

CITIZENS LEAGUE REPORT



**AN URBAN COLLEGE:
NEW KINDS OF
'STUDENTS'
ON A NEW KIND OF
'CAMPUS'**

**A Proposal for Action in 1971 to Meet Higher Education
Needs in the Twin Cities Area**

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A Proposal for Action in 1971 to Meet Higher Education Needs
in the Twin Cities Area

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TABLE OF CONTENTS

INTRODUCTION	1
SUMMARY OF RECOMMENDATIONS	2
New Institution	2
Higher Education Planning	3
FINDINGS AND CONCLUSIONS	5
A Substantial Increase in Numbers of Twin Cities Area Residents Seeking Post-High School Opportunities Will Occur in Coming Years	5
Increasingly, Expanded Opportunities for Post-High School Education Will Not Follow Traditional Patterns But Will Require New Approaches	6
Existing Institutions in the Twin Cities Area Will Not Be Able to Meet the Demand by Themselves, Either in Terms of Additional Enrollment or Providing New Kinds of Opportunities	9
Improvements in the Overall Planning and Coordination of Post-High School Education in Minnesota Are Needed	10
RECOMMENDATIONS	13
New Institution	13
Higher Education Planning	19
BACKGROUND	21
Post-High School Systems	21
Enrollment	26
COMMITTEE ASSIGNMENT	29
COMMITTEE MEMBERSHIP	29
COMMITTEE PROCEDURES	30
RESOURCE MATERIAL	31
DISCUSSION OF RECOMMENDATIONS	34
The Urban College Administrative Structure	34
The "New" Mission for the Urban College	35
The "Campus" of the Urban College	36

INTRODUCTION

Expanding post-high school educational opportunities in the Twin Cities metropolitan area has become an increasingly important issue in the last decade and is reaching its peak of interest and concern in the 1971 Legislature.

A few years ago the main question seemed relatively uncomplicated: Should the Legislature establish a new state college in the Twin Cities area? Later, with the rapid growth of junior colleges, the question took on a different twist: Should the Legislature establish an upper level state college in the Twin Cities area, an institution for juniors, seniors, and graduate students, not freshmen and sophomores?

When our committee began work in the fall of 1970, it appeared to many of us that the issue before the 1971 Legislature would be whether the state college in the Twin Cities area should be an upper level or a four year institution. As our work proceeded, many of us found our own ideas changing. We came to see the debate over the upper level college as part of some larger questions.

Just who is higher education supposed to serve? What is its mission? Is it doing a good job or not? Some of us resisted any intensive effort to face such questions, fearing an endless debate over educational philosophy, which, while no doubt stimulating, would prolong our assignment indefinitely.

Moreover, some of us argued that Minnesota's record in post-secondary education is much more one of success than of failure. Our University, state colleges, vocational-technical schools, private colleges, and junior colleges have given the state a post-secondary educational system which can measure up well in any national comparison.

We felt it necessary to reach some conclusions about where higher education should be going if, in making recommendations about any new institutions, we are to contribute to solving the real post-high school needs of people in coming years.

The discussion in our committee over where our emphasis should lie--in meeting the demands of higher enrollments versus looking at the overall direction of higher education--actually served to strengthen our recommendations. We were held to making recommendations on the very practical, immediate questions facing the 1971 Legislature but in the context of establishing some new directions for post-high school education.*

What really developed from our discussion was a clearer awareness than ever before that the major issues over expanding higher education opportunities in the Twin Cities area relate to *mission* as well as *enrollment*.

* We use the terms "post-high school education," "post-secondary education," and "higher education" interchangeably in this report. Vocational schools, colleges and universities, both public and private, are covered by such terms.

I. New Institution

1. A new Urban College of Minnesota, identified by its educational mission and program should be established by the 1971 Legislature to make close-to-home college education and training available to additional thousands of primarily Twin Cities area residents.
2. The Legislature should require:
 - That the Urban College offer courses and study space at locations throughout the Twin Cities area, making use of a variety of existing buildings, many of which now are under-utilized, such as space in some private colleges, for example. (We are proposing a new kind of college, one which would not have the traditional type of college campus. If any new buildings were to be requested of the Legislature in the future, the Legislature should insist that there be a clear demonstration that all avenues for use of existing facilities had been exhausted.)
 - That the Urban College serve primarily (a) persons who have been employed for several years and who may desire to continue their employment while obtaining additional education (b) persons who already have attended other post-high school institutions, such as junior colleges or vocational schools, and desire to continue with their education. No qualified student should be denied the right to attend for lack of financial resources.
 - That the Urban College emphasize teaching, not research, and that its curriculum be "career-oriented," that is, that the curriculum be closely-coordinated with the employment students will undertake upon completion of their education.
 - That the Urban College offer courses at all convenient hours during the week and on weekends, as well as during the traditional Monday-Friday regular daylight class hours.
 - That the Urban College seek to bring the teachers to the areas where the students live and work, rather than have the students go to a central campus where the teachers traditionally are.
3. The Legislature should place the Urban College under the administration of the State College Board, but the Legislature should also require the State College Board to appoint a broadly-representative Policy Committee for the Urban College, with at least 60% of the members to be non-educators. To assure that the Policy Committee can function autonomously, the Legislature should allow the Committee to appoint a full-time professional staff aide responsible solely to the Policy Committee.
4. The president of the Urban College should be appointed by the State College Board with the prior approval of the Policy Committee.
5. The Policy Committee should be charged with submitting the specific plan for the program (which shall be consistent with its mission) of the Urban College to the State College Board for approval.
6. The official "headquarters" for the Urban College, in addition to the

numerous satellite locations at which the Urban College will have facilities, should be located (a) centrally to serve the maximum number of students (b) near public transit (c) near employment centers (d) where persons living in lower-income areas can easily be served. Two headquarters, one in or near each of the downtowns of St. Paul and Minneapolis, would most likely satisfy these criteria. The Policy Committee should recommend the location or locations for the "headquarters" to the State College Board for approval. The Policy Committee should be required to obtain the assistance of the Metropolitan Council in site selection.

7. The Legislature should declare its intent that the Urban College begin classes before September 1973, preferably January or March of 1973.

II. Higher Education Planning

1. The 1971 Legislature should:

- Make the Higher Education Coordinating Commission (HECC) an all-lay board of 13 members appointed by the Governor, five at-large, and one each from the eight Congressional Districts, with a requirement that the Governor consult with legislators in the Congressional Districts in making appointments for those Districts.
- Broaden the coordinating role of the HECC to include more specific long-range plans, reviews of capital construction and budget requests of the various post-high school education systems, and review of the missions (goals) of the various systems of higher education.

FINDINGS AND CONCLUSIONS

We reviewed the issues relating to post-high school educational opportunities in the Twin Cities area with representatives of the State Higher Education Coordinating Commission (HECC), officials of the various systems of higher education, major employers, students and others. We reviewed several reports from the HECC and the various post-high school educational systems in Minnesota as well as reports from national organizations. We then devoted many meetings to consideration of the material brought to our attention.

Our findings and conclusions can be summarized as follows: (1) A substantial increase in numbers of Twin Cities area residents seeking post-high school opportunities will occur in coming years. (2) Increasingly, expanded opportunities for post-secondary education will not follow traditional patterns but will require new approaches. (3) Existing institutions in the Twin Cities area will not be able to meet the demand by themselves, either in terms of additional enrollment or providing new kinds of opportunities. (4) Improvements in the overall planning and coordination of post-high school education in Minnesota are needed. These points are discussed in greater detail below.

I. A Substantial Increase in Numbers of Twin Cities Area Residents Seeking Post-High School Opportunities Will Occur in Coming Years.

1. Official forecasts--The HECC recommends that Minnesota post-high school institutions plan for a peak capacity of 221,000 students. This is somewhat below the HECC's estimated peak enrollment of 234,200 in 1980, but the HECC believes such a "squeeze" is desirable in that enrollment is anticipated to drop in the years following 1980 as a result of a drop in birth rate. Enrollment in the fall of 1970 was 161,629, which is some 59,000 below recommended peak capacity by 1980.

The HECC measures rates of post-high school enrollment by the number of people attending post-high school institutions expressed as a percentage of high school graduates in the 18-21 age group. Inevitably, enrollment will include people younger and older than this and people from other states, but the HECC has found that post-high school enrollment correlates more closely with the 18-21 age group than with any other age group or with the total population. In 1956 enrollment in Minnesota as a percentage of the high school graduates in the 18-21 age group was 38.1%. This percentage has increased steadily year by year to 63.2% in 1970. The HECC believes this percentage will continue to increase about 1% each year to a high of about 85% in 1985. HECC forecasts take note of the peak in number of live births in Minnesota which was reached in 1959 and will have its impact on college attendance when persons born in 1959 attend college in 1978-82. The forecasts also assume the percentage of students who go to college in other states and the percentage of non-residents who go to college in Minnesota will not change.

We were made aware of certain challenges to the validity of the forecasts. For example, a HECC consultant, Lewis B. Mayhew, believes that the peak enrollment forecast should be reduced by about 20,000. Also, some people believe "social pressures" for a four-year college education may be reduced in coming years and that, accompanied by changes in draft laws, could have a downward impact on college attendance. On the other hand, the HECC figures do not include a large number of persons--about 20,000--now attending evening classes for credit at some institutions. If these are counted and if it is assumed that there will be an increasing emphasis on this type of

education, then the HECC total would appear to be more realistic. In any event, the HECC forecasts do indicate that Minnesota must plan for substantially more persons enrolled in post-secondary education than are enrolled today.

