

29 October 1962

Report of the Ad Hoc Committee Named to
Study Administrative Organization on the St. Paul Campus

On 9 February, 1962, President O. M. Wilson addressed a letter to a group of staff members stating that "various reasons suggest the desirability of some systematic analysis of the organization of the Institute of Agriculture and the St. Paul Campus." The President mentioned the impending retirement of Dean Harold Macy, but also stressed that "there is a general and commendable desire within the University to examine our administrative organization in terms of our educational objectives," and likewise "a concern throughout Minnesota for higher education and its needs. No administrative unit of the University is unrelated to these discussions."

The Committee Membership

The President asked the following to serve as an ad hoc committee to examine the administrative set-up on the St. Paul Campus, to review it in relation to changing needs and objectives, and to give him such advice and recommendations as the review might suggest:

Bryce L. Crawford, Jr.
Dean, The Graduate School

Laddie J. Elling
Associate Professor,
Agronomy and Plant Genetics

Sterling B. Garrison
Assistant to Vice President,
Business Administration

Lester E. Hanson
Professor and Head,
Animal Husbandry

William F. Hueg, Jr.
Associate Professor,
Agricultural Experiment Station

Frank H. Kaufert
Director
School of Forestry

Ralph L. Kitchell
Assistant Dean,
Veterinary Medicine

Albert J. Linck
Professor,
Plant Pathology

Philip M. Raup
Professor,
Agricultural Economics

Max O. Schultze
Professor,
Agricultural Biochemistry

Louise A. Stedman
Director,
Home Economics

B. E. Youngquist
Superintendent,
Northwest School and Station

Malcolm M. Willey
Vice President,
Academic Administration

Vice President Willey was asked to serve as chairman.

Prior to the preparation of this report, the Committee held seventeen meetings, averaging approximately two hours in length. At several of these meetings it had the advantage of the presence of Dean Macy. In addition to the meetings, many memoranda, prepared by members of the Committee to elaborate upon points under discussion, were distributed. Careful minutes of the meetings have been kept.

The Committee has also had the benefit of meetings with major administrative officers of the Institute of Agriculture, with department heads, with the Faculty Consultative Committee on the St. Paul Campus, and with the Advisory Council of the Institute of Agriculture. From all of these, helpful suggestions and criticisms have been received, and they are reflected in the pages of this report.

Basic Committee Purposes

These extended meetings of the Committee were designed:

1. to develop an understanding by the Committee of the present organization of the administrative units located on the St. Paul campus and of the manner in

which, in day by day operation, it functions;

2. to establish in the minds of the Committee members the relationship between the existing organization and functioning of the Institute of Agriculture and the changing conditions, both on and off the campus, that appear to have bearing upon the organizational structure of the Institute of Agriculture. (It was stressed by the Committee from the outset that the Institute of Agriculture must be analyzed in terms of a pattern of total relationships. The Institute of Agriculture is part of a total complex, and must be so viewed. The Committee also kept constantly in mind that a line, once assumed to be definite and clear, between what is agriculture and what is not agriculture has tended, with changing conditions within the university as well as off the campus, to become blurred and less distinct. Certainly agriculture today is not synonymous with farming, nor is the term agriculture interchangeable with the term rural). "Agricultural science" is rapidly expanding to include the fundamental aspects, merging evermore with and contributing to all phases of biological science. Relationships with the social and physical sciences also grow constantly closer.

3. to develop a set of premises in terms of which recommendations might be made to the President. (In this context the Committee was conscious that its recommendations could have important implications in choosing Dean Macy's successor).

Some General Propositions

In this report no attempt will be made to summarize in detail all of the Committee meetings, but it is desirable at the outset to give some indication of how the Committee approached its assignment, and to mention some of the general propositions that were discussed.

Shifting demands. First, there was an attempt to identify the major problems faced by the Institute of Agriculture, with special consideration given to those arising from the shifting demands for teaching, research and public service occasioned by changes that are taking place in agriculture and in the rural areas of the state. This point is stressed to indicate the underlying concern of the Committee with the

fact of "change" and to emphasize that its approach was not a "status quo" approach but, rather, one characterized by acceptance of the idea that changing situations, on and off the campus, must be taken into account in organizational structure, whether it be a continuation of existing structure or some modification of it.

The Land-Grant concept. The Committee was also conscious of the limitations and obligations that arise from the fact the University of Minnesota is a Land-Grant institution.

Statewide ramifications. The Committee, early in its discussions, recognized and agreed that the programs of the Institute of Agriculture have state-wide ramifications that must not be overlooked in considering organizational structure. For example, the public service, extension education, and testing functions performed on the St. Paul campus or through the Branch Stations are among the unique features of the Institute of Agriculture. A key question concerns the kind of structure needed to enable the Institute of Agriculture to perform these various functions most effectively, involving as they do a degree of educational and political relationship to the rest of the state that is significantly different from that prevailing in most other units of the University. Stated in slightly different terms, the Institute of Agriculture, insofar as the University is involved, stands in the minds of a large segment of the population, as well as in the minds of legislators, as the symbol of Agriculture, and of the role that agriculture plays in determining the economy of the state. This identification is a valuable asset, and no proposals for reorganization or in the selection of names to designate the unit, should overlook this fact.

International obligations. Nor did the Committee overlook the changing role of institutions of higher education in this country involving international education and research. It assumed throughout its discussions that the University of Minnesota will increasingly be called upon to undertake more projects that are international in scope. Since the needs in the developing nations of the world are closely related to areas of instruction and research that are a primary responsibility, in

many areas, of departments administratively within the Institute of Agriculture, any proposals for reorganization must have inherent in them the flexibility that will permit the faculty to assume new responsibilities on the world scene. The distant world, through students and visitors from abroad, is already having impact on the St. Paul campus and the Institute of Agriculture; the Institute must be prepared to assume a greater role, through its scholars and their scholarship, in the distant world.

Undergraduate teaching. In one of its earliest sessions, the Committee, while discussing objectives of the Institute of Agriculture, gave attention to the instructional or teaching function, especially at the undergraduate level. The point was made that whatever plan or proposal for reorganization was formulated, it should include means whereby special attention would be given, as a direct administrative responsibility of the appropriate administrative officer of major rank, to curriculum and teaching problems. This is mentioned as evidence that from the beginning the Committee was concerned with the educational implications of its assignment. Organization is not an end in itself, but a device to achieve objectives--in this instance, broad educational objectives. The Committee kept this truism constantly in mind because of the conviction that the educational considerations are paramount and have direct bearing upon the qualifications for which one looks in seeking an administrative head. From this it follows that the Committee came to the ultimate conclusion that the major administrative officer of the Institute of Agriculture (by whatever name called) should be a person who would provide strong educational leadership, thus building on the scholarly achievements that have characterized the Institute of Agriculture in the past and up to the present. The Committee's conception of "educational leadership" is sketched later in this report.

