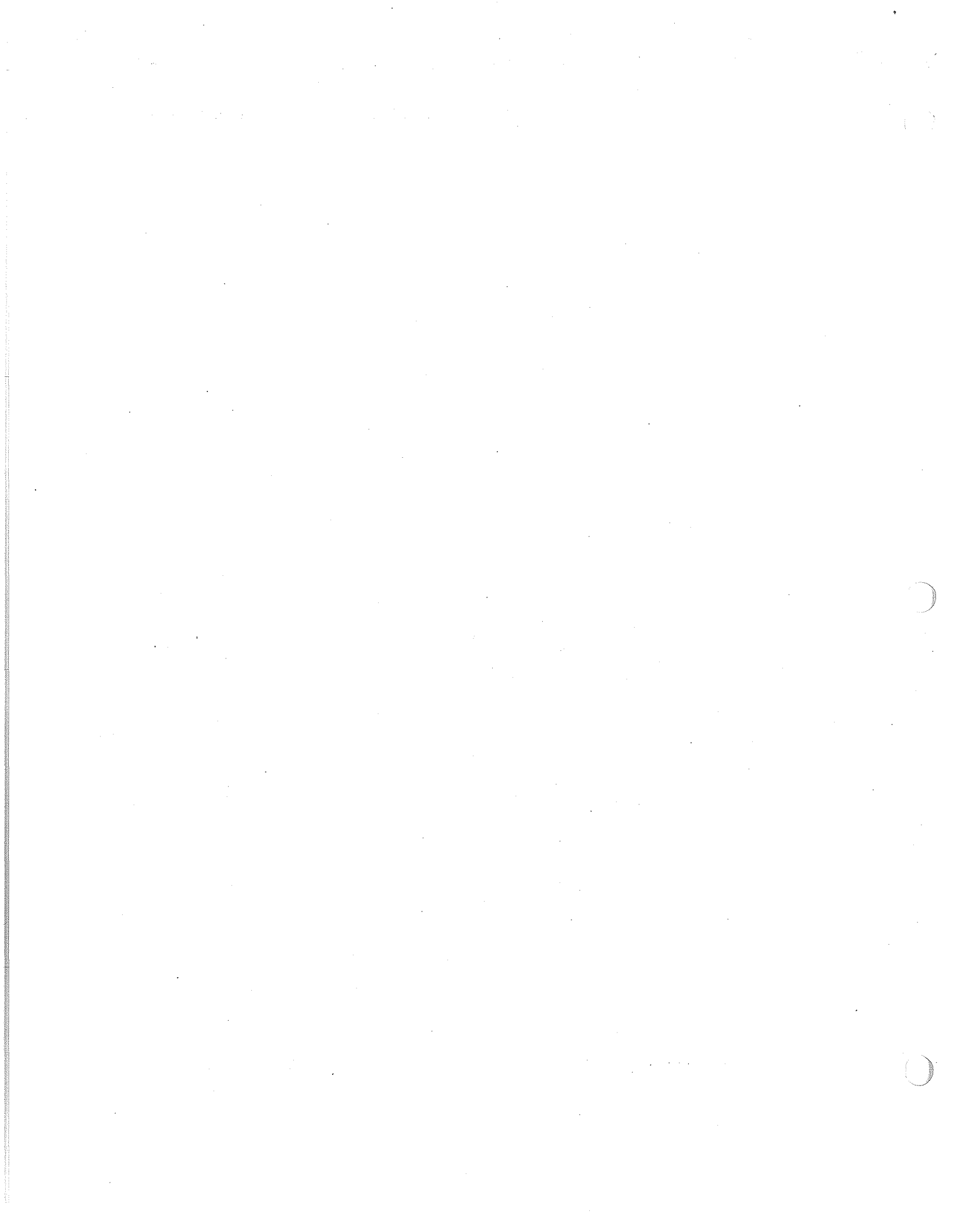


A Brief History of Minnesota
Higher Education
1947-1992

August 1992

House Research Department draft excerpts for the
task force on post-secondary funding



1947 - 1958 Post War

Facts and Figures	1950
Minnesota Population	2,982,483
High School Graduates	29,352
New Entering Freshmen	10,514
Campus Changes: 1 St. U transferred to UM; 1 Priv. Jr. Coll. became 4 yr. Priv. Coll.; 3 Comm. Coll. closed; 8 Tech. Coll. opened	

Coordination and Governance

During this period there was no formal organization for planning or coordination. The governance structure consisted of the board of regents and the teachers' college board, the latter of which became the state college board in 1957. Junior colleges and the first technical colleges (authorized in 1945) were under the authority of school districts and the state department of education. In 1947 a Governor's commission was appointed to study higher education. Its report forms the contents of the 1950 findings below. 1956 findings are from the Gale Commission (another Governor's commission).