2. Distribution of growth--With the increasing percentage of the population of the state residing in the Twin Cities area, and in the absence of a conscious state policy to redirect population to other parts of the state, it would appear that the growth in demand will be more concentrated in the Twin Cities region than elsewhere in the state. It would also appear as if official HECC estimates of the distribution of the enrollment somewhat understate the shift from outstate to the metropolitan area. In a report to committees of the State Legislature in May 1970 the HECC estimated that of a total projected enrollment of 234,200 in the state by 1980, about 109,845, or 46.6%, would be residents of the seven-county Twin Cities area. But as a practical matter, the percentage of population in the state residing in the Twin Cities in 1970 already exceeds this percentage and moreover, another report of the HECC predicts that about 52% of the high school graduates in the state will be from the metropolitan area by 1980. If HECC estimates of total enrollment demand in the state are too high, this would appear to be more than offset by an apparent underestimation of the enrollment potential in the Twin Cities region.

We were also made aware that from 1960 to 1970 metropolitan area residents made up an increasing proportion of the total college enrollment in the state. At the same time there was a substantial increase in metropolitan area residents going to college at outstate locations. This was an increase not only in absolute numbers but in percentage. In 1960, only 15% of the metropolitan area undergraduates were attending institutions in outstate Minnesota. This percentage had increased to 26% by 1969. We could not obtain firm data as to the chief reasons for this increase. The increase, however, was concentrated principally in the number of students attending four-year state colleges in outstate Minnesota. Such an educational opportunity is not now available in the Twin Cities area. Under the present system of post-secondary education, an increasing number of Twin Cities area residents will have to go to outstate locations for post-high school education or forego those opportunities.

3. Changing nature of college population--Along with the increasing population and the increasing number of persons seeking post-secondary education, more and more people who have been in the labor force will be seeking post-secondary education. Perhaps a barometer of this change is that part-time enrollment at Minnesota public and private colleges and universities in 1970 increased some 24.5% over 1969. In absolute numbers this was an increase from 13,073 to 16,279 during the same period. Meanwhile, full-time enrollment increased only 2.1%, from 122,127 to 124,752.

II. Increasingly, Expanded Opportunities for Post-High School Education Will Not Follow Traditional Patterns But Will Require New Approaches.

1. National studies--During our deliberations we reviewed major recent studies by respected national groups, including the Carnegie Commission on Higher Education and a special national committee on higher education for the

U. S. Department of Health, Education and Welfare. We also obtained information on a new "Open University" in Great Britain, which serves only persons over 21 years of age. The central message which came through to us from all this information is that post-high school education must break out of its traditional patterns. For example, a repeated theme was that higher education must be readily available to individuals throughout their lifetimes, not just immediately after high school.

2. Transfer students--Junior colleges in the metropolitan area had an enrollment of approximately 11,000 in the fall of 1970. The HECC projects that this enrollment will almost triple within the coming decade. A survey of some 4,500 junior college sophomores in the fall of 1969 indicated that some 64% of them planned to continue in school full-time after graduating from junior college. But another survey of students who left junior college in 1969-70 indicated that only 30% of them transferred to a four-year college. Some persons believe that if transfer opportunities were greater this percentage would be substantially higher. But even assuming the 30% will continue, applying such a percentage against either the present junior college enrollment in the Twin Cities region or the projected enrollment, we can see that a substantial number of students will have to be accepted into other institutions.

Our findings indicated that students today encounter many obstacles when they transfer. In April 1970 the HECC published results of a survey of students from the State Junior College System who had transferred to four-year institutions in the state. Of the 942 students who responded some 37% experienced some significant difficulty or loss in credit. This percentage varied substantially among various institutions. Among the respondents to the questionnaire who transferred from metropolitan area junior colleges to state colleges or to the University of Minnesota Twin Cities campus, some 47% either experienced an important loss of credit or an increase in length of time needed to graduate. We also received testimony from students and administrators close to the junior college system which substantiated the difficulties.

Even if the transfer-of-credits problem would be eased, there would continue to be limitations on the extent to which junior college graduates in the Twin Cities area could obtain additional opportunities. Their options would be either private colleges in the Twin Cities area, with substantially higher tuition; the University of Minnesota, which has imposed limitations on its enrollment and, therefore, where prospects of admission are uncertain, or the outstate state colleges, which would increase the cost for persons seeking to go there and thereby represent an obstacle for certain students.

3. Adaptability to re-entry--Traditionally, most post-secondary educational opportunity has been regarded as something for persons who have just graduated from high school. If they do not get their post-secondary education in the immediate years following high school, it has been assumed that they forego such opportunities for life. Existing institutions are geared primarily to serving persons just out of high school, enrolled in college full-time.

Providing opportunities for people to attend school while they are employed has often been regarded as an "extra" part of an institution's program. This feeling apparently pervades the entire post-high school field. For

example, the HECC does not include persons enrolled in University of Minnesota general extension courses in its regular report on total post-high school enrollment, nor is the anticipated future extension enrollment figured in HECC enrollment projections. Persons enrolled in University of Minnesota general extension last year accounted for a full-time equivalent enrollment of some 9,300. But even within the University extension courses are treated on a less-than-equal basis with other courses. Tuition for undergraduate liberal arts courses in the day school is \$11.25 per credit hour, while the extension tuition is \$14 per credit hour. Also different, often more restrictive, limitations are established for applying extension course credits towards a degree and there is an indication that some faculty members who teach extension courses don't regard them as important as regular day courses.

4. Teaching--Several of the resource people who met with us said that in many phases of post-high school education more emphasis is placed upon professors conducting research than in teaching. Promotions are made on the basis of research in many cases rather than teaching excellence. In expanding post-high school opportunities in the Twin Cities area much more stress must be placed on teaching as against research. Many students apparently share this feeling. An editorial in the University of Minnesota student newspaper in February, 1971, bemoaned the results of a survey which indicated faculty members want to spend more time on research, even though the average instructor spends 10% less time teaching today than he did in 1956.
5. Job-related education--Comments by educators and others who met with us as well as the various national reports we studied pointed out repeatedly that higher education needs to be more relevant to employment opportunities. It would appear, for example, that students entering certain fields of study are not accurately informed of job opportunities in those fields. We would not suggest that a person be denied the opportunity to enroll in a certain course because jobs may not be available, but at a minimum he should have sufficient information to make a judgment about the employment prospects in a field he is considering. As far as we could tell, there is an inadequate exchange of information today between the institutions of higher education and the employment market.

Secondly, many new kinds of job opportunities are being made available, but institutions do not appear to be modifying their programs sufficiently to meet these changes. This refers specifically, we were told, to so-called "new careers", jobs which didn't exist a generation ago, such as in health care and electronics.

In many cases, it would seem, institutions have not regarded the function of preparing students for specific kinds of employment to be a major part of their mission.

6. Advice to students--We did not look into the question of the adequacy of counseling in detail. But as we look to the changing demand for post-high school education and the various kinds of institutions that a person may attend, it becomes increasingly important that a trained and knowledgeable staff of professional personnel be available to assist students in their choices. A substantial number of persons today drop out of post-high school institutions before completing their course of study. About 41% of those who begin a four-year program do not complete it, according to the HECC. The rising costs of higher education, to the student and the taxpayer, require that curriculum choices be based on sound information.

7. Use and place of facilities--As we looked at the growing demand for post-secondary education in the Twin Cities area, we first reviewed the extent to which maximum use is being made of existing facilities. In general we found, even during the Monday-Friday daylight classroom hours, a great amount of un-used capacity in the private colleges. A 1967 study revealed some 19,000 student spaces in classrooms and labs in Twin Cities area private colleges but a full-time day student attendance of only 10,000. Looking further at the potential which might exist for use of high school buildings, industrial buildings and other facilities, we believe there is a substantial untapped source of facilities in the area that could be utilized. Moreover, these are scattered throughout the area in such a fashion as to help meet one of the other emerging needs which has been identified, namely to bring higher education closer to the people where they live. This becomes increasingly important as more and more people attend post-secondary education on a part-time basis. We were informed that major obstacles may exist in making effective use of space which appears to be available. We hold no illusions on this point. Nevertheless, as we look to improving the delivery of post-secondary education services to people in our region, we believe that it is absolutely mandatory, from the standpoint of economy, that the fullest use of existing facilities be explored.
8. Changing technology--It was acknowledged by several people who met with us as well as knowledgeable people on our committee that only very beginning efforts have been made in utilizing new kinds of technology in the delivery of post-secondary educational opportunity. We were cautioned against embracing television, for example, as a panacea in this regard. Nevertheless, the potential for using such media to bring opportunities to people who would not otherwise be served--into their homes--and at a reasonable cost, seems to merit much greater emphasis than has been given to date.
9. Increasing costs of higher education--Typical costs for a student living at home are about \$1,400 a year in the state colleges and \$1,600 in the University of Minnesota, according to figures from the HECC. An additional \$400 a year should be added if the student is also living at the school rather than at home, according to HECC. In the private colleges the current annual cost for a student living at home is between \$2,200 and \$3,000, with up to \$600 more added if the student is living at school rather than at home. Costs have been increasing at a rate of 7% per year. New approaches must be found to make higher educational opportunity less of an economic burden on the student.

III. Existing Institutions in the Twin Cities Area Will Not Be Able to Meet the Demand by Themselves, Either in Terms of Additional Enrollment or Providing New Kinds of Opportunities.