Limiting factors. Although in the discussion some alternatives to the present organization of the Institute of Agriculture were introduced that would necessitate far-reaching adjustments, notably with respect to relationships involving the biological sciences, the Committee felt itself bound by the recommendations of the

Senate Committee on Education with respect to the reorganization of the Minneapolis campus, and accordingly dropped from consideration any proposals not consistent with the report of the Senate Committee as adopted by the Senate. For example, there were suggestions that there might at this time be created a separate College of Biological Sciences, or that administrative steps might be taken to draw together into a single unit work now carried on in such areas as chemistry and in the biological fields. The point was vigorously expressed that this is an appropriate time for reorganization. But the Committee recognized that the Senate, as an all-University voice of the faculty, had spoken in its actions of last June. The Senate action did make provision for further study of problems relating to the organization of the life sciences, including those involving departments on the St. Paul campus. The Committee therefore did not pursue further the preliminary suggestions that would, if developed in discussion, have carried it beyond the recommendations of the Senate itself.

Student concentration on St. Paul campus. The Committee did take into account in its thinking the hope of the President, expressed in the context of the Senate discussions on reorganization, that there might develop on the St. Paul campus a greater concentration of students, not necessarily by stepping up the enrollment in the Institute of Agriculture, but rather by a more effective decentralization of classroom instruction now concentrated on the Minneapolis campus, the new West Bank campus, or even by utilization of the St. Paul campus for programs that administratively are not related directly to the Institute of Agriculture. There are some evidences already of a tendency to move in this direction, as for example, the placement of the Peace Corps project on the St. Paul campus. The Committee concurs with the President in his expression of the desirability of broader utilization of St. Paul campus facilities and resources.

A distinguished unit. Throughout its discussions and analyses the Committee recognized that the Institute of Agriculture is a distinguished unit of the University of Minnesota. The roster of its scholars over the years, the accomplishments

represented in its scientific and research output, its reputation on a world-wide basis as one of the outstanding Land-Grant institutions testify to this. The great strengths of the Institute of Agriculture are recognized. The Committee has worked objectively, seeking only to determine in what ways, if any, changing times and changing conditions suggest adaptive changes in organizational structure, to the end that strength may be added to strength.

Areas of Committee Agreement and Guide Lines

At its meeting on 25 June, 1962 the Committee systematically reviewed its discussions to that date, and attempted to identify assumptions or premises that had emerged, on which premises there was if not in all cases unanimous agreement at least a consensus. These assumptions have importance because they constitute guide lines in terms of which any proposal for reorganization of the Institute of Agriculture are to be drawn. They follow:

1. Agriculture will continue to be an important industry in the economy of Minnesota and therefore it is important to identify this industry by name with a major academic unit of the University. This observation takes into account the relationships that prevail between the agricultural constituency of the state, including the Legislature, and the University of Minnesota as represented by the Institute of Agriculture. Inherent in the name is a goodwill factor that should not be jeopardized unless there are compelling reasons for a change in name.

2. The changing, dynamic nature of agriculture today necessitates continuous analyses and adjustment of instructional and research materials in any administrative unit with which the name "agriculture" is associated. It also involves relationships of the unit with which the name "agriculture" is associated to other administrative units within the total university organization. The observation is intended only to underscore the ever increasing need to take into account the factor of change in educational administration. The factor of change, inevitably, will loom with increasing importance in the years ahead and the administrative organization that is developed must have built into it the possibilities for flexibility that make

adaptation to change possible. What these adaptations are, both on the campus and off, will be a major concern of the successor to Dean Macy, just as they have been a matter of concern to him and his administrative associates and faculty colleagues.

3. The major or top administrative officer of the Institute of Agriculture should possess a strong academic background, to provide and stimulate instructional and research leadership. He should understand research from the experience of personal participation. Granting the range of responsibilities that now fall to the chief administrative officer, and will continue to do so, the focus of his administrative attention must be on educational functions and research, broadly defined. Furthermore, because the administrative complexities of the Institute of Agriculture are so far-reaching, the man in whom top administrative authority is vested must possess administrative ability of a high and demonstrated order. His experience and reputation as an administrator must be of considerable breadth and success. The discussions of the Committee definitely point toward an organization in which there is a strong, central administrative officer, designated as a Dean, flanked by sufficient major staff to permit delegation of responsibilities in such a way that time is permitted him to devote attention to problems of education (staffing, instruction-curriculum, of support and expansion of research) and likewise enable him, in contacts throughout the state, to be recognized as the symbol of authority and leadership of the Institute of Agriculture. The Committee believes that the organization to be proposed, providing as it does for high level staff officers functioning with delegated authority, is realistic and can be made to work effectively. The "staff officer" concept is central in all that follows.

4. The title of Dean for the chief administrative officer of the Institute seems appropriate. If the St. Paul campus is to be regarded as an area of land on which part of the Institute of Agriculture is located, but also on which may be located other non-agriculturally related administrative units or functions (which is the hope expressed to the Senate by the President), there would seem to be no reason in logic for designating the major administrative officer of the Institute of

Agriculture as a Vice President, Institute of Agriculture, or Vice President, St. Paul Campus. There is no Vice President for the Minneapolis campus east or Minneapolis campus west. With one exception the heads of all major administrative units of the University are "deans." The Committee does not recommend in connection with the Institute of Agriculture or the St. Paul campus the title "Vice President." The possibility of creating a vice presidency for agriculture, attached to the office of the President, is mentioned later in this report.

5. Statutory requirements necessitate identifiable units for Agricultural Research (Agricultural Experiment Station), and Agricultural Extension (Agricultural Extension Service). The Committee believes these identifiable units both for functional reasons and for reasons involving public understanding and relationships should be identified administratively with the Institute of Agriculture. There is subsequent comment on this conclusion.

6. Provision of services. If the St. Paul campus is regarded as a land area comparable in its potential uses to the land area of the Minneapolis campus, east and west, general services for administrative units on that campus, including the Institute of Agriculture should be provided by the all-University agencies established for these purposes: physical plant, housing, student counseling, student union, library, etc. In many instances this is now the practice, and accordingly no basic shift in philosophy or practice is called for. There is no need for independent or duplicating departments to provide such services on the St. Paul campus any more than there is need for them on the two parts of the Minneapolis campus. Some devices for coordination may be needed, however. The one area constituting an exception to the foregoing involves administration of the land areas on the St. Paul campus used as outdoor laboratories.