Policies and Recommendations

Statewide Planning

- 1950 State needs can be met without centralized control if every college concentrates on doing what it does best in accordance with a statewide plan.
- 1950 Coordination is necessary to effectively meet state needs, avoid costly duplication, improve communication, conduct research and develop statewide plans. Must be voluntary since an authoritarian agency would lead to state control of education. Most important function would be statewide planning to provide for an overall program of higher education in the state, more effectively utilize existing resources, and determine important or changing needs. Legislature should establish a permanent research and planning body.
- 1956 Voluntary coordination should continue through groups such as the Association of Minnesota Colleges, but U of M and Teachers' Colleges jointly should establish a liaison committee with representation of junior colleges from the department of education. Legislature should provide limited funding for lay citizens' committees to help citizens understand the problems of higher education.

Mission

- 1950 All colleges should provide service by making faculty experts available to consult on community problems.
- 1950 Colleges should not expand to fill all needs in their service areas, but should provide superior performance of special functions within a statewide pattern of higher education. Each college should develop individuality, but unity of purpose and cooperation will multiply results. Uncoordinated, some needs will go unmet and other efforts will be duplicated.
- 1950 Upper division liberal arts should be offered by private colleges, U of M, and some of the teachers' colleges.

- 1950 2 year programs combining vocational and general education should be expanded to provide for students who don't want or need 4 year degrees. This should be a major effort of junior colleges which should be provided state aid as a supplement to local money.
- 1950 Some provision should be made in junior colleges for students who want a 4 year degree but cannot go directly to 4 year colleges.
- 1950 Teachers' colleges should expand liberal arts programs to provide general education and access to local area students who are not in teacher education. Study whether to continue 4 year liberal arts after immediate post war needs have been met.
- 1956 State funds for research, graduate education and advanced professional education should be limited to U of M. U of M must focus on upper division, graduate and professional; relief for enrollment must be at lower division level through expansion of junior colleges and expansion of other 4 year programs.

Structure

- 1947 Transfer of Duluth Teachers' College to U of M.
- 1956 Legislature should establish a state teachers' college board with comparable authority to Board of Regents and with necessary administrative staff. Teachers' colleges should continue to stress 4 and 5 year teacher preparation and closely related liberal arts, and 2 year general education for students in the area. May have to change name.
- 1957 Legislature changes name of Teachers' Colleges to State Colleges.

Cooperation

- 1946 State Teachers' College Board endorses a joint registration plan with the U of M so that students are able to complete 2 years general education at teachers' college and transfer to U of M with no credit loss.

Access

- 1950 Every qualified student who earnestly seeks a college education should have a public or private campus within commuting distance or state financial aid necessary to move away.
- 1950 Adult education in junior colleges should be expanded since these schools are readily accessible to area residents. It should be funded, in some instances, by state aid.
- 1950 Regional junior colleges should be established in educationally "barren" areas of the state.
- 1950 General College was established to provide for students who would attend college for only a year or two. Must continue it since there are no junior colleges in the Twin Cities.

Program

- 1945 U of M authorized to start school of law enforcement. (This occurred biennially for 30+ years.)
- 1950 Many colleges should offer 2 year general education programs, in some fields combined with vocational. Wherever the general education is offered, it should be basically the same, although colored by distinctive characteristics of the college.

Quality

- 1950 New teaching techniques, beyond traditional lectures, must be developed that involve greater student participation and improve effective expression and critical thinking skills.
- 1950 More emphasis must be placed on education outcomes, such as: understanding and skills in social/civic affairs, career goals/abilities, more balanced personal development.

Funding

1950 Legislature should provide state aid to supplement local money for junior colleges and share the capital costs.
(Repeated in 1956.)