We reviewed in detail the possibilities of the existing post-secondary institutions in the Twin Cities area meeting the needs which we have identified above. It is not apparent, based on our review, that existing institutions in the Twin Cities area will be changing their own orientation to accommodate the increasing demand. The University of Minnesota is, of course, the dominant institution in this area. It, however, is contemplating increasing the emphasis on graduate and professional education, which it is equipped to handle. Also the overall size of the University's Twin Cities campus needs to be recognized as a factor. Evidence may not be conclusive on this point, but there is concern about the advisability of allowing substantial enrollment growth at

the University even if it were willing to expand and adapt its program to changing post-secondary needs.

Another possibility for meeting demand is to utilize the private colleges. If the problem were *solely* one of finding space to accommodate rising enrollment, it is possible that such space could be found in the private colleges of the Twin Cities area, assuming, too, a way could be found to solve the problem of higher tuition costs at the private colleges. But the issues also relate to making programs adapt to meet the changing nature of the demand as we have outlined above. It is difficult to see how this could be handled individually by the private colleges in the area. Also, because of the large number of small private colleges it may be difficult to make full use of all the space that may appear to be available. In any event, the potential use of the apparent available space in the private colleges must be thoroughly explored in any expansion of post-secondary education opportunities in the area, even though the administration of certain programs may not be carried out by the private colleges.

IV. Improvements in the Overall Planning and Coordination of Post-High School Education in Minnesota Are Needed.

Our assignment related quite specifically to only one segment of post-secondary education and for only one part of the state. Nevertheless, as we explored the issues in our assignment, we were compelled to review to some extent how the delivery of post-secondary education in Minnesota is evolving.

This led us to devote time to examining the Higher Education Coordinating Commission. The deeper we got into this question the more we realized, too, that the role of the HECC is intertwined with the specific assignment before us.

1. Changing role of HECC--Started first as a vehicle to bring the various post-secondary systems together for joint study and discussions, the HECC has developed an identity of its own. The Legislature has increasingly recognized the importance of this body. It appears that this trend will continue in the future with the HECC becoming more and more involved in establishing the overall direction of post-secondary education in Minnesota. As this occurs, however, it does not appear that the fundamental structure of the HECC, as a study and coordinating body, rather than as an operating body, should change, at least in the immediate future.
2. HECC activity--The HECC has recognized that the necessary first step towards effective coordination is a much more extensive information base than had been available in the past. Consequently it has placed considerable stress upon gathering new data and information, much of which never before has been assembled in a compatible and comprehensive form for all post-secondary institutions, public and private. This covers such areas as the programs offered by all the institutions, the classroom utilization rates in the various institutions, as well as the more traditional types of data gathering such as enrollment figures. The HECC is seeking to further expand its data information base and analytical capabilities. It is doing this, with a majority of Minnesota higher education institutions, as a participant in an inter-state management information systems project. HECC information and analysis are being used by institutions and systems and other agencies in their planning functions.

In addition to gathering, analyzing and reporting information the HECC has moved in other areas, many of which have an effect on traditional autonomy of the various systems. Within the past year the HECC has initiated a voluntary review of new curriculum proposals by the institutions. All of the various systems have pledged to cooperate in this review, which means the HECC will advise and comment on all new curriculum offerings before they are instituted. In addition the HECC is reporting to the 1971 Legislature on a number of specific questions which the Legislature assigned it in 1969. The HECC is also charged with administering the State Scholarship and Grant Program and establishing the priorities for federal aid for construction of post-secondary facilities in Minnesota.

3. Greater direction needed--Basic questions about what higher education is supposed to accomplish and how well various systems are measuring up need to be faced. The HECC recognized this in its report to the 1971 Legislature by spelling out the need to determine the missions of the various systems and institutions.

The HECC has begun to move into some inter-institutional budgetary review by looking at the budgets for computer operations for the various systems. There seems to be broad agreement that some overall review of all of post-secondary educational budgets for operating and capital purposes needs to be made for the Legislature.

4. Make-up of the HECC--As the role of the HECC changes, and as it is looked to more and more for guidance on questions affecting all our post-secondary education, the nature of its membership becomes increasingly important. Several questions were raised by resource people who met with our committee about the desirability of continuing to give voting membership on the HECC to representatives of the various systems which are being coordinated by the HECC. Currently, the HECC has 18 members. Ten are representatives of the various "systems," the chief staff executive and a board member from the University of Minnesota, State College Board, State Junior College Board and State Board of Education, and two private college presidents. The other eight are lay citizens, one from each Congressional District. There is considerable concern that the HECC, because of the systems representation, is constrained in making certain kinds of recommendations because of the potential impact of such recommendations on the "systems" which are represented on the HECC. There also is evidence that the HECC is constrained in making certain information public because of the influence of these representatives.

RECOMMENDATIONS

The issue before the 1971 Legislature should be much more than whether a new state college should be established in the metropolitan area. We fully acknowledge the immediacy of this issue, involving the need to provide facilities for additional enrollment and broadened opportunities. But the issue also very clearly involves whether new directions are to be set for post-high school education in Minnesota. This issue is complicated by the fact that the new directions are not yet fully agreed upon, nor are they likely to be in the short time before the Legislature decides.

We believe it is urgent for the Legislature to act in this session . . . in such a way as to meet enrollment pressures but at the same time to avoid any irreversible commitments which would hinder the full realization of new directions for post-secondary education as we outline below.

I. New Institution

We believe the evidence supports the need for a new post-secondary institution in the Twin Cities area and recommend its establishment by the 1971 Legislature. The growth of population, the need for new forms of post-secondary education, the present lack of certain kinds of opportunities, all lead to this recommendation. There is little doubt that a new institution here would be well attended because of the demand. We make this recommendation with some fear it could be misinterpreted. It would be ill-advised for the Legislature to establish a new institution patterned after existing ones. The new institution should lead the way in new forms of post-secondary education, giving emphasis to certain kinds of functions in a way which no other institution now is. Its name should reflect this new emphasis. For example, the term "state college" carries with it a far more traditional connotation than we would identify for this institution's mission. Something like The Urban College of Minnesota would be more appropriate.

We must make clear that we view *establishing* a new institution as entirely separate from *building* a new institution. Such a distinction may be very difficult for many of us to make, particularly when we usually think of institutions first in terms of the buildings. But this gets to the heart of the nature of the institution we propose. The decision on what to build, *if at all*, must necessarily follow basic decisions on its mission, when and where it will offer post-secondary opportunities, and the potential for making use of existing buildings in the area. To think of the mission of the institution means that we must strike from our minds our common conceptions of a college campus, such as tree-lined walkways, student unions, lecture halls, football games, fraternity houses, and the like.

We do not in any sense portray the proposed Urban College as the answer to all the problems confronting higher education. Nor are we oblivious to the experimentation in better ways of delivery of higher education services at existing institutions, such as the "common market" concept in the state colleges enabling students enrolled in one state college to take courses in the others, or the special programs for disadvantaged students offered by the University of Minnesota, or the innovations in urban-oriented programs offered by private institutions such as Augsburg College.

1. Mission (or goals) of the institution--We believe that the institution, measured by traditional standards, should be largely unconventional. We would envision, though, that its program would be such that students who think of post-secondary education in the traditional pattern will find their needs satisfied in this institution. But the extent of the so-called "conventional" post-secondary education offerings would not dominate the whole program. It must clearly offer new and different opportunities, as well as traditional offerings. We must remember that changes in post-secondary education will need to be accepted by the general population as well as the planners of the institution. Thus it cannot discard the present but it must be structured so as to give the new offerings their full potential.

In terms of its unconventional mission, we suggest the following:

- Population to be served--It should be designed from the start as the first institution in Minnesota specifically for providing post-secondary education for people of many different ages.

The institution should be specifically designed for people who will be employed, perhaps in full-time jobs, while they are going to school, or who will be interrupting their occupational work for varied periods of time.

- Transfers--It should be designed from the start to be particularly adaptable to persons who will have attended other post-secondary institutions previously. Thus it will be able to serve the expected large number of students graduating from junior colleges and vocational-technical schools who want to pursue additional training as well as adults already in the labor force who had some post-secondary education in years past. The Urban College's policy on credit for previous work should be flexible. It should not be tied to rigid requirements on formal credits accumulated or specific courses taken elsewhere. Rather the Urban College should be able to take account of a student's background and knowledge, in whatever form it may be and wherever previous education may have occurred.

- Locations--Its programs should be offered at locations and times which are most convenient for its students. In this regard it should be designed for people who may have difficulty in traveling long distances, either because of limited incomes or other reasons, such as housewives who must take care of small children or who have no means of transportation. Courses would be offered at evenings and on weekends. The institution should not be located at only one place. We envision that programs would be offered at locations throughout the entire seven-county Twin Cities region, utilizing spaces in high schools, other colleges (both private and public), government buildings, and perhaps in industrial locations.

In this connection, too, it should maximize all opportunities to enable people to obtain much of their instruction in their own home, using tape recordings, television, and correspondence materials.

- Teaching--It should be primarily a *teaching-learning* institution, with its faculty recruited, evaluated and compensated according to competence in teaching. The administration of the Urban College should be specifically challenged to develop effective methods of teacher evaluation. Research-oriented degrees, such as the Ph.D., would not be offered.

- Career education--It should give particular attention to providing new career education, meeting demands for certain jobs that are not adequately handled today. It should have a particular charge to be relevant to people who for social or economic reasons have not been adequately reached by higher education in the past.

We believe it is extremely important that the mission be spelled out in the legislation so that the administration, faculty and students will know what the Legislature wants from the Urban College.

