
Final Report
and
Recommendations
of the

**TASK FORCE ON
STUDENT ACCESS**

Frank B. Wilderson, Jr.
Vice President for Student Affairs
Chairperson

March 28, 1977

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Minority Community

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MEMBERS OF THE TASK FORCE

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Changes in Membership

Bruce Mooty replaced Tom Fairbanks who resigned.

John Hernandez replaced Mark English who resigned.

Edward Foster joined the Task Force.

Richard Skok joined the Task Force.

Kristan Wegerson resigned.

SUMMARY OF THE FINAL RECOMMENDATIONS OF THE TASK FORCE ON STUDENT ACCESS

UNDERGRADUATE STUDENT POPULATIONS TO BE SERVED

Socioeconomic and Demographic Characteristics of Present Students, Family Income, High School Ability Scores, and Previously Underrepresented Students.

Recommendation 1. The University has a social responsibility to seek to serve students within the full range of social, economic and demographic attributes of the state's population.

Recommendation 2. Our recommendations for changing access to effect changes in the student mix involve the attraction of certain students who meet the conditions of Recommendation 17 below but who would not go on to college without some special effort. They are the financially disadvantaged and ethnic minority students. Unless additional resources can be found, this would be done by selecting a smaller proportion of other students in the applicant pool.

Nonresident and International Students

Recommendation 3. The Task Force believes that it is educationally desirable to have a culturally heterogeneous student body; the University should encourage more reciprocity and contract agreements on the lines of the Wisconsin and North Dakota agreements. Arrangements with states more distant than these are desirable; because they have the additional potential of marked improvement in resource use, we would particularly favor agreements involving graduate and professional programs. We do not think, however, that it is feasible in times of increased enrollment pressures to expand our efforts in recruiting non-Minnesota undergraduates.

Age Distribution, Age Shifts and Admission of Older Students

Recommendation 4. The Task Force believes that increasing the number of older students on campus should be an objective and should represent marginal change in University access policy, particularly when such students wish to take advantage of on-going instructional programs and when they are served on a space-available basis, as in the case of senior citizens. If they become competitive with more traditional college-age students, a reappraisal should be required. This recommendation does not apply to Continuing Education and Extension.

Transfer Students

Recommendation 5. Students seeking to transfer from community colleges to Twin Cities undergraduate colleges should be accommodated within enrollment limitations in preference to additional freshmen.

- a. Such potential transfer students should be expected to complete as much of their intended program as possible prior to transfer.
- b. Admission standards for external transfer students and internal transfer students should be adjusted to admit students with the same likelihood of academic success.

Minority Students

Recommendation 6. The University should have an affirmative action program to attract minority students.

- a. The University should make a strong effort to attract more minority students for whom the probability of success is similar to other students in the entry unit.
- b. To maximize the probability of success for minority students, all University units should make a commitment to improvement in the delivery system for these students through innovative and cooperative efforts among units and through joint funding.
- c. The University should attempt to obtain resources that are not directly competitive with instructional funds to mount cooperative programs to improve retention of minority students in the primary and secondary schools and to insure their acquisition of basic skills.

Women Students

Recommendation 7. The University should continue to encourage both men and women to enter programs traditionally unconventional for their sex.

Recommendation 8. Special support for older students, including more flexible schedules, student aid, and child care facilities should be considered to promote access to the University for these persons.

Handicapped Students

Recommendation 9. The University should take steps to insure that no otherwise qualified handicapped individual is excluded from participation, is denied benefits of, or is subjected to discrimination under any program or activity in the University.

- a. Responsibility and authority for direction and momentum to eliminate discrimination against handicapped individuals needs to be established and clarified.
- b. The University's actions should be grounded in a conceptual framework that promotes creative problem-solving and the best possible solutions to problems of access for handicapped students, but at the same time safeguards the individual student's independence and self-reliance, which could be lost if only legislatively-mandated responses (such as the proposed regulations for Section 504) were developed.

ACCESS TO GRADUATE INSTRUCTION

Financial Support

Recommendation 10. Ways must be found to increase the financial support available for minority and disadvantaged graduate students.

- a. Some minority and disadvantaged students should not work, especially during their first year of graduate study; additional full support or grant funds are needed.
- b. Other minority and disadvantaged students could benefit from placement in new assistantships in joint programs, with department and college involvement designed to assist instruction in beginning level courses. These added positions would provide financial support, plus experience in instruction and the opportunity to provide role models for undergraduate students.
- c. A Graduate School financial aid fund of sufficient size to meet the affirmative action needs of the 160 graduate programs should be developed. Adequate staff should be added to support and monitor utilization of these funds.
- d. Financial aid efforts of the Graduate School, including the Graduate School Fellowship Office, departments, and programs should be coordinated with those of the Student Financial Aid Office.
- e. Comprehensive and usable information concerning financial aid availability and procedures to obtain it should be provided to prospective and admitted graduate students so that all will have equal access to financial aid.

Affirmative Action

Recommendation 11. Information regarding sex and ethnic background should be collected and used in an organized and orderly manner to support affirmative action efforts.

- a. The Graduate School should provide an explicit description of its affirmative action program.
- b. A review should be made of laws and University policy governing the collection and transmission of data on sex and ethnic background. If it is found feasible to do so, data on sex and ethnic background should be provided to the Graduate School's affirmative action program.
- c. More effective methods should be found for identifying qualified prospective women, minority, and disadvantaged students. The limited resources and staff time available should be committed to those procedures most capable of yielding the students sought by affirmative action programs.

Recommendation 12. Steps should be taken to encourage more women, minority, and disadvantaged students to complete undergraduate programs and prerequisite courses necessary for entering graduate programs where they have been under represented. Programs should review their admission requirements in terms of prerequisite courses to make sure they are not inappropriately excluding qualified students. It is necessary for faculty to communicate to students that they are welcome and will be accepted in programs where they have been under represented in the past.

Recommendation 13. Evaluation and follow-up studies of the outcomes of affirmative action efforts should be made. Research and legal precedents should be reviewed. Methods should be developed for providing sound information, research findings, guidelines for successful programs, and reviews of legal precedents to directors of graduate studies and to the faculty.

Recommendation 14. The Graduate School and its departments and programs should study the demography of their professions and of students in local and national source institutions and should develop an affirmative action plan for students in the same way that the University's affirmative action plan for hiring staff and faculty was done in 1976.

International Students

Recommendation 15. The strong commitment of the University of Minnesota to International education at the graduate level should be maintained and ways should be found to encourage and provide support for international students from all geographic regions. When limiting access is necessary, admissions decisions that lead to maintaining a balance of students (e.g. by resident status, sex, geographic origin) should be encouraged. Ways to provide financial support to needy international students should be found so that qualified students from diverse backgrounds can continue to study here.

Minnesota Students

Recommendation 16. Graduate programs should not bar the admission of students who have completed their baccalaureate programs at the University of Minnesota.

INSTITUTIONAL POLICIES AFFECTING ACCESS

ADMISSIONS POLICIES

Admissions Criteria

Recommendation 17. The access decision on the part of the University's colleges should be based on probability of success and ability to draw on and contribute to the University community.

- a. By success we mean both attainment of the student's educational goals which are consistent with opportunities in the entry unit, and progress toward those goals at a reasonable rate.
- b. Traditional measures such as ability scores and high school rank may properly be used as a partial predictor of probability of success.
- c. For minority, disadvantaged, foreign, and other groups for whom traditional measures do not predict success, alternative methods of evaluating the probability of success should be used in addition to traditional measures to determine admissions.
- d. In addition to the standard academic predictors, it is proper to assess the student's probability of success and ability to benefit from and contribute to the University partially in terms of the student's motivation, commitment, originality, and creativity as measured by or reflected in variables such as patterns of grades, recent achievement, publications, successful completion of extension classes, and personal or career accomplishments. The presence of support and tutorial programs will allow colleges greater flexibility in achieving their stated goals through sound and effective decision making in the admissions process.

Overall Admissions Strategy

Recommendation 18. Limitations on access, when necessary to meet enrollment limits, will be accomplished through methods designed to meet in total the objectives of this access policy as outlined in the preceding points.

- a. Admissions decisions should be grounded in a conceptual framework that is well understood and explicated and that has greater breadth of predictive criteria than academic test score and grade point average alone. The colleges of the University should expand their present practice of individual review of applications so that 25 percent or

more of their admissions decisions take into account a broad range of variables relevant to the stated goals of the University and the college.

- b. Colleges using automatic admission thresholds should set the admit threshold high enough and the reject threshold low enough to assure individual review of a significant number of applications. Where open admissions procedures are used, this effort should be committed to placement and advising.
- c. If colleges of the University use early deadline dates to control enrollment, all or a large portion of the applications received after that date might be granted individual review to fill the remaining openings according to the goals of the University and the college.
- d. Each unit's selection strategy and the effect of the strategy on the attributes of new students will be reviewed at least every two years in a University-wide report.

Information for Students about Academic Programs

Recommendation 19. The nature of the program and the student's probability of success in that program should be made clear to the entering student.

State Manpower Needs

Recommendation 20. The University should disseminate information simultaneously on both the career aspects and the personal development aspects of the various disciplines.

RETENTION POLICY

Evaluation of Retention Services

Recommendation 21. All units sponsoring supportive structures (e.g., advising, counseling, tutoring) for their students should purposefully and routinely evaluate the effectiveness of the services.

Recommendation 22. Retention services found to be highly successful should be further developed and information about their procedures should be shared. On the other hand, resources for services that are evaluated and found to be no longer meeting important needs or to be meeting current objectives ineffectively, should be redirected to supportive structures that are known to be successful or that show greater promise of meeting present or future objectives.

Feedback on Academic Progress

Recommendation 23. Academic units should aggressively increase their efforts to provide early feedback to students and to their advisers and special program counselors regarding progress in courses, especially for courses at the introductory and intermediate levels.

Faculty Involvement

Recommendation 24. Faculty members responsible for specific courses and curriculums should be directly involved in the planning, evaluation, and, as appropriate, delivery of services designed to improve the rate of successful completion of these courses and curriculum.

Resources

Recommendation 25. The University should actively seek new sources of funding for retention programs above and beyond its ongoing efforts at reallocating resources. For example, the University should seek state and federal funding for new programs mandated by state and federal legislation or made necessary by new laws or new demands placed on the University.

Recommendation 26. Responsibility for coordinating funding for centralized and decentralized retention programs should be clearly assigned.

Recommendation 27. Responsibility for coordinating the efforts to deliver retention program services should be clearly assigned and mechanisms for evaluation and planned change should be established.

TUITION AND STUDENT AID POLICIES

Philosophies and Pragmatics of University Pricing Policy

Recommendation 28. The overall relationship of tuition to instructional cost should continue to be about what it is in the current biennium.

Financial Aid for High Ability Students

Recommendation 29. Public and private monies should be sought to enhance the availability of need-based student aid and to permit the need threshold to be relaxed.

Recommendation 30. The University should experiment with a program of merit-based scholarships to be awarded to attract and motivate additional very promising students from whose presence the entire University community benefits. Such scholarships should originate from private and foundation services.

Tuition Rate Structure

Recommendation 31. Rate structures should change slowly to avoid the disruption of student planning that can accompany large, unanticipated changes. When they do change, rates should, as a general guideline, move in the direction of the all-University proportion of tuition to instructional cost. This may properly be modified by the necessities of the competitive market and by the careful and clearly justified use of tuition as a tool to accomplish specific social and educational policy goals.

Special Tuition Categories

Recommendation 32. The task force recommends that the Regents Scholarship day school program be funded and the tuition recorded in the income accounts.

Recommendation 33. The task force recommends "that the special tuition category for teaching assistants and associates be eliminated and the additional income thus gained by used with other appropriate resources to adjust level of compensation" and that the present practice of charging resident rates for teaching assistants and associates be continued.

Recommendation 34. The task force recommends that the fee charged medical fellow specialists be reduced by about half to a flat quarterly fee similar to that required to maintain continuous registration. The task force has not dealt with special laboratory fees in its simulations but favors their elimination through legislative appropriation, incorporation in general tuition, or a combination of the two.

Recommendation 35. Time of day, time of year, or classification of a student as full time or part time should not be the basis of tuition differentiation unless substantial full cost differences based on these factors can be demonstrated.

Recommendation 36. The differential between resident and nonresident tuition rates should be made uniform with nonresident rates to be about 2.75 times resident rates.

Per-Credit-Hour Tuition

Recommendation 37. The Task Force recommends that the present tuition system be replaced with an approach in which the basic unit of tuition assessment is the credit hour rather than the term fee. Within any tuition rate classification, all credit hours should be the same price.

Tuition Differentiation by Student Characteristics

Recommendation 38. The Task Force recommends that tuition differentiation

continue to be based on student characteristics. More specifically, the Task Force recommends the following pattern of variation by student level and unit of registration:

- a. All undergraduate students should pay the same tuition rates until the quarter in which they sign up for their 91st credit.
- b. Students at Crookston and Waseca should pay the lower division rate (the below-91-credits rate) without regard to the 91st credit rule.
- c. Starting with the quarter in which they sign up for their 91st credit, undergraduates should pay a tuition rate that depends on their unit of registration. The tuition rate should be related to the cost of an average upper division program in that unit. Units with similar costs or where it is judged that costs ought to be similar may be grouped for this purpose.
- d. Students registered in professional schools such as Medicine, Dentistry, Veterinary Medicine, and Law should pay tuition rates that vary with the cost of their instruction. Again, grouping is permissible.
- e. Students registered in the Graduate School should pay a tuition rate that is a proportion of the cost of an average Graduate School program. The current differential treatment of Medical, Dental, Veterinary Medicine, and Law graduate students should continue.

IMPLEMENTATION AND EVALUATION

Recommendation 39. Progress in achieving the foregoing recommendations should be evaluated through a biennial report.

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I. INTRODUCTION

A. Background

This report is a result of a review process which began when President C. Peter Magrath, at the request of the Board of Regents, developed and recommended to the Regents a mission and policy statement for the University of Minnesota. The statement was approved on July 11, 1975. It reaffirmed the University's commitment "to serve the people of the state, wherever they may be, through teaching, research and public service," and committed the University community to a further study of student access. Among the policies which the Board of Regents adopted were the following:

1. Recognizing inequalities that have prevailed over time, the Board of Regents reaffirms its policy of seeking to provide equal educational and employment opportunities for all. In part, this policy is directed to increasing numbers of minority persons and/or women in academic programs where they have not been fully represented in the past. Additionally, it seeks to emphasize enrollments in specialized graduate and professional programs, so as to graduate qualified professionals in areas that can presently be identified as having less than representative numbers of minority persons and women.
2. In furtherance of its policy to assist disadvantaged persons in their quest for education, the Board of Regents reaffirms its determination to seek financial aid to make possible their studies at the University.
3. In keeping with the Land-Grant tradition, the Board of Regents reaffirms its goal of providing Minnesota students with access to a broad range of quality educational programs at the lowest possible costs.
4. In the belief that student performance is a more valid measure of ability than are admission criteria, the Board of Regents encourages a flexible approach to admissions where possible, coupled with high standards of performance.
5. Recognizing that student career interests change, the Board of Regents commits the University to ease of transfer, both within the University and with other institutions of post-secondary education, where such ease of transfer is consistent

with appropriate requirements of the University's academic programs.

6. In its efforts to foster excellence and to eliminate needless duplication of programs, the Board of Regents commits itself to a policy of continuing program review within the University. A concomitant goal is cooperation and coordination with other systems of post-secondary education and private colleges so that needless duplication of programs can be minimized and new services provided, using the resources of one or more systems. Such cooperation should provide students within the state maximum access to a diversity of programs.
7. Recognizing the regional role of the University, and emphasizing the levels of funding from national sources which underwrite programs that benefit citizens of neighboring states as well as those of Minnesota, the Board of Regents restates its intention to continue to explore reciprocity arrangements with other states in areas involving unusual investments of physical and human resources, and specialized programs.
8. Recognizing that a great university must strive to avoid the sterility that can result if it is deprived of the fresh enthusiasm of undergraduates as they enter the school, the Board of Regents reaffirms the importance of the General College and of entry level programs in all colleges of the Twin Cities Campus. These entry level programs provide initial access to the University not only for students from throughout the state, but especially for students in the seven-county metropolitan area who seek a continuous four-year baccalaureate experience. Additionally, the flexible admission criteria of the General College provide entry into the University irrespective of prior qualifications.
9. Statewide educational opportunity continues to be a goal of the University of Minnesota as it further develops the traditional concept of a Land-Grant university. To this end, the Board of Regents reaffirms its interest in making educational opportunities available to students in all parts of Minnesota both through continuing educational and extension programs and through classroom offerings on the several campuses.

To implement the Board of Regents directive requiring the University to undertake a review of student access, President Magrath initiated the process in August 1975 when he asked Frank B. Wilderson, Jr., the Vice President for Student Affairs with staff assistance from Dr. Lucius Ellsworth, an American Council on Education fellow and Special Assistant to the President, to chair a small group consisting of David Berg, Director of Management Planning and Information Services, Mark English,

Twin Cities Student Assembly, Stanley Strong, Director of Student Life Studies, and James Werntz, Director of the Center for Educational Development. The group was charged with laying the groundwork for a wider review of access to the University's instructional programs.

This group prepared a position paper for the President summarizing some of the policy issues and pulling together existing data and studies relevant to a study of access.¹ The paper showed that access to American post-secondary education is an important issue confronting policy makers all over the country. At the national level the issue is complicated by a lack of sufficient educational funding from public and private sources resulting in rapidly rising tuition and other student costs without an offsetting increase in student financial assistance.² This funding crisis is threatening a long-held American commitment to expand access to higher education which began with the passage of the Morrill Act of 1862 and flowered during the 1960's with the increase in national efforts to achieve equal opportunity in post-secondary education for minorities, women, the urban and rural lower-middle class and the poor. Yet, in the 1970's California is re-examining its open access tradition, and the City University of New York, faced with financial difficulties, has dropped its open admissions policy.³ Also hovering over the financial difficulties faced by post-secondary institutions are signals for demographic studies which suggest that while the 1970's will experience enrollment pressures,

¹ Lucius F. Ellsworth. Student Access: An Overview of the Literature. October, 1975.

² Lucius R. Ellsworth. Student Access: A Land-Grant University Assesses Priorities. May, 1976.

³ Chronicle of Higher Education, October 14, 1975, P.A. Cit. in Ellsworth May, 1976.

in the 1980's there will be a decline in the 18- to 21-year old group. Some analysts of higher education believe that most educational institutions will depend much more on the non-traditional students (those unable or unwilling to attend normal full-time day programs).⁴

In its position paper to the President the study group also suggested the following topics as central to formulating appropriate policies of the University of Minnesota:

1. Should the University of Minnesota be more accessible to lower income students (urban and rural) who are in ability levels lower than those students presently admitted?
2. Is the University of Minnesota maximally accessible to minorities and women?
3. Is accurate and relevant information about programs and placement opportunities and admissions policies and procedures readily available to potential students, counselors, and the public?
4. Are admission procedures effective?
5. Is the present tuition and instructional fee policy appropriate and justifiable?
6. If not, can a more acceptable tuition policy (including fees and/or per-credit-hour charge) be developed?
7. Does the University of Minnesota have enough financial assistance available so that other enrollment decisions of any potential first-time entry or transfer student, or decisions to continue enrollment can be made without undue consideration of financial factors?

⁴ Carnegie Foundation for the Advancement of Teaching. More than Survival: Prospects for Higher Education in a period of Uncertainty. San Francisco: Jossey-Bass Publishers, Inc., 1975: p. 45. Cit. in Ellsworth, May, 1976.

8. Should the University of Minnesota give preferential treatment (priority admission, financial assistance, residence hall space) to transfer students?
9. Does the University of Minnesota provide adequate financial assistance to part-time students?
10. Does the University of Minnesota offer flexible enough class schedules and appropriate courses and instruction for the non-traditional student or working and minority students?
11. Is transfer between programs within the University of Minnesota cumbersome or costly (in terms of lost credit hours) for students?
12. Will adequate resources (physical plant, faculty, and student financial assistance) be available to support enrollment levels projected for the University of Minnesota until 1985?
13. What policies and procedures, if any, should be developed to improve access to the University of Minnesota?
14. Should admissions policies (to the University and/or specific programs) reflect the projected manpower needs of the State of Minnesota?
15. Does the University offer flexible enough class schedules and appropriate courses and instruction for the traditional or regular student?
16. Are there problems of student access associated with organizational size? If so, are there ways of compensating for these difficulties?

On November 13, 1975, President Magrath appointed a high level Task Force on Student Access (see Appendix) to review the question of student access and suggested the aforementioned 16 questions as guidelines. The Task Force was to be chaired by the Vice President for

Student Affairs and included in its membership the following: Vice President for Institutional Planning and Relations; the Deputy Vice President for Academic Affairs; the Deans of the College of Liberal Arts, General College, the College of Business Administration, and the College of Forestry; the Associate Dean of the Graduate School; the Assistant Provost for Student Affairs from the Morris Campus; faculty representatives from the two major University Senate standing committees, the Senate Committee on Educational Policy and the Senate Committee on Resources and Planning; a faculty member from the Duluth Campus; and five students representing undergraduate and graduate student governments on the Twin Cities and Coordinate Campuses. The President also asked directors of four major support activities (Management Planning and Information Services; Admissions, Registration, and Student Records; Center for Educational Development; and Student Life Studies) to provide staff assistance to the Task Force. President Magrath charged the Task Force with making recommendations to him by mid-March, 1976, regarding: present and possible policies, procedures, programs, and funding that affect student access to the University of Minnesota, including the Twin Cities Campus and each coordinate campus. Specifically, the review was to focus on these topics:

1. First entry college admission policies and procedures.
2. Transfer practices.
3. Tuition (including instructional fee add-ons, per-credit-hour charges and financial assistance).
4. Educational programs which relate especially to part-time and transfer students.