K-12 Linkages

1950 Most preparation requirements were dropped to deal with post war influx; secondary schools use this opportunity to diversify their curriculum.

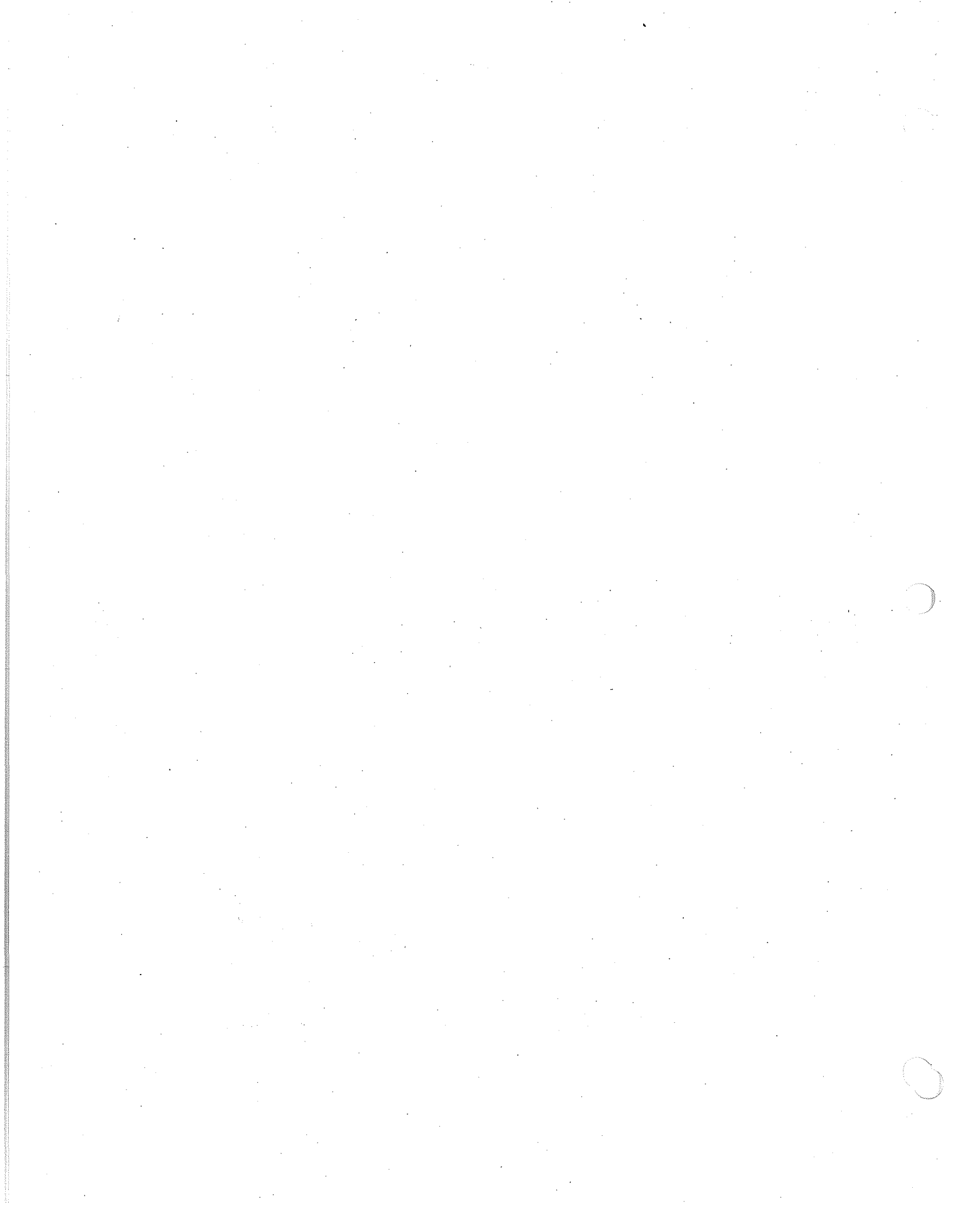
1950 Dept. of education should assume major responsibility for closer articulation of K-12 with colleges.

1956 Legislature should provide adequate K-12 funding for improvement, including upgrading counseling for students to make good post-secondary choices.