2. Relationship to University General Extension--Some of the functions the new institution will carry out, particularly in the area of providing evening courses for persons employed full-time, now are handled by the General Extension Division of the University of Minnesota. It is too early to forecast what the institution's long-term relationship with, or impact on, the General Extension Division will be. We recommend that the HECC be instructed to report to the 1973 Legislature on how this relationship should develop.
3. Administrative board--Many members of our committee suggested the best approach would be for the Legislature to create a new board for the Urban College which would be totally independent of existing boards but be coordinated by the HECC along with the other boards. According to this viewpoint, such an approach would maximize the potential that the Urban College would be different. On the other hand, persuasive arguments were made that a new institution should be tied to an existing administrative structure. First, it was noted that we have so many boards for post-secondary education already. Second, it was strongly urged that a new institution like this, with its innovative approaches, will need a home-base, so to speak, which has general acceptability today. According to this viewpoint, the "respectability" of the new institution would thereby be enhanced.

We felt, on balance, that the administrative board should be one of the existing boards. We recommend that it be the State College Board. The State College Board is ready and willing to assume responsibility for a new institution. The State College Board has an established administration. Also based on comments and written materials from the staff of the State College Board, it appears the Board is receptive to--and is encouraging--new approaches in post-high school education.

4. Policy Committee--We recommend that the Legislature provide for a separate Policy Committee for the Urban College to carry out certain responsibilities in the process of selecting a president, planning the institution and selection of sites, as outlined in greater detail below. Such a committee is needed because of the unique relationship which the Urban College will bear to the University of Minnesota, vocational-technical schools, junior colleges, private colleges and state colleges, because of its particular "community" orientation, and because of the new directions for post-high school education we envision the Urban College needs to provide.

A clear majority, not less than 60%, of the members of the Policy Committee and the chairman should be non-educators. They should include students, businessmen, persons in organized labor, housewives, and other representatives of the general public. Among educators should be persons affiliated with various

post-high school systems, public and private, and include teachers, administrators and persons involved in coordination of higher education. To assure sufficiently broad representation, the committee's membership would have to be fairly large, perhaps 25 people. We recommend that the Legislature require the State College Board to appoint such a committee in accord with guidelines for its composition as we recommend above and bearing in mind the mission of the Urban College. The chairman should be named by the State College Board.

The Policy Committee would have a close working relationship with the administration of the Urban College, but to maximize the potential for the Policy Committee to be effective, it must have the ability to function autonomously. We therefore recommend that the Legislature provide that the Policy Committee be allowed to hire a full-time professional staff aide, responsible only to the committee, whose salary would be determined by the Policy Committee within a limit set by the Legislature and be paid from funds appropriated for the Urban College.

5. Selection of a president and planning the institution--We recognize that the selection of the president will be a key step in establishing the direction of the Urban College. We recommend that the State College Board be charged with selection of the president, with the approval of the Policy Committee as proposed above. The Policy Committee should be assigned to have the principal responsibility of planning the general outlines of the program for the institution. Working with the president, it should be assigned by the Legislature to present a plan for adoption by the State College Board.
6. Selection of sites--We have placed particular emphasis on the mission for the Urban College of Minnesota, not that location is not a vital question but because we do not want to eclipse the question of mission, which we consider even more vital.

Nevertheless, selection of sites is very important. The Urban College, while offering programs at a number of satellite locations, should have at least one, and preferably two, identifiable "headquarters" for faculty offices, counseling, admissions offices and other services, study space and tional facilities. Such headquarters would lend a sense of identity to the Urban College, which can be a very important factor from a student's standpoint. We recommend the following criteria for location of such headquarters: (a) central location to the maximum number of potential students; (b) nearness to public transit; (c) nearness to major commercial, office and industrial developments to serve the growing number of persons who will be attending college while holding down regular jobs and to make it more convenient for people to conduct other business in the same general area they are attending college; (d) accessibility to persons in lower-income areas who may have not related to post-secondary education in a meaningful way in the past.

We strongly recommend against making availability of inexpensive land as one of the criteria. Such a factor, we were told, may have been a major influence in selection of certain other college sites, which resulted in selection of less-than-desirable sites from the standpoint of location relative to transportation, utilities and other public services. This apparently came about

because of a legislative policy that the local community where the institution is located provide the site without cost to the state. Such a policy should not be followed in the case of the Urban College. This will not be the traditional college campus. Depending upon the availability of existing buildings, and their location, it is possible that no new construction will be needed. In any event, the Urban College never will have a complex of buildings similar to one of the traditional state colleges, for example.

In effect, if our recommendations are followed, a headquarters for the Urban College would be interwoven with the entire community and not be set apart.

We believe the establishment of two headquarters to start with, one in or near each of the downtowns of St. Paul and Minneapolis, would be most likely to satisfy the criteria.

We recommend that the Policy Committee for the Urban College be assigned the responsibility for picking the location of the headquarters. We also recommend that the Policy Committee be required to obtain the assistance of the Metropolitan Council in site selection, at a sufficiently early date so that the Council's contribution is to help reach a decision, rather than react to a decision already made.

Looking to the future, as large regional complexes encompassing substantial commercial and industrial development are built in the Twin Cities region, we believe the Urban College should be integrated with such complexes. Making the Metropolitan Council a partner in the site selection process now should pave the way for such coordinated educational-commercial-industrial complex planning in future years.

7. Facilities planning--Facilities planning must not precede the adoption of the general program of the institution. The State College Board should be instructed to report to the 1973 Legislature on the need for facilities as well as for operating budget. The State College Board should be specifically charged with exploring fully the potential use of existing facilities, including private colleges, and the use of teaching mediums such as television which could affect the need for facilities. If new instructional buildings are proposed to be built, the State College Board should explain why space cannot be found in existing structures. Given the nature of the proposed institution, the possibilities for using existing buildings at odd hours, and the fact that many private institutions have very low utilization rates now, we believe the Legislature should be extremely cautious about authorizing new instructional facilities for this institution.
8. Opening date and initial appropriation--In many cases the opening of a new college must await the selection of a site and construction of buildings. We believe there is no need to delay opening the institution we propose because a "site" may not have been picked or because buildings have not been constructed. We have noted earlier the importance of making more effective use of existing facilities and new technology. Also, we would expect that a substantial number of faculty would be recruited within the Twin Cities region, meaning that no significant delay would be required in the opening date because of relocation of faculty.

We believe the 1971 Legislature should go beyond the point of simply authorizing the institution in this session and appropriating planning funds. If such an approach were followed the 1973 Legislature would be asked to appropriate operating funds, and the college would not be expected to open until September 1973. We cannot accept as a foregone conclusion that the new college can't open until September 1973, which is some 27 months after the 1971 Legislature adjourns.

A necessary prerequisite to opening the college is, of course, the determination of what programs will be offered. We are not equipped to predict how long this should or will take, but we think it should not take 27 months. Also, we see no reason why the Urban College should be limited to starting only in September of any year. It is very likely that many of its programs will operate year-round, ignoring the traditional September-June school year. We recommend that the Legislature declare its intent that the Urban College begin offering some programs by January or March of 1973.

Accomplishing such an objective relates to the type of appropriation given by the 1971 Legislature. We are not recommending a specific amount. We did note, however, that the State College Board has requested \$600,000 for planning funds *only* for a state college in the metropolitan area, since the State College Board does not intend to open the institution until September 1973. We do not believe it would be unreasonable to grant such an amount for the Urban College on condition that the money be used both for planning and for beginning some courses in January or March of 1973. We prefer to see the Policy Committee and the administration of the Urban College exercise ingenuity in starting courses early, even with extremely limited funds. For example, it might be possible to offer some general courses on television.

9. Admissions--The Urban College, as we propose it, is not intended to be best suited for students to attend immediately upon high school graduation. This is, and should remain, the prime responsibility of the junior colleges and vocational-technical schools in the Twin Cities region. Unless this division of responsibility is well-established at the beginning, it may be difficult to make the Urban College's program particularly oriented for students who already have had previous post-high school education. Also, we see no need for the Urban College to duplicate what is being offered elsewhere. We hesitate to be categorical and legally prohibit a high school graduate from attending immediately upon graduation or to prohibit someone who has been in the labor force for several years but has never attended another post-high school institution. Perhaps the programs could be arranged in such a fashion that a recent high school graduate would find his curriculum needs much more logically satisfied in a junior college or vocational-technical school. If a formal restriction is needed, perhaps there could be a requirement that a student have attended another institution for at least the better part of one year or that he be at least 21 years of age.

In addition the Legislature should provide--perhaps through improvements in the state scholarship and grant program--that no qualified student be denied the right to attend the Urban College for lack of financial resources.