In this connection, it was strongly remarked that although plant services could well be handled as part of the central Department of Plant Services, there must be machinery that insures continuous cooperative understanding of all proposals for land use and building construction on the St. Paul campus; devices that provide for

the closest of liaison are imperative. In the course of this discussion it was stressed that the St. Paul campus must be assured a full voice in University planning, when proposals that might affect land use on the St. Paul campus are involved. This point becomes especially important if administrative units other than those involving agriculture are to be introduced onto the St. Paul campus area. The need to protect against step by step encroachment on the lands of the St. Paul campus was vigorously voiced, to the end that existing land resources of the Institute will not be dissipated, and also because of the importance of maintaining within a densely populated metropolitan area an island of open space, as presently represented in the land holdings of the Institute of Agriculture. In this, the interests of the College of Veterinary Medicine are equally involved and must be equally protected.

7. Curriculum coordination. The Committee recognizes that in the College of Agriculture, Forestry, and Home Economics certain courses and subject matter are offered, not involving agricultural sciences directly, that bear relationship to instruction offered in courses located administratively in other units of the University. The Committee has not analyzed this matter in any detail. It does suggest that it is desirable to have close working relationships and coordination with related departments in which related or parallel offerings may be found, to the end that the interests and needs of students are most effectively met. It is suggested that this is a matter that warrants continuing attention of the appropriate faculty groups, as part of on-going curriculum and instructional studies--particularly if and as greater use is made of St. Paul campus facilities by students registered in other than the Institute of Agriculture.

8. Resident extension specialists should be joint members of the Department of their specialty, and these departments should share responsibility (working with the Agricultural Extension Service) in recruiting, and recommendation for appointment and promotion of these staff members, and sharing in their programming. Such a relationship should enhance the status of the extension specialists and also insure the closest possible working relationships between the departments and Agricultural

Extension Service.

9. Agricultural Experiment Station relationships. For the various departments of the Institute of Agriculture on the St. Paul campus, the Agricultural Experiment Station should function as a staff agency of the Dean of the Institute of Agriculture. With respect to the Branch Stations, the Director of the Agricultural Experiment Station would have line authority with respect to research, programs and projects, and would act in a liaison capacity between the Stations and the Departments. This type of organization, the Committee believes, provides for close liaison between the Stations and the departments in the planning and conduct of research. The Committee finds direct and close ties between some departments and the Branch Stations, and regards this relationship most favorably. Continued growth and extension of such relationships to involve all departments will undoubtedly assist in recruiting capable research personnel for the Branch Stations.

10. Branch stations and Schools of Agriculture. In matters relating to the academic staff, the educational programs of the Schools of Agriculture, and for matters of budget, the Superintendents of the Branch Stations would report to the Dean of the Institute of Agriculture. In the case of the Schools of Agriculture, the line of authority would be to the Dean or to such staff officer as he might designate to act for him; in the case of the Branch Station research programs, the line of authority would, by delegation, be through the Director of the Agricultural Experiment Station.

11. Delegation of authority by the Dean. The unique nature of the Institute of Agriculture, involved as it is in intimate statewide relationships as well as legislative relationships, necessitates (as stressed in item 3 above) the delegation of responsibilities by the Dean to high level staff officers, both for administration and educational activities. The Committee recommends in its proposal for reorganization the office of Associate Dean for Administration. The incumbent would have delegated responsibilities, including many statewide responsibilities as well as legislative, and many "public relations" responsibilities. The Committee stresses

the importance of this office, and the role that it can play in further strengthening and developing the Institute of Agriculture. Its potentialities are great, and calling for a high degree of initiative and enterprise.

The Committee, as will be seen later, also recommends the creation of a staff office headed by an Associate Dean, Academic Affairs.

12. The Committee recommends that Short Course administration continue to be a direct responsibility of the Dean. It is aware that studies are currently underway with respect to the short course programs and it offers its full encouragement of such studies, recognizing that these studies may well result in a somewhat different rubric within the administrative organization--indeed in a change of pattern that might even result in a change in name for the unit to reflect a new or recast conception of function.

13. Divisional organization. The Committee recognizes the possibility of creating divisions within the College of Agricultural Sciences of the Institute of Agriculture (a name for the college unit later recommended in this report), and points out that there might be Divisions of Social Sciences and Humanities, and a Division of Biological Sciences. The development of any divisional program would logically follow the adoption of an overall organizational pattern. It involves decisions in which there should be full faculty discussion and additional study.

14. During its discussions there were repeated references to the Agricultural Experiment Station and to the Agricultural Extension Service. There was agreement that organizationally these function well, and that the lines of administrative authority involve no confusions. The Director of the Agricultural Experiment Station operates as a line officer of the Dean, and by delegation of authority works directly with the departments of the College of Agriculture, Forestry and Home Economics, and with the Dean of the College of Veterinary Medicine. The importance of his office, and the significant relationships involving research activities, were constantly in the minds of the Committee members. Similarly, the significant role of the Agricultural Extension Service, and of its Director as a line officer under the Dean,

was not overlooked. The existing extension programs and potential developments of the Division were commented upon by the Committee which did suggest that the fullest cooperation in working relationships with the General Extension Division should be cultivated. No organizational shifts involving administrative relationships of the Agricultural Experiment Station or the Agricultural Extension Service are proposed.

15. The Committee does not recommend any change in the administrative status of the College of Veterinary Medicine. Historical factors, existing considerations relating to accreditation, and relationships with the profession within the state entered into the discussions bearing upon this recommendation. The continuation of the separate administrative status for the College of Veterinary Medicine, moreover, is consistent with the Committee's conclusion that the St. Paul campus land area is one on which may be located units that are administratively not a part of the Institute of Agriculture.

The administrative status of the School of Forestry, and of the School of Home Economics is discussed later in this document, with a recommendation.

Four Alternative Plans

Out of discussions by the Committee four alternatives ultimately emerged in the drawing of a general organization chart. These are designated here as Plan I (rejected), Plan II (rejected) Plan III, and Plan IV (recommended). (See attached charts).

The Features of Plan I

Plan I, which was rejected, envisages a College of Agricultural Sciences, within which would be embraced administratively the School of Forestry and the School of Home Economics. In the discussions, as suggestion was voiced, but not by the Dean of the Graduate School, that it might be desirable to shift administrative responsibilities for the Agricultural Experiment Station (concerned as it is with research) to the Graduate School. Here, it could be argued, there would be closer coordination with other all-university research activities that administratively fall within the purview of the Graduate School. There was consensus, however, that

an Agricultural Experiment Station should not be divorced administratively from the unit of the University to which the name Agriculture was attached (Institute of Agriculture) and that to do so would result in confusions, notably off the campus. The identification in the public mind of the Agricultural Experiment Station with the St. Paul campus and the Institute of Agriculture is complete, and there is strength in allowing this to remain so.

A parallel point was raised with respect to Agricultural Extension (Cooperative Extension Service), but again there are statutory as well as functional and community-relations reasons for maintaining the Agricultural Extension Service as an administrative sub-unit within the Institute of Agriculture.