R E C E I V E D

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1959 - 1966 Organization and Transition

Facts and Figures	1960
Minnesota Population	3,413,864
High School Graduates	43,627
New Entering Freshmen	19,702
Campus Changes: 7 Comm. Coll. opened; 1 UM opened; 7 Tech. Coll. opened; 1 Priv. Jr. Coll. became 4 yr. Priv. Coll.; 15 Tech. Coll. opened	

Coordination and Governance

During this period, the junior colleges became a state system with the creation of a state junior college board in 1963. Coordination became more formal when the legislature in 1959 adopted a resolution authorizing the board of regents and state college board to establish the Liaison Committee on Higher Education. This committee issued reports in 1963 and 1965 which form the contents of those years below. The committee was combined with the Facilities Authority and issued one report in 1966.

Policies and Recommendations

Statewide Planning

- 1959 Legislative resolution establishes Liaison Committee to provide for joint/long range planning and coordination. Authorizes three representatives each of U of M, state colleges and board of education to form Committee (committee later added junior colleges, private colleges).
- 1963 Primary goal of Committee is to develop comprehensive plan for state in order to do long-term planning.
- 1963 Request for legislative funding for full-time research staff; combining Liaison Committee with new gubernatorial-established Facilities Authority recommended.
- 1965 Best way to fulfill planning responsibilities is through establishment of a comprehensive state plan.

Mission

- 1959 State colleges should continue to stress teacher education, but development in other areas should differ from college to college, respond to regional needs, and avoid duplication and overlap. Explore development of cooperative graduate programs with the U of M.
- 1963 Must develop distinct missions because resources are limited as are quality faculty in any field. Missions should be as follows:
 Area Vocational Schools -- equip young people for useful or profitable employment;
 Junior Colleges -- meet local needs, emphasis on general education, employable skills;
 State Colleges -- baccalaureate level in liberal arts and sciences, teacher education;
 University of Minnesota -- liberal arts/sciences; applied sciences; professional, graduate education;
 Private Colleges -- emphasis on liberal arts.

1963 After area vocational schools were authorized (1945), most enrollment was secondary students. By mid-1960s, only Minneapolis still has a majority of secondary students.

Structure

1959 Board of Regents should develop collegiate programs at Crookston and Morris, and give Grand Rapids agricultural school to school district as a area vocational school.

1959 Legislature should consider transferring state colleges to U of M to provide better coordination.

1959 No new junior colleges have been established since 1940 and almost half of those established have closed, including a junior college in Duluth that closed after the transfer of Duluth Teachers' College to the U of M.

1963 Should combine junior colleges and technical institutes in same towns.

1963 A full-time coordinator for junior colleges should be appointed in department of education.

1963 Legislature establishes state junior college board.

Cooperation

1959 U of M should look for ways to provide general education, liberal arts, and preprofessional education in cooperation with other colleges to avoid pressure to expand too much.

Access

1963 Decisions about new campuses should be based on: 1) none within 35 miles of any existing college, excluding the Twin Cities 2) none in town of less than 5000 3) none unless 4000+ 9-12 grade students within 35 miles 4) exceptions for geographically isolated.

1963 Instead of new campuses, should: 1) establish extension centers 2) examine possibility of reciprocity 3) put advanced placement in high schools 4) improve transfers.

1963 Hierarchical admission policy rejected to preserve all opportunities for all students.

1965 Every Minnesota high school graduate should have a realistic opportunity to succeed at an institution of higher education.

1965 Need to locate two junior colleges in the southwest. If need is demonstrated by enrollment, one of the southwest 2 year colleges might become a 4 year college.

1965 Preliminary negotiations on reciprocity agreements begin.

Program

1963 U of M should consider experimenting with liberal arts at Morris.

1967 - 1977 Baby Boom

Facts and Figures	1970
Minnesota Population	3,806,103
High School Graduates	66,492
New Entering Freshmen	46,207
Campus Changes: 3 Comm. Coll. opened; 2 UM opened; 10 Tech. Coll. opened; 2 St. U opened	

Coordination and Governance

In 1973 the junior colleges became community colleges and in 1975 the state colleges became state universities. The Liaison and Facilities Commission was converted to the Higher Education Coordinating Commission and issued reports in 1968, 1969, 1971, 1973, and 1975 which form the contents of those years below. In 1975, HECC was changed from a commission to a board. The first HECB report was issued in 1977, the same year as the report of the Governor's Commission on Minnesota's Future.