Inherent in the President's charge were the following questions:

1. Can a public university be accessible to as many students as possible, subject to the limits of resources?
2. What is the relationship of tuition levels at private and public institutions to the public's willingness to subsidize public higher education?
3. Should admissions policies (to the University and/or specific programs) reflect the projected manpower needs of the State of Minnesota?
4. Does the University offer enough class schedules and appropriate courses and instruction for the "traditional" or regular student?
5. Are there access problems associated with organizational size and, if so, are there ways of compensating for these difficulties?
6. What realistic postures should the University adopt for the 1970s and early 1980s?

B. Task Force Working Groups and Activities

1. Working Groups

The Task Force met in the latter part of November to tackle the complex issue of student access. It reviewed the President's charge in the light of the accompanying questions. It soon became clear that the subject was both broad and complex and that some division of labor might facilitate the study. To arrive at meaningful recommendations about appropriate goals, policies, procedures, and programs, on each of the main topics, the Task Force was organized into four sub-committees and assigned specific topics as follows:

Subcommittee A: Types of students, especially the access of "non-traditional," women and minority students to the University, and the possible relationship of projected manpower needs to access.

Subcommittee B: Admissions policies and procedures, focusing on first-time entry and transfer students.

Subcommittee C: Academic programs and delivery (programs, scheduling, etc.) including programs and services for the "traditional" or regular student.

Subcommittee D: Tuition, financial assistance, resources and organizational size.

The membership of the Task Force and staff was divided into subcommittees leading to the following structure:

Task Force Chairperson: Frank B. Wilderson, Jr.

Lucius Ellsworth, Staff Support (to December 1975)

Eli Ndosì, Staff Support (December 1975 - March 1977)

Subcommittee A: Mark English, Chairperson (November 1975 - Summer 1976)

Bert Ellenbogen

Leon Green

John Hernandez, Chairperson (Fall 1976 - March 1977)

Stanley Strong, Staff Support

Subcommittee B: Richard Bailey, Chairperson

Stanley Kegler

Bruce Mooty

Marilyn Rossmann

James Preus and Leo Abbott, Staff Support

Subcommittee C: Donald Harriss, Chairperson

William Hueg, Jr.

Richard Skok

Kristan Wegerson

James Werntz, Staff Support

Subcommittee D: Arthur Williams, Chairperson (November 1975 - Summer 1976)

Edward Foster

Roxann Goertz

Stephen Granger, Chairperson (Fall 1976 - March 1977)

Frank Sorauf

David Berg, Staff Support

2. Activities

The work of the Task Force can be divided into two phases. The first phase lasted from November 1975 to May 1976 during which time the Task Force issued the Interim Report containing 15 preliminary recommendations.

During the first phase the Task Force met once a month from November 1975 to February 1976, and at least five times during March and April 1976. During the first four months the Task Force debated on major issues and received information prepared by the staff and presentations from leaders in the area of post-secondary education. Among those who addressed the Task Force were Dr. Richard Hawk, Executive Director of the Minnesota Higher Education Coordinating Commission and Dr. Phillip C. Helland, Chancellor of the State Community College system.

The subcommittees held many working sessions which provided an opportunity for members to focus review and refine the specific topics assigned to them. They received information from staff and invited guests to present information relevant to their topics. The staff also held weekly meetings to share information and develop alternative policies for subcommittees and the Task Force.

In their deliberations Subcommittee members argued over widely differing positions and out of these debates they developed working

papers with tentative recommendations. These recommendations were then sent to the Task Force for further debate. There were many instances when the Task Force asked a subcommittee to undertake further study and discussion on a given topic or recommendation before bringing it back to the Task Force for additional examination, deliberation and acceptance.

In mid-February 1976, the Task Force was feeling the weight and complexity of the access issue and there was a wide diversity of view points among the members. The Task Force was also interested in giving the President some tentative recommendations and judgements on some of the topics. It therefore decided to issue a preliminary report to the President with recommendations focusing on the mix or composition of the University's student body, admissions policy and the tuition structure.⁵ The preliminary report was preceded by a period of intense discussion which took place during the months of March and April. During this period the Task Force met five times to debate and arrive at a consensus on the 15 preliminary recommendations of the Interim Report which was issued on May 6, 1976.

The preliminary report also outlined some of the areas in which the Task Force intended to develop additional recommendations. These included recommendations relating to access in the Graduate School, professional schools and Continuing Education and Extension; the appropriateness of the present educational delivery system; the access opportunities for women; possible problems of access associated with organizational size; whether access should reflect projected manpower

⁵ Preliminary Recommendations on Student Access: An Interim Report of The Task Force on Student Access, May, 1976

needs of the State of Minnesota; and on differential tuition rates including the possible use of per-credit-hour tuition as well as student financial assistance.

The preliminary recommendations were broadly discussed during the latter part of the 1976 spring quarter and into the summer. For the most part the recommendations received a favorable reaction from the University community. Chairperson Frank B. Wilderson, Jr. appeared before the Senate Consultative Committee to explain and discuss the preliminary recommendations. He and some other members of the Task Force were also invited to a student forum organized by the Twin Cities Student Assembly to explain and discuss the preliminary recommendations. The Council of Academic Officers (composed of deans, provosts, and directors) reviewed the recommendations at its June meeting. The Central Officers Group (composed of the president, vice presidents and directors) also reviewed the recommendations. The Task Force received many written comments from individual deans, directors, students, faculty, and community members; one community newspaper sent a reporter to Task Force meetings to discuss the recommendations and the Minnesota Daily, The Minneapolis Tribune and the Pioneer Press ran articles concerning the recommendations.

On the whole the recommendations were well received and most of the questions were directed at the possible lack of alternative measures for determining a students' probability of success and the notion of selecting students from a pool of applicants. A second area that received considerable attention dealt with the validity of minority student sight count data as well as U. S. Census data for minority populations. This was of particular concern to Chicanos

and Native Americans whose populations experience a higher rate of mobility compared to other ethnic groups. The access concerns of handicapped students were also brought to the attention of the Task Force.

While these reactions were going on, the Task Force continued its review of some of the topics that were not covered in the preliminary report. On June 25th the Task Force decided to concentrate its efforts in subcommittee working sessions and to meet again at the beginning of Fall quarter 1976. A lot of ground work was done during the summer on tuition, the issue associated with sight count data, and the Graduate School.

The second phase began in October and lasted until March 1977. The Task Force followed the same process whereby subcommittees held as many working sessions as they could to review and develop position papers on assigned topics and to bring their tentative recommendations before the Task Force for deliberations. Once accepted, these recommendations became the recommendations of the Task Force. Subcommittees B and C were also combined into one subcommittee to provide a larger membership. Also, Dr. Edward Foster, Associate Dean of the Graduate School, Mr. John Hernandez, a student in the College of Liberal Arts, and Dr. Richard Skok, the Dean of the College of Forestry joined the Task Force.

Two broad areas were covered during the second phase: first, a review of the Preliminary recommendations taking into account some of the reactions received by the Task Force; second, a review of some of the areas which were not covered in the preliminary report.

The Task Force met seven times during the second phase. It reviewed the preliminary recommendations and made changes in some of them. It did not cover all the remaining topics. Constraints of time and complexity of the issues dictated a need to deal with those areas that were feasible. The efforts were then directed at a review of the following topics: tuition, including the per-credit-hour tuition question; student retention efforts in the University; access to and affirmative action efforts in the Graduate School; a review of access issues relating to women and handicapped students; and the relationship of manpower projections to student access.

The deliberations on tuition were extensive. At first members argued widely differing views on the tuition proposal calling for the University to move toward per-credit-hour tuition and relating tuition rates to the instructional cost of programs. However, as discussion continued, the membership began to approach some form of consensus on this proposal. The Task Force also sought input from the University community. The draft proposal was reviewed with the Chairpersons of the Senate Consultative Committee, the Senate Committee on Educational Policy, and the Senate Committee on Resources and Planning. The University Senate was also briefed on the thrust of the proposal at its November meeting, as were leaders of student organizations on the Twin Cities Campus. During their two meetings in December, the Council of Academic Officers was briefed and members were invited to comment on the proposal. Many of them did so. In the early part of January, the Chairperson and a few members of the Task Force visited all coordinate campuses to explain the proposal and to solicit reactions from students, faculty, and administrators. In addition, the tuition proposal and the

Graduate School review were summarized and released by the Office of University Relations and received publicity and comment in the Minnesota Daily.

Before adopting the tuition and the other proposals, the Task Force gave careful consideration to all written comments, and the members listened to and weighed the concerns of all those who attended its meetings. These meetings were always open. This final report is then a result of a complex and oftentimes difficult process of reviewing, listening and seeking suggestions from both the University community and the outside community.

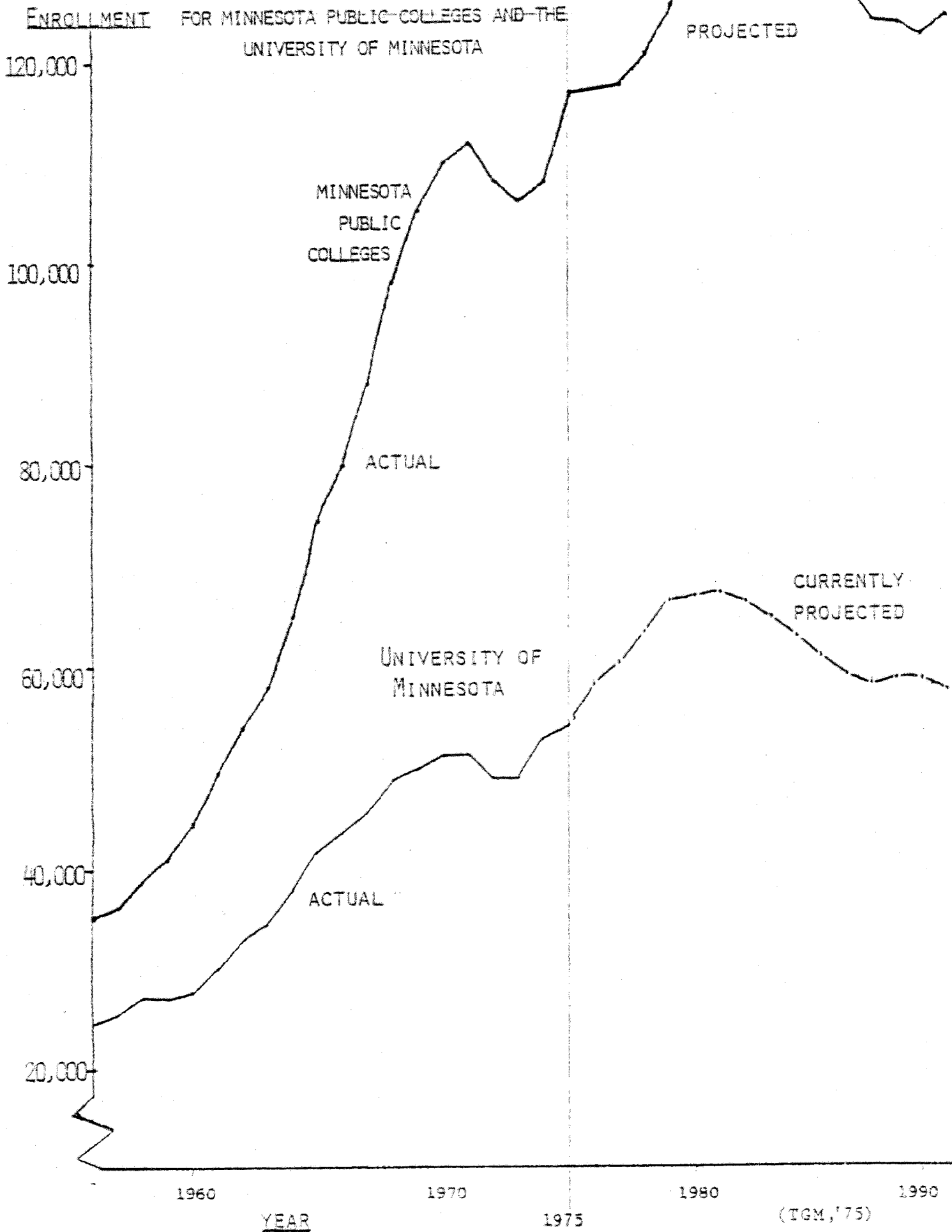
C. Summary

The Task Force on Student Access has reviewed access to instructional programs at the University of Minnesota in light of the Regents Mission and Policy Statement. In making the recommendations, the Task Force adopted three beliefs that permeate all the recommendations:

1. The University's mission is part of the mission of a larger statewide higher education system which includes the State University System, the Community College System, the Area Vocational-Technical Institute (AVTI) System, and the private colleges. The University is not called upon to provide a complete solution to every educational problem, but to perform its special missions well and to do its part in regard to shared missions.

2. The University cannot be discussed as a single entity. It is comprised of some twenty-six colleges located on the Twin Cities, Morris, Duluth, Waseca, and Crookston campuses. The mission of each of these several colleges and campuses varies within the overall mission of the University.

FIGURE 1
TOTAL ENROLLMENT PROJECTIONS TO 1990
FOR MINNESOTA PUBLIC COLLEGES AND THE
UNIVERSITY OF MINNESOTA



3. Resources are, and will continue to be, limited. More students will seek admission than can be served, and it may not always be possible to admit all interested students to their preferred programs. Figure 1 indicates present enrollment predictions for the University of Minnesota and for all Minnesota public colleges. Because of the predicted enrollment pressures on available resources, responsibility requires that recommendations of increased access be accompanied by recommendations as to what access will be correspondingly decreased or a realistic plan for acquiring the necessary resources.

The complexity of the access issue and the practicalities of time did not permit the Task Force to review every topic assigned to it, nor did it review every program as thoroughly as it would have preferred. For example, more could have been said in the area of student financial aids, and the Task Force hopes that recommendations from the Committee on Financial Aids chaired by Dr. Martin Snoke will fill this void. Also, important issues affecting access such as organizational size, flexible class schedules and courses, and the ease or difficulty of transferring between programs were not reviewed. However, judging from those areas that were reviewed, the Task Force finds that access to the University's instructional programs is generally sound and commends the many ongoing individual programs and University-wide efforts at improving access to the University of Minnesota.

The 39 recommendations contained in this report focus on those areas where marginal changes in efforts, policies, and programs will lead to improved access for certain populations of students whose access to the University has been limited in the past. Recommendations

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call for the University to serve students within the full range of social, economic, and demographic attributes of the state's population; affirmative action policies are proposed to accomplish this. Additionally, ways to bring more meaningful information to prospective students are proposed.

In general, raising admission thresholds as a way of controlling individual college enrollments is rejected in favor of procedures that take into account a broader range of student characteristics in addition to traditional grade point averages and test scores in making admission decisions.

As regards tuition policy, the Task Force believes that the current tuition system should be replaced by a per-credit-hour tuition and that tuition rates should be related to the cost of instruction. The Task Force recommends a gradual approach to the new tuition system and is cognizant of the transitional and technical problems that the University administration will have to work out before the new system can be instituted for all programs and all campuses.

The Task Force also calls for a biennial review of the program made when and if recommendations are implemented.

The Task Force on Student Access hopes that the recommendations contained in this report will help the University in its efforts at improving access to its instructional programs.

D. Acknowledgments

To the extent that this report is useful in improving access to the University of Minnesota's instructional facilities and in implementing the Board of Regents Mission and Policy Statement of November 1975, thanks should go to all those guests and staff who made presentations and gathered data for this study.

The Task Force thanks the many guests who appeared before the Task Force, among them:

Dr. Phillip C. Helland, Chancellor, State Board of Community Colleges

Dr. Richard Hawk, Executive Director, Minnesota Higher Education Coordinating Board.

The Task Force extends special thanks to Jean King, Janice McKenzie, Tom Oechsler, Shirley Raynes, and Doris Sharitz from the Office of the Vice President for Student Affairs and to Carol Gersmehl from the Office of Student Life Studies and Planning. Without their efforts, which were often above and beyond the call of duty, this report could not have been completed.

II. UNDERGRADUATE STUDENT POPULATIONS TO BE SERVED

The University of Minnesota has an interest in maintaining as diverse a student body as possible within the constraints of available resources. The curriculum, with its 510 academic majors, appeals to a broad range of students. The University has demonstrated an ability to meet the needs of its students, and in doing so, it can provide leadership in the state's system of postsecondary education.

An assumption implicit in placing certain unique educational programs at the University is that the University will make them available to students broadly representative of the population of the state. Even for programs similar to those offered at other Minnesota colleges and universities, there is benefit in keeping educational issues before the University in the form of a diverse student body with whom the faculty must interact. The University has developed expertise in the development of new instructional methods, new means to identify talent, and new ways to meet student needs. We can provide a valuable service to the state through leadership in solving the problem of providing educational opportunity to all who can benefit from it.

We also need to provide a receptive competitive climate for transfer students if we are to meet our responsibility to the statewide system of higher education. Were we to select only the brightest freshman students, the academic competition might become so keen that transfer students, no longer able to enter the University as freshmen, would face too fast a pace and too competitive a student body.

Questions of access and the desirable mix of student characteristics are very complex. A student's achievement, both before and after admission to the University, is tied to socioeconomic factors. The University draws heavily from a geographic area around the metropolitan Twin Cities that is not representative of the entire state. University enrollment patterns are complex in themselves, and we have comprehensive information on student characteristics only for freshmen students. We do not have sufficient information on all our students, many of whom enter as advanced standing students.

The following sections provide information on what we do know about our students. We must draw inferences about patterns of student access from information far less complete than would be desirable.

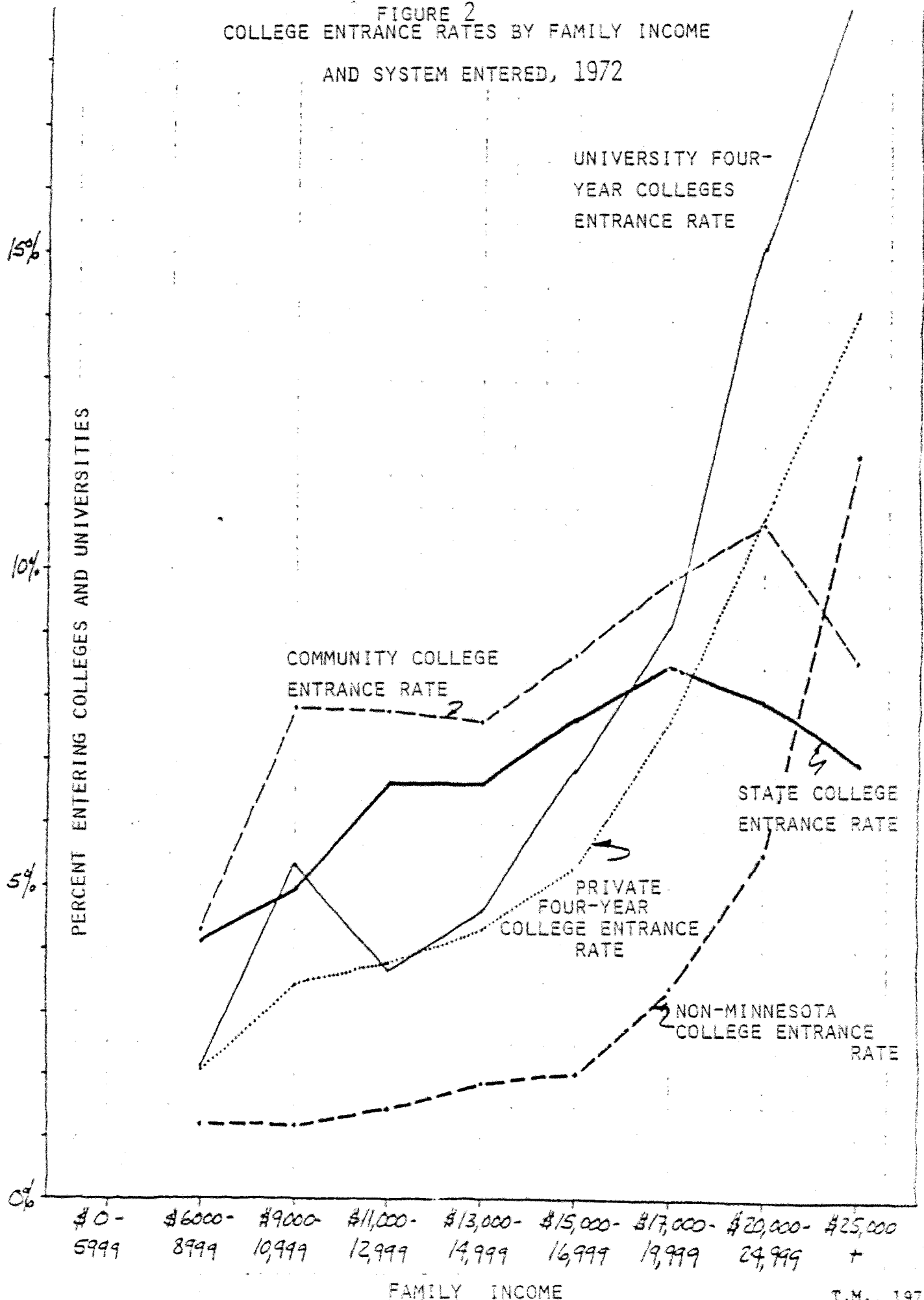
A. Socioeconomic and Demographic Characteristics of Present Students

1. Socioeconomic Characteristics

Three indicators of socioeconomic status of University freshmen will be discussed: family income, educational level of father, and parental occupation. Data are derived from two basic sources: the 1972 MSAT data base assembled by the Management Planning and Information Service (MPIS) from the Minnesota Statewide Testing Program, and reports of the characteristics of University freshmen from the Office of Admissions and Records.

Figure 2 shows the percentage of students from each of several income levels entering each of the systems of education in the state, as well as non-Minnesota colleges. Among families with 1972 incomes of more than \$17,000, the highest percentages of students attend the University of Minnesota.