Its unique feature. The really unique feature of Plan I is the creation of a Vice President, Statewide Agriculture, who would not directly be a part of the administrative organization of the Institute of Agriculture, but who would serve as a staff officer reporting directly to the President. The importance of agriculture in the economy of the state, and the statewide ramifications of the University's concern with instruction, research and service in the field of agriculture prompted the idea that a staff officer of the President, could perform important functions. He certainly could handle important legislative responsibilities. At the same time two points were recognized: (1) that to have a Dean of an Institute of Agriculture, and a Vice President for Agriculture--one administratively a part of the Institute of Agriculture, the other administratively a part of the central administration of the University, could well result in divided lines of authority and difficult jurisdictional problems, as well as confusion in the public mind; (2) that it is not the function of the Committee to advise the President with respect to the structure of his own central administrative staff. If the President himself wishes to pursue this possibility of adding a Vice President for Agricultural affairs to his central staff, that is his prerogative. The misgivings expressed within the Committee were of such force that the basic concept of Plan I appears not to be acceptable, and furthermore, it appears not to be consistent with the earlier accepted premise that

the Institute of Agriculture will move from present strength to greater strength with a centralized administrative organization focused on a dean who would, on the campus and throughout the state, be the recognized spokesman for the academic unit with which the word "agriculture" is associated. As an alternative that was given serious consideration, Plan I was eventually discarded by the Committee.

Plan II Described

Plan II was also rejected as an alternative. This would have removed from the administrative organization of the Institute of Agriculture both the School of Home Economics and the School of Forestry, redesignating them as Colleges, and giving to each of them independent administrative status. Plan II might have clarified in some measure the lines of authority between the head of the School of Forestry, the head of the School of Home Economics and the central administration--a point of some sensitivity notably within the forestry profession as represented by its educational accrediting body. It is recognized by the Committee, however, that the relationships, both in research and in curriculum as between the School of Forestry and the Institute of Agriculture are close, certainly much more so than in the case of the School of Home Economics, and that there are advantages in maintaining this closeness of relationship administratively. Acceptance of Plan II would have resulted in having on the St. Paul campus four separate administrative units instead of the two now located there: Institute of Agriculture, School of Home Economics, School of Forestry, and the College of Veterinary Medicine--each headed by a dean reporting directly to the President.

Plan III -- A Half-way Step

The pro's and con's of Plan III and Plan IV were canvassed by the Committee in great detail. The basic question was whether the School of Home Economics should remain within the administrative framework of the Institute of Agriculture or be removed from it.

Plan III (see attached diagram) introduces modifications in the existing administrative structure but it does not wrench that structure drastically. It does

assume that the School of Home Economics and the School of Forestry will remain within the Institute of Agriculture, but it aims to strengthen within that structure the role of the two Schools. In this way, too, they would share in the impact of the kind of leadership outlined in proposition 3 on page 8 of this ^{report} working paper, relating to the characteristics and responsibilities of the major or top administrator of the Institute.

A concept of administrative leadership. In this context it may be observed that the intentions and proposals outlined in this report, particularly as they relate to the Institute of Agriculture, and as reflected in Plans II, III, and IV, seem to be fully consistent with the observations, pertaining to administrative leadership, of Dr. Harold W. Dodds in his new book on "The Academic President-- Educator or Caretaker." A basic question posed by Dr. Dodds is whether a university president today can be at the same time a good administrator and an effective educational leader. (To be sure, Dr. Dodds is discussing the presidency, but certainly in educational institutions of large enrollment and complex organization, the observations, and the principles behind them, are equally applicable to the deanship of a major unit, such as the Institute of Agriculture.) Administration functions through a major officer with high-level intellectual and academic background and through clear delegation of his authority to specified subordinate officers. President John Perkins of the University of Delaware, in commenting on the Dodds conception of the presidency has remarked: "Leadership...is exercised in the special world of academia by conversing and questioning, by stimulating, inspiring, even prodding, by evaluating, planning and goal setting, by innovating, and ultimately by decision-making. To be an educator, a president must be involved in curricular matters, student affairs, the selection and retention of teaching and non-teaching staffs. He must utilize every opportunity to move an institution toward common goals, without interfering with educational minutiae or disregarding the constitutional realm of the faculty." (Science, 137:416, 10 August, 1962). Substitute the word "Dean" for "President" and the quotation summarizes adequately

the position of the Committee as it has considered the role of the dean in the on-going developments of the Institute of Agriculture.

The half-way step. With respect to Home Economics and Forestry, Plan III represents a half-way step. The Committee believes that there are circumstances that might ultimately result in establishment of these two units as administratively independent colleges. Plan III gives the two Schools an identifiable status, yet within the framework of the Institute of Agriculture. It clearly identifies the head of each School, to be designated as Associate Dean, as part of the central administrative team of the Institute, together with the proposed Associate Dean for Academic Affairs, and the proposed Associate Dean for Administration, the Director of the Agricultural Experiment Station, and the Director of Agricultural Extension Service. The faculties of the two Schools would have a quasi-independent status insofar as matters pertaining to their Schools are involved; some provision for representation on the faculty of the College of Agricultural Sciences would have to be developed. Coordination in faculty matters, curricula, research, and budgetary matters would be achieved through the office of the Dean of the Institute of Agriculture.

Line and staff authority. The basic organizational structure envisaged for the Institute of Agriculture, whether Home Economics and Forestry remain a part of that structure or not, is premised on the principle of delegation of authority and a clear distinction between staff and line responsibility. Central in the plan for the Institute is the clear definition of the Associate Dean for Academic Affairs, and the Associate Dean for Administration, as staff officers of the Dean of the Institute of Agriculture. To these officers the Dean can and would be expected to assign functions of major significance, but they would be assigned in a staff and not a line relationship. (There are obvious parallels between this conception and the recent changes in the organization of the office of the President, involving the vice presidents, where a new and enhanced emphasis is placed on staff activity-- particularly on the academic side). The role of a staff officer is no less important

or significant than the role of a line officer--a point that Committee discussions took fully into account.

Plan IV - Recommended by Committee

The final alternative is represented in Chart IV. Home Economics as a School within the present Institute of Agriculture is lifted out and given independent administrative status as a College headed by a dean. In drawing this type of organization it was argued with cogency that it is no longer administratively logical to place the School of Home Economics in the Institute: the subject matter and professional curricula are not primarily related to agricultural science; the students are drawn most heavily from urban areas; only a minority of the graduates from the School of Home Economics accept employment involving agricultural services or of an agricultural nature; there is relatively little cross-over in course enrollments between students in Home Economics and other units of the College of Agriculture, Forestry and Home Economics; and the total program in Home Economics, now highly diversified, is not agriculturally focused. In brief, there is not a neighborhood of interests that dictates that Home Economics be administratively a part of the Institute of Agriculture; and further, in the public conception of Home Economics and its program, it is desirable that it be regarded as an area of instruction, research and service that does not ignore the field of agriculture, but is separate from it.