Policies and Recommendations

Statewide Planning

- 1967 Legislature creates Higher Education Coordinating Commission (HECC); charges it to study and analyze all aspects of higher education and continuously engage in long-range planning.
- 1969 When need is established in an area for a new institution it should be based on the special needs of the area and considered in context of the total needs of the state.
- 1969 Responsibilities of HECC should be delineated so as to focus the attention of the Commission on program planning, budgeting and new institutions. Legislature should give HECC program and site approval authority.
- 1969 Better distribution of students among instructional levels should be achieved by 1980. The U of M should be 33% upper division and 33% graduate. State colleges should be 56% lower division, 32% upper division, and 12% graduate.
- 1971 Legislature should authorize contract with private colleges: \$500 per student for BA, \$400 per student for AA for each Minnesota student in excess of fall 1970 enrollment and an equal amount for every student at a private college who receives Minnesota grant-in-aid without regard to previous enrollment.
- 1971 HECC requests the 1971 legislature give them statutory authority for program, site, and budget review.
- 1973 No new AVTIs should be authorized until greater need and feasibility are evident.
- 1975 Develop interstate planning mechanisms with Wisconsin, and reciprocity with Iowa and South Dakota.
- 1975 Legislature changes name of HECC to HECB.

- 1975 Change in directions occurring with more part-time students, off campus programs, relaxed administration.
- 1977 FYE to decline from 1982-95 going back to approximately 1970 enrollment; some institutions will experience a temporary bulge; precipitous closings should be avoided; adjustments in program resources is responsibility of institutional governing boards.
- 1977 Each governing board should submit a comprehensive report on plans for program adjustment, staffing, funding requirements and facilities for changing enrollments of the 1980s.
- 1977 Commission on Minnesota Future reports that Minnesota post-secondary education policy has two main dimensions: provision of educational opportunities and access. State has overbuilt physical plant -- some capacity may never be used. Beginning in the early 1980s, enrollment declines lasting 15 years or more will begin; widespread geographic distribution of facilities has had little positive effect on student access, but has resulted in higher cost. State must consider consolidation of institutions, and adopt a tuition policy that reflects cost of instruction.

Structure

- 1969 If a school board wants to merge co-located two year schools, they should discontinue the technical institute and the junior college should take over.
- 1969 Cooperation between co-located 2 years should include: 1) joint program planning 2) shared faculty 3) allowing students to take offerings at either institution 4) joint use of auxiliary facilities 5) cooperative extra-curricular programs.
- 1971 U of M campus in Rochester would provide strong support for undergraduate programs in medicine with the Mayo Clinic. A study should look at the effect of a Rochester U of M campus on Winona State and Rochester Junior College. Legislature should appropriate planning funds to U of M for study -- HECC should make recommendations to the legislature.
- 1971 State junior college board, board for vocational education, and local school boards (outside metropolitan area) should develop plans to merge co-located 2 year campuses.
- 1973 Urge the boards of the junior colleges and AVTIs located in close proximity in areas of limited population to assess the possibilities of merging the two institutions.
- 1973 Junior colleges renamed community colleges.
- 1975 State colleges renamed state universities.

Cooperation

- 1971 Encourage cooperation between higher education institutions and AVTIs that are located in the same or neighboring communities.
- 1973 Establish regional advisory pilot projects (Iron Range, Rochester, Wadena) to facilitate inter-institutional coordination and cooperation.
- 1977 Continue expansion of credit transfer.

Access

- 1969 Public post-secondary institutes should be located within 35 miles of every Minnesota community of 5000 or more. A public institution with at least the first two years of college should be located within 20 miles of every Minnesota community of 10,000 or more.
- 1971 Establish a junior college in St. Paul, a state college by 1980 in the Twin Cities, and an AVTI in East Grand Forks.

- 1971 A junior college should be established in St. Paul -- as U of M shifts emphasis from lower to upper division the need for more metropolitan lower division opportunities will be critical.
- 1971 A state college for 5000 upper and 3000 lower division students should be established in metropolitan area.
- 1973 Establishing a junior college in St. Paul is both feasible and desirable.