FIGURE 2
COLLEGE ENTRANCE RATES BY FAMILY INCOME
AND SYSTEM ENTERED, 1972



Calculated another way, the median family income for University students in 1972 was \$18,624¹, exceeded only by those Minnesota high school graduates who attended colleges (\$19,879) and universities (\$22,214) in distant states. The differences among entry rates by income are not so pronounced when only metropolitan area high school graduates attending 4-year University colleges are compared with graduates attending other postsecondary educational institutions, but the University does draw students from families with relatively high incomes.

The educational level of fathers of University freshmen in 4-year colleges is considerably higher than the educational level of parents of all high school juniors. One-third of University freshmen are from families where the father is a college graduate, whereas that is true of only one-eighth of all high school juniors.

In Table 1, parental occupation information is presented to show distributions by University college of entry as well as distributions for all University freshmen and for all high school juniors. Parental occupation is related not only to whether a student pursues a program at the University, but also to the type of college the student selects. Over half of liberal arts and technology freshmen come from families where parental occupation is either professional or managerial. Students from farm families tend to select agriculture or one of the University's technical-college campuses. One-fourth of Duluth campus students come from families of parents in skilled occupations, and forestry students come more often from families of semi-skilled parents than do other freshmen. The differences

¹ Mortenson, T. Tertiary Education in Minnesota. Minneapolis; Commission on Minnesota's Future, 1975.

Table 1

Parental Occupations of High School Juniors and University of Minnesota Freshmen

Percentages of Parents in Occupational Classes as Indicated by Students

OCCUPATION	High ¹ School Juniors	UNIVERSITY OF MINNESOTA FRESHMEN									
		Total ²	Home ³ Econ	Inst Tech	Agri- cult.	Fores- try	U.M. Duluth	CLA	Gener- al	U.M. Morris	U.M. Crkstn.
Professional	10	23	31	29 ⁴	26	25	24	23	18	18	6
Managerial/Official	12	19	11	30	14	13	12	33	25	15	9
Owns/Manages Farm	15	6	17	2	20	-	2	3	3	25	37
Sales	7	13	12	7	8	1	13	12	13	6	8
Clerical/Office	6	6	6	6	1	3	4	7	7	4	4
Skilled	25	21	4	18	9	9	27	13	15	15	13
Other	25	12	19	7	23	47*	17	11	18	17	24

*21 percent classified as semi-skilled

¹ 1970 MSAT Statewide Data Base, Mortenson

² Admissions and Records summaries of characteristics of entering University freshmen, 1974

³ College percentages; Admissions and Records summaries of characteristics of entering University freshmen, 1975

⁴ Boxes identify data referred to in the text

cannot be explained by different admission requirements; a student's selection of educational program is related to parental occupation.

In summary, the University draws students from relatively high socio-economic backgrounds, and parental occupation appears to be one determinant of the type of program the freshman selects within the University.

2. Ethnic Minority Groups in Minnesota

Minnesota has significant numbers of Chicano, Black, Native American, and Asian-American residents. Estimating the exact sizes of these ethnic populations is difficult, and serious questions about figures contained in the Task Force preliminary report were raised by representatives of minority groups. Following are estimates, derived from various sources, of the numbers of ethnic minority populations.

The 1970 census estimated the Black community in Minnesota to number 34,129, approximately 0.9 percent of Minnesota's 1970 total population of 3,804,971. The proportion of the Minnesota population that is Black has probably remained stable since 1970.

The 1970 census estimate of Chicano population in Minnesota of 37,256 (1 percent of total population) was based on a special Census Bureau survey using a Spanish-origin definition. Since 1970, the proportion of the state population that is Chicano has increased due to a higher birth rate. In addition, nearly 5,000 Chicanos have dropped out of the migrant worker stream and made their homes in Minnesota. Brian Kean, who worked with the St. Paul Area Vocational Technical Institute Bilingual-Bicultural Project, estimated that the 1975 number of Chicanos in Minnesota at 49,300, not including the

approximately 15,000 Chicanos who pass through the state each year in the migrant worker stream.

The 1970 census reported the number of Native Americans as 31,845 (0.8 percent of total Minnesota population). Representatives of the Native American community believe that estimate is low by a factor of 15 percent. Also, the census estimate includes Asian-Americans and thus is high by some unknown factor. The birth rate for Native Americans is also higher than the state average, so the 1975 Native American population is a larger proportion of the state's population than it was in 1970.

An estimate of the number of Asian-Americans in Minnesota, based on 1974 public school pupil sight counts, is 8,836, approximately 0.2 percent of the total population. The number has since increased as a result of the migration of Vietnamese and Cambodian refugees and of Korean and Chinese students on permanent resident visas, and the current total is difficult to estimate.

The total of all ethnic groups is somewhat over 3 percent of the population of the state. The distribution of the ethnic minority population is significant for the University, especially the Twin Cities campus, in that over 90 percent of the state Black population, over 60 percent of the Chicano population, and nearly 50 percent of the Native American and Asian populations live in Ramsey and Hennepin counties.

B. Family Income, High School Ability Test Scores, and Previously Under-represented Students

In general, the University does not choose but is chosen by its students. Above the admission threshold factors other than student ability and previous

achievement determine access. The information presented in this section shows the combined effect of admission standards and student choice in college attendance.

1. Attendance and Family Income

Colleges use some combination of previous achievement, usually represented by high school percentile rank (HSR) and test score, together or singly, to admit freshmen. There is evidence² that both HSR and test scores have a low positive relationship to parental occupation level and parental educational level.

There has been relatively little change in the past 10 years in the previous academic achievement of University freshmen. Roughly one-eighth of University freshmen are in the top 5 percent of their high school class, one-fourth in the top 10 percent, and one-half in the top 25 percent.

The relationship of ability test scores (MSAT) and family income to post secondary attendance was demonstrated in presentations to the Task Force. The effect of family income is more pronounced at MSAT percentiles below 80. Approximately one-fourth of students in the highest ability level (90-99 percentile on the MSAT) do not continue their education after high school, and that percentage approaches 50 for students scoring at the 50th percentile on the MSAT.

Table 2 shows income and ability information for the University. Percentages of high school graduates in Minnesota who attend a University of Minnesota college are shown. The effect of income on attendance at the University is

² Berdie, R.F. and A.B. Hood. Decisions for Tomorrow. Minneapolis: University of Minnesota Press, 1965.

Table 2
University of Minnesota
1972 MSAT Data Base
Percentage of Enrollment Pool (N=66,792)

		MSAT Percentile										
		0-9%	10-19%	20-29%	30-39%	40-49%	50-59%	60-69%	70-79%	80-89%	90-100%	Total
	<\$6,000	**	-0-	-0-	**	**	100%	**	**	**	**	33%
F	\$6,000-\$8,999	-0-	1%	1%	2%	*	2%	5%	7%	6%	17%	2%
A												
M	\$9,000-\$10,999	*	*	1%	2%	4%	4%	7%	14%	15%	19%	5%
I												
L	\$11,000-\$12,999	-0-	*	1%	1%	3%	3%	6%	8%	10%	16%	4%
Y												
	\$13,000-\$14,999	1%	1%	1%	2%	3%	5%	6%	9%	11%	17%	5%
I												
N	\$15,000-\$16,999	1%	1%	2%	2%	3%	6%	9%	12%	16%	21%	7%
C												
O	\$17,000-\$19,999	*	1%	2%	3%	4%	8%	10%	13%	20%	22%	9%
M												
E	\$20,000-\$24,999	2%	4%	2%	7%	9%	11%	17%	20%	26%	27%	15%
	\$25,000+	5%	3%	7%	9%	10%	18%	21%	21%	27%	26%	19%
	TOTAL	1%	1%	2%	3%	4%	7%	10%	13%	18%	22%	8%
	Range	5%	4%	7%	8%	10%	16%	16%	14%	21%	11%	17%

Fifty percent of University of Minnesota freshmen are included in this cell.

*Less than 1/2%

**Empty Cell

about the same as for postsecondary students in general, but income is a more important factor in University attendance even at high MSAT levels.

The reference (or "norm") group for the MSAT test is college freshmen in the state, so a percentile as low as 50 identifies a student who might be expected to perform satisfactorily in one of the state's colleges. Clearly, a large percentage of students who could take advantage of college education do not do so. The University, perhaps because of its location or its programs, is even more likely than other postsecondary institutions in the state to admit students from high-income families.

2. Minority Students

There is a direct relationship between admission criteria and access for minority students, as shown in Table 3. Minnesota high school juniors are classified according to ethnic identity and PAR, a freshman admission measure currently in use in several University colleges. At PAR equal to or greater than 140, the current admission standard for the College of Liberal Arts, about half of Caucasian and Asian-American juniors qualify but only about one-fifth of American Indian, Black and Spanish-American juniors qualify. The possible explanations (e.g., test bias, inferior educational opportunity, differing value systems) are less important than the observed effect: if University admission were to be based on simple scholastic aptitude measures applied rigidly, Native American, Black, and Spanish-American applicants would be admitted in substantially smaller proportions than their Asian-American and Caucasian high-school classmates.

The Task Force, in its deliberations, devoted a great deal of attention to the issue of the desirable mix of students who have access to the University.

Table 3

Approximate Proportion of Minnesota High School Students Eligible for Admission at Selected PAR Cutoffs by Ethnic Group

Cutoff value greater than or equal to	American Indian	Asian American	Black	Spanish American	Caucasian
235	0.0%	1.0%	0.0%	0.0%	0.1%
225	0.0%	4.0%	0.0%	1.0%	0.8%
215	0.4%	6.9%	.6%	1.0%	2.5%
205	0.8%	11.9%	1.1%	2.9%	5.5%
195	2.4%	12.9%	1.1%	2.9%	10.1%
185	3.5%	18.8%	2.3%	2.9%	15.9%
175	4.4%	24.8%	4.0%	4.8%	22.4%
165	6.8%	30.7%	6.8%	7.7%	29.4%
155	8.4%	34.7%	11.3%	11.5%	36.6%
145	12.5%	40.6%	17.0%	16.3%	44.0%
140	15.7%	44.6%	19.8%	21.2%	47.7%
135	18.9%	46.5%	21.5%	24.0%	51.5%
130	20.9%	50.5%	24.3%	26.9%	55.1%
125	22.5%	53.5%	29.4%	28.9%	58.9%
120	29.3%	56.4%	33.9%	33.7%	62.6%
115	30.9%	60.4%	37.9%	40.4%	66.1%
105	39.8%	67.3%	46.9%	45.2%	73.1%
95	50.2%	71.3%	55.9%	53.9%	79.5%
85	58.2%	79.2%	67.8%	61.5%	85.5%
75	66.3%	85.2%	75.1%	74.0%	90.6%
Number of cases	249	101	177	104	37,552
Mean	98.5	133.1	104.9	104.0	136.0
Standard deviation	39.3	51.2	37.6	41.6	44.0

Note. These distributions are based on 1973-1974 Minnesota high school juniors participating in the Minnesota Statewide Testing Program. Only students whose HSR and PSAT or SCAT scores were available are included (PAR = HSR + Verbal Minnesota score + Math Minnesota score).

A realistic and essential constraint is that we cannot simply argue to increase the total number of students. The question then becomes: without additional resources, should the institution attempt to change the dimensions of access for certain students? The Task Force recognizes that changes will be marginal and slow. Even so, the consensus is that we should make reasonable attempts to do so. The rationale for that position is summarized as follows:

- There is great diversity in University programs and support services; we have educational resources to assist students different from those who have traditionally come to the University.
- We have a responsibility to identify talented students who are unlikely to attend college; we need to seek intellectual talent for future leadership.
- We are geographically close to large numbers of disadvantaged students, and through previous and on-going efforts we have built support communities for them on campus.
- The University has a social responsibility to take a leadership position in broadening access to higher education.
- Educational opportunities exist elsewhere for many students who, though they might choose to attend the University, could attend another institution without hardship.

The Task Force position cannot be derived from data alone; it represents shared values and attitudes about institutional priorities as well.

Recommendation 1

The University has a social responsibility to seek to serve students within the full range of social, economic and demographic attributes of the state's

population.

Recommendation 2

Our recommendations for changing access to effect changes in the student mix involve the attraction of certain students who meet the conditions of Recommendation 17 below but who would not go on to college without some special effort. They are the financially disadvantaged and ethnic minority students. Unless additional resources can be found, this would be done by selecting a smaller proportion of other students in the applicant pool.

C. Nonresident and International Students

The overall percentage of nonresident students at the University has increased from 12.6 percent to 14.6 percent over the last 10 years. The increase took place largely at the undergraduate level and in part as the result of the development of reciprocity agreements with neighboring states.

Approximately 8 percent of undergraduates are not Minnesota residents. Twenty percent of professional college students are nonresidents, and 46 percent of graduate students are nonresidents. We provide service to state residents at the undergraduate level, but at the graduate level we are a national and international resource and assume a broader responsibility.

We have approximately 1,500 foreign students, of whom about two-thirds are at the graduate level. Each year we accept about 360 new foreign students; approximately 60 percent come directly from overseas and 40 percent from other United States educational institutions.

The two basic reasons why we wish to attract nonresident students are to improve the level of talent within the institution and to provide a wider range

of learning experiences for all students. We also feel a responsibility to share our educational resources with other states and countries less fortunate in their ability to provide higher education for their citizens. Against these compelling arguments for providing access to nonresidents, the Task Force attempted to balance the possible disadvantage to Minnesota students who might find access opportunities reduced if the number of nonresidents were to be increased.

In an era of increased mass communications and greater mobility, and with the increasing cosmopolitan nature of the Twin Cities, the arguments for increasing the percentage of nonresident United States students may carry less weight than they once did.

The final position of the Task Force is to maintain a steady state, especially at the undergraduate level, recognizing that the University will thereby lose some benefits.

Recommendation 3

The Task Force believes that it is educationally desirable to have a culturally heterogeneous student body; the University should encourage more reciprocity and contract agreements on the lines of the Wisconsin and North Dakota agreements. Arrangements with states more distant than these are desirable; because they have the additional potential of marked improvement in resource use, we would particularly favor agreements involving graduate and professional programs. We do not think, however, that it is feasible in times of increased enrollment pressures to expand our efforts in recruiting non-Minnesota undergraduates.

D. Age Distribution, Age Shifts, and Admission of Older Students

We already have large numbers of older students on campus: there were 849 undergraduates age 30 and older in 1974. The median age of university students is 20.6 years (graduate = 26.4, professional = 23.9, undergraduate = 19.6 and adult special = 27.1).

Table 4 shows changes in ages of new students over the past 13 years. Of interest is the increase in the past few years in the percentages of freshmen 21 and older and advanced standing students 25 and older. A full explanation of such changes is not available. Among contributing factors may be freshmen "stopping out" as advocated by the Carnegie Commission on Higher Education a few years ago, returning veterans and changes in elementary school entering ages which occurred 12 years ago.

The issue that received Task Force deliberation at length was whether the University should make an aggressive attempt to provide programs and opportunities for the increased numbers of older students who will, according to predictions, be seeking higher education.

Trade-offs are involved if admitting older students excludes younger ones. The Task Force did not want to solve this dilemma only in terms of the economic advantage that may accrue to younger students who will have more time to take advantage of the financial benefits of higher education. Older, mid-career students may well improve both their own situation and their potential contribution to society by a modest investment in further education.

Building new and innovative programs within degree-oriented University curricula to meet nontraditional instructional needs of older students is

Table 4

Ages of New University of Minnesota Students, 1963-1975

Year Entered	Percentages of Freshmen 21 and older	Percentages of Advanced Standing 25 and older	Percentages of Adult Specials 25 and older
1963	5.2	6.9	69
1964	4.4	9.1	63
1965	3.2	10.3	45
1966	5.1	8.0	47
1967	3.0	7.5	55
1968	5.0	7.5	54
1969	4.6	7.3	64
1970	5.6	8.6	58
1971	5.3	10.3	60
1972	5.2	9.8	66
1973	5.7	13.6	58
1974	6.9	12.4	59
1975	7.6	13.3	63

another issue, however. Development might better follow demonstration of significant demands for such programs rather than precede it as a means for attracting more older students.

Recommendation 4

The Task Force believes that increasing the number of older students on campus should be an objective and should represent marginal change in University access policy, particularly when such students wish to take advantage of on-going instructional programs and when they are served on a space-available basis, as in the case of senior citizens. If they become competitive with more traditional college-age students, a reappraisal should be required. This recommendation does not apply to Continuing Education and Extension.

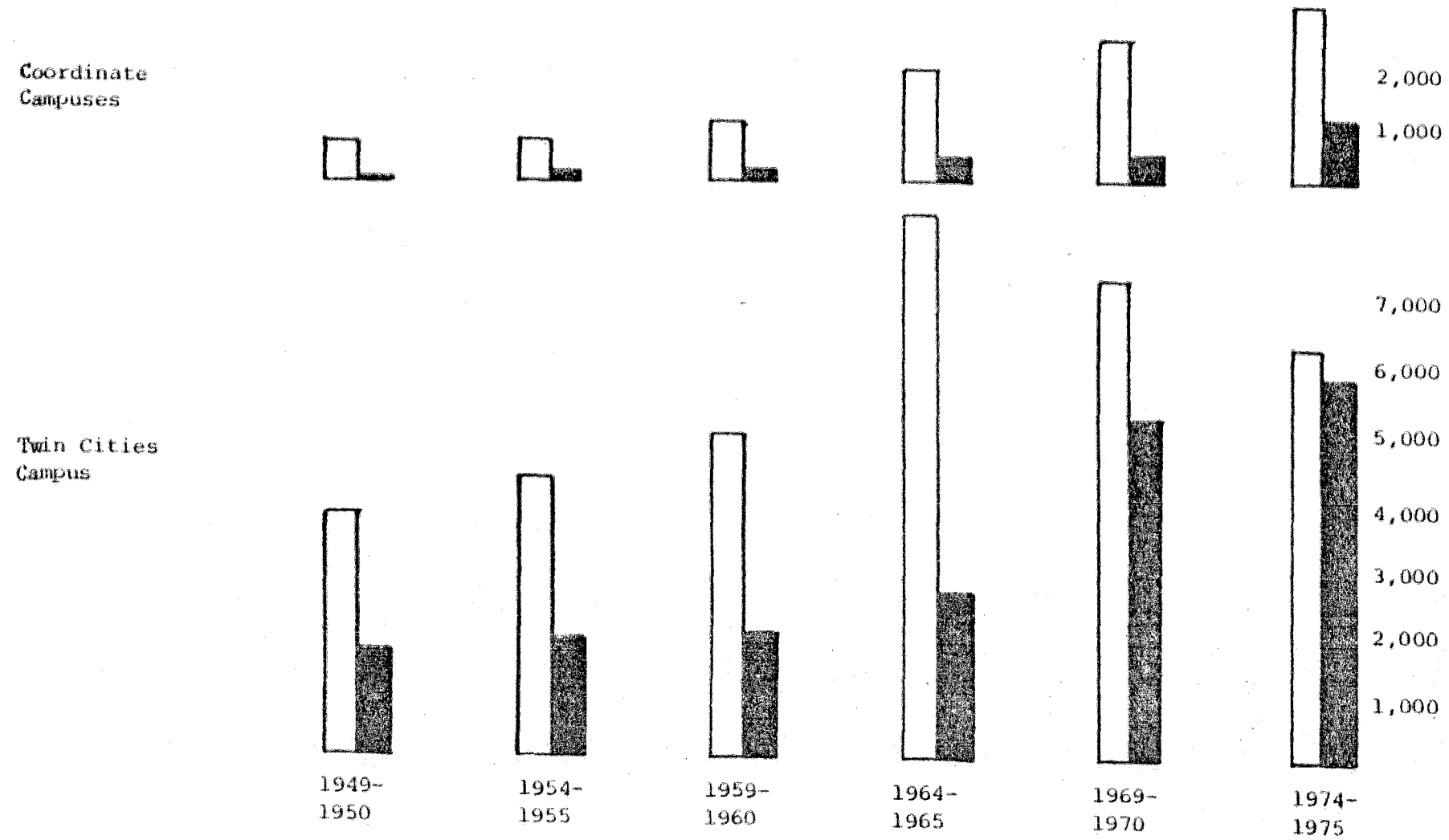
E. Transfer Students

The University has taken seriously its responsibility to provide a receptive home for qualified transfer students. The type of new students entering the University has changed dramatically over the past 2 decades; first there was an increase in freshmen, then an increase in advanced standing students balanced by a decrease in freshmen as metropolitan area community colleges opened their doors in the mid-1960's. These trends are shown in Figure 3. The largest increase in advanced standing admissions has been from community college transfer students. The overall average University grade point average of community college transfer students is 2.67, approximately 0.2 of a grade point lower than non-transfer students at comparable levels in the colleges to which they transfer. They are generally quite successful after transfer.

Figure 3

How New Undergraduate Students Enter the
University of Minnesota,
Freshmen Versus Transfers

□ Freshmen
■ Transfers



Large numbers of community college transfer students come into lower division programs at the University. For example, students transfer to CLA lower division to attempt to qualify for other University junior-level colleges. They may be below junior-level students who found transfer before fall quarter convenient, or they may have been unable to complete their prerequisite work at their previous colleges. Such students should be urged to stay at their original college if the alternative is to deny qualified students admission as freshmen.

Recommendation 5

Students seeking to transfer from community colleges to Twin Cities undergraduate colleges should be accommodated within enrollment limitations in preference to additional freshmen.

- a. Such potential transfer students should be expected to complete as much of their intended program as possible prior to transfer.
- b. Admission standards for external transfer students and internal transfer students should be adjusted to admit students with the same likelihood of academic success.

F. Minority Students

Some of the policies of the Board of Regents referred to in the Introduction to this report affirm the University's commitment to insuring access for minority students.