It was also pointed out that there are numbers of campuses in the country on which Home Economics has separate administrative status, with a dean whose line of authority is directly to the president of the institution. Indeed, this seems to be the trend in administrative organization. In this connection, too, the argument was advanced that this type of administrative separation would remove the confusion that now sometimes prevails when Home Economics students are designated as "agricultural" students, thus placing an erroneous emphasis upon their interests and activities.

Institute of Agriculture and Forestry. If Plan IV is accepted and Home Economics is given independent college status, it is logical to designate the total

agricultural unit as the Institute of Agriculture and Forestry, thus giving clear administrative identification to the School of Forestry, headed by an associate dean.

The Committee recommendation. Following protracted discussions of Plans III and IV it was evident that there was a strong majority, but not unanimity, in favor of recommending Plan IV to the President. This gives separate administrative status as a college to the present School of Home Economics, to be headed by a dean. It leaves within the administrative framework of the Institute of Agriculture (now to be called the Institute of Agriculture and Forestry) the School of Forestry, but with direct administrative lines between the ^{Assistant} Assistant Dean for Forestry and the Dean of the Institute clearly defined, and with the faculty of the School of Forestry to be given greater autonomy in the conduct of affairs falling within the School.

In taking this action by a divided vote, but with a strong majority, the Committee points out that its recommendation stems from the application of educational logic. The Committee is conscious that other considerations are relevant, involving all-University factors that the President has to keep in mind in making administrative decisions. The Committee recognizes that the President in considering any of the alternatives represented by the attached charts, or in choosing between Plans III and IV in particular, must take into account a wide range of factors that may quite understandably transcend the more limited considerations that resulted in the action by the Committee. Unquestionably it was some of these considerations that led to the division of opinion within the Committee itself.

Functions of Major Staff Officers

It now remains to indicate, by way of illustration, the kinds of functions or responsibilities that might be delegated by the Dean of the Institute of Agriculture and Forestry to the two staff officers shown on Plans II, III, and IV. The discussions that follow are indicative of kinds of responsibilities, but it is to be remembered that the very purpose of staff organization is to introduce the possibility of adaptation and flexibility, with assignment and reassignment of duties reflecting circumstances and needs as they exist at any given time, and as they

emerge and foreshadow future developments. Within such an administrative framework, the exercise of imagination and leadership by staff officers is great.

Associate Dean for administration. Bearing all of these considerations in mind, the Committee--as examples--envisages the following delegated functions as falling within the office of the proposed Associate Dean for Administration:

Buildings and Grounds

St. Paul Campus (in part a coordinating function;
in part a planning function)

Outlying Stations

Business Operations and Management (especially relating
to supplies, expense, equipment, etc.)

Information Services

General Services and Maintenance

Physical Plant Planning and Coordination

Legislative contacts and relationships

Community contacts (shared)

An enumeration such as this, the Committee recognizes, fails to suggest the importance of the contacts, the planning, and the operational activities that lie behind each item. It is these that are of primary significance, and it is in their development that the Associate Dean for Administration will have major impact. The flexibility of the organization is conducive, the Committee believes, to a manifestation of initiative that can add great strength to the Institute, and to the total University as well.

Associate Dean for Academic affairs. The most important functions of the Associate Dean for Academic Affairs are somewhat more difficult to define than those of the Associate Dean for Administration. The Committee believes that the Dean should delegate considerable authority to the Associate Dean for Academic Affairs for many aspects of the relationships of his office with the instructional departments. Specifically the Associate Dean as a staff officer could have delegated responsibility in matters pertaining to academic staff, including recruitment, analysis of problems involving welfare and status of members of the academic staff, curriculum development, instructional programs, and related activities. Indeed, by delegation and as a staff officer the Associate Dean for Academic Affairs is envisaged as functioning as the administrative officer for resident instruction.

Although the Dean as the titular head of the College of Agricultural Sciences would normally preside at its faculty meetings, and convene the faculty as needed, some of these functions could at times be delegated to the Associate Dean. It is in his role as an educational officer that his effectiveness would be felt.

In addition the Associate Dean for Academic Affairs would have important responsibilities involving the coordination of: the relationship with the Office of Dean of Students in regard to personnel and function; the relationship with prospective students; the relationships with the Office of Admissions and Records, and the Library. Working through appropriate committees, the Associate Dean should also be instrumental in coordinating non-classroom programs related to curricular matters or instruction. An example of this would be the program of St. Paul Campus convocations.

It is assumed under Plan IV as recommended by the Committee that the College of Home Economics would not develop internal units to provide services that it is here proposed would be a responsibility within the Institute of Agriculture of the Associate Dean for Academic Affairs. Rather, on a cooperative basis the administratively independent units would work with and through the Associate Dean for Academic Affairs. The College of Veterinary Medicine provides a model that might well be followed; clearly duplicating functions should be avoided, a principle that applies throughout the entire University.

The administrative team. Both the Associate Dean for Academic Affairs, and the Associate Dean for Administration would have important coordinating responsibilities that in some instances would include other administrative units on the St. Paul campus; but more significant, both would have the authority, by delegation, to develop plans and programs within their own areas of responsibility and interest designed to further the effective operation of the Institute, both immediate and long range. The Dean of the Institute, the Associate Dean for Academic Affairs, the Associate Dean for Administration, the Director of the Agricultural Experiment Station, the Director of Agricultural Extension and the Associate Dean for Forestry would constitute the central administrative team, that would work together and with

department heads to create the administrative climate within which teaching, research and public service functions of the Institute of Agriculture and Forestry would be performed.

Generalized Summary

The major premises of the Committee thinking, the guide-line findings that are the outgrowth of its deliberations, and its major recommendations with respect to organization on the St. Paul campus are now stated in generalized summary form. The full significance of the Committee deliberations will be apparent upon a careful reading of the entire report.

Major Premises

1. Agriculture will continue to be the major industry in Minnesota for the immediate decades ahead. Changes in technology and in sociological and economic relationships will continue at a rapid pace, and to these agriculture must adapt itself.

2. The relationship of the agricultural enterprise of Minnesota to other segments of the state's economy will continue to become more complex; agriculture will become more inter-dependent among other facets of industry in the years ahead.

3. The St. Paul campus is a land area where units of the University other than agriculture might be located. Agriculture, Forestry, and Veterinary Medicine, however, must always have top priority in land use consideration on the St. Paul campus, to meet their outdoor laboratory needs.

Findings

1. The activities within what are now known as Agriculture and Forestry, considered together, comprise a neighborhood or complex of interests. These major titles might well be a part of any new title of the agricultural unit of the Land-Grant College known as the University of Minnesota.

