant

(1) A complete description (including measurements and student stations) of facilities available for classroom use, laboratory use, shop use, for dormitories, auditoriums, gymnasiums, etc.

(2) Utilization of facilities.

(3) Expenditures for building maintenance, maintenance of grounds, building operations, utilities, police and fire protection, and fire insurance, etc.

THE PLAN OF INVESTIGATION

Tentatively, the Bureau of Institutional Research has been asked to provide a central staff for the study, to develop procedures and forms, to coordinate and stimulate data collection, to analyze and tabulate the results, and to write the summary report. The Bureau of Institutional Research has been selected not only because of its previous experience with the California-Western Conference Cost and Statistical Study, but because it has on hand a nucleus of trained personnel, accustomed to dealing with such data and acquainted with other studies of like nature. It is anticipated that the University of Minnesota will give leaves of absence to these staff members to serve on this important study.

Forms will be developed which will be used to collect the types of data previously described. Many of these forms will be modifications of those previously used in the California-Western Conference Study. Every attempt will be made to incorporate in the forms used for data collection improvements or modifications which have been made in other studies which might be relevant. Examples of such reference sources are not only the California-Western Conference Study and the Indiana Study mentioned previously but the forms used in the Space-Use Study of Minnesota State Colleges, 1957, the "Manual for Studies of Space Utilization of Colleges and Universities," by John Dale Russell and James I. Doi, 1957, "How to Estimate the Building Needs of a College or University," by William T. Middlebrook, 1958, and the "Physical Facilities Analysis for Colleges and Universities," by the American Association of Colleges for Teacher Education, 1958.

Briefing sessions attended by representatives from each institution will be held prior to the distribution of the forms within the colleges, for each area of the study—instruction, general administration, and physical plant. To further ensure comparability of interpretation and reporting, one or more members of the central staff will visit each institution and will work with administrative officials and other responsible individuals in explaining the forms and collecting the data.

The completed forms will be returned to the central office where the data will be Hollerith punched for summary and analysis. The results will be tabulated and distributed to the participating institutions for their use. A summary report will be written (with the identity of individual schools protected) and made available for general distribution. The estimated term of the project is 15 months.

Staff and Consultants

As indicated above, staff members of the Bureau of Institutional Research would form the nucleus of the central staff for this study. These individuals have had experience in the data collecting, tabulating, analysis and reporting of results of the California-Western Conference Cost and Statistical Study, and have made several analyses and a cost study of Schools of Agriculture as a Bureau project.

The committee writing this proposal (or another appointed by the president of the Minnesota Association of Colleges) will serve as an advisory body to the central staff, helping to make procedural and policy decisions. In addition, the following persons will serve as individual consultants to the project if they are not members of the advisory committee:

William T. Middlebrook, Vice President, Business Administration, University of Minnesota

John M. Evans, Director of Budget Studies, Indiana University

Vernon L. Ausen, Room Assignments and Scheduling Supervisor, University of Minnesota

R. E. Summers, Dean of Admissions, University of Minnesota

Elmer Weltzin, Director of Junior Colleges, State Department of Education

Roy Prentis, Executive Director, State College Board

Robert J. Keller, Research Director, Legislative Interim Commission on Higher Education

Chester B. Grygar, Principal Accountant, University of Minnesota

BUDGET PROPOSAL

The bulk of the expense for this study will be the staff salaries and general expenses of the central staff, the latter largely travel costs, IBM tabulating and analyses costs, and printing expenses. Each institution will contribute greatly to the study in terms of personnel time needed to gather and report the information requested.

A breakdown of the amount being requested is shown below, with contributed services indicated in the adjacent column:

Budget Category	Costs	Contributed Services
Central Staff salaries		
1 Director (1/3 time-15 months)	\$ 4,500	
2 Research Fellows (full time—15 months)	18,750	
1 Research Fellow (full time—12 months)	6,500	
2 Research Fellows (1/2 time—12 months)	5,000	\$34,750 \$ 6,000
Institutional staffs		
1 University of Minnesota		9,400
5 State Colleges		4,900
9 Junior Colleges		3,300
17 Private Colleges		10,700
Printing (data forms and final reports)	5,450	
Travel expenses	3,500	
Clerical, secretarial and statistical help and consultants	11,000	
IBM tabulation and analysis	7,000	
Supplies, phone, postage, etc.	1,500	
10% contingency fund	6,320	
Total	\$69,520	\$34,300

This proposal is respectfully submitted by,

Roy Prentis, Executive Director
State College Board

Father Robert Probst, Counselor
College of St. Thomas

John E. Stecklein, Chairman, Director
Bureau of Institutional Research
University of Minnesota

Elmer Weltzin, Director of Junior Colleges, State Department of Education

Charles R. Wimmer, Dean
Hamline University