The Task Force consulted broadly within the University and in the community to gain an understanding of the access problems faced by minority students. Members of the Task Force met with faculty members from the Department of Afro-American Studies, Chicano Studies and American Indian Studies on the Twin Cities campus; American Indian Studies on the Duluth campus; and the Minority Student Program on Morris campus. The staff members involved in minority student support programs on the three campuses were interviewed, including the Martin Luther King Program coordinators on the Twin Cities campus, Minority Student Program staff on the Morris campus, and staff of the Office of Student Affairs and of the Supportive Services Program on the Duluth campus. Minority student groups were consulted on the three campuses, including visits with students in cultural centers, representatives of minority student organizations, and other minority students. Task Force members went to four public high schools in the Twin Cities area to talk to counselors, teachers, and minority students in the schools and met with central staff members of the Minneapolis and Saint Paul Public Schools. They also met with minority community leaders and with staff in the Indian Upward Bound Projects in Minneapolis. These consultations led to a series of conclusions reported in the May 6, 1976 Preliminary Recommendations on Student Access: An Interim Report of the Task Force on Student Access.

To evaluate the relationships between minority student enrollment at the University and the size of minority communities in Minnesota, the Task Force considered using pupil sight count data from the public schools or data from the 1970 census. Public school sight counts were selected as the better of the two mainly because the data were more current and, as opposed to the 1970 census, separated Native American and Asian-American persons in its counts. Ninth grade pupil sight counts were selected for analysis because the students had not yet experienced the very high drop-out rate that occurs in several minority groups in the 10th, 11th, and 12th grades. These counts were used in the Task Force's deliberations and were included in the interim report.

After the interim report was issued, members of the Chicano community argued that the sight count data, due to the way they were collected, were biased against Chicanos. In a series of meetings with individuals and groups, the Task Force arrived at more accurate estimates based on 1970 census data from a special survey. After these meetings and consultations which also included Native American students, staff, and tribal education officers, the sight count basis of comparison was, in most cases, dropped in favor of the 1970 census basis, revised according to the considerations mentioned in Section II. A. 2. above. There are instances such as in Table 5, where pupil sight count data are employed for exemplary purposes in discussing the pool of prospective applicants to the University. However, the data used in this report, though inadequate in some respects, were the best that could be found. Clearly, there is a need for more valid data on public school minority

enrollments and on minority population census data. The lack of such accurate data was of great concern to the Task Force. Also, even though the Task Force consulted widely in considering problems of access for minority students, the need for still wider consultation and review is apparent, and we applaud the formation of the Chicano and Native American Task Forces to explore further the access problems faced by these groups.

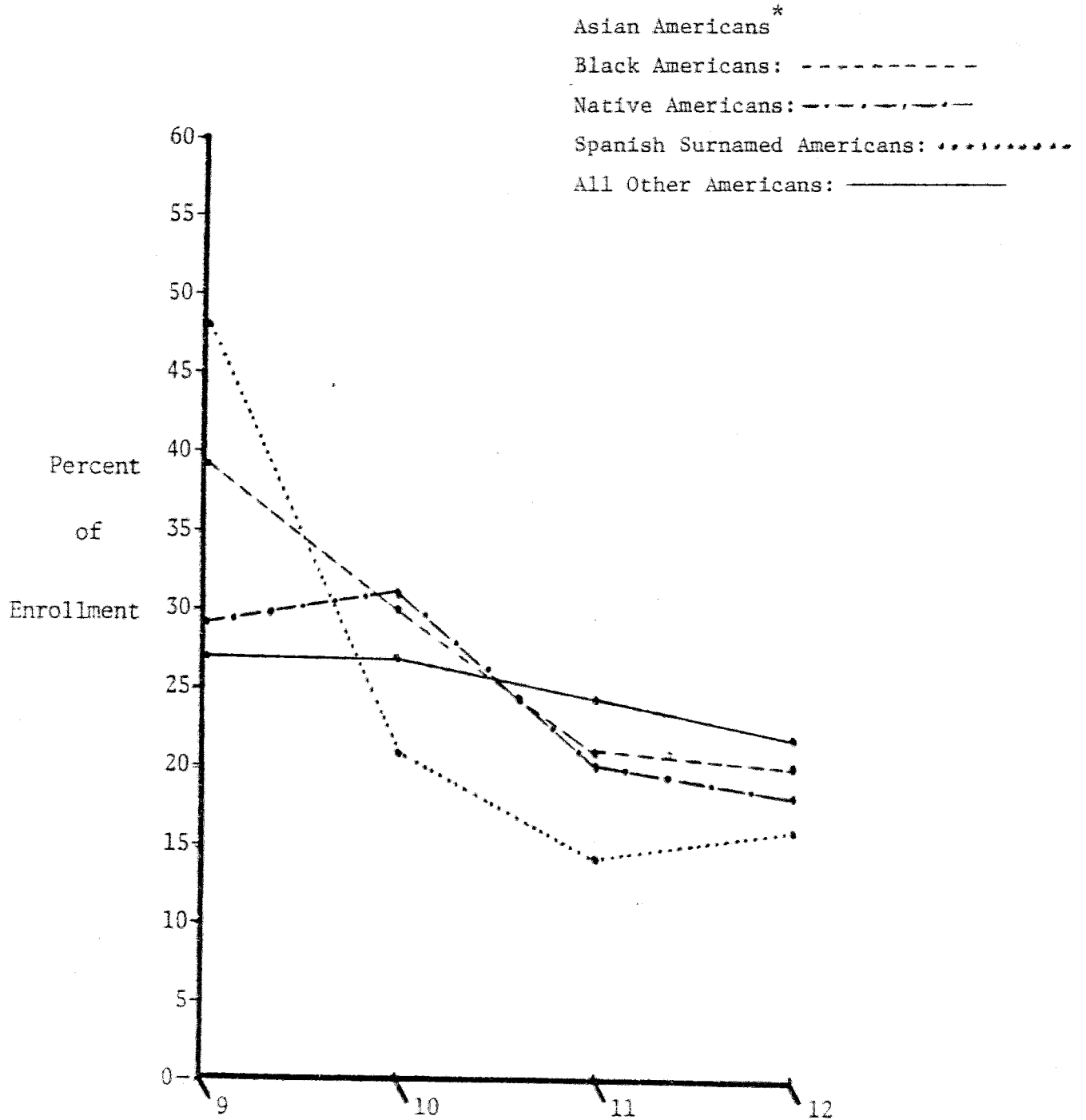
Some minority students expressed a great desire for the University to launch more extensive recruitment efforts to attract non-Minnesota minority students. While the Task Force agrees that current efforts and arrangements to recruit non-Minnesota undergraduate students should be continued, its primary concern was the accessibility of the University to current and potential undergraduate students from Minnesota's minority communities.

The Task Force focused on such basic questions as whether the University has effective programs to bring opportunities to the attention of prospective minority students and whether effective support services exist to assist them in their academic efforts once they enroll. The Task Force also sought to make some rough evaluation of whether the University is serving the minority population in the state, and the following discussion reviews appropriate data.

The Task Force looked at the populations from which the University can draw minority students. Retention information from public schools indicates that the number of minority persons participating in the educational process begins to decrease well before college age. Figure 4 presents a graphical

Figure 4

1974 Minneapolis Public High School Enrollment of Ethnic Group Students by Class, Expressed as a Percentage of each Ethnic Group's Total Enrollment in High School



*Omitted from figure because of very small numbers

illustration of the retention of minority students in the Minneapolis Public Schools. Percentages of high school students who are in the 9th, 10th, 11th, and 12th grades for each minority group are plotted. Although the Caucasian (other) group is about equally distributed across the four grades, the minority ethnic groups are most heavily represented in the 9th grade and least heavily in the 12th grade, giving evidence of considerable drop-out from the educational system in the high school years. This drop-out is especially severe for Spanish-Americans (Chicanos). Based on pupil sight count data, Table 5 suggests that the pool of Spanish-American (Chicano) seniors is considerably smaller than the pool for other minority groups. These data show that graduation from high school is a significant factor in limiting the pool of prospective students who may choose to attend the University and suggest that access to the University might be improved by efforts which increase minority student retention through high school graduation.

1. Enrollment

Since 1968 the University of Minnesota has estimated the enrollment of minority students using a voluntary ethnic identity form filled out by students when they register. Although only a low percentage of students completed the forms in the first few years, in the last five years over 90 percent of students have done so. The numbers of self-identified minority students and their percentages of total enrollment in the last five years are presented in Table 6. On all campuses, the enrollment of minority students has generally increased in number and in percentage of

Table 5

Minority Students in Minnesota Schools
1976-1977*

	<u>Native American</u>	<u>Black</u>	<u>Asian- American</u>	<u>Spanish- American</u>	<u>All Others</u>
Grades K - 12	12,345	13,876	6,113	5,013	824,596

The total for all students in Minnesota is 861,943.

The following figures are included in the above total.

Ungraded	937	1,814	129	116	6,187
Handicapped	258	605	40	148	11,589
Seniors only	603	731	563	329	69,245

* The figures are from the State Department of Education. They are the result of a sight count made in all state schools on October 1, 1976.

Table 6

Number and Percentage of Minority Enrollment^a
 by Campus for University of Minnesota
 Fall Quarters 1972 through 1976

Campus and Year	Asian-American		Black		Native American		Spanish-American		Total Enrollment
	N	%	N	%	N	%	N	%	
Twin Cities									
1972	535	1.3%	797	1.9%	247	0.7%	236	0.6%	41,220
1973	650	1.6	776	1.9	239	0.6	202	0.5	41,005
1974	720	1.7	937	2.2	383	0.9	226	0.6	42,970
1975	757	1.7	987	2.2	400	0.9	278	0.6	45,265
1976	706	1.6	1,068	2.3	359	0.8	292	0.6	45,788
Duluth									
1972	33	0.6	24	0.5	51	1.0	32	0.6	5,488
1973	54	1.0	23	0.4	47	0.8	16	0.3	5,632
1974	119	2.2	33	0.6	58	1.0	7	0.1	5,578
1975	109	1.7	33	0.5	75	1.2	9	0.1	6,210
1976	102	1.6	36	0.5	69	1.1	9	0.1	6,561
Morris									
1972	1	0.1	44	2.6	17	0.9	1	0.1	1,763
1973	1	0.1	38	2.3	13	0.8	2	0.1	1,656
1974	6	0.4	33	2.1	18	1.2	1	0.1	1,559
1975	5	0.3	37	2.3	20	1.3	2	0.1	1,593
1976	8	0.5	23	1.5	19	1.2	3	0.2	1,569
Crookston									
1972	1	0.2	-0-	---	6	0.9	-0-	---	660
1973	1	0.1	1	0.1	5	0.6	-0-	---	765
1974	1	0.1	16	1.9	14	1.6	-0-	---	851
1975	-0-	---	11	1.2	17	1.8	10	1.1	930
1976	-0-	---	3	0.3	9	0.9	9	0.9	992
Waseca									
1972	-0-	---	-0-	---	2	0.3	-0-	---	320
1973	-0-	---	-0-	---	-0-	---	-0-	---	406
1974	16	3.0	-0-	---	2	0.4	-0-	---	536
1975	11	1.5	-0-	---	7	1.0	2	0.3	705
1976	15	1.8	-0-	---	8	0.9	-0-	---	851
Mayo									
1972	3	0.6	1	0.2	-0-	---	5	1.0	478
1973	1	0.2	2	0.4	-0-	---	6	1.3	471
1974	2	0.6	7	2.1	-0-	---	7	2.1	340
1975	2	0.5	8	2.0	-0-	---	4	1.0	411
1976	1	0.3	4	1.1	-0-	---	5	1.3	377

^aData from "Minority Enrollment Report" prepared by the Office of Admissions and Records

total enrollment. During the same period the Spanish-American (Chicano) group at Duluth has decreased in number and percentage. Table 7 presents the enrollment of minority students by college and campus as a percentage of 1975 enrollment. While the number of Asian-American students shows a relatively constant proportion of enrollment across campuses and colleges, Black, Spanish-American, and Native American students constitute larger proportions of enrollment in General College than in the other colleges.

2. Retention

Minority student enrollment at the University of Minnesota is a function both of recruitment and of retention. While recruitment efforts are necessary to get students into the University, little is gained if the students cannot be retained in the educational programs into which they are admitted. Table 8 presents a view of the retention of minority students on the Twin Cities, Duluth, and Morris campuses. The table gives the percentages of all undergraduate students from a particular ethnic group who are classified as freshmen, sophomores, juniors, or seniors. For the Twin Cities campus, the percentages of all other American undergraduate students in the four classes are roughly equal, or about 25 percent each. In fact, there tend to be more sophomores, juniors, and seniors than freshmen, reflecting the relative emphasis of the Twin Cities campus on upper-level programs. Although the Asian-American percentages follow this pattern, Black, Native American, and Spanish-American groups have considerably larger percentages in the freshmen class than in any other, and show steady declines

Table 7

Minority Enrollment* by College and Campus, Fall 1975

	Asian-American		Black		Spanish-American		Native American		Total Enrollment
	N	%	N	%	N	%	N	%	N
College of Liberal Arts	288	1.7	287	1.7	71	0.4	105	0.6	17,232
Graduate School and Mayo	79	1.0	166	2.1	53	0.7	43	0.5	7,861
Institute of Techonolgy	109	2.7	32	0.8	13	0.3	21	0.5	4,035
General College	69	2.7	320	10.5	63	2.1	167	5.5	3,048
Education	50	2.0	51	2.0	9	0.4	12	0.5	2,484
Agriculture	32	1.8	7	0.4	6	0.3	7	0.4	1,780
Business Administration	31	1.9	17	1.0	4	0.2	5	0.3	1,642
Home Economics	22	1.7	11	0.8	3	0.2	5	0.4	1,288
Law School	2	0.3	28	3.9	12	1.7	7	1.3	711
Forestry	12	2.1	-0-	---	2	0.3	7	1.2	580
Biological Sciences	8	1.4	8	1.4	-0-	---	-0-	---	565
Veterinary Medicine	1	0.3	-0-	---	1	0.3	-0-	---	294
University College	5	2.1	13	5.4	2	0.8	3	1.2	241
Health Sciences	49	1.2	55	1.4	43	1.1	18	0.4	3,915
Medical School	7	0.5	36	2.4	26	1.7	5	0.3	1,511
Dentistry	6	1.0	2	0.4	6	1.0	3	0.5	569
Nursing	9	2.1	5	1.2	1	0.2	3	0.7	431
Pharmacy	10	2.4	2	0.5	2	0.5	1	0.2	409
Public Health	6	1.7	6	1.7	4	1.1	1	0.3	359
Dental Hygiene	7	2.5	-0-	---	1	0.4	3	1.1	280
Medical Technology	-0-	---	1	0.8	1	0.9	-0-	---	131
Mortuary Science	2	2.2	-0-	---	2	2.2	-0-	---	89
Occupational Therapy	1	1.4	1	1.4	-0-	---	1	1.4	73
Physical Therapy	1	1.6	2	3.4	-0-	---	1	1.6	63
Twin Cities	757	1.7	987	2.2	278	0.6	400	0.9	45,265
Duluth	108	1.7	33	0.5	9	0.1	75	1.2	6,210
Morris	5	0.3	37	2.3	2	0.1	20	1.3	1,593
Crookston	-0-	---	11	1.2	10	1.1	17	1.8	930
Waseca	11	1.5	-0-	---	2	0.3	7	1.0	705
Total	883	1.6	1076	2.0	305	0.6	519	0.9	55,114

* Data from "Minority Enrollment Report" prepared by the Office of Admissions and Records

Table 8
Percent of Minority Undergraduate Enrollment by Class
for the Twin Cities, Duluth, and Morris Campuses

Campus and Class	Group				
	Asian Americans	Black Americans	Native Americans	Spanish Americans	All Other Students
1975 Twin Cities * *					
Freshman	20.9	36.8	43.9	35.1	22.1
Sophomore	26.1	28.3	26.8	23.2	25.0
Junior	29.3	18.6	16.8	25.0	24.6
Senior	23.7	16.2	12.5	16.7	28.2
1974 Duluth					
Freshman	39	50	51	50	32
Sophomore	36	31	18	33	27
Junior	12	8	13	17	20
Senior	12	12	18	0	21
1974 Morris					
Freshman	80	55	50	0	40
Sophomore	0	36	36	0	25
Junior	20	6	7	0	19
Senior	0	3	7	0	16

* Includes International Students

** Data from "Minority Enrollment Report" Fall Quarter 1975
Office of Admissions and Records

in percentages in successively higher classes. For example, 43 percent of Native American students are freshmen, and only 12 percent are seniors. As Table 6 suggests, the overall percentage of total enrollment for minority students has remained relatively constant for the past four years. For the most part, the decreasing percentages shown in Table 8 reflect a higher rate of attrition for minority students than for all other American students, and on the Twin Cities campus the proportions of minority students transferring to the University from other colleges and universities is known to be low compared to the other students. Table 8 also shows that the attrition rate for all other Americans at Duluth and Morris are higher than at the Twin Cities campus, reflecting differences in program emphasis. Still, on the other campuses, the attrition for minority students is higher than that for other students. Clearly a "cohort" study which followed the same students through their undergraduate careers would provide more unambiguous data on student retention. The method used here strongly suggests that the retention of minority student is a serious problem, more serious than for all other American students.

Based on the considerations presented here, the Task Force adopted recommendations on recruitment, retention, and precollege programs.

Recommendation 6

The University should have an affirmative action program to attract minority students.

- a. The University should make a strong effort to attract more minority students for whom the probability of success is similar to other students in the entry unit.

- b. To maximize the probability of success for minority students, all University units should make a commitment to improvement in the delivery system for these students through innovative and cooperative efforts among units and through joint funding.
- c. The University should attempt to obtain resources that are not directly competitive with instructional funds to mount cooperative programs to improve retention of minority students in the primary and secondary schools and to insure their acquisition of basic skills.

G. Women Students

In 1976 the University completed an extensive self-study of its compliance to Title IX, legislation prohibiting discrimination on the basis of sex. The self-study found the University to be in basic compliance with Title IX, and recommendations were developed in areas where problems were uncovered.³ Much of the information below came from the self-study.

In fall quarter 1975, 22,619 women students constituted 41 percent of total University of Minnesota enrollment. In 1975, women constituted 48.8 percent of all applicants and 46.6 percent of all new admissions to the University. In 1975 in the Graduate School, women constituted 43.3 percent of all applicants, 43.4 percent of all admissions, and 43.5 percent

³ Title IX Self-Evaluation, University of Minnesota, Twin Cities Campus and Intercollegiate Athletes
Title IX Self-Evaluation, University of Minnesota, Coordinate Campuses Report and Recommendations on Title IX, Intercollegiate Athletics, Recreational Sports and Physical Education

of all new registrants. Table 9 presents the percent of total enrollment of women by college from 1971 to 1976. In 1976, women constituted high enrollment percentage in dental hygiene (98 percent), nursing (93 percent), occupational therapy (90 percent), physical therapy (82 percent), and medical technology (80 percent). Women constituted low enrollment percentages in Mayo (6 percent), dentistry (7 percent), mortuary science (8 percent), the Institute of Technology (11 percent), medicine (Minneapolis, 16 percent; Duluth, 15 percent), and forestry (18 percent). Most programs that had few women enrolled in 1971 made substantial changes by 1976. The most dramatic increases were in law, agriculture, public health, business administration, and veterinary medicine as well as in the enrollment of women at Crookston and Waseca. Enrollment of women in Continuing Education and Extension increased between 1964 and 1969 from 36.3 percent to 42.4 percent. Continued changes are suggested by the numbers of women consulting the Continuing Education and Extension's counseling program. In 1966, only 20 percent of the student clients were women, but by 1974 this number had risen to 50 percent.

Of great concern is the number of women who return for education after some time as homemakers or in the work force. Table 4 in section II. D. presents the percent of new admissions to the University who were 21 and 25 years of age or older between 1963 and 1975. Among freshmen, advanced standing, and adult special admissions, the percentages of new admissions who were older students increased markedly in the last few years. New

Table 9

Women as a Percentage of Total Enrollment,
University of Minnesota Colleges,
1971 to 1976 (Fall Quarter Data)

<u>College/Campus</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>
General	37	40	41	43	44	45
University	42	43	49	50	51	56
Liberal Arts	47	48	47	47	48	49
Institute of Technology	4	4	6	8	10	11
Agriculture	12	17	22	27	30	32
Forestry	3	5	9	10	16	18
Home Economics	95	97	97	96	95	95
Law	9	11	15	22	28	32
Medical School	9	11	13	14	14	16
Medical Technology	91	89	92	92	83	80
Mortuary Science	5	4	5	7	6	8
Occupational Therapy	93	98	94	97	97	90
Physical Therapy	72	77	78	71	75	82
Nursing	97	95	95	92	92	93
Public Health	29	33	36	41	52	49
Dentistry	2	2	5	6	8	7
Dental Hygiene	98	99	98	98	98	98
Pharmacy	27	28	28	32	35	35
Education	65	64	65	63	64	63
Business Administration	5	7	11	16	19	23
Graduate--Twin Cities	28	28	31	33	36	37
Duluth	51	45	34	38	39	36
Duluth--Social Work	NA	43	38	45	38	NA
Mayo	3	2	2	4	6	6
Veterinary Medicine	13	15	18	21	24	31
Biological Sciences	29	30	28	29	29	33
Duluth Undergraduate	45	44	45	45	44	46
Dental Hygiene	0	100	100	100	97	100
Medicine	0	21	21	22	15	15
Medical Fellow	NA	NA	NA	NA	14	45
Morris	44	44	40	41	42	44
Crookston	21	21	24	38	39	40
Waseca	27	38	43	46	48	49

admissions of students to the professional schools who were 24 years or older increased from 8 percent in 1965 to 17 percent in 1975. Similar large increases were experienced in Continuing Education and Extension; between 1964 and 1969 the percentage of older students increased from 50 percent to 70 percent. Between 1965 and 1975, the percentage of older students who were women (presented in Table 10) increased markedly only for new advanced standing students (12 percent in 1965 to 35 percent in 1975). The percentage of women remained nearly the same for the other categories, at around 50 percent. Although the number of older women returning to college has increased in the last 10 years, the number of older men has also gone up, and questions of access for older women students might best be viewed as problems calling for increasing the number of older students in general.