Program

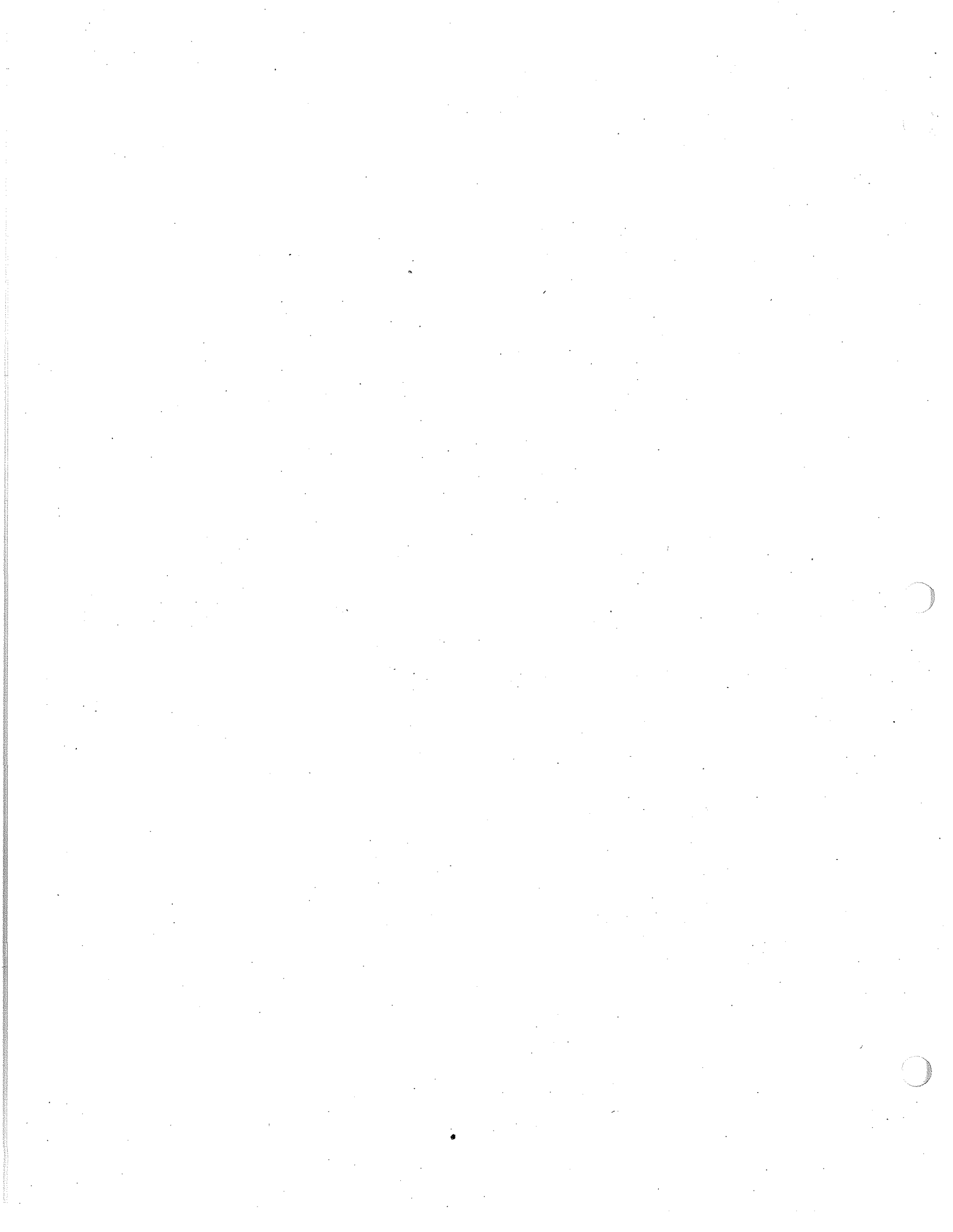
- 1971 State should discourage unwarranted proliferation of occupational programs.

Quality

- 1969 Minnesota colleges and universities are generally effective but the need for improvement on some factors of quality is evident.

Funding

- 1969 Legislature and governor should consider establishing a more sophisticated budgeting system for higher education reflecting differential costs of instruction for various programs/levels and functions (research, public service, etc.).
- 1975 All degree credit bearing instruction should be subject to the same evaluation standards and be subsidized in the same proportion to costs.