II. Higher Education Planning

1. Long-range plan preparation--The 1971 Legislature and subsequent Legislatures will be faced with many proposals for new institutions of post-secondary education in this state. It is very difficult for the Legislature to know how the various proposals relate to each other without a comprehensive plan. The HECC should continue its current planning efforts and be specifically instructed to prepare and regularly up-date a plan for the location of post-secondary education facilities in the state so that various proposals which are made by the individual systems or institutions or by others can be measured against the HECC plan. The HECC also should be required to report to the Legislature on any statutory or constitutional changes in the structures of post-high school education in the state which it deems desirable to accomplish effective coordination.
 2. Capital request review--The Legislative Building Commission currently does not obtain recommendations from the HECC on the various requests from the individual systems. We recommend that the HECC be instructed to review and comment upon the proposals of the various systems to the Legislative Building Commission. Undoubtedly the HECC will need additional information to assess the various needs of the different institutions, but its voice should be heard in this process. It is further likely that the ability of the HECC to set priorities in this area will be improved in future years.
 3. Budgetary review--The Legislature has experienced considerable difficulty in evaluating the different budgetary requests from the higher education systems because of different accounting definitions and procedures used. The HECC should be charged by the Legislature with developing procedures which will enable the Legislature to review the budgetary requests in a comparable manner. Further, the HECC should be charged with reviewing and commenting upon the budgetary requests of the individual systems before they are made to the Legislature. Its information base will have to be extended and refined to enable the HECC to undertake really detailed analysis of the budget requests but it is important to establish the principle of HECC review early so that it can prepare for a much more detailed effort in this regard.
 4. Missions of the institutions--The HECC should be given authority to obtain statements of mission from the various post-secondary systems, to review those missions to see the extent to which they are consistent with each other, to evaluate the extent to which the missions are being carried out, and to recommend to the Legislature any desirable changes in the missions of the various institutions.
- It is anticipated that such procedures would lead, in effect, to the HECC analyzing the quality of post-secondary education in Minnesota.
5. Make-up of the HECC--We believe institutional representatives should be removed as members of the HECC. We recommend that the HECC be reduced from 18 to 13 members. All 13 should be lay citizens appointed by the Governor, one from each congressional district and five appointed at-large. They should hold no other public office. The Governor should be required to consult with legislators in the various congressional districts in making the district appointments. The chairman of the HECC should be designated by the Governor and be one of the five at-large members.

An advisory council composed of the executive heads of the University of Minnesota, State College System, State Junior College System, State Board of Education, and Minnesota Private College Council should be established to advise the HECC and the HECC staff.

6. HECC staff--We recommend expansion of staff to enable the HECC to carry out its broadened coordinating responsibilities as outlined above. Specifically, and at a minimum, the HECC should have two additional professional personnel to give it competence in review of budgets of the various systems, an area not covered in the present HECC staff of 14 professionals and 14 supporting personnel.

BACKGROUND

I. Post-High School Systems

Post-high school education in Minnesota is offered through five systems, the State College System, State Board of Education, University of Minnesota, State Junior College System and the system of private institutions. Each of the systems is independent of the other. All are coordinated through the Higher Education Coordinating Commission.

A. State College System

The State College System includes six state colleges, Bemidji, Mankato, Moorhead, St. Cloud, Southwest (located at Marshall), and Winona. The system is governed by a nine-member State College Board appointed by the Governor to six-year overlapping terms. No more than one member may be from the same county at the time of his appointment. One of the nine members is, according to law, the Commissioner of Education. (The Commissioner of Education is appointed by the State Board of Education, which is responsible for elementary and secondary and vocational education in the state.)

The State College Board appoints a chancellor to serve at its pleasure. In 1971 the chancellor was G. Theodore Mitau.

In 1960 the State College System enrolled about 22% of the state's full-time undergraduates. This percentage had increased to 27% by 1969. During the same time the percentage of full-time state college undergraduates whose homes are located in the Twin Cities metropolitan area increased from 16% to 27%.

Following are excerpts from a statement submitted to our committee from Mr. Mitau on the mission of the State College System. (A complete copy of the statement is available on request from the Citizens League.)

With the exception of Southwest State College, the colleges were started as teacher training institutions. Since 1957, when the colleges were broadened into multipurpose institutions, the educational role has been four-fold. Each college's program includes curricula in the following areas: Liberal Arts and Sciences, Professional Studies, where the heritage of teacher education is still predominant, Selected College-level technical training, and Pre-professional preparation.

In addition to the undergraduate program, five of the colleges offer master's degrees in selected areas of both professional and liberal studies; one college plans to offer the Specialist degree in Information Media; and three of the colleges are currently planning the development of the Specialist degree in Educational Administration. . . .

Within this framework, the primary purpose of the State College System is to offer quality undergraduate education to that broad spectrum of the citizenry of Minnesota who desires an academic experience between the private liberal arts colleges on the one hand and the large university on the other.

It is the commitment of the System that this education be oriented to student needs and interests and that the student be viewed as a partner in the learning process. If a part of the educational process is to prepare individuals to be functioning members of a democratic society, then the student should have significant experience in the decision-making process.

Furthermore, the State College System encourages a kind of education that will prepare the student for problem-solving. No longer is it adequate to provide facts for the student because such information is not only more readily available through other media but it is quickly out-dated. Rather, it is the goal to assist the student in the development of those skills that permit him to continue learning and to use intellectual tools to deal with new problems as they arise. There can be no false dichotomy between liberal and professional learning; the two go together and one must complement the other. . .

B. State Board of Education

The role of the State Board of Education in post-high school education involves principally area vocational-technical schools. About 13% of the state's full-time undergraduates were enrolled in area vocational-technical schools in 1969.

Area vocational-technical schools are owned and operated by local school districts, but are established under regulations of and with the approval of the State Board for Vocational Education, which technically is a different Board from the State Board of Education, but membership is the same on both Boards. The State Board of Education is made up of nine members appointed by the Governor to six-year overlapping terms. The Board appoints a Commissioner of Education to a six-year term. The Commissioner in 1971 was Howard B. Casmev.

There are 31 area vocational-technical schools in Minnesota, six of which are located in the seven-county Twin Cities area. They are in Anoka, St. Paul, Minneapolis, suburban Hennepin County, Ramsey-Washington Counties, and Dakota County. The outstate schools are located at Albert Lea, Alexandria, Austin, Bemidji, Brainerd, Canby, Detroit Lakes, Duluth, Eveleth, Faribault, Granite Falls, Hibbing, Hutchinson, Jackson, Mankato, Moorhead, Pine City, Pipestone, Rochester, St. Cloud, Staples, Thief River Falls, Wadena, Willmar, and Winona.

The mission of the area vocational-technical schools, as explained to our committee by Robert P. Van Tries, assistant commissioner, vocational education, State Department of Education, is to prepare people for gainful employment by making training of high quality available to all who want, need and can benefit from these services.

C. University of Minnesota

The University of Minnesota system includes its Minneapolis-St. Paul campus, branches at Morris and Duluth, a two-year University Technical College at Crookston and a new technical college scheduled to open at Waseca in 1971.

The University is governed by a 13-member Board of Regents. Twelve members are elected by joint convention of the Legislature to six-year overlapping terms. They pick the president of the University who also serves ex officio as president of the Board of Regents. He serves at their pleasure. In 1971 the president was Malcolm Moos. There are no restrictions as to where members of the Board of Regents should reside, but in practice the Legislature elects one from each of the eight Congressional Districts in the state and four at-large. The University was established by the Territorial Legislature in 1851. All territorial laws relating to the University were made part of the constitution when Minnesota became a state. The University, therefore, has attained a unique constitutional autonomy.

In 1960 about 49% of the state's undergraduate enrollment was attending the University of Minnesota. This percentage had dropped to 32% by 1969, even though the University enrollment had increased in absolute numbers during that time. This was because much more of the growth in enrollment during that time took place in the state college and junior colleges.

In a letter to our committee (a complete copy of which is available on request from the Citizens League) on the mission of the University of Minnesota, Stanley B. Kegler, associate vice president for Coordinate Campuses and Educational Relationships, directed our attention to the following statement which appeared in a January 1971 University publication "Years of Change and Challenge":

For more than a century, the University of Minnesota has worked to enhance the lives of the people of Minnesota

--by making higher education opportunity available to young people and adults for the personal and economic growth;

--by preparing qualified professional men and women in engineering, agriculture, forestry, home economics, medicine, veterinary medicine, dentistry, nursing, pharmacy, public health, social work, library science, journalism, hospital administration, teaching, and special educational fields;

--by developing more than 130 programs leading to the doctoral degree in order to expand the resources of intellectual leadership in the state and nation;

--by adding to the knowledge base of our society through research and scholarly publication;

--by sharing useful knowledge with the people, the businesses, and the governments of Minnesota; through continuing education and extension services; through shared library resources; through University-developed data on population, economic conditions, land and water conditions and use, natural resources, taxation, and many other subjects.

D. State Junior College System

The State Junior College System includes 18 operating junior colleges and two more authorized, but not yet open. In 1960 only about 6% of

the full-time undergraduate enrollment in the state was at junior colleges. This had increased to some 13% in 1969. About one-half of the total junior college enrollment now are residents of the Twin Cities area. In 1960 hardly any of the junior college enrollment was from the Twin Cities area.

Of the 18 junior colleges operating, six are in the Twin Cities area, Anoka-Ramsey, Inver Hills, Lakewood, Metropolitan, Normandale and North Hennepin. Outstate locations are at Austin, Brainerd, Ely, Fergus Falls, Grand Rapids, Hibbing, International Falls, Rochester, Thief River Falls, Virginia, Willmar, and Worthington. Junior colleges are authorized, but not open, at Cambridge and Fairmont.

The State Junior College System was established by the Legislature in 1963. Previously junior colleges were owned and operated by local school boards. The Legislature created a five-member Junior College Board appointed to seven-year overlapping terms by the Governor. The Board appoints a chancellor to serve at its pleasure. In 1971 the chancellor was Philip C. Helland.