Increases in the enrollment of women at the University of Minnesota reflect the dramatic increases in the participation of women in the labor force in the last decade. Data from the State Planning Agency show an increase of 13 percent in participation for women in the 25 to 34 age-group between 1960 and 1970; of 11 percent for women in the 35 to 44 age group; and of 8 percent for women in the 45 to 64 age group. Not only are women more often re-entering the work force after several years of homemaking, but fewer of them are dropping out of the labor force. Labor force projections suggest that female participation in the work force will continue to increase, and the return of "older women" will become less noticeable as women drop out of the labor force less often.

Table 10

Percent of New Admissions
Who Are Women 24 Years Old or Older

<u>Admissions</u> <u>Category</u>	<u>Percent Older Students</u> <u>Who Are Women</u>			
	<u>1965</u>	<u>1970</u>	<u>1974</u>	<u>1975</u>
Freshman	51	46	54	59
Advanced Standing	12	13	26	35
Professional Schools	48	32	46	48
Adult Special	54	52	53	57

The University can expect to continue to experience increases in the number of women students for the next several decades.

Recommendation 7

The University should continue to encourage both men and women to enter programs traditionally unconventional for their sex.

Recommendation 8

Special support for older students, including more flexible schedules, student aid, and child care facilities should be considered to promote access to the University for these persons.

H. Handicapped Students

The University has long been concerned about access for handicapped students. In the 1970's concern about and efforts to increase access for handicapped students has accelerated. On the Twin Cities campus, the Student Counseling Bureau has had a counselor for handicapped students since 1949 and has worked closely with state rehabilitation agencies for decades on an individual student basis. In 1971 a group of students became concerned with architectural barriers, and the Vice President for Finance appointed an Advisory Committee for Improved Access for handicapped students. The committee has been involved in correcting architectural barriers, and the University obtained special appropriations from the legislature in 1973 and 1976 to partially remove such barriers. Also in 1971 the Counseling Bureau established the Rehabilitation Counseling Office to serve students and to assist faculty and staff in meeting the special

needs of handicapped students. In 1974 the University Committee for the Physically Handicapped was appointed. The committee has addressed a broad range of access problems including architectural barriers, transportation, information for handicapped students and the counselors who work with them, and state and federal legislation concerning the handicapped. They prepared a special telephone tape of information for handicapped students and a handbook, The Enabler, to acquaint handicapped students with resources available to help them during their University work.

The Duluth campus has been actively concerned about the handicapped for many years. All but one of its academic buildings and four of its dormitories are interconnected by a pedestrian concourse system that eliminates climatic barriers. Entrances, washrooms, and parking are easily accessible, and elevators or ramps exist at all necessary points. Since 1972 an Office of Services for Physically Handicapped Students has been a component of the Supportive Services Program. The office matches individual student needs with available on-and-off-campus resources and is active in planning, information dissemination, and community relations.

Basic problems of access for handicapped students at the University are: (1) low level of awareness among potential students of the services available at the University and a corresponding need for distribution of information to potential students and to those who work with them; (2) physical access to the campus and to classrooms (many buildings have been equipped with ramps, but transportation between buildings is often difficult;

(3) expenses are often higher than those of their nonhandicapped counterparts, including needs for readers, special diets, and special equipment.

In 1976 the Department of Health, Education, and Welfare issued proposed regulations to implement Section 504. This legislation essentially puts handicapped students⁴ on the same footing as minority students through Title VII and women through Title IX. The regulations require that access barriers to handicapped students be removed, including barriers in recruitment, admissions, course attendance, and testing. The regulations are detailed and demanding. The University, due to its long history of concern for handicapped students, seems closer to compliance than many colleges and universities, but much remains to be done even here. The cost of compliance will be considerable. The University should make vigorous efforts to obtain state and federal funds for the necessary changes and programs, and the Regents and the President should vigorously assert the need for such funds to the appropriate state and federal agencies.

A concern of those who have worked in this area is that the University continue its flexible approach of working out the best solutions to individual handicapped students' problems, building on the student's capability to cope, rather than adopt prescribed solutions for classes of students that may work against the enabling of handicapped students.

⁴ The new regulations define a handicapped person as "any person who (i) has a physical or mental impairment which substantially limits one or more major life activities, (ii) has a record of such an impairment, or (iii) is regarded as having such an impairment."

Recommendation 9

The University should take steps to insure that no otherwise qualified handicapped individual is excluded from participation, is denied benefits of, or is subjected to discrimination under any program or activity in the University.

- a. Responsibility and authority for direction and momentum to eliminate discrimination against handicapped individuals needs to be established and clarified.
- b. The University's actions should be grounded in a conceptual framework that promotes creative problem-solving and the best possible solutions to problems of access for handicapped students, but at the same time safeguards the individual student's independence and self-reliance, which could be lost if only legislatively-mandated responses (such as the proposed regulations for Section 504) were developed.

III. ACCESS TO GRADUATE, PROFESSIONAL,
AND CONTINUING EDUCATION AND EXTENSION PROGRAMS

A. Access to Graduate Instruction

During the summer and fall of 1976, the Task Force reviewed local and national reports providing data on Graduate School admissions, enrollments, and degrees earned; the data were organized by sex, ethnic background, field of study, and other variables. The dean of the Graduate School and his staff provided a report describing admissions procedures and a report of financial support granted to minority and disadvantaged students from 1970 through 1976. A meeting was held with representatives from the dean's office and the Graduate School admissions office. Another meeting was held with a representative sample of directors of graduate studies, who are also program admissions officers.

The Task Force was impressed with the strength, quality, and professionalism of the Graduate School staff and with their commitment to achieve the goals of the Graduate School and those of the University. In total, 42,000 inquiries were received and responded to last year, resulting in about 10,000 completed applications that were referred to departments for action. These applications were then reviewed centrally by the dean's office according to a number of criteria. About 1,000 of the applications were returned to the departments for further review and discussion necessitated by the interpretation given to foreign educational systems, inconsistent actions, general equity or quality of credentials, and the need to capitalize on affirmative action opportunities or to assure that tutorial and support services are available to assist marginal students who have been admitted. It appears to the Task Force that sound, good quality decision making is

occurring and that good progress is being made in admissions decisions to achieve affirmative action goals. In the Task Force's judgment, however, the Graduate School staff is too small to monitor and support the affirmative action efforts of the 160 departments and programs in the manner and scope that is necessary.

1. Financial Support

An area of concern both to those in the central office and to those in the departments is the marked decline in financial assistance due to the drop in federal funding, termination of federal programs, budget reductions, inflation, and other causes. It was disappointing to note the decline in minority and disadvantaged student support funds from \$48,572 in 1970-71 to \$30,500 in 1975-76. For 1976-77, 26 awards totaling \$65,000 have been granted and divided among 32 students. This recent increase is due to \$50,000 budgeted by central administration for this and each succeeding year creating a much more stable program. Since these awards are granted to departments on a matching basis, the total dollar amount is larger than the amount stated. In addition, new funding for graduate student opportunity fellowships by the Bush Foundation and by the state legislature will provide approximately \$120,000 or 20 opportunity fellowships each year over the next 3 years. This constitutes a more promising picture than the original report showed. Central office staff members are acutely aware of their lack of resources to meet the needs of these students and look to departments to draw on their resources. They are also seeking state and foundation support.

Some minority and disadvantaged students, and in some cases certain women, should not work during their first year and need full financial support to permit them to concentrate completely on their academic programs.

A number of students come from out of state and are generally faced with paying higher nonresident tuition, paying travel expenses and, in many cases, have to purchase winter wardrobes. For those who can commit time to work there is a clear need for additional assistantships which could be met partly by funding TA positions in beginning or introductory level courses that would provide necessary financial support. TA positions would also provide experience in grading papers, tutoring, and teaching and would provide role models for undergraduate students. For non-minority women, obtaining financial aid is usually less of a problem since they are generally able to qualify for scholarships and fellowships granted on the basis of academic ability and performance.

Representatives of academic departments see the lack of financial support as a significant barrier to further progress in achieving affirmative action goals. They point out that the resources of the departments have declined in recent years and are now stretched thin. They believe the central Graduate School fund for minority and disadvantaged students should be further developed. Many believe nonresident tuition should be abolished in view of the national and international role of the Graduate School, even if the average tuition for all students had to be raised to compensate for the lost revenue.

Admissions and Records reports based on student self-report data show that Graduate School minority student enrollment increased from 301 or 4.4 percent of total Graduate School enrollment in 1974 to 329 or 4.6 percent in 1975 and to 334 or 4.6 percent in 1976. Departmental reports show that 211 minority students (3 percent of total enrollment) were actively pursuing advanced degrees in the fall of 1975.

It was reported that many graduate students apply too late to be provided financial aid. A typical sequence of events seems to be that

applicants are offered and accept part-time TA or RA positions during the preceding academic year. When they arrive on campus, many students realize that they cannot make ends meet on the TA salary alone. This is particularly true for married students and students holding less than 50% assistantships. For all practical purposes, it is then too late for them to apply to the Student Financial Aid Office since all non-loan funds have been committed. It is important that efforts be made to encourage graduate students with financial need to apply before the published financial aid priority consideration date. It is also desirable to help students plan in terms of their total need and in terms of all sources of aid available.

To accomplish this effectively, good information about financial aid availability and procedures to obtain it must be provided to all applicants and students. There should be coordination of information about students (financial need, awards granted, positions offered, and any special problems) between the Student Financial Aid Office and the Graduate Fellowship Office, as well as with academic departments. (A number of relevant recommendations designed to improve service to graduate students who have financial need are contained in the report of the Ad Hoc Committee on Student Financial Aid chaired by C. B. Grygar and should be reviewed and related to the recommendations of this committee.)

Until additional funds to increase the financial support available for minority and disadvantaged graduate students can be obtained, the Task Force supports the very positive steps outlined in Dean Ibele's October 18, 1976 memo to directors of graduate studies on their roles in Graduate School affirmative admission and recruitment action.

Recommendation 10

Ways must be found to increase the financial support available for minority and disadvantaged graduate students.

- a. Some minority and disadvantaged students should not work, especially during their first year of graduate study; additional full support or grant funds are needed.
- b. Other minority and disadvantaged students could benefit from placement in new assistantships in joint programs, with department and college involvement designed to assist instruction in beginning level courses. These added positions would provide financial support, plus experience in instruction and the opportunity to provide role models for undergraduate students.
- c. A Graduate School financial aid fund of sufficient size to meet the affirmative action needs of the 160 graduate programs should be developed. Adequate staff should be added to support and monitor utilization of these funds.
- d. Financial aid efforts of the Graduate School, including the Graduate School Fellowship Office, departments, and programs should be coordinated with those of the Student Financial Aid Office.
- e. Comprehensive and usable information concerning financial aid availability and procedures to obtain it should be provided to prospective and admitted graduate students so that all will have equal access to financial aid.

2. Affirmative Action

Information. The affirmative action efforts of the departments are hampered by the lack of organized, structured information concerning sex

and ethnic background received with the application, as is normally provided at colleges and universities in other states. In response to a 1974 Minnesota state reporting law and Regents' policy, this information is collected with the application but is removed before it goes to the admissions committee. As a result, only informal, self-reported information presented external to the application or accidentally obtained information leads to consideration for affirmative action.

Directors of graduate studies also report negligible results from use of the Minority Graduate Student Locator Service and recommend that we find more effective methods for identifying prospective minority and disadvantaged students. Sending bulletins and brochures is not effective. Departments are unwilling to have someone from the central office or another department who is traveling to out-of-state colleges assign assistantships to students for them, and yet resources for travel to such colleges are very limited.

Recommendation 11

Information regarding sex and ethnic background should be collected and used in an organized and orderly manner to support affirmative action efforts.

- a. The Graduate School should provide an explicit description of its affirmative action program.
- b. A review should be made of laws and University policy governing the collection and transmission of data on sex and ethnic background.
If it is found feasible to do so, data on sex and ethnic background should be provided to the Graduate School's affirmative action program.
- c. More effective methods should be found for identifying qualified prospective women, minority, and disadvantaged students. The limited resources and staff time available should be committed to those procedures most capable of yielding the students sought by affirmative action programs.

Applicant Pool. The enrollment of women in Graduate School has increased from 28 percent in 1971 to 36 percent in 1975. Women have been well or over represented in such fields as education, humanities, the social sciences, and home economics. They have been under represented in such fields as business, the physical sciences, and engineering. Business is now bringing in more women, especially at the master's level. A number of science and engineering departments report sincere efforts to identify and attract qualified women, but with little success. Part of the problem seems to be the relatively small number of women completing undergraduate programs and courses that provide the necessary background for these fields. Another problem reported is that of continued sex role stereotyping.

Recommendation 12

Steps should be taken to encourage more women, minority, and disadvantaged students to complete undergraduate programs and prerequisite courses necessary for entering graduate programs where they have been under represented.

Programs should review their admission requirements in terms of prerequisite courses to make sure they are not inappropriately excluding qualified students.

It is necessary for faculty to communicate to students that they are welcome and will be accepted in programs where they have been under represented in the past.

Procedures. Providing access to graduate level instruction for new populations of students requires flexibility, experimentation, and some changes. The faculty should be provided with sound information, evaluation research findings, guidelines for successful programs, and reviews of legal precedents. Although flexibility and new approaches with regard to the manner in which access or admission is accomplished are being sought, no

reduction in the quality or meaning of degrees granted is expected or desired. Prediction of successful completion of graduate programs is important, and should take into account the positive impact support programs and assistance can have on students. Many departments have developed successful programs for identifying, attracting, and supporting these students through the successful completion of their degree programs. Other departments will need assistance, guidance, and sound information to do this effectively without violating the law. The University should be supportive and should provide assistance to departments to accomplish these goals.

Associate Dean Edward Foster's October 18 memo to the directors of graduate studies for consideration by committees on graduate admission and financial aid concerning recruitment and admission of minorities, the disadvantaged, and women is an excellent start at bringing this kind of information before the faculty.

The commitment to affirmative action by the Regents, the President, the Vice Presidents, and the Dean of the Graduate School is clear. Because decision making on admission is decentralized to such a large extent, a strong commitment to affirmative action on the part of the directors of graduate studies is essential for continued progress in achieving affirmative action goals at all levels in all departments and programs of the Graduate School.

Recommendation 13

Evaluation and follow-up studies of the outcomes of affirmative action efforts should be made. Research and legal precedents should be reviewed. Methods should be developed for providing sound information, research findings, guidelines for successful programs, and reviews of legal precedents to directors of graduate studies and to the faculty.

Recommendation 14

The Graduate School and its departments and programs should study the demography of their professions and of students in local and national source institutions and should develop an affirmative action plan for students in the same way that the University's affirmative action plan for hiring staff and faculty was done in 1976.

3. International Students

International students represent an important part of the Graduate School's student body, presenting new views and perspectives in courses and research. The University has an important international role to play and a strong consensus exists that we should continue to encourage qualified international students to study here. Financial support problems have greatly increased for these students in recent years, tending to limit access to those from wealthy families and limiting access for those who in the past would have worked their way through school.

International students are often faced with paying higher nonresident tuition, paying high travel expenses and in many cases have to purchase new wardrobes. Most of these students find their resources diminished by disadvantageous exchange rates, and some come from cultures which expect or impose the additional burden of meeting some of the financial needs of their families at home.

There is a great need in other countries for certain kinds of expertise, for instance, agricultural knowledge in developing nations. Our assistance in providing knowledge to these countries through training their graduate students should continue. There are also students seeking knowledge and professional training because of their personal desire. The University has

a role to play in this regard as well.

It was noted that large numbers of academically well-qualified international students from certain countries concentrate in certain academic fields and in some cases those from one country outnumber all other students in that field. There is a consensus that students from under represented regions should be encouraged and efforts should be made to relate use of resources to the availability of educational opportunities in the applicant's home country. Within these considerations, an effort should be made to maintain a balance of students from the various regions of the world.

It was pointed out that whenever the opportunity presents itself, steps should be taken to complement or support international programs and other related programs at the University. For example, area studies and foreign language studies can be enriched by the participation of students from the countries being studied. Programs that send University of Minnesota students abroad to work and study can also benefit from interaction with international students.

With thought and careful planning, maximum benefit of the presence of international students on campus and of their participation in programs can be obtained. The results of these efforts will underscore the value and importance of maintaining our role in international education.

Recommendation 15

The strong commitment of the University of Minnesota to international education at the graduate level should be maintained and ways should be found to encourage and provide support for international students from all geographic regions. When limiting access is necessary, admissions decisions that lead to maintaining a balance of students (e.g. by resident status, sex, geographic origin) should be encouraged. Ways to provide financial support to needy international students should be found so that qualified students from diverse backgrounds can continue to study here.

4. Minnesota Students

Because of the advantages to a student of being exposed to a variety of viewpoints and methods of analysis, many departments encourage their undergraduate students to go elsewhere for graduate study. We recognize the educational advantage of such a policy, but are concerned that the policy may sometimes go too far, denying admission to otherwise qualified applicants because they did their undergraduate work at the University of Minnesota. Students who for good reasons find it necessary to continue here for their graduate study should be permitted to do so.

Recommendation 16

Graduate programs should not bar the admission of students who have completed their baccalaureate programs at the University of Minnesota.

5. Class Schedules and Access

Concern has been expressed about the limited access qualified graduate students have to graduate programs when they are unable to attend day classes. It is the understanding of the Task Force that a Graduate School committee is reviewing the question of program availability and will issue a report in the near future.

B. Access to Professional Colleges

In January 1976, a Task Force chaired by Vice President Wilderson completed a thorough review of admission practices in five University professional colleges (Dentistry, Law, Medicine-Twin Cities, Medicine-Duluth, and Veterinary Medicine). That review was directed toward the question of whether equitable and fair admission practices exist in the five schools. The focus was on a different facet of the overall problem of access, but considerable overlap does exist between that study and the Access

Task Force report. Only a minimal amount of material from the Professional School report is reviewed here.

Several analyses of access issues can be found in the Professional School report. Surveys and interviews with students and pre-professional advisers showed that pre-professional students feel tremendous pressure about the admissions decision, and that most undergraduate colleges make a reasonable resource commitment to advising such students. Comparisons of percentages of women in applicant pools and in the freshman class in professional schools show that women are admitted in at least as high a proportion as men. The analysis for minority and disadvantaged students is less clear: the pattern of credentials presented by minority-disadvantaged applicants in comparison with other students is the same in the applicant pool and in the freshman class, but in both cases minority and disadvantaged applicants have lower average scores on standard indices such as grade point average and admission tests. Sons and daughters of professional parents tend to enter the same professional training at higher rates than might be expected from population figures, but not as a result of any apparent preference given to them in admission. A number of other possible problems in professional school admissions were explored.

Not all relevant topics have been covered adequately in these reports. For example, restrictions on the admission of older and foreign students have been a matter of professional college policy for many years. Although the restrictions are access issues, they are also related to judgments about the cost of training versus the length of professional services that can be expected to be returned to the state, a complex question that we have neither the time nor the resources to study.

Specific minority and disadvantaged student assistance programs in the

several professional colleges have not been studied thoroughly. The outcome of the admission process seems to be fair and consistent with University affirmative action goals, but support services and financial aid provided after admission aimed at increasing retention were not studied in any detail in either report. Time has not permitted a study of support programs for ongoing professional school students.

Time limitations and the complexity of issues involved did not permit the Task Force to initiate a full review of access to the professional schools at this time. However, the Task Force was aware that in January 1978 a review of the progress on recommendations of the professional schools report will be made to the Regents. The Task Force believes that the professional school follow-up reviews should be expanded to incorporate access concerns raised in this report which were not covered in the professional schools report.

C. Access to Continuing Education and Extension

The Task Force was not able to review directly access questions regarding Continuing Education and Extension, even though CEE provides access to University course work and programs for students who are unable to attend in other ways. However, since the Study Group on University Outreach, chaired by Associate Vice President Albert Linck, is reviewing this and related concerns, that group's findings should provide needed information in this area.

The Study Group on University Outreach is composed of faculty, students, and administrators. It was organized by President Magrath in April 1976 as a result of concern expressed from a number of quarters. Legislators had requested that the University make clear its perception of its outreach

mission, particularly as that mission relates to the other systems of postsecondary education in Minnesota. In 1975, the University Committee on Extension and Community Programs made a strong recommendation that outreach be studied in depth at the highest level of the University. The 1975 Regents' Mission and Policy Statement also called specifically for a study of the continuing education and extension activities of the University.

Prior to the organization of the Study Group, and in anticipation of its appointment, the Office of the Vice President for Academic Affairs compiled information about the continuing education and extension activities of all units of the University. Included was information about the organization, programs, problems, and opportunities reported by each unit, including the coordinate campuses and the Rochester Center.

In his charge, the President asked the Study Group to:

1. Review the overall mission of University outreach as presently executed--including the role and mission of coordinate campuses in this area--and provide a more specific definition of this overall mission that could be used in management and planning.
2. Recommend long range plans--based on the mission statement--for University outreach for the period from now until the year 2000.
3. Address the role of the University in the state in relation to other institutions of higher education offering outreach programs, with a view toward the cooperative development of a voluntary statewide plan for outreach activities.
4. Make recommendations--based on the definition of mission, the long range plan, and the statewide plan--as to the optimum organization of University outreach.

In addition to having full access to the information and opinion of groups that have preceded it in studying outreach matters, the present Study Group has assembled information about the organization of continuing education and extension in other states and has been building a data base that includes demographic data and educational characteristics of present and projected continuing education and extension students in Minnesota.

IV. INSTITUTIONAL POLICIES AFFECTING ACCESS

The general reputation of the University throughout the state and the attitudes of counselors and other adults influential in assisting high school students decide which college to attend undoubtedly influence the behavior of potential University students. The focus of this section is more specific, however. Three basic institutional policies affecting access are discussed: admission policy, including information provided to prospective students; retention policy; and tuition policy. The Task Force sees these policies as basic to affecting changes in access to the University.