2. The top administrative officer of this agricultural unit should be designated as a dean.

3. The complexity of the teaching, research, and service missions of the University's major agricultural unit requires clear delegation of administrative authority.

4. The existing titles of "Head" for the departments, and "Superintendent" for the outlying Experiment Stations and Schools of Agriculture fit the plan of organization that is to be proposed.

5. The Agricultural Extension Service and the Agricultural Experiment Station function within a Federal and State statutory relationship that must be maintained.

6. Appropriate joint appointments between academic departments and the Agricultural Extension Service for Agricultural Extension specialists, and joint appointments for subject matter specialists at Branch Stations are to be encouraged.

7. The Institute of Agriculture is a wide-spread, complex facility with headquarters at the St. Paul campus but reaching into every community of the state through the undergraduate and graduate teaching programs, the outlying agricultural experiment stations, the Schools of Agriculture, the Agricultural Extension Service, and through certain service functions.

8. Much progress has been made during the past decade in the coordination of research as between the departments and the outlying experiment stations. Any proposed organization should further encourage this trend.

9. The Short Course activity and the Information Office are both basic units of the Institute of Agriculture and should remain directly responsible to the dean. The committee recognized the increasing responsibility the Institute of Agriculture, however designated, must assume in adult and other off-campus education. This responsibility can only be met by assuring adequate cooperation among all segments of the Institute: the campus departments, Branch Stations, and county and state Extension staffs; and with other units of the University of Minnesota, including the General Extension Division.

10. The administrative status of the College of Veterinary Medicine should remain unchanged--an independent college responsible directly to the President and

existing as part of the developing complex on the St. Paul Campus.

11. There are valid educational reasons for granting full collegiate status to the School of Home Economics, making it, like the College of Veterinary Medicine, a separate administrative unit, with a dean reporting directly to the President.

12. The dean of an administrative unit as complex as the Institute of Agriculture can function effectively only if he has associated with him major staff officers whose lines of authority are clearly designated, and to whom he can delegate responsibilities, thus assuring necessary flexibility in administration.

Recommendations

The majority consensus of the Committee (though not unanimous) is to recommend Plan IV for the organization of the St. Paul campus. This plan has the following significant features:

1. The School of Home Economics is given separate administrative status as the College of Home Economics, with a dean reporting directly to the President.
2. The School of Forestry, within the administrative framework of the Institute of Agriculture, is designated as a College of Forestry, headed by an associate dean.
3. The name of the Institute of Agriculture is changed to the Institute of Agriculture and Forestry.
4. The major administrative officer of the Institute of Agriculture and Forestry is designated as Dean.
5. The present College of Agriculture, Forestry and Home Economics is redesignated as the College of Agricultural Sciences.
6. Two staff officers with the rank of associate dean are proposed to function in close association with the dean, and with delegated responsibilities and functions designated by him: associate dean for academic affairs; associate dean for administration.
7. The dean would have as his major administrative cabinet a team

consisting of the associate dean for academic affairs, the associate dean for administration, the associate dean for Forestry, the Director of the Agricultural Experiment Station, and the Director of the Agricultural Extension Service.

8. The Committee stresses that the person selected as dean of the Institute of Agriculture and Forestry should have stature as a teacher and researcher, coupled with demonstrated administrative ability.

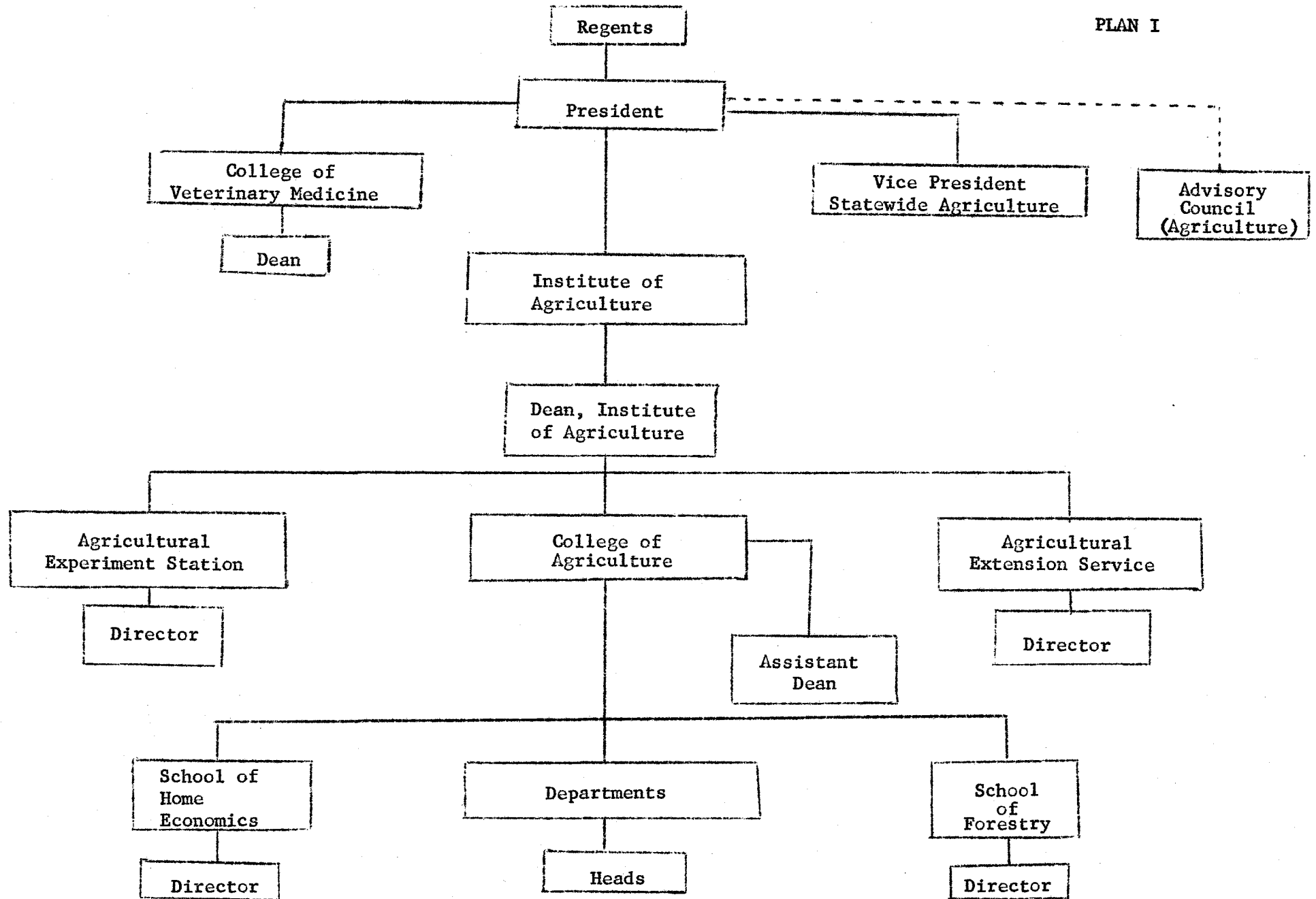
In Conclusion

The Committee recommends Plan IV because it will provide, it believes, the flexibility in administration that changing times and circumstances require; and because with its emphasis upon staff responsibilities it will enable the dean as the major administrative officer to devote himself to providing the educational and state-wide leadership that in the future, as in the past, has meant so much to the educational and economic well-being of Minnesota.