1978 - 1985 Expected Decline

Facts and Figures	1980
Minnesota Population	4,075,970
High School Graduates	70,358
New Entering Freshmen	65,738
Campus Changes: 1 Comm. Coll. opened; 1 Priv. Coll. closed	

Coordination and Governance

The legislature created the state board of vocational technical education in 1983. No changes were made in the coordination structure during this period. The final report of the Future Funding Task Force was issued in 1983 and in 1984 the Governor's Commission on Post-secondary Education in Minnesota, headed by former governor Elmer Andersen, reported its recommendations.

Policies and Recommendations

Statewide planning

- 1979 Each system should develop a five-year plan, including mission review.
- 1980 Increase numbers of citizens who participate in education.
- 1981 Legislature requires post-secondary systems to develop plans for responding to expected enrollment declines.
- 1983 Legislature requires systems to engage in ongoing short and long-term planning, including examining enrollment and missions and developing plans for programs, staff and facilities. Focus on mission differentiation strengthened in later years.
- 1983 Legislature directs HECB to study timely completion and student progress.
- 1984 Governor's commission requests each system governing board and the Private College Council to add non-voting members to HECB and extend HECB terms to six years.

Mission

- 1984 Governor's commission recommends differentiating missions among campuses.
- 1985 University of Minnesota produces commitment to focus plan to differentiate and concentrate its mission, reallocate its resources, strengthen its preparation requirements.

Structure

- 1981 HECB recommends creation of a new state board to govern community colleges, AVTIs, and technical colleges of University of Minnesota.
- 1983 Legislature establishes new AVTI governing board separate from department of education.

- 1983 Legislature requires community and technical colleges located in close proximity to develop plans for cooperation and sharing of resources.
- 1983 As part of adopting funding changes, legislature strengthens authority of all governing boards over allocations to campuses, carryover of funds, campus reorganizations and closings.
- 1984 Governor's commission recommends that governing boards should actively pursue the possibility of merging institutions but should not close any institutions.
- 1983 Legislature requires community and technical colleges located in close proximity to develop plans for cooperation and sharing of resources.

Access

- 1983 Legislature adopts a new and expanded state grant program and state loan program.

Program

- 1981 Legislature authorizes AVTIs to grant associate degrees under certain conditions.
- 1983 Legislature funds development of engineering programs at St. Cloud State, Mankato State and U of M, Duluth.
- 1984 Governor's commission recommends providing non-traditional programs for adult learners, encouraging life-long learning, and upgrading research and graduate programs at the U of M.

Quality

- 1985 Legislature allows permanent university fund income to be used by U of M as matching money for private funds to endow chairs.

Funding

- 1983 Legislature changes funding and tuition policies to reflect cost of instruction at different levels with the state paying 2/3 of the cost and systems covering the remaining portion through tuition or other sources.

K-12 Linkage

- 1985 Legislature provides funding for improved post-high school planning services in the secondary schools.
- 1985 Legislature adopts post-secondary enrollment options act to allow 11th and 12th graders to attend post-secondary institutions at state expense.

1986 - 1992 Unexpected Growth

Facts and Figures	1990
Minnesota Population	4,375,099
High School Graduates	52,562
New Entering Freshmen	56,302
Campus Changes: 1 Priv. Coll. closed; 2 Comm. Coll. opened; 1 St. U opened; 1 UM 2 yr. closed; 1 UM 2 yr. proposed to change to 4 yr.	

Coordination and Governance

Legislation was enacted in 1991 to merge the state universities, community colleges and technical colleges under one governing board beginning in 1995. The governor appointed a blue ribbon commission, chaired by former representative Connie Levi, which issued its report in 1992. No changes were made in coordination during this period. The legislature directed the HECB to study post-secondary needs in the state and it published its MSPAN 1 and 2 reports in 1989 and 1991.