A. Admissions Policy

A basic dilemma exists in admission strategy. In the past, attempts to set admission standards have focused on attempts to find preadmission measures that will predict University grades. Once found, an appropriate threshold point on such a measure is set, and those who present credentials higher than that point are admitted. If the faculty believes student classroom achievement is adequate, and if the number of students earning low grade point averages is reduced the policy is judged to be satisfactory.

The problem is clear from past sections: the measures are tied to other variables that represent the socioeconomic status of students. The net effect is to select applicants at the level of the admission threshold who are most similar to those students already in attendance. We are not forced to look critically at the criterion measures used, and perhaps we should.

The benefits from past procedures in establishing admission standards are clear. The standard appears to be fair, rational, and the best means of estimating future academic achievement. It is easily communicated (few students who do not qualify apply for admission), and it is easy to apply.

1. Admissions Criteria

Current Measures and their Validity. The measures used to determine freshman admission to the University were adopted after observing their relationship to grade point average for past students. An experimental group, for whom the predictor information is available, is admitted on previous admission measures, and the relationship of achievement to the new measure is studied. In such an analysis, one is always constrained by the fact that students have been admitted on the basis of a measure very similar to, and correlated with, the proposed new measure. Psychometric theory, as well as general intuition, supports the idea that when students are selected from the whole range of talent, better predictions can be made than when selection is from a narrow range of talent.

Some basic relationships between predictors and criterion variables for University freshman colleges are shown in Table 11. A multiple correlation of .40 in that table means that 16 percent of the variance in our prediction of first quarter grade point average could be "explained" by the predictor variable. Students studied in that analysis had already been admitted on measures directly related to those being analyzed. Applying such a correlation to future students, we could predict fall grades for a student already admitted only 16 percent better than we could by making random predictions. We infer that the true relationship over the whole range of talent would much higher. Adding test information to basic achievement information (HSR) improves predictions to some extent, but the increment is not large.

Table 11

Multiple Correlations of Various Predictor Sets with Fall GPA

Predictor Set	College										
	All	CLA	IT	General College	Agri- culture	Forestry	Home Econ	Duluth	Morris	Crookston	Waseca
HSR only	.36	.34	.33	.27	.43	.16	.42	.41	.42	.58	.45
HSR, high school academic GPA	.40	.38	.38	.28	.47	.41	.47	.43	.52	.59	.45
HSR, high school GPAs (academic, math, English, social science, natural science)	.40	.40	.38	.30	.41	.50	.52	.42	.53	.58	.48
HSR, ACT English, math, social studies, natural science	.39	.41	.43	.46	.52	.53	.45	.44	.47	.62	.51
HSR, SAT verbal and math	.38	.40	.30	.48	---	---	---	---	---	---	---
HSR, PSAT verbal and math	.44	.44	.57	.53	.70	.47	.40	.41	.62	.54	.72

Note. ¹ Fall 1973 freshmen, sexes combined. Where the number of cases was too small to yield meaningful results, rs are omitted.

² The differences in correlations (rs) between Fall GPA and HSR only and between Fall GPA and HSR plus test scores are partly due to the smaller sample sizes of students available with combined HSR and test scores.

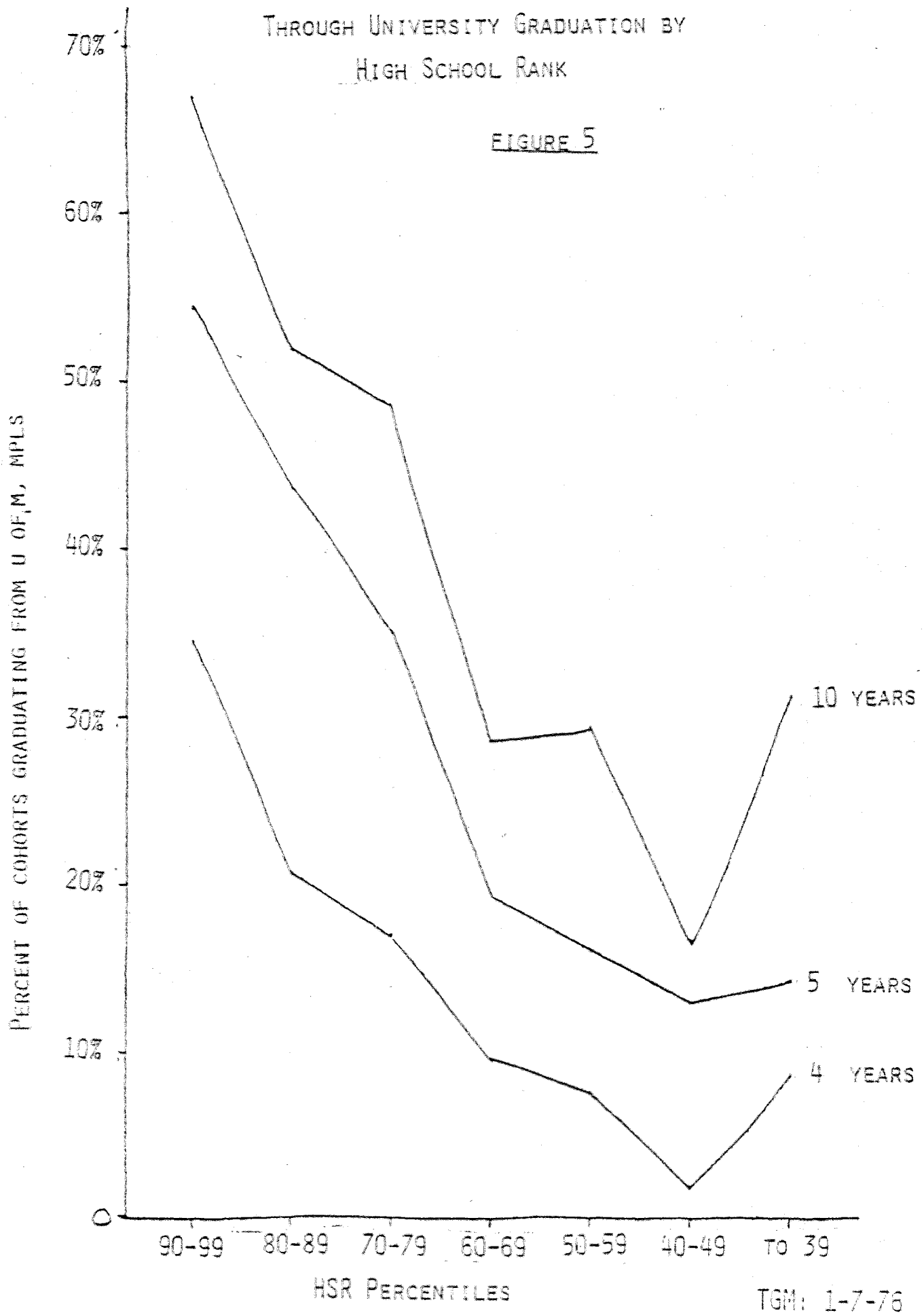
Another approach to evaluating predictive validity of admission measures is shown in Figure 5. Mortensen compared entrance HSR with graduation rates 4, 5, and 10 years later for students who entered the College of Liberal Arts in 1965. High School Percentile Rank (HSR) is used alone as the admission measure in several University colleges. The higher the HSR at the time of admission, the more likely the student will graduate at any time over the subsequent 10 years. The differences are dramatic. Those students admitted with an HSR of less than 40 have graduation rates higher than those with HSR's somewhat higher. To be admitted with such a low HSR, applicants had to have some positive factor that balanced the HSR, perhaps a high test score, experience away from school for several years, coursework with good grades at another institution or the extension division, or some other positive factor--a demonstration of the need for critical evaluation of applicants for admission with minimal credentials.

In section II.B.2. above, the disadvantageous effect of applying traditional admission measures to minority applicants was noted. The question of bias in testing and prediction is a complex psychometric problem relating in part to the methods by which such measures and tests were developed. Traditional measures do seem to predict academic success about as well for minority applicants as they do for non-minority applicants when evaluated by the error in such prediction, but clearly they estimate lower college academic performance for minority students. The Task Force discussion of this issue might be summarized as follows:

- Admission measures are related to University academic success.
- Minority applicants on the average have lower scores.
- University response to the disadvantaged students identified by lower test scores should be to provide special support programs designed to increase the college success rates for such students.

CLA FALL 1965 FRESHMEN PERSISTENCE
THROUGH UNIVERSITY GRADUATION BY
HIGH SCHOOL RANK

FIGURE 5



TGM: 1-7-76

The hope is often expressed that the validity of admission decisions will be improved by interviews with applicants and subjective evaluations of the likelihood of success for individual students. The evidence, beginning with an early study of admission by statistical versus clinical methods at the University of Minnesota¹, is discouraging on this point. The results from psychologists with extensive information are no better on the average than simple estimates based on past achievement and test scores. In spite of that evidence, and based on findings such as those demonstrated in Figure 5 for low HSR students, the Task Force urges individual review of a certain proportion of credentials presented by applicants.

Academic Performance and Other Criteria. There is evidence that adult accomplishment is related to similar high school accomplishment for college graduates. Munday and Davis summarize the research as follows:

Recent studies show high school non-academic accomplishments to be independent of academic talent, and to be related to similar kinds of college non-academic accomplishments. College grades, however, have not been shown to be related to later-life accomplishments. The research reported here focuses on the accomplishments of young adults 2 years after college, and relates college admission data to these accomplishments. The adult accomplishments were found to be uncorrelated with academic talent, including test scores, high school grades, and college grades. However, the adult accomplishments were related to comparable high school non-academic accomplishments. This suggests that there are many kinds of talents related to later success which might be identified and nurtured by educational institutions. As we evaluate college outcomes in terms of post-college student behaviors, we may have to reappraise the central role previously assigned to academic talent.²

¹ Sarbin, T.R., A Contribution to the Study of Actuarial and Individual Methods of Prediction. American Journal of Sociology, 1942; 48, 503-602.

² Munday, L.A. and J.C. Davis, Varieties of Accomplishment After College: Perspectives on the Meaning of Academic Talent. Iowa City, American College Testing Program, Report #62, 1974.

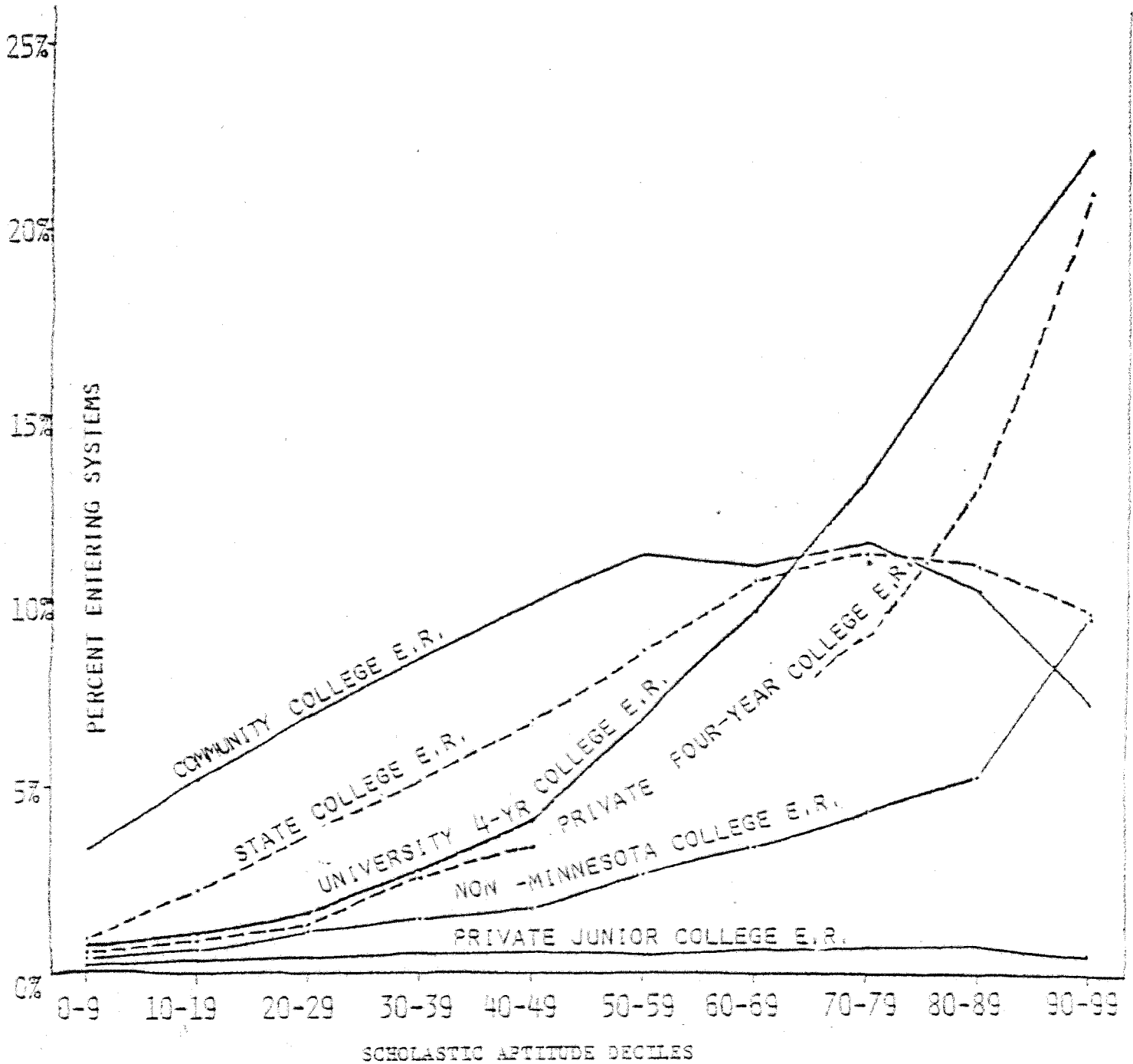
Munday and Davis base their conclusions on studies of large numbers of students at various educational institutions. Their data indicate a theoretical difference between academic and nonacademic accomplishment. The correlations on which they base their findings, though low, support their conclusions. Their interpretation is that academic achievement is related to later academic achievement and nonacademic accomplishment is related to later nonacademic accomplishment, but the two run parallel, with one not predictive of the other.

Who Chooses the University--Academic Qualifications. In earlier sections the nonacademic characteristics of students who choose the University were summarized; in this section information about academic qualifications of University students will be presented.

High School Rank (HSR) is the basic metric that can be used to compare the previous academic achievement of postsecondary students. Overall, freshmen entering various colleges of the University are similar in the pattern of HSR they present, although students entering the Institute of Technology present somewhat higher HSR's, and students entering open admission colleges and campuses (General College and the Crookston and Waseca campuses) show a different pattern of HSR's. For selective freshman colleges (those with admissions requirements), most students are in the top half of their high school class, about one-fourth are in the top 10 percent, and about half are in the top 25 percent.

Ability test data are roughly comparable to HSR data. Figure 6 presents the statewide picture. The University draws students with slightly higher MSAT test scores on the average than the private colleges in Minnesota,

MINNESOTA COLLEGE ENTRANCE RATES (E.R.)
BY SCHOLASTIC APTITUDE, 1972



SOURCE: 1972 MSAT DATA BASE

though there are individual exceptions for a few private colleges.

On specific abilities, differences between University entrance units can be noted. As an example, during the period when the American College Tests were required of applicants (1974 and earlier), students entering the Institute of Technology presented ACT standard scores roughly one point higher on the average for English and social studies tests, but two to three points higher on mathematics and natural science subtests than did students entering the College of Liberal Arts. A standard score difference of one on the average for a freshman class has some practical significance. The pattern described indicates clearly the differential attraction of the two colleges, even though admission requirements differ only in the additional requirement of more high school mathematics for students entering the Institute of Technology.

In coming to recommendation 17, opposing points of view were expressed in Task Force meetings. An extreme argument might be summarized as follows: The distinctive nature of the University, in contrast to other state systems of higher education in Minnesota, is its involvement in, and allegiance to, the principle that University resources should be directed toward the expansion of knowledge. We should do everything possible to serve that principle when we must limit enrollment; that is, we should do what is necessary to increase the percentage of those most likely to become intellectual leaders in the future. That position is not based on an absence of social consciousness by those who express it, but simply on an expression of commitment to the primary purpose of the University, as they see it, in a period of conflicting pressures and tight resources. This point of view did not prevail with the Task Force, and recommendation 17, though tempered by it, argues for a policy that will improve the access opportunities for students described earlier in this report.

Recommendation 17

The access decision on the part of the University's colleges should be based on probability of success and ability to draw on and contribute to the University community.

- a. By success we mean both attainment of the student's educational goals which are consistent with opportunities in the entry unit, and progress toward those goals at a reasonable rate.
- b. Traditional measures such as ability scores and high school rank may properly be used as a partial predictor of probability of success.
- c. For minority, disadvantaged, foreign, and other groups for whom traditional measures do not predict success, alternative methods of evaluating the probability of success should be used in addition to traditional measures to determine admissions.
- d. In addition to the standard academic predictors, it is proper to assess the student's probability of success and ability to benefit from and contribute to the University partially in terms of the student's motivation, commitment, originality, and creativity as measured by or reflected in variables such as patterns of grades, recent achievement, publications, successful completion of extension classes, and personal or career accomplishments. The presence of support and tutorial programs will allow colleges greater flexibility in achieving their stated goals through sound and effective decision making in the admissions process.

2. Overall Admissions Strategy

In 1968, the University Senate committee dealing with controlled growth,

working in an enrollment climate similar to the present one, urged colleges to develop alternative admission strategies to avoid escalating admission thresholds as the only means to limit enrollment (Senate Minutes, 1968). As pointed out earlier, simply escalating admission thresholds will identify students who have a likelihood of achieving higher grades, but it will have the negative effect of reducing access for certain targeted groups of students, as pointed out in the comments leading to recommendation 2.

On the other hand, the overall admission strategy must encourage access for high ability students. In addition, we must pay more attention to other priority factors in admitting students. Research has not been done to permit statistical predictions of the nonacademic accomplishments to which reference was made in recommendation 17. Even when the relationships are known, they may depend on measures that should not be used for other reasons. That is, the addition of socioeconomic variables to a prediction equation may increase the prediction of academic success, but using additional information may have an undesirable effect in restricting access for those from low socioeconomic backgrounds. The increase in prediction is not worth the restriction in access that it entails.

Recommendation 18 proposes a system of reviewing applications that has as an objective the identification of nonstandard indicators of academic achievement and the identification of indicators of nonacademic accomplishment (to meet the objectives set forth in recommendation 2).

The administrative burden on those who work with admissions will increase as a result of recommendation 18. There is an element of faith that a marginal change in access will result from the increase in effort that will be required. Hopefully, research on the effects of such a review will be forthcoming.

Since originally agreeing to the recommendation, the Task Force has modified it in response to the University's decision to establish an early application date for fall 1977 admissions in three units. Colleges are urged to use the deadline as a means of isolating a reasonable number of applications to review.

Recommendation 18

Limitations on access, when necessary to meet enrollment limits, will be accomplished through methods designed to meet in total the objectives of this access policy as outlined in the preceding points.

- a. Admissions decisions should be grounded in a conceptual framework that is well understood and explicated and that has greater breadth of predictive criteria than academic test score and grade point average alone. The colleges of the University should expand their present practice of individual review of applications so that 25 percent or more of their admissions decisions take into account a broad range of variables relevant to the stated goals of the University and the college.
- b. Colleges using automatic admission thresholds should set the admit threshold high enough and the reject threshold low enough to assure individual review of a significant number of applications. Where open admissions procedures are used, this effort should be committed to placement and advising.
- c. If colleges of the University use early deadline dates to control enrollment, all or a large portion of the applications received after that date might be granted individual review to fill the remaining openings according to the goals of the University and the college.

- d. Each unit's selection strategy and the effect of the strategy on the attributes of new students will be reviewed at least every two years in a University-wide report.

3. Information for Students About Academic Programs

The Task Force believes that the University of Minnesota has an obligation to its prospective and enrolled students to respond to their need for information about the nature, benefits, costs, and risks associated with the educational opportunities provided by the institution. The belief implies no judgment about the merits of liberal and career education. Rather, the Task Force believes that the relative emphasis between these alternatives should be left to the student. Some will opt for a heavy career preparation component in their education, and others will choose the course of liberal education. The institution's obligation is to provide students with the information they need to make informed choices among such options as whether to attend college, which college to attend, and in which program to enroll.

Student and Citizen Expectations of the University. Students come to the University of Minnesota with a variety of objectives that they expect to fulfill during or as a result of their college experience. Data collected by the Statewide Testing Program give some insight into the reasons why students come here. In 1969, Minnesota high school juniors were asked: "Give your chief reason for making your plans (to attend college)." In fall quarter 1970, of 5,455 University of Minnesota freshman who had planned to attend college as high school juniors in 1969, 60 percent reported that their primary reason was "to prepare for a vocation." Another 19 percent reported that their primary reason was "to get a liberal education."

The pattern of responses was similar at Morris (Liberal Arts) and St. Paul (career) and indeed, across all campuses. Table 12 presents the responses for each campus.

The results of a 1975 poll of a representative sample of Minnesota citizens by the Office of Student Life Studies showed a similar ranking of expectations about the University of Minnesota. Citizens were asked to rate each of 17 goals and activities on a scale from Very Important to Not Important; the top three are presented in Table 13.

Implicit state policy assumes that the choice among institutions and programs for which they are qualified be left largely to individual students. Prospective and enrolled students are entitled to know what such programs and opportunities can contribute toward the achievement and fulfillment of their objectives and expectations.

Federal Regulations for Guaranteed Student Loans. During the 1974-75 school year, University students applied for and received approximately 6 million dollars of federally insured student loans through banks, the institution itself (in the case of Morris), and the Higher Education Coordinating Board. New regulations concerning information to be provided to students who receive Guaranteed Student Loans (GSL) became effective in April 1975. These regulations require institutions to provide to students complete and accurate information about the institution, its current programs, and its faculties and facilities. In addition, in the case of programs for career preparation, the institution is obligated by the rules to provide students with information regarding the percentage of recent graduates from each program who found employment in their field plus their average starting salaries. The regulations read, in part:

Table 12

Why Do University Students Attend College?