The State Junior College Board has adopted the following statement as to the mission of State Junior Colleges: "State Junior Colleges should be described as comprehensive institutions with a community-oriented approach, and that among their offerings should be short courses, institutes, conferences, clinics, forums, concerts, exhibits, studies, basic college work, vocational-technical work, and continuing education, all related to community needs." The statement of policies and procedures of the State Junior College System also includes the statement by the Minnesota Higher Education Coordinating Commission of January 1969 as to the mission of State Junior Colleges. That statement is as follows:

The State Junior Colleges should continue to provide comprehensive commuting opportunities and to offer two years of work applicable to the baccalaureate degree, technical programs leading to the associate degree, vocational programs leading to the vocational certificate, continuing education for adults, and community service programs. Efforts of the state junior colleges should be aimed at providing, within the commuting area of each college, approximately equal distribution between terminal occupational programs (including both those leading to an associate degree and those leading to a certificate) and programs which provide the first two years of study which may be applied to meeting requirements for a baccalaureate degree in a four-year institution. As commuter institutions, junior colleges should develop general admissions policies which give priority to high school graduates whose place of residence is within 35 miles of the junior college.

E. Private Colleges

There are 27 private colleges in the state, including some very small private junior colleges and Bible colleges. Sixteen of the private colleges have formed an association, the Minnesota Private College Council.

In 1960, private colleges accounted for some 24% of the undergraduate enrollment in Minnesota. This percentage declined to 14% by 1969, even though there was an increase during the same time in absolute numbers of students enrolled of about 50%.

Of the 27 private colleges, 13 are located in the metropolitan area, Augsburg, Bethel, Concordia (St. Paul), Hamline, Macalester, Minneapolis College of Art and Design, Minnesota Bible, North Central Bible, St. Catherine, St. Paul Bible, St. Thomas, Golden Valley Lutheran, and St. Mary's Junior College. The 14 in outstate Minnesota are: Carleton, Concordia (Moorhead), Dr. Martin Luther, Gustavus-Adolphus, Lea, St. Benedict, St. John's, St. Mary's, St. Olaf, St. Scholastica, St. Teresa, Bethany Lutheran, Corbett, and Crosier.

Members of the Minnesota Private College Council are Augsburg, Bethel, Carleton, St. Benedict, St. Catherine, St. Scholastica, St. Teresa, St. Thomas, Concordia (Moorhead), Concordia (St. Paul), Gustavus-Adolphus, Hamline, Macalester, St. John's, St. Mary's, and St. Olaf. In 1971 the executive director of the Private College Council was Edgar Carlson.

Following are excerpts from a letter to our committee (a complete copy of which is available on request from the Citizens League) from Carlson outlining the mission of Minnesota private colleges:

Private colleges generally lay stress on values and goals, as well as on facts. Most of them come out of religious traditions and affirm the validity of religion as a field of learning and of religious attitudes as valid and relevant. At least those which are members of the MPCC do not regard themselves as parochial institutions in any sense, or as agencies of indoctrination. Religion is taught as an academic subject with as much objectivity as any other subject. Commitment in religion and moral matters is welcomed and encouraged, but there is a notable absence of any pressure to adopt any set of views or practices. Religion is regarded as an inherent part of Western culture, to which students should be exposed and to which they can reasonably be expected to react, but their reaction cannot be a factor in their progress toward educational goals.

In summary, then, the private colleges offer primarily liberal arts type programs, of good to excellent quality, addressed to a rather typical high school graduate, seeking to improve himself and to gain professional or semi-professional competence in a chosen field, either at the end of his college course or after further study. The fields in which graduates are qualified for employment at the end of college are most likely to be teaching, a wide range of business positions, nursing and other allied health fields, some kinds of social work and personnel services, and other human-relations-type positions. Almost all types of pre-professional programs are available and generally of good quality. Science departments are characteristically strong and science facilities generally excellent. Libraries are proportionately more adequate in relation to enrollment than in most public systems. The emphasis of the program, as reflected in institutional requirements tends to be value-oriented and service directed. The products are not necessarily proof of this emphasis or this direction.

F. Higher Education Coordinating Commission

The HECC is an advisory body established by the Legislature to "continuously

study and analyze all phases and aspects of higher education, both public and private, and develop necessary plans and programs to meet present and future needs of the people of the state in respect thereto" and "continuously engage in long-range planning of the needs of higher education and, if necessary, cooperatively engage in such planning with neighboring states and agencies of the federal government."

In addition to its general responsibility as outlined in the legislation, the HECC is charged with administering the state's scholarship and grant program. It also serves as the state agency which sets priorities for federal funding of facilities under the federal Higher Education Facilities Act. The HECC is exclusively a coordinating body in its relationship to the various systems and institutions. The HECC itself does not operate any post-high school educational programs.

The HECC is governed by an 18-member Board appointed by the Governor. Eight of the members are lay citizens, one from each Congressional District. The others are institutional representatives, two each from the five post-high school education systems, State College System, State Board of Education, University of Minnesota, State Junior College System, and private colleges. The HECC appoints an executive director to serve at its pleasure. In 1971 the executive director was Richard Hawk.

II. Enrollment

A. Total Enrollment

The Higher Education Coordinating Commission reported the following enrollment figures for the fall of 1970:

Private Junior Colleges	1,205
State Junior Colleges	19,949
State Colleges	39,746
Private Four-Year Colleges	27,288
Private Professional Schools	1,596
University of Minnesota	51,247
Area Vocational-Technical Schools	15,969
Private Trade Schools	4,629

Total: 161,629

This total includes full-time, part-time, undergraduate and graduate students. But it does not include students enrolled in general extension courses for credit. A separate report from the HECC lists an additional 19,450 in extension, of which 16,388 were enrolled in University of Minnesota General Extension.

B. Where Students Who Reside in the Metropolitan Area Attend College

The HECC annually reports on the counties of residence of students enrolled in Minnesota Colleges and Universities. Following is a table prepared by the Citizens League from information reported by the HECC in June 1970 on the counties of residence of full-time undergraduates for the fall terms of 1960 and 1969:

	<u>1960</u>	<u>1969</u>
Number of under-graduates from Minnesota who attend college in Minnesota*	46,357	92,297
A. Number who reside in metro area	20,965 (45.2%)	44,463 (48.1%)
1. Attend college in metro area	17,862 (85.2%)	33,012 (74.2%)
2. Attend college outstate	3,103 (14.8%)	11,451 (25.8%)
B. Number who reside outstate	25,392 (54.8%)	47,834 (51.9%)
1. Attend college in metro area	7,733 (30.5%)	9,223 (19.3%)
2. Attend college outstate	17,659 (69.5%)	38,611 (80.7%)

*Does not include area vocational schools, but does include all colleges and universities, public and private.

C. Enrollment Capacity and Space Utilization

In July 1970 the Higher Education Coordinating Commission published a report, "Higher Education Facilities Inventory and Utilization". The report was compiled from comprehensive questionnaires from the institutions.

The first table below, "Table 56", is taken directly from the HECC report. It compares the utilization of classrooms and laboratories in Minnesota institutions with those in selected other states.

Table 56 shows the number of hours, on the average, that classrooms and laboratories are used each week and the percentage of student stations occupied when the classrooms and laboratories are in use. A "student station" is defined as space to accommodate one student at a given time. It may be an armchair, laboratory table or other teaching area.

Officials of the HECC say that Minnesota has not adopted recommended standards of utilization, but Table 56 shows how Minnesota's rates compare with standards of selected other states.

Data for the University of Minnesota was not available for this specific method of comparing utilization of facilities. However, another part of the HECC study, a comparison of the percentage of available classrooms used each day, includes the University of Minnesota. This is shown on "Table 49" and "Table 50", also taken directly from that report.

Table 56

General Classroom and Class Laboratory Actual
Utilization and Recommended Utilization, Selected States

STATE	AVERAGE ROOM HOURS PER WEEK		PERCENT STUDENT STATION UTILIZATION	
	CLASSROOM	LABORATORIES	CLASSROOM	LABORATORIES
California				
State Colleges	25.1	15.4	72.0	85.0
Junior Colleges	19.8	18.9	69.0	69.0
Recommended Guide	34.0	25.0 ¹ 20.0 ²	65.0	85.0 ¹ 80.0 ²
Florida				
State Colleges	24.4	8.6	58.8	57.9
Public Junior Colleges	22.7	14.0	60.0	59.6
Private Junior Colleges	19.0		52.4	
Private 4-Year Colleges	16.6	3.4	51.4	66.4
Recommended Guide	30.0	19.0	60.0	75.0
Illinois				
State Colleges	31.6	22.1	61.5	78.3
Public Junior Colleges	41.7	29.2	71.3	85.7
Private Junior Colleges	21.4	14.5	62.4	79.0
Private 4-Year Colleges	21.9	15.3	55.7	71.0
Recommended Guide	30.0	20.0	60.0	80.0
South Dakota				
State Colleges	25.4	15.1	61.1	72.6
Private Colleges	19.3	7.9	51.5	67.0
Recommended Guide	30.0	20.0	67.0	80.0
Minnesota				
State 4-Year Colleges	22.9	15.9	60.2	64.6
Public Junior Colleges	21.6	15.4	59.1	65.1
Private Junior Colleges	14.5	10.6	46.5	60.4
Private 4-Year Colleges	19.7	12.1	50.5	48.2

¹Lower Division²Upper Division

Table 49

Percent of Available Classrooms Used Each Day
In Each of the Five Systems of Higher Education

	PERCENT OF ROOMS USED					
	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
State Junior College	62.8	50.2	57.6	47.5	58.8	0.4
State Four-Year College	60.5	58.1	57.9	56.2	56.2	0.9
Private Junior College	42.5	29.0	40.5	30.7	39.8	0.6
Private Four-Year Coll.	56.2	40.8	52.1	37.9	53.6	11.7
University of Minnesota*	79.2	70.7	79.2	67.8	76.2	

*Based on information interpolated from study number 4 by the University of Minnesota.