Policies and Recommendations

Statewide Planning

- 1987 Legislature strengthens HECB authority to direct development of intersystem plans.
- 1987 Legislature directs HECB to assess implications of changing definition of full-time used in state grant program from 15 to 12 credits.
- 1988 Legislature directs HECB to conduct a major study of higher education needs in two phases: 1) metropolitan corridor, 2) remainder of state.
- 1989 Legislature requires systems to study and plan for: quality education on each campus experiencing growth; mechanisms to encourage timely completion; and preparation requirements to improve academic readiness of entering students.
- 1990 Legislature requires each governing board to develop a plan for managing its enrollments and to submit plans for providing undergraduate and practitioner graduate programs in the metro area.
- 1990 Legislature begins to provide greater oversight of off-campus development and enrollment and strengthens HECB's program and site approval authority.
- 1991 HECB recommends in its MSPAN 2 report that no new campuses be created, better planning be done through greater attention to demographics, and Metro State be expanded into a comprehensive 4 year institution.
- 1991 Legislature changes definition of full-time, for financial aid purposes, from 12 credits to 15 credits.

- 1992 Governor's commission recommends that: state policies be made explicit; the systems be held responsible for finding ways to implement those policies; and cooperation be improved by establishing regional advisory boards.

Mission

- 1990 Legislature directs each governing board to review its mission and recommend changes in light of mission differentiation efforts.
- 1991 HECB recommends that duplication of 2 yr. programs in the same geographic area be reduced and that the state universities discontinue 2 yr. degrees in occupational fields.
- 1991 Legislature enacts missions for each system and directs HEAC to eliminate/transfer programs inconsistent with the missions.

Structure

- 1986 Legislature authorizes a task force to study and report on the feasibility of a community college at Fond du Lac.
- 1986 The Technical Institute System begins plans for restructuring all curriculum to a "course-based" delivery system where students are given credits for courses taken, as in traditional academic programs. All institutes will convert to courses in FY1989.
- 1988 Legislature mandates study on alternative governance in 2 yr. public institutions.
- 1988 Legislature creates regent candidate advisory council to aid legislature by recommending strong regent candidates.
- 1988 Legislature establishes a 2 + 2 at Arrowhead Community College.
- 1989 Legislature provides funds to assist state universities in establishing campus in Akita, Japan.
- 1989 Technical institutes renamed technical colleges.
- 1991 Legislature authorizes membership in Midwest Higher Education Compact.
- 1991 Technical college board proposes plan to merge its campuses into a regional structure.
- 1991 Legislature reorganizes structure of higher education by merging the state universities, community colleges and technical colleges under a new governing board.
- 1992 U of M proposes changing the Crookston campus from a 2 year technical college into a 4 year campus.

Access

- 1989 HECB recommends in MSPAN 1 that more aid be available for part-time and working adults, more practitioner based graduate programs in business and engineering be offered, and course offerings and scheduling be made to meet the needs of adults.
- 1990 Interstate tuition reciprocity expands to include Manitoba.

Program

- 1988 U of M establishes applied graduate program in Rochester through its Institute of Technology.
- 1990 Winona State develops plans for the first residential college in the state.

Quality

- 1987 Pilot quality assessment projects begin in each system through HECB.

- 1989 State University System begins initiative (Q7) to provide for higher quality education throughout the system.
- 1991 Legislature establishes academic excellence scholarships for talented high school graduates to be funded through the sale of collegiate license plates.

Funding

- 1987 Legislature funds expansion of upper division programs at Metro State.
- 1987 Legislature supports U of M plan to reduce undergraduate enrollment by removing that system from average cost funding.
- 1991 Legislature excludes non-resident, non-reciprocity students from enrollment under average cost funding and reduces subsidy for off-campus students to a level closer to actual cost.
- 1991 Legislature establishes task force on post-secondary funding to develop a new funding formula.
- 1991 Legislature sets a maximum enrollment for funding purposes at the state universities, community colleges, and technical colleges.
- 1992 The Legislative Audit Commission finds that the number of administrative and student services staff grew significantly in the 1980s in the community colleges, and moderately in the state universities and technical colleges. Growth in expenditures is related to enrollment increases and increases in the number of legislatively mandated studies and coordination. On a per student basis, expenditures are strongly related to campus size.

K-12 Linkage

- 1987 Legislature funds enhanced admissions counseling through U of M to improve prospective students' understanding of enrollment options and their likelihood for college success.
- 1992 Governor's commission recommends: 1) establishing better cooperation between K-12 and colleges 2) more rigorous high school graduation standards to decrease the need for remedial education 3) preparation standards in 2 yr. colleges with a tuition reduction for students who meet standards.