<u>Reasons for Plans to Attend College</u>	<u>Minneapolis</u>	<u>St. Paul</u>	<u>Duluth</u>	<u>Morris</u>	<u>Crookston</u>	<u>Total</u>
1. To prepare for a vocation	58%	66%	63%	61%	65%	60%
2. To get a liberal education	20	15	15	19	9	19
3. Other reasons	6	5	6	5	8	6
4. No reason given	16	15	16	15	18	16

Table 13

Citizens' Ratings of the Importance of Goals and Activities for the University System

<u>Goals and Activities</u>	<u>Response Percentage*</u>			
	<u>VI</u>	<u>MI</u>	<u>SI</u>	<u>NI</u>
To prepare students for useful careers	89%	8%	2%	1%
To provide instruction leading to graduate and professional degrees	82	13	4	1
To produce a well-rounded student whose physical, social, moral, and artistic abilities have been developed	75	19	4	2

*VI = very important
 MI = moderately important
 SI = slightly important
 NI = not important

Source: "Citizens' Attitudes Toward the University of Minnesota," Donald A. Biggs et al, Office of Student Affairs Research Bulletin, May 12, 1975.

Each participating institution shall make a good faith effort to present each prospective student, prior to the time the prospective student obligates himself to pay tuition and fees to the institution, with a complete and accurate statement (including printed materials) about the institution, its current academic or training programs, and its faculties and facilities, with particular emphasis on those programs in which the prospective student has expressed interest. In the case of an institution having a course or courses of study, the purpose of which is to prepare students for a particular vocation, trade or career field, such statement shall include information regarding the employment of students enrolled in such courses, in such vocation, trade or career field. Such information shall include data regarding the average starting salary for previously enrolled students entering positions of employment for which the courses of study offered by the institution are intended as preparation and the percentage of such students who obtained employment in such positions. This information shall be based on the most recently available data. If the institution, after reasonable effort, cannot obtain statistically meaningful data regarding its own students, it may use the most recent comparable...regional or national data.

Federal Register, February 20, 1975.

The discussion accompanying these regulations states that they are applicable to colleges and universities. Within such institutions, however, information on initial employment of recent graduates is required only for programs designed for career preparation. The usual interpretation is that this does not include liberal arts or other general education programs, but would include programs in business, engineering, agriculture, law, and the like. Failure to comply with these regulations could cost the University its eligibility for the federal guarantee of student loans.

Benefits and Costs of Attending College. The prospective college student faces at least four decisions related to access: 1) whether to continue formal studies after high school, 2) if so, whether such studies are to be sought in a collegiate or vocational institution, 3) if collegiate, which one to enroll in, and 4) what program of study to pursue. Available evidence strongly suggests that the first two questions are decided by the prospective student and his or her family by the middle of

the junior year of high school. Decisions on the remaining two are made later.

Most of the benefits from college attendance are long term, whereas most of the costs are current (or deferred in the case of loans). This difference affects people differently depending on their resource levels as well as their risk-taking abilities. The costs of college attendance have a greater effect on students from lower family income levels than on those from higher income levels. Financial assistance has, in fact, been geared largely at minimizing the adverse effects of financial disadvantage.

During the 1960's when the job market for college graduates was strongest, the monetary rewards of college attendance were stressed. The job market has now reversed--perhaps only temporarily--and such rewards are not so evident to prospective students faced with escalating attendance costs that frequently must be paid for out of future earnings.

To understand properly the benefits and costs of attending the University, prospective and enrolled students require information not currently or readily available to them. This information should include, at the minimum, information about the monetary as well as the nonmonetary benefits of college attendance; information about careers of University graduates; information about the costs, financing and risks of attending the University; and information about curricular and program options.

Recommendation 19

The nature of the program and the student's probability of success in that program should be made clear to the entering student.

4. State Manpower Needs

The Task Force did not endorse the idea that the University should tie

access to state manpower needs. There were several reasons behind this action.

- 1) Projections of manpower needs are statistically inaccurate, and periodic changes in admissions policies would result in heavy administrative costs to tailor admission policies to projected needs.
- 2) Tying access to state manpower needs would limit access too severely for students who are informed about but unwilling to take risks related to their futures.
- 3) The University's liberal arts mission and tradition is at odds with admission policies based on manpower considerations, and that mission should not be deemphasized by the adoption of manpower-related admission policies.

The University has several purposes, two of which are to provide liberal education and to develop productive members of society. It does not seek to emphasize one purpose over the other, but rather to accommodate both to the greatest extent possible.

Recommendation 20

The University should disseminate information simultaneously on both the career aspects and the personal development aspects of the various disciplines.

B. Retention Policy

The retention of students is extremely important to the University community, particularly retention of students admitted under affirmative action efforts during the 1970's. It is evident that gains in improved access are hollow if these new populations of students do not stay in school long enough to benefit from their admission. Attrition was more

acceptable in the past when colleges and universities were viewed primarily as intellectual centers. Today, with the University also viewed primarily as a training center and as a gateway to political and economic power for women, minorities, and the disadvantaged, any marked loss of students is unacceptable.

A review of research findings is helpful in gaining some perspective on retention. Research over the past 45 years shows a fairly consistent pattern of attrition from American colleges. On the average, some 40 percent of beginning college freshmen graduate on schedule and another 20 percent graduate later or from some other college. About 40 percent do not graduate. Variability exists among colleges and kinds of students. A recent Carnegie Commission report states that "six out of every ten students enrolling this fall will fail to get the ultimate degree to which they aspire, an overall dropout rate from higher education of about 60 percent. Most of the dropouts leave without formal recognition for their efforts, and many must have a sense of disappointment and even resentment."

At the University of Minnesota, overall retention and attrition patterns have changed only slightly in the past 10 years. The University report of the attendance status of students in subsequent terms does not include information of degrees earned, but it does show patterns of registration for all University freshmen for the 5 academic years following their first registration as follows:

<u>Fall 1964, New Freshmen</u>					
Number: 9,081					
<u>Fall Term</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>
Attending	100%	68%	51%	41%	20%
Not Attending	0%	32%	50%	59%	80%

Fall 1971, New Freshmen

Number: 8,036

<u>Fall Term</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Attending	100%	69%	53%	47%	27%
Not Attending	0%	31%	48%	53%	73%

The data show that nearly a third of our freshmen do not register for their sophomore year. They also show that nearly half are no longer attending after 2 years, although some of these students have earned associate degrees or have transferred to other postsecondary institutions.

A study completed for the Task Force by Tom Mortenson entitled "Long Term Persistence to Graduation of Liberal Arts Freshmen from Different Scholastic Ability Levels" shows that of the fall 1965 sample, 19 percent graduated with a baccalaureate degree within 4 years, 36 percent had graduated within 5 years, and 47 percent had graduated within 10 years. This study also shows that "high risk" students are less likely to graduate, and if they do graduate they take longer than do high ability students. Data from studies of Martin Luther King Program students show unacceptably high attrition rates for minority and disadvantaged students.

Retention is an extremely complex process involving all aspects of the student's educational experience. To assure acceptable retention levels, all parts of the University must do their jobs well and with sensitivity to the individual student. Retention begins with the understanding and expectations prospective students have of the University. Bulletins, brochures, and interviewers must present the University in an honest, understandable, and useful manner. Admission decisions must be carefully made to provide maximum opportunity, yet not place students in programs

where they have little probability for success. A placement model should be followed in order to give early diagnostic information on strengths and weaknesses to the student and adviser so that the student can be placed in the most appropriate introductory courses. Financial aid and housing program services are vital, as well as programs for many other aspects of student life, any one of which could become a problem that would cause the student to drop out. Academic programs and instructional methods that assist students to master course subject matter, to learn, and to complete degree requirements are essential.

The focus of the Task Force review was on retention programs considered in the generic sense of supportive structures with primary emphasis on the retention of nontraditional or high risk students. Information on supportive programs within the University was collected to learn about the structures, goals, funding, and target populations of these services and, to the extent possible, to learn of their effectiveness in meeting their stated goals. Members of the Task Force visited a number of programs. The Educational Development and Small Grants Programs Office was asked to search their records for projects related to these programs, particularly those that might contain evaluations of such projects.

The Student Life Studies and Planning Office was asked, independent of earlier surveys, to develop descriptions of retention programs at the University, with a special emphasis on programs serving minority or high risk students. Two directions were taken in the survey. First, collegiate scholastic officers were asked (a) how they identified students who were in academic difficulty, (b) what action is then taken by the college, (c) what services or programs are used or recommended for use, and (d) whether special programs exist in the college for minority or disadvantaged students. Second, persons in programs and services to which college officers

refer students or that had been earlier noted by the Task Force were contacted and asked about their perceptions of their function, goals of the program, and views on effectiveness of the program.

1. Evaluation of Retention Services

These interviews, discussions, and Task Force studies led to the

following statements, which form a basis for the next two recommendations:

1) the University as a whole has not yet reached an acceptable retention level for nontraditional students (certainly not for some populations of minority and disadvantaged students); 2) A considerable expenditure of resources has been devoted to many diverse efforts when considered collectively; 3) In general, evaluations of the effectiveness of individual programs or comparative data among programs are not available; and 4) A great diversity of supportive structures exists within the University. Further allocations of resources should be based on knowledge about the relative effectiveness of current efforts and about which efforts are most likely to achieve University goals and objectives.

Recommendation 21

All units sponsoring supportive structures (e.g., advising, counseling, tutoring) for their students should purposefully and routinely evaluate the effectiveness of the services.

Recommendation 22

Retention services found to be highly successful should be further developed and information about their procedures should be shared. On the other hand, resources for services that are evaluated and found to be no longer meeting important needs or to be meeting current objectives ineffectively, should be redirected to supportive structures that are known to be successful or that show greater promise of meeting present or future objectives.

2. Feedback on Academic Progress

A recurring concern expressed in these discussions was the inability to determine which students were in need of academic assistance before it was too late to provide it. This can occur for several reasons: 1) The instructor in the course may not give an indication of student progress until quite late in the quarter. In the extreme case, a student's grade might be based solely on the final examination. 2) The instructor may provide information such as early quizzes or background tests but students may not be made aware of what such exercises mean or may be unaware of what is actually expected of them in the course. 3) Staff members for programs that have a special responsibility toward the student may not have access to this information, even if the instructor does provide the information and the student is aware of it.

Regarding the first item, it seems extremely unfair to students if the instructor does not provide sufficient information for students to gauge their progress in the course. As to the third case, if the University sets up programs intended to insure progress for groups of students but does not provide the staff with information about student progress in coursework at a point where the staff can offer assistance, the program's effectiveness will be greatly diminished.

It is important that students be treated as adults and be expected to take responsibility for their actions. A return to "in loco parentis" practices of the 1950's would clearly be inappropriate. Keeping this principle in mind, an acceptable and useful procedure should be developed for sharing information on student lack of progress in courses with those who need to know about it in order to assist the student. Releasing information on unsatisfactory progress may be a touchy point, but it is

unavoidable if adequate assistance is to be provided.

Obviously, the student must be informed. The Task Force believes that this information must also be provided to the student's adviser and must be available to the special program staff, (e.g., Martin Luther King Program, HELP Center, Supportive Services, International Student Advisers Office). It is in this manner that the special program staff will be better able to focus their efforts and prevent students from failing wherever possible. Under current procedures, students too often get help with academic difficulties one or two quarters later than they should if retention of the student is to be insured.

Recommendation 23

Academic units should aggressively increase their efforts to provide early feedback to students and to their advisers and special program counselors regarding progress in courses, especially for courses at the introductory and intermediate levels.

3. Faculty Involvement

In the course of our discussions with the various program staff, it became apparent that little or no interaction exists between faculty members teaching specific courses at the introductory and intermediate levels and the tutorial efforts devoted to assisting students in these courses. In many cases, course requirements vary with the instructor of the course, and in all cases, the best resource for tutorial programs would seem to be the course instructor.

Recommendation 24

Faculty members responsible for specific courses and curriculums should be directly involved in the planning, evaluation, and, as appropriate,

delivery of services designed to improve the rate of successful completion of these courses and curriculum.

4. Resources

It was pointed out that over the years the University has increasingly responded to the problems, crises, and needs of new populations of students by "borrowing" resources from ongoing operations to fund new services. Only enough was borrowed each time to provide the minimum staff needed to get the job done.

The University has been fortunate in being able to staff these diverse, special purpose programs with highly dedicated, skilled, hardworking, and student-oriented people. Special program staff members have accomplished a great deal in meeting day-to-day student needs. Unfortunately, these units were neither designed nor staffed to do outcome, process, or evaluation research on the effectiveness of their services. Student-oriented staff are generally unwilling to allow some students in need to go without assistance in order to do research. Yet the staff recognizes the need for evaluation studies to improve services. The strategy of minimum funding for special purposes makes program change to meet new needs very difficult and encourages the creation of additional services and programs to meet new demands. Each program draws a limited amount of resources, but the cumulative effect of this shifting of resources is great and is taking its toll on ongoing programs.

It seems evident that the University should seek state and federal funding to support the many programs mandated by state and federal legislation so that necessary new programs can be adequately funded from the beginning, and so that ongoing academic programs need not be continuously

bled. When new programs are funded, they should be designed from the start to evaluate the relative effectiveness of their procedures and the overall outcome of their services. They should be designed to be responsive and able to adapt to changes to maintain maximum effectiveness in their work.

Regardless of other considerations, present support programs must strive for greater effectiveness and should begin self-studies to evaluate their effectiveness. Because these units have limited staff and resources, central assistance should be provided in terms of competent, trained, and objective research staff members who are as committed to achieving University goals and objectives as are the special program staff. In addition, ways should be sought to achieve greater effectiveness through the interaction effects of joint efforts.

Although we clearly do not want to lose the individualized and personal approaches possible in the small, decentralized programs, it is probable that maximum effectiveness could be achieved in larger, more efficient units or through new ways of combining or organizing staff and services.

Recommendation 25

The University should actively seek new sources of funding for retention programs above and beyond its ongoing efforts at reallocating resources. For example, the University should seek state and federal funding for new programs mandated by state and federal legislation or made necessary by new laws or new demands placed on the University.

Recommendation 26

Responsibility for coordinating funding for centralized and decentralized retention programs should be clearly assigned.

Recommendation 27

Responsibility for coordinating the efforts to deliver retention program services should be clearly assigned and mechanisms for evaluation and planned change should be established.

C. Tuition and Student Aid Policies

This section presents a discussion of the philosophy of University pricing, consideration of the practicality or advisability of changes in system-wide tuition policy, analysis of possible methods of distributing the tuition load within the system in terms of both method of assessment and unit of assessment, and a simulation of how a reformed tuition system might have worked in the current academic year. Throughout, we have interspersed the Task Force's recommendations and discussion of issues raised in its discussions and in public hearings.

1. Philosophies and Pragmatics of University Pricing Policy

The Task Force has chosen to begin its discussion of this subject by setting forth some of the theoretical considerations that must underlie tuition policy and some of the alternative methods that may be used in carrying out a tuition policy. Although the details of practical policy may have to outweigh philosophical niceties, it is certainly desirable to be aware of such compromises and to weigh considerations of simplicity, uniformity, and administrative convenience against the efficiency and equity characteristics of pricing theory and both against perceptions of desirable "education" effect.

Tuition is the price charged for instruction. In free market equilibrium the unit price would equal the marginal cost of the last unit of instruction produced. Viewed this way, tuition includes all contributions to the cost of instruction; the federal and state governments, private donors, and students are all payers of tuition and the initial problem is to determine what the ratio of their relative contributions to the total should be.

The framers of the original legislation establishing the University of Minnesota in 1851 viewed postsecondary instruction as a public good comparable to primary and secondary education or the use of public roads. They observed that students might have to pay some of the costs, but expressed the wish that as soon as possible the University should be financed entirely through general taxation and tuition should be free to any and all students who could benefit. The fond hopes of the territorial pioneers were not to be fully realized. Their ideals were probably quite appropriate to a time when total demand for university instruction was modest and the return to society from investment in human capital was enormous; few persons today would argue that the benefits derived by an individual from a university experience should be without direct cost to that individual. Numerous studies show that an individual's lifetime earnings are enhanced by collegiate attendance.¹ In addition, there are certainly benefits that are less tangible in terms of enhanced quality of life. That students recognize the individual benefits of university instruction is proved by their willingness to pay for it. No student has ever been forced to attend the University but hundreds of thousands have paid its tuition in the University's history.

It is equally certain that the state benefits from the higher education of its citizens. It has been estimated that a very large proportion of the increased gross national product is attributable to

1

e.g., Becker, G. S. Human Capital: A Theoretical and Empirical Analysis, with Special Reference to Education. New York: Columbia University Press for National Bureau of Economic Research, 1964 and Witmer, D. R. "Economic Benefits of College Education." Review of Educational Research, 1970, 40(4).

investment in education² and the benefit of that increase accrues to all the citizens of the state and should not be assessed solely to the persons receiving training. The state, too, receives intangible benefits from higher education in terms of increased citizen participation in public and community affairs, more informed and critical political activity, an enhanced level of aesthetic taste, and the like. As good a proof that the state benefits from its post-secondary schools one can cite its willingness to support them. The value of a product or service is what an uncoerced buyer will pay. It is fully within the power of the state to reduce or refuse subsidy to the University, but Minnesota has invested generously in the higher education of its citizens and has benefited generously from that investment.

There is every reason to believe that both the individual and society benefit from higher education. The proportion of that benefit accruing to each cannot be measured, but can be determined, at least in theory, through two interactive politico-economic processes. The degree of state support is determined on a subjective basis through the political process and represents a judgement about the price the state is willing to pay for a given quantity and quality of instruction. It involves the determination of instructional support and of student aid. While it is appropriate for the University community and all others who believe that the societal values of higher education are great to try to influence that political judgement, the right to make the judgement belongs to the political apparatus of the state. That right has

2

e.g., Hansen, W. Lee. "Total and Private Returns to Investment in Schooling." Journal of Political Economy 71. (April, 1963: 128-140. Psacharopoulos, George. Returns to Education. San Francisco: Jossey-Bass, 1973. Hanson, W.L. and D.R. Witmer. "Economic Benefits" in Wilson, L. and D. Mills (Eds.) Universal Higher Education. Washington: American Council on Education, 1972.

not been, and probably should not be, delegated to the University or to any other state agency. Once made, the pricing bargain with the state becomes a given in the resource calculations of the University.

The coordinate pricing process is the setting of student tuitions within the University. That process is not and cannot be independent of the process of determining state support, but neither should it be merely a result of that process. Given a particular level of state support, tuition levels must not be set in such a way that less instruction is delivered than was contemplated by the state appropriation. However, if tuitions can be varied from the initial assumptions in such a way that total access and delivery can be enhanced, it is the right and duty of the University administration and Board of Regents to carry out such adjustments.

A combination of the operations of the two processes described above has resulted in recent times in placing the state's interest in University instruction in the range of 70 to 80 percent of instructional cost as financed through institutional appropriations, a range which is similar to national patterns. It should be noted that the total state support is somewhat higher than this would indicate. In the past decade, direct student aid from the state has risen from a negligible level to some \$16.4 million in the current year. Quite likely the first claim in that aid is tuition. Thus the current estimate of 76 percent as the state's share of University instructional costs is somewhat low (to what degree is unknown) and represents the percentage of average instructional cost financed by the state solely through institutional subsidy.

The overall relationship of tuition to total instructional cost may best be regarded as a resultant of the politico-economic interactions

described above rather than as a policy variable to be manipulated for its own sake. The Task Force examined some of the implications of possible change in the existing relationship of total tuitions to total instructional costs.

Extremes of tuition policy are either not feasible or undesirable. Full or nearly full cost tuition would probably have undesirable access effects unless accompanied by massive changes in student aid. It is not likely that it could be adopted by one system of education or one state alone. At the other extreme, free tuition or very low tuition would be very expensive and politically impractical. Thus the practical policy question should focus on modest movements of tuition levels.

Downward movements of tuition rates can be shown to be generally inefficient as a means of promoting access.³ If the present student share of instructional cost were changed from the current approximately 24 percent to, say, 20 percent, access might be enhanced for a certain number of students, but most of the effect would be dissipated in providing lower tuition to those students for whom a difference of \$20 to \$30 per term does not represent a crucial access constraint. The median income of the families of University of Minnesota students is quite high. To aid the highest income person indiscriminately with the lowest cannot be an efficient use of resources if maximizing access is the goal. Clearly, the lowest possible tuition is not the best student aid.

Raising tuition might be useful in increasing access if the additional funds were channeled to student aid distributed according to need. A 4 percent rise in tuition (from 24 to 25 percent of instructional cost) might be expected to cause, at most, 700 students to drop out of school (or not to

³See e.g., Brandl, John E. "Post Secondary Education in Minnesota: Who Should Pay and How Much?" (Prepared for the Commission on Minnesota's Future). March, 1975, and "The Pricing of Post Secondary Education in Minnesota", The School of Public Affairs, University of Minnesota, April 26, 1976.

enter) in the absence of aid. However, the \$1.5 million that such a plan would produce translates into 1,500 low income student grants of \$1,000 each. If the object is to enhance access, higher tuition channeled to targeted student aid is a promising policy. However, some students believe that the present student aid program has uneven results and that financing aid through increased tuition might result in imposing additional charges on students, especially those at the margin of the need threshold. The Task Force concluded that an access program based on increased tuition could not be recommended.

Recommendation 28

The overall relationship of tuition to instructional cost should continue to be about what it is in the current biennium.

2. Financial Aid for High Ability Students

The Task Force was concerned that many able students, particularly in the lower middle income group, are being denied access, apparently for economic reasons. As discussed in section II.B. earlier in this report, the University of Minnesota percentage of the state enrollment pool is substantially less in the income range from \$11,000 to \$15,000 (1972 dollars) than in the income ranges either just below or just above that level. There are many capable Minnesota students who are not proceeding to any post-high school training at the 60th through 89th percentiles of scholastic aptitude. While those students who combine high aptitude with low income seem to be achieving access, measured access drops rapidly at fairly low income levels combined with relatively high aptitude measures.