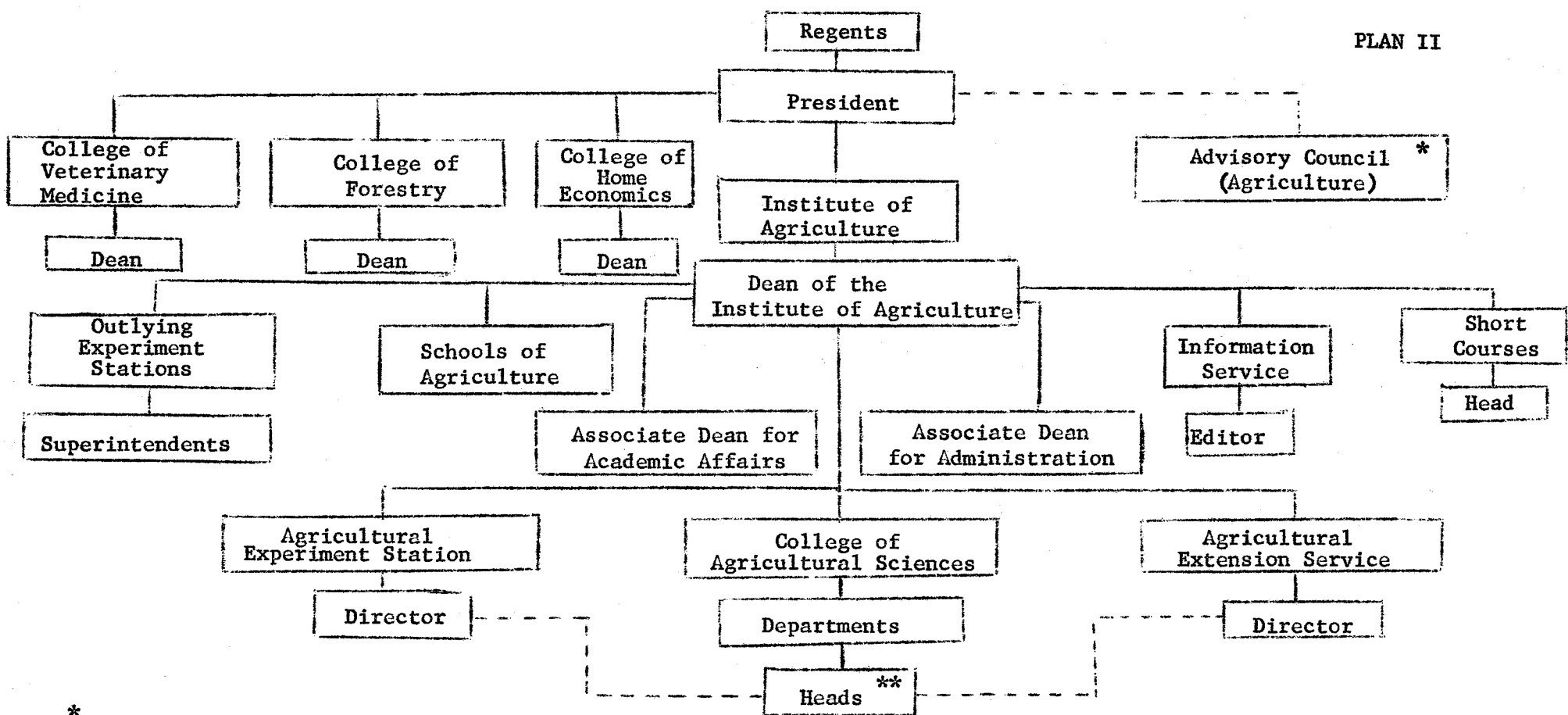
The Committee expresses the hope that its deliberations and the report as it has emerged will be useful to the President.

Assuming that the President accepts the recommendations in this document, the Ad Hoc Committee on St. Paul Campus Organization is of the conviction that the report can be helpful to the Committee the President will now presumably appoint to advise him with respect to the selection of a successor to Dean Macy.