The percent of available general classrooms used each hour in each of the five systems of higher education is presented in Table 50. The general classrooms were used most heavily during the second hour and least heavily during the eighth hour. Fifty percent or more of the available general classrooms were used during each hour of the regular day, except for the seventh and eighth hours in the four-year state colleges and in the state junior colleges. In later afternoon the utilization rate dropped in all systems.

Table 50

Percent of Available Classrooms Used Each
Hour In Each of the Five Systems of Higher Education

	PERCENT OF CLASSROOMS USED							
	I	II	III	IV	V	VI	VII	VIII
State Junior College	56.7	60.8	61.7	63.4	67.4	48.4	23.5	12.4
State Four-Year College	54.4	59.1	58.3	60.1	63.1	59.0	41.5	22.7
Private Junior College	24.3	39.1	27.9	45.9	40.0	49.7	33.5	4.8
Private Four-Year College	44.9	61.0	46.9	56.9	52.9	49.5	31.2	8.8
University of Minnesota	74.3	85.6	80.4	77.1	71.8	80.7	74.3	52.9

COMMITTEE ASSIGNMENT

The Higher Education Committee was given the following assignment by the Citizens League Board of Directors: "Review the magnitude of the growing demands for the third and fourth year of college education for students in the Twin Cities metropolitan area, the adequacy of existing plans to handle this demand, and make recommendations on how to meet the demand. If it is considered that the demand does or will exceed the supply of facilities, recommendations should include, but not be limited to, (1) the number and size of facilities needed, (2) the roles played by the University of Minnesota, the State College Board and the State Junior College Board in this determination, (3) principles and procedures to be followed in site selection and the impact of site selection on urban development and (4) the role of the Metropolitan Council in regard to site selection."

The Citizens League has published one previous report on post-secondary education in the Twin Cities area: "Community Colleges for the Twin Cities Area", June 1967.

Periodically in recent years the Citizens League has reported in its semi-monthly bulletin the trends in college attendance on the part of students from the Twin Cities area, particularly the increasing numbers going to the outstate state colleges.

Partly as an outgrowth of those reports but also prompted by the studies undertaken by the Higher Education Coordinating Commission on meeting needs in the Twin Cities area, the Citizens League Board of Directors authorized the above assignment in the fall of 1970.

COMMITTEE MEMBERSHIP

A total of 30 members participated actively in the work of this committee. Chairman was Allen I. Sacks, a Minneapolis lawyer. Committee members in addition to Sacks were:

Newton A. Ablahat, vice president and director of corporate planning,
Investors Diversified Services, Inc.
John S. Adams, associate professor of geography, University of Minnesota
Kenneth J. Anderson, management consultant
Francis M. Boddy, associate dean, graduate school, University of Minnesota
Charles Bredesen, Northwestern National Life Insurance Company
Mrs. Earl F. Colborn, Jr., housewife
John Costello, certified public accountant, Elmer Fox and Company
Michael D. Cummins, instructor, Normandale State Junior College
Carlyle Davidsen, dean of instruction, Metropolitan State Junior College
Mrs. Jack Davies, housewife
David Graven, professor of law, University of Minnesota
Glen W. Johnson, vice president for development, Augsburg College
Carl W. Kroening, assistant principal, Jordan Junior High School
Mrs. Richard Lamberton, instructor, University of Minnesota
Ray Lappegaard, management consultant
Frederick Markwardt, consulting psychologist
Mrs. Peter W. Martin, housewife
Thomas R. Mulcahy, general secretary, Macalester College

Manley E. Olson, administration, University of Minnesota
Todd H. Otis, city coordinator's office, City of Minneapolis
Peter S. Popovich, lawyer, former member, State College Board
Mrs. Donald Rachner,* housewife
Dr. L. F. Richdorf, physician
John C. Schwarzwald, executive vice president, KTCA-TV
Mrs. Clarence Shallbetter, junior high school teacher
Susan Smith, Macalester College
Mrs. Lee Wattenberg, director, office of career development, University of Minnesota
Andre J. Zdrazil, St. Paul lawyer
Fred Zimmerman, comptroller, Control Data Institutes

The committee was assisted by Paul A. Gilje, Citizens League research director, and Theresa Schmieg, of the League clerical staff.

COMMITTEE PROCEDURES

The committee met 25 times between October 7, 1970, and April 7, 1971. All meetings were held in the evening and usually ran about 2½ hours each.

The committee met at private and public post-high school institutions throughout the metropolitan area, including St. Paul Technical-Vocational Institute, Macalester College, Augsburg College, University of Minnesota, Minneapolis campus; University of Minnesota, St. Paul campus, Anoka-Ramsey Junior College, and Normandale Junior College.

The weekly meetings through February 2 were devoted to meeting with numerous resource persons. Resource persons who met with the committee were:

Richard C. Hawk, executive director, Minnesota Higher Education Coordinating Commission, and members of Hawk's staff, Fred C. McCormick and Oria Brinkmeier

Philip C. Helland, chancellor, State Junior College System

Edgar Carlson, executive director, Minnesota Private College Council

Donald K. Smith, vice president, administration, University of Minnesota

Stanley B. Kegler, associate vice president for coordinate campuses and educational relationships, University of Minnesota

Harold Crosby, president, University of West Florida, Pensacola, Fla. (an upper division college)

G. Theodore Mitau, chancellor, State College System

David Sweet, vice chancellor, State College System

Glen Galles, personnel director, Refrigerated Foods Company, division of the Pillsbury Company

Richard L. Munson, director of compensation services, Dayton-Hudson Corp.

Willard L. Thompson, dean of General Extension, University of Minnesota

*Mrs. Rachner asked to be recorded as dissenting from the recommendation that there be created an Urban College under the State College Board. A copy of her alternative recommendations is available on request from the Citizens League.

Rudy Pinola, director, research and planning, Minnesota Department of Manpower Services

Ruth Eckert, professor of higher education, University of Minnesota

Eugene Spika, manager, Minnesota office, U. S. Civil Service Commission

John Hanson, director of personnel, Hennepin County government

State Sen. William G. Kirchner, member, Legislative Building Commission

Gayle Anderson, program consultant, division of planning and development, State Department of Education

State Rep. Richard W. Fitzsimons, chairman, House Appropriations Committee

Burleigh Saunders, chairman, Minnesota State Advisory Council for Vocational Education, and T. Jerome Enright, consultant to the Advisory Council

J. Peter Devine, lay member, Minnesota Higher Education Coordinating Commission

Robert P. Van Tries, assistant commissioner, vocational education, State Department of Education

Ronald Denison, president, Anoka-Ramsey Junior College

Robert C. Einsweiler, director of planning, Metropolitan Council

Howard Bellows, president, Southwest State College, Marshall

The committee also spent an evening visiting with six college students from the University of Minnesota, state colleges and junior colleges.

Detailed minutes of meetings were circulated to committee members and to interested persons outside the committee, to keep them informed of committee progress. The Citizens League has a limited number of copies of minutes on file, which can be made available to persons who come to the League office. A large amount of background material assembled for the committee also can be reviewed here. In some cases there are limited extra copies of background memoranda--such as on enrollment projections and on space utilization.

Personnel in the various post-high school educational systems were extremely helpful to the committee in providing information. The staff of the Higher Education Coordinating Commission deserves special mention for the assistance they provided.

RESOURCE MATERIAL

Our committee was supplied with a large number of reports published by the Higher Education Coordinating Commission. Among them:

"A Philosophy for Minnesota Higher Education", March 1968.

"Population and Student Enrollments in Minnesota Higher Education", September 1968.

- "Proposal for Progress: Guidelines for State Policy and Comprehensive Planning of Post-Secondary Education", January 1969.
- "Background Information for Post-Secondary Education in the Seven-County Metropolitan Area", September 1969.
- "Minnesota Undergraduate Transfer Students, 1962-1969", November 1969.
- "Minnesota Population Trends, Commission Preliminary Post-Secondary Enrollment Projections and Commission Estimates of Enrollment Potentials in Existing, Authorized, and Recommended Institutions", December 1969.
- "Experience of Transfer Students from the State Junior College System to Four-Year Institutions in Minnesota, with Emphasis on the Five State Junior Colleges in the Metropolitan Area, Fall, 1959", April 1970.
- "Analysis and Recommendations Concerning the Expansion of Higher Education in Minnesota", by Dr. Lewis B. Mayhew, April 1970.
- "Report to the Finance Committee of the Senate, Appropriations Committee of the House of Representatives, Information Relevant to Decisions on an Upper Division State College and a State Junior College in St. Paul", May 1970.
- "Supplemental Report to the Finance Committee of the Senate, Appropriations Committee of the House of Representatives, Analyses and Conclusions Based on Information Relevant to Decisions on an Upper Division State College and a State Junior College in St. Paul", May 21, 1970.
- "The Counties of Residence of Full-Time Undergraduate Students Enrolled in Minnesota Colleges and Universities, A Comparison: Fall Terms, 1960, 1968, and 1969.", June 1970.
- "Higher Education Facilities Inventory and Utilization", July 1970.
- "Analysis of Plans of Minnesota Junior College Sophomores", 1970.
- "Seventeenth Annual Survey of Minnesota College and University Enrollments", November 1970.
- "An Inquiry into the Relationship between Area Vocational-Technical Schools and other Institutions of Higher Education in Minnesota", November 1970.
- "Continuing Education in Minnesota: Extension, Continuing Education, and Community Services in Minnesota Post-Secondary Education Institutions, 1968-69", December 1970.
- "Minnesota Private Higher Education", December 1970.
- "Total and Full-Time Equivalent Enrollment by Level in Minnesota Post-Secondary Institutions, Fall 1970", January 1971.
- "Meeting the Challenge: Recommendations for State Action in Meeting Minnesota's Needs for Post-Secondary Education", January 1971.
- "Comparison of Upper-Division Institutions of Higher Education", April 1970.