While the dimensions of the problem cannot be precisely stated, student aid funds are inadequate to meet need established under existing

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formulas . It is also likely that present need formulas are rather restrictive.

The presence of additional outstanding students may benefit the educational process in that it stimulates and motivates faculty and students. A small program of merit scholarships could be justified on the basis of benefits contributed to the institution by students that such a program might induce to choose the University of Minnesota over some other school. Merit scholarships could also strengthen the University's affirmative action efforts in that such scholarships might provide tangible incentives for additional outstanding minority students to choose the University over some other school. Provision of some scholarships based purely on merit might serve to attract a higher number of extremely able students and would serve to enhance educational experiences of other students in a favorable proportion to the cost of such a program. The Task Force does not believe, however, that it is appropriate to fund such merit scholarships from public or tuition funds.

Recommendation 29

Public and private monies should be sought to enhance the availability of need-based student aid and to permit the need threshold to be relaxed.

Recommendation 30

The University should experiment with a program of merit-based scholarships to be awarded to attract and motivate additional very promising students from whose presence the entire University community benefits. Such scholarships should originate from private and foundation sources.

⁴ MPIS, University of Minnesota, "Selected Data on Student Financial Aid Programs", August, 1975. Also, University of Minnesota, "Undergraduate Student Financing 1974-75, A Study of Expenses, Sources and Attitudes", Student Life Studies.

3. Tuition Rate Structure

Once an overall relationship of student to state support of instructional cost has been assumed or determined, a number of questions arise regarding how the burden of the student share is to be distributed, or conversely, how state support for the University's instructional program should be distributed. The process of distributing state support is accomplished through allocation of resources to units and programs and through setting the various rates that determine what each student in those programs or units will pay. In terms of access policy, this issue of internally distributing the total institutional subsidy is at least as important as the overall tuition level and far more amenable to policy control at the University level. In practice, it has been left almost entirely to the discretion of the University.

Within a University, tuition rates may be differentiated in many ways and practical policy may vary from a single term tuition for every student regardless of program, level, load, or any other characteristic to extremely complex systems differentiating rates in many dimensions and literally hundreds of combinations. Figure 7 shows some of the possible bases of tuition rate differentiation. Most of the bases listed are used to some degree at the University of Minnesota, and each is used by some American public university. Clearly, an arsenal of tools is available to decision-makers to accomplish whatever the goals of tuition policy are perceived to be.

What are those goals in the case of the University of Minnesota? We perceive the general goal of state policy to be the provision of maximum access to the University to the citizens of Minnesota given the level of state support. It is also important that the tuition

policy be fair and equitable among various classes of students, and that it be widely understood and perceived as equitable.

What tuition scheme will best accomplish these ends? How should available state support be distributed internally? Are there, or can there be, some general principles to use in setting tuition rates within the University?

There are four possible generic answers to these questions:

1. Uniform tuition per student.
2. Uniform state support per student.
3. Uniform ratio of tuition to instructional cost.
4. A flexible, management-determined policy designed to maximize access by unit, encourage efficient resource use, respond to clearly understood manpower supply and demand needs, and react to competitive pricing situations.

The first of these possibilities, uniform tuition, although quite common in American universities in a somewhat modified form, can readily be rejected on benefit and equity grounds. In the University of Minnesota, per-student instructional cost can and does vary from program to program by factors as high as eleven to one. It does not make sense to impose a uniform tuition on such students since they clearly derive vastly different benefits from the costs expended on them. Additionally, a perverse incentive may be created by the uniform tuition approach since under that scheme the state, which has furnished a virtually total educational subsidy through high school, reduces that subsidy sharply in the first two years of University undergraduate study, increases it somewhat in the second two years, and increases it sharply at graduate and professional levels. This pattern does not seem consistent with commonly held views of proper policy in maximizing access

Figure 7

METHODS OF TUITION

DIFFERENTIATION

BASED ON STUDENT CHARACTERISTICS

PROGRAM¹

LEVEL²

TIME OF DAY

TIME OF YEAR

RESIDENCE STATUS

EMPLOYMENT STATUS

AGE

INCOME

FULL OR PART TIME

ETHNICITY

FAMILY RELATIONSHIPS

VETERAN STATUS

HARDSHIPS OF VARIOUS TYPES

BASED ON COURSE CHARACTERISTICS

PROGRAM³

LEVEL⁴

TIME OF DAY

TIME OF YEAR

TYPE (Lecture, Lab, Seminar,
Practicum, etc.)

INDIVIDUAL COURSE

CLASS SIZE/CLASS CREDIT

¹ e.g., the average cost of programs taken by lower division CLA students.

² e.g., the average cost of instruction for all graduate students.

³ e.g., the average cost of forestry courses.

⁴ e.g., the average cost of 1XXX-level courses

and educational attainment.

The second general approach, uniform state support per student with tuitions providing the difference to cost, results in a wide range of tuition rates that are prohibitively high for the high-cost programs and would be negative for some low-cost programs where state aid exceeds cost. The ratio of state support to instructional cost varies from about 20 percent to over 100 percent. It does not seem likely that such a policy would be conducive to maximum access or efficient use of resources.

The proposition that students, properly classified, should pay a uniform percentage of the instructional cost of their classification finds considerable intuitive support. The Minnesota Higher Coordinating Commission has observed that:

The relationship of tuition charges to instructional costs for lower division students at the senior institutions tends to inhibit access by requiring those students to pay a disproportionate share of the total instructional costs of the institutions. . . . the Commission recommends that immediate studies be initiated by the state colleges and the University to establish tuition charges for lower division, upper division, graduate, and professional students that will result in tuition charges, as a percent of instructional costs, to be more in balance for each of these levels.⁵

The Carnegie Commission recommended that:

public colleges and universities should carefully study their educational costs per student and consider restructuring their tuition charges at upper division and graduate level to more clearly reflect the real differences in the cost of education per student.⁶

The administration and Regents of the University of Minnesota moved cautiously in the direction of uniform proportions of instructional cost in the tuition plans of 1973-74, 1974-75, and 1975-76. The 1976-77 plan of increasing all tuitions by \$11 per quarter was a slight retrogression

⁵Minnesota Higher Education Coordination Commission; Responding to Change, Report to the 1973 Minnesota Legislature. St. Paul, Minnesota; January, 1973 (pp. 4-5).

⁶Higher Education: Who Pays? Who Benefits? Who Should Pay? The Carnegie Commission on Higher Education, 1973.

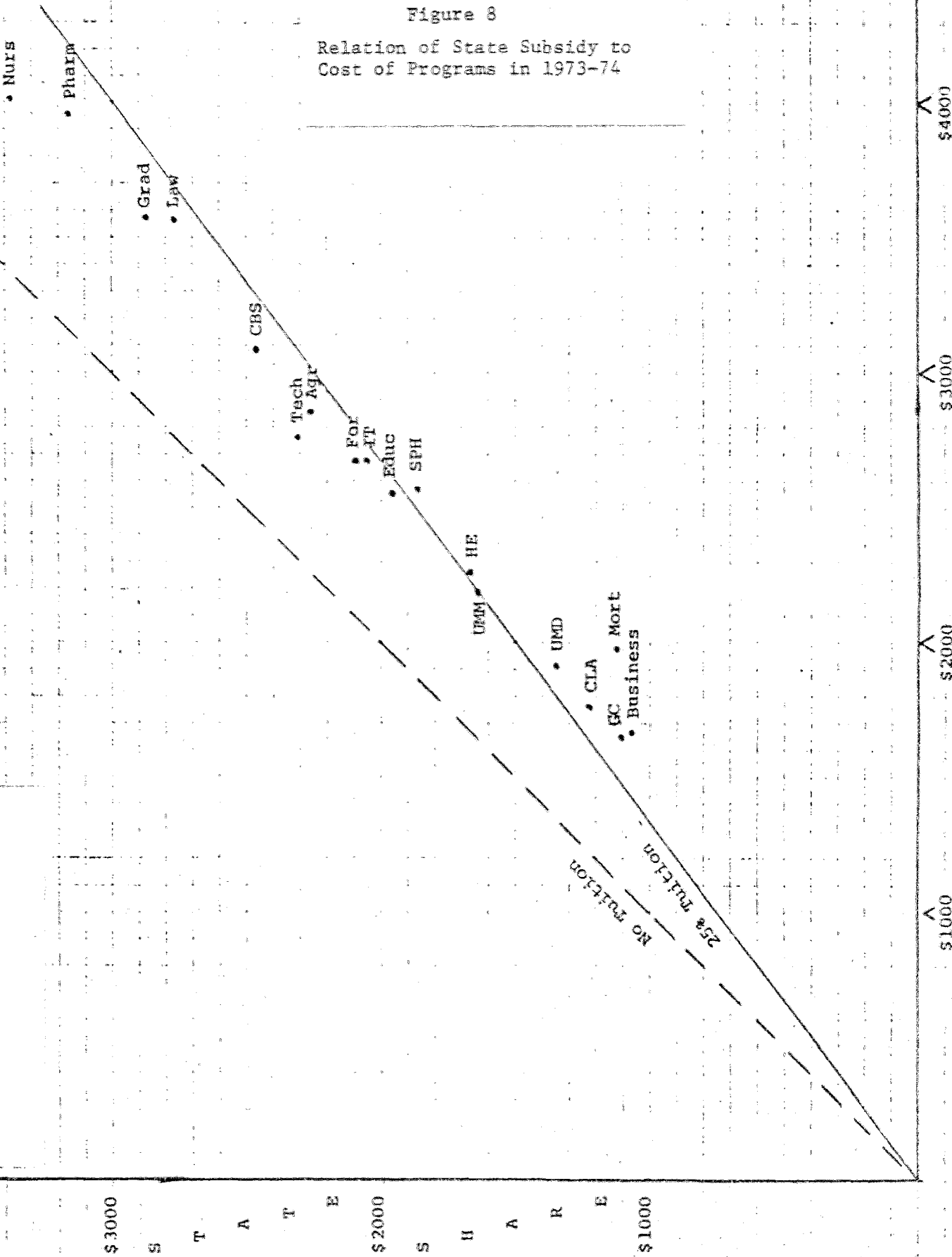
from the previous policy caused by the observation that non-resident and professional tuitions were getting seriously out of line with the schools with which Minnesota competes and compares itself.

Nevertheless, it is observable both from overt actions and from the effects of a long accumulation of decisions that we behave as if, in the absence of good reasons to the contrary, the basic tuition guideline should be a constant proportion of instructional cost.

Figures 8 and 9 illustrate the fact that there is an implicit, though inexact, assumption of proportionality in our tuition policy. Most programs are quite close to the 25 percent line of proportionality although certain professional and graduate programs, particularly in the health sciences, tend to be favored, reflecting either value judgements about their social utility or the effects of market influence.

There are some appealing features to the proportionality approach. It provides a guide to the internal allocation of state funds, thus minimizing political power struggles over tuition policy and confining competition for resources to the expenditure side of the budget; at the same time, it provides a means of maintaining a fair and predictable policy under changing conditions. It also seems to be conducive to fiscal and budgetary responsibility. If each increase in spending results in an increased price to the user with little possibility of shifting that cost to other groups of users, both the provider and the user of instructional services are likely to consider budgetary demands carefully. Scarce resources should have a price and that price should bear some relationship to cost.

Figure 8
Relation of State Subsidy to
Cost of Programs in 1973-74



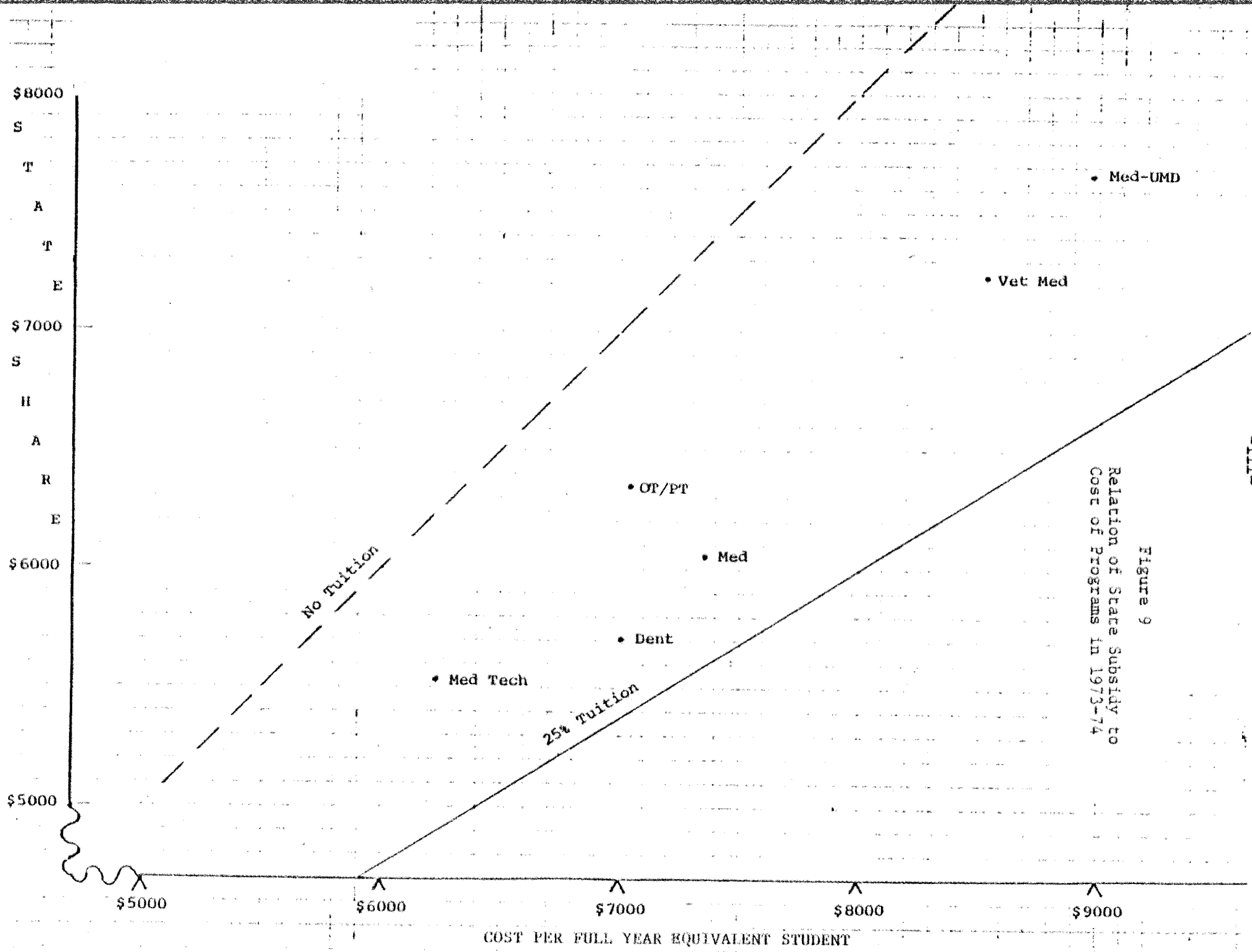


Figure 9
 Relation of State Subsidy to
 Cost of Programs in 1973-74

Considerable work has been done on the likely enrollment effects of tuition policies. In theory, cost-related tuition offers a general strategy to maintain stable enrollments and relative institutional flexibility in periods of declining traditional enrollment demand.⁷ This is simply because demand elasticities are far greater in lower cost than in higher cost programs.

While there is much to be said for proportionality as a general guideline, it should not be conceived of as a rigid rule or even as a universal goal. The internal distribution of the tuition burden is a powerful policy tool and should be used for that purpose whenever goals are clear and analysis indicates that it will be effective. If a program has heavy student demand, ample scholarship money is available to all needy students desiring admission, and the program graduates are readily employable, full-cost tuition may be appropriate regardless of tuition levels in other programs. On the other hand, a situation may occur in which faculty or physical resources are under-used, allowing total revenue and total access to rise as a result of lowering the tuition proportion. In such a case the fact that the ratio of tuition to instructional cost is below the all-University average should not be an inhibition. Short-term tuition moves meant to use fixed cost resources most fully need not necessarily meet any test of proportionality. Such cases should be subject to individual analysis. Finally, well-reasoned and -researched manpower production encouragement or discouragement may surely be approached through

⁷ Hoenack, Stephen A. and William C. Weiler. "Cost Related Tuition Policies and University Enrollments." Journal of Human Resources, Vol. X, No. 3 (Summer, 1975): 332-360.

departures from proportional tuition rates. In some cases, public policy as indicated by the state or federal political overhead will dictate such departures.

The above discussion leads to an outline of a pragmatic policy about internal tuition rate setting.

Recommendation 31

Rate structures should change slowly to avoid the disruption of student planning that can accompany large, unanticipated changes. When they do change, rates should, as a general guideline, move in the direction of the all-University proportion of tuition to instructional cost. This may properly be modified by the necessities of the competitive market and by the careful and clearly justified use of tuition as a tool to accomplish specific social and educational policy goals.

4. Special Tuition Categories

Although it has been simplified and rationalized slightly in the past several years, the current tuition system presents a bewildering and frequently irrational schedule of charges to the student. It is a result of many years of ad hoc decisions and changes. Many of its incentive effects appear perverse or anachronistic. We have observed the analogy with the federal income tax. Just as some of the special income tax breaks might better be pursued through more direct means, some of the objects of special tuition treatment should probably be achieved through other means, thus simplifying what is basically a revenue system and making all the policies involved more overt and more easily reviewed.

Although the present system is roughly based on seven rates charged according to the college of registration, there are some exceptions.

A special rate applies to graduate students who are employed as teaching assistants or associates; it does not apply to research assistants. Graduate students in medicine, dentistry, veterinary medicine, and law pay the rates for those schools rather than the graduate school rate. Medical fellow specialists pay a special rate as do several classes of Graduate School registrants in certain stages of their graduate careers.

In general, a student taking 11 or fewer quarter credits pays tuition on the basis of a per-credit-hour fee, and a flat quarterly fee is charged for loads exceeding 11 credits; there are exceptions. There are no credit-hour fees in the Medical School; instead, a flat fee is charged for one to nine credits and a flat fee of twice that amount for ten or more credits. A similar situation applies in the Graduate School except that the lower flat rate applies to six or fewer credits. This is further complicated by the fact that the Student Services Fee, a flat quarterly amount is mandatory for students taking six or more credits. Students in Continuing Education and Extension pay a credit-hour fee based on level of course throughout the entire range of credit loads. Medical fellow specialists pay a flat quarterly fee for any number of credits.

For the most part each resident tuition rate is matched by a corresponding nonresident rate except that all teaching assistants and teaching associates (and their immediate families) are treated as residents so that there is no nonresident rate for their classification. The same is true of medical fellow specialists. Nonresident rate differentials currently range from 156 to 203 percent of corresponding resident tuition rates with no perceptible pattern.

There are numerous cases in which tuition is waived. Some of these are matters of law, for example, wards of the state, senior citizens,

blind students, and American Indian students at Morris. While they would be better handled through scholarship or contract payment, they are minor cases and are not readily subject to University policy. There are, however, two major classes of subsidies subject to the University's internal policy and which should be revised.

Regents Scholarships. While our recommendation for Regents Scholarships is merely an in-and-out accounting change and requires no additional funding, it would reflect the University's activities more accurately and make its tuition accounts simpler and more easily auditable.

Recommendation 32

The task force recommends that the Regents Scholarship day school program be funded and the tuition recorded in the income accounts.

Teaching Assistants and Associates. We agree with the Graduate Assistant Task Force in their recommendation for the reasons cited above regarding the Regents Scholarship program.

Recommendation 33

The task force recommends "that the special tuition category for teaching assistants and associates be eliminated and the additional income thus gained be used with other appropriate resources to adjust level of compensation"⁸ and that the present practice of charging resident rates for teaching assistants and associates be continued.

Medical Fellow Specialists. Medical fellow specialists and some similar classes of students appear to be assessed more than their in-service status would warrant and that assessment frequently falls on the hospitals

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"Report and Recommendations of the Graduate Assistant Task Force," November 20, 1975, page 7.

that are providing the training.

Recommendation 34

The task force recommends that the fee charged medical fellow specialists be reduced by about half to a flat quarterly fee similar to that required to maintain continuous registration. The task force has not dealt with special laboratory fees in its simulations but favors their elimination through legislative appropriation, incorporation in general tuition, or a combination of the two.

Time of Day and Year, Part Time or Full Time. Tuition differentials that are not based on full cost differences or on some definite public policy such as non-residency have the tendency to produce irrational and inequitable results. Currently, a graduate student wishing to take three credits in each of four successive quarters will pay \$552 for those credits. If the same credits are taken in a single quarter, the price is \$275. Because rates are differentiated in one program and not in another, coursework costing \$21 per credit in day school may be available at \$15.50 per credit in Continuing Education and Extension and at \$15 per credit during the summer session.

The desire to maximize both access and equity considerations suggests that tuition rates should not vary according to the time of day or the time of year when the work is taken or according to a bilateral division of students into "full time" and "part time" given a certain number of credits. Such practices have the effect of giving a substantial subsidy to one class of students at the expense of another and are likely to promote misallocation of resources and inhibit our efforts to achieve the greatest possible satisfaction of student demand with any given resource base.

Recommendation 35

Time of day, time of year, or classification of a student as full time or part time should not be the basis of tuition differentiation unless substantial full cost differences based on these factors can be demonstrated.

Nonresident Tuition Rates. Our recommendation for nonresident tuition rates represents a very slight overall reduction in nonresident differential. Some Task Force members would prefer a greater reduction to encourage diversity, but the majority favors the following recommendation since further reduction would be at the expense of access for Minnesota residents.

Recommendation 36

The differential between resident and nonresident tuition rates should be made uniform with nonresident rates to be about 2.75 times resident rates.