PLAN I



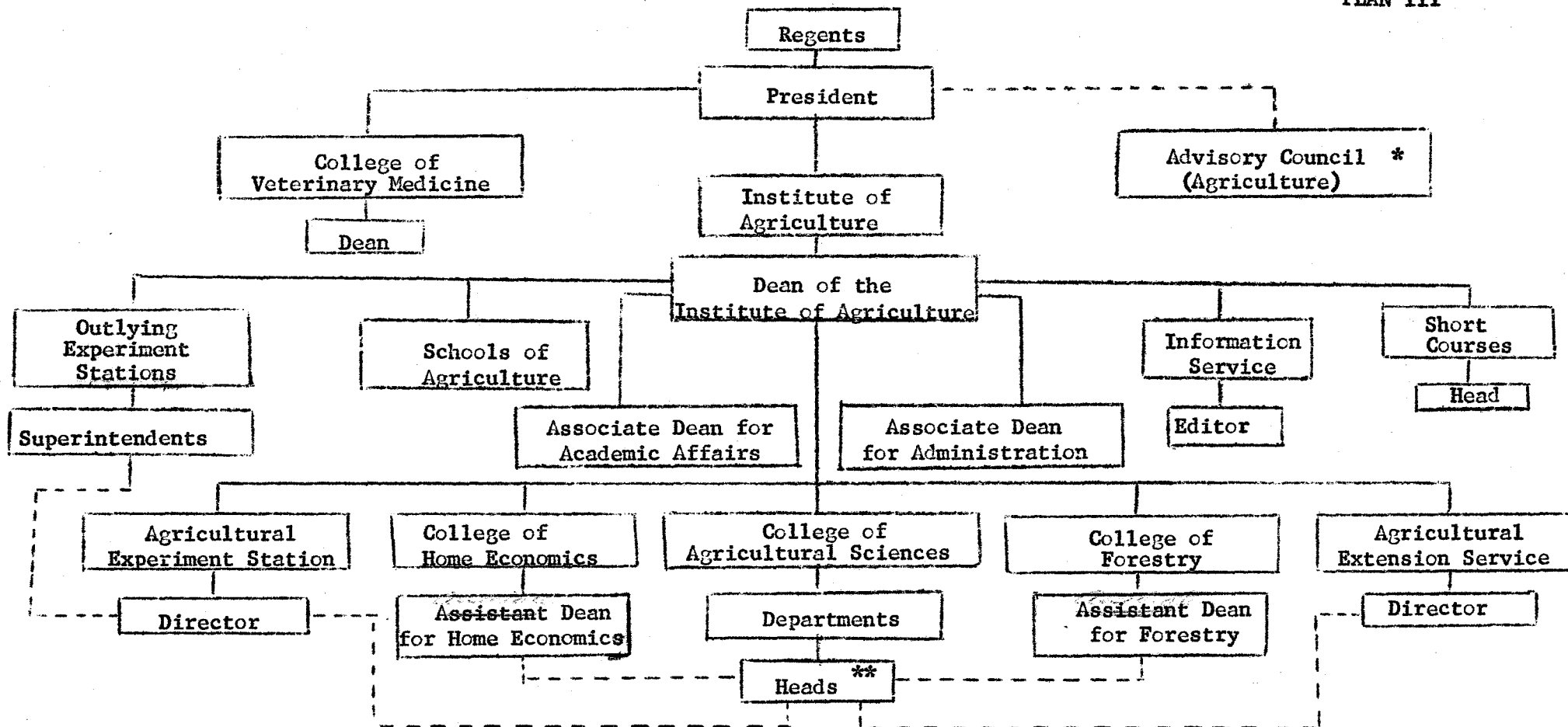
29 October 1962



* Includes representation in Agriculture, Home Economics, Forestry, and Veterinary Medicine.

-----indicates functional relationships, not line responsibility (diagram does not include all such relationships)

- **
- | | |
|-----------------------------|--------------------------------------|
| Agricultural Biochemistry | Entomology, Fisheries, and Wild Life |
| Agricultural Economics | Horticulture |
| Agricultural Engineering | Plant Pathology and Botany |
| Agronomy and Plant Genetics | Poultry Science |
| Animal Husbandry | Rhetoric |
| Dairy Husbandry | Soil Science |
| Dairy Industries | |

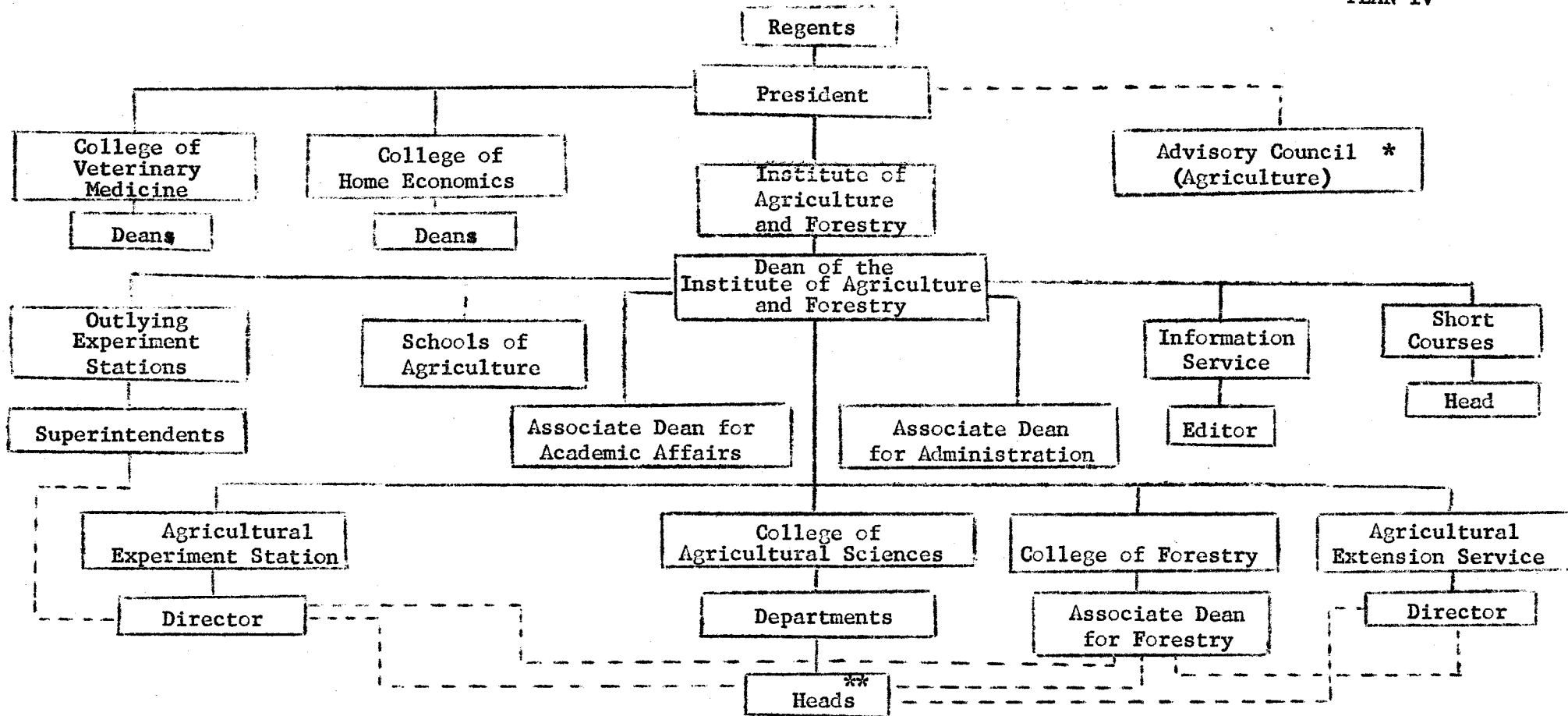


* Includes representation in Agriculture, Home Economics, Forestry, and Veterinary Medicine.

----indicates functional relationships, not line responsibility (diagram does not include all such relationships)

**

Agricultural Biochemistry	Entomology, Fisheries, and Wild Life
Agricultural Economics	Horticulture
Agricultural Engineering	Plant Pathology and Botany
Agronomy and Plant Genetics	Poultry Science
Animal Husbandry	Rhetoric
Dairy Husbandry	Soil Science
Dairy Industries	



* Includes representation in Agriculture, Home Economics, Forestry, and Veterinary Medicine.

----indicates functional relationships, not line responsibility (diagram does not include all such relationships)

**
 Agricultural Biochemistry
 Agricultural Economics
 Agricultural Engineering
 Agronomy and Plant Genetics
 Animal Husbandry
 Dairy Husbandry
 Dairy Industries

**
 Entomology, Fisheries, and Wild Life
 Horticulture
 Plant Pathology and Botany
 Poultry Science
 Rhetoric
 Soil Science