A number of reports published by the individual systems of post-high school education also were made available to the committee. Among them:

"Regents Statement on Higher Education in Minnesota", University of Minnesota, September 1970.

"A Position Paper on Vocational Education in Grades K-14", Minnesota Department of Education, October 1970.

"Analysis of Follow-up Study Results Based on Students Leaving, 1969-70", Minnesota State Junior College System, 1971.

"Prospectus for an Upper Level Metropolitan State College", Minnesota State College System, February 1971.

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Among reports from other states reviewed by the committee were:

"Preliminary Report of the Wisconsin Governor's Commission on Education", March 1970.

"Memorandum to Chancellor Theodore Mitau, Minnesota State College System, from Dr. Robert A. Altman, director, Special Higher Education Programs, Western Interstate Commission for Higher Education on the Subject, Upper Division College", November 14, 1970. Also book written by Dr. Altman, "The Upper Division College", 1970.

"Less Time, More Options: Education Beyond the High School", A Special Report and Recommendations by the Carnegie Commission on Higher Education, January 1971.

"Report on Higher Education", March 1971, a report by commission headed by Frank Newman, Stanford University, to the U. S. Secretary of Health, Education and Welfare.

DISCUSSION OF RECOMMENDATIONS

In this section we discuss in some greater detail our major recommendations.

I. The Urban College Administrative Structure

The type of administrative structure in state government which would have responsibility for the proposed Urban College was one of the most important--and most hotly debated--questions we faced. Committee members had no trouble in agreeing on the chief objective: to establish the Urban College in a structure which would best assure that it's mission would be carried out. We discussed two major options: (1) place the Urban College under an existing state board or (2) create a new board, independent of other boards, with exclusive responsibility for the Urban College.

Supporters of the first option believed that it is very important for the Urban College, which will be experimental in many ways, have an established "homebase" to give it recognition and respectability at the start. They claimed that the ability of the Urban College to attract a student body will in part depend upon the extent to which it is recognized as an integral part of the existing system of higher education. They also said that it would be possible to avoid additional costs that would be inevitable in setting up a new board if an existing board is used.

Finally, as a practical matter, they argued that utilizing an existing board is the only realistic alternative because of the already-fragmented nature of post-high school education in Minnesota. There are four separate boards plus the Higher Education Coordinating Commission. They felt the Legislature would be extremely unlikely to create a fifth independent board.

Supporters of the second option, to create a new independent board for the Urban College, noted that many people commented before our committee on the difficulties--and in some cases outright opposition--on the part of the higher education "establishment" to make major changes from within. They feared that placing the Urban College under an existing state board would mean that the institution would not be different. They argued that the only way to assure the Urban College's mission would be carried out, that the only way to assure it won't be a carbon copy of existing institutions, is through the creation of a new independent board.

Out of the discussion of these two options a majority of committee members reached consensus on a recommendation which is intended to take features from both options. Our recommendation is that the Urban College be placed within the administrative structure of an existing board, the State College Board. But we recommend that for the Urban College the Legislature require a Policy Committee to be appointed by the State College Board. We recommend that the Policy Committee be given a major role in the selection of the college president (its approval would be required), preparation of the plan for programs of the Urban College (its plan would be submitted to the State College Board for approval), and selection of college headquarters (it would recommend sites to the State College Board). We also felt that to maximize the potential for the Policy Committee to operate autonomously that it be empowered to hire a full-time professional staff aide, responsible only to itself.

As a further guarantee that the mission of the Urban College be accomplished we recommend that the legislation which provides for its establishment spell out

the mission in as great a detail as possible to provide a clear indication of legislative intent.

Somewhat of a subordinate issue in the question of administrative structure was whether the State College Board was the only option from the existing boards. It appeared to us that because the State Junior College Board and the State Board of Education do not today involve themselves in post-high school education beyond the first two years that those two boards would not be realistic alternatives. This meant we concentrated on the State College Board and the Board of Regents of the University of Minnesota. Public comments on the part of officials of the State College Board and those of the University of Minnesota indicated a much greater interest on the part of the State College Board in assuming responsibility for the Urban College. Also we were well aware that the University of Minnesota has been the dominant institution in the Twin Cities region to date and that the State College Board does not have a base in the Twin Cities area. We felt that the new directions for post-high school education as we suggest would be better carried out by a board which is not now involved in this region.

II. The "New" Mission for the Urban College

Substantial growth in the number of persons in the Twin Cities area seeking post-high school education is anticipated in coming years. Yet we do not justify our recommendation for an Urban College in this area simply because of the anticipated growth in enrollment demand. As our discussion proceeded we were profoundly influenced by the numerous comments made to us on improvements in post-high school education which need to be made. Although it is difficult to generalize in a brief statement of the changes which need to be made it appears that higher education must be made more relevant to the needs of a wide variety of people, not just those who are seeking a traditional type of college degree and are able to attend classes during the regular daylight hours on Monday through Friday. We were told that the "college age population" should not be regarded as simply those persons between 18 and 21.

We could not help but be influenced by national publications on the state of higher education.

For example, the Carnegie Commission on Higher Education in a report "Less Time, More Options: Education Beyond the High School," dated January 1971, stated as follows:

The length of time spent in undergraduate college education can be reduced roughly by $\frac{1}{4}$ without sacrificing educational quality. Young people also should be given more options (a) in lieu of formal college, (b) to defer college attendance, (c) to stop out from college in order to get service and work experience and (d) to change directions while in college. Opportunities for higher education and the degrees it affords should be available to persons throughout their lifetime and not just immediately after high school. . . . These reforms could result in a reduction of operating expenditures for higher education by 10 through 15 per cent a year below levels that would otherwise prevail by 1980, or 3 to 5 billion dollars a year. Construction costs in the 1970s could be reduced by $\frac{1}{3}$, or a total for the decade of \$5 billion. . . .

In March 1971 a Commission headed by Frank Newman of Stanford University issued a "report on higher education" to the Secretary of Health, Education, and Welfare. Following is a comment from that report:

We believe that the foremost task for public policy is to create conditions under which new educational enterprises can be founded and endured.

The majority of citizens can benefit from an appropriate education beyond high school but the present trend is for college to become a single type of institution which offers only one mode of acquiring skills and knowledge. While most students in selected institutions respond well to this mode, most students in non-selective institutions (a far greater number) do not. Moreover, there is growing evidence that skill and interest in this academic mode may have little to do with effectiveness in life. In this, there is a troublesome and costly paradox: the expansion of American colleges and universities is failing to help the majority of those individuals to learn for whom the expansion was designed.

As we discussed the matter of providing new directions for higher education we could not avoid, implicitly, getting into the question of whether this means the existing post-high school institutions are not doing a good job. We found it impossible to issue any such an indictment. In fact, we believe we can be proud in Minnesota of our University of Minnesota, junior colleges, vocational schools, state colleges and private colleges. But there are additional needs which are not being met. Our report is addressed precisely to those needs.

III. The "Campus" of the Urban College

Whenever the Legislature authorizes a new institution the first decision is thought to be where it will be located. People are likely to envision one location and are likely to think in terms of typical college campuses.

While appreciating fully the key importance of decisions on location, we first look at what we wanted the Urban College to be. Although it was a difficult process for us, we tried to put in the back of our minds the kind of post-high school institution almost all of us probably had attended.

As we began talking about an Urban College which would serve people who are likely to be employed in regular jobs at locations throughout the metropolitan area, and as we thought in terms of courses being offered at locations which would be readily accessible to people, and as we thought about when such courses would be offered during the week we developed an entirely different attitude towards the matter of a campus for the Urban College.

At the same time we were made aware of the considerable under-utilization of facilities already built. We could not help but ask why we should not make every effort to improve the utilization of existing structures before new ones are built. Also we were well aware of the very high cost of land in the Twin Cities area in locations which would be best suited for an Urban College.

It was in this context, therefore, that we developed the approach for a new kind of campus, one with many locations throughout the Twin Cities area. We envision that the teachers will, in effect, come to the students, rather than having the students come to a central location where the teachers are. At the same time we recognized that even with a decentralized campus there is a need for identifiable "headquarters."

We recognized that many problems can develop in seeking to make use of buildings already in existence when a new institution is established but because of the real need to make the programs of the Urban College accessible to persons throughout the Twin Cities region we see that it will be necessary to make every effort to utilize existing buildings wherever they may be and whoever may own them.

ABOUT THE CITIZENS LEAGUE . . .

The Citizens League, founded in 1952, is an independent, non-partisan educational organization in the Twin Cities area, with some 3,600 members, specializing in questions of government planning, finance and organization.

Citizens League reports, which provide assistance to public officials and others in finding solutions to complex problems of local government, are developed by volunteer research committees, supported by a fulltime professional staff.

Membership is open to the public. The League's annual budget is financed by annual dues of \$10 (\$15 for family memberships) and contributions from more than 600 businesses, foundations and other organizations.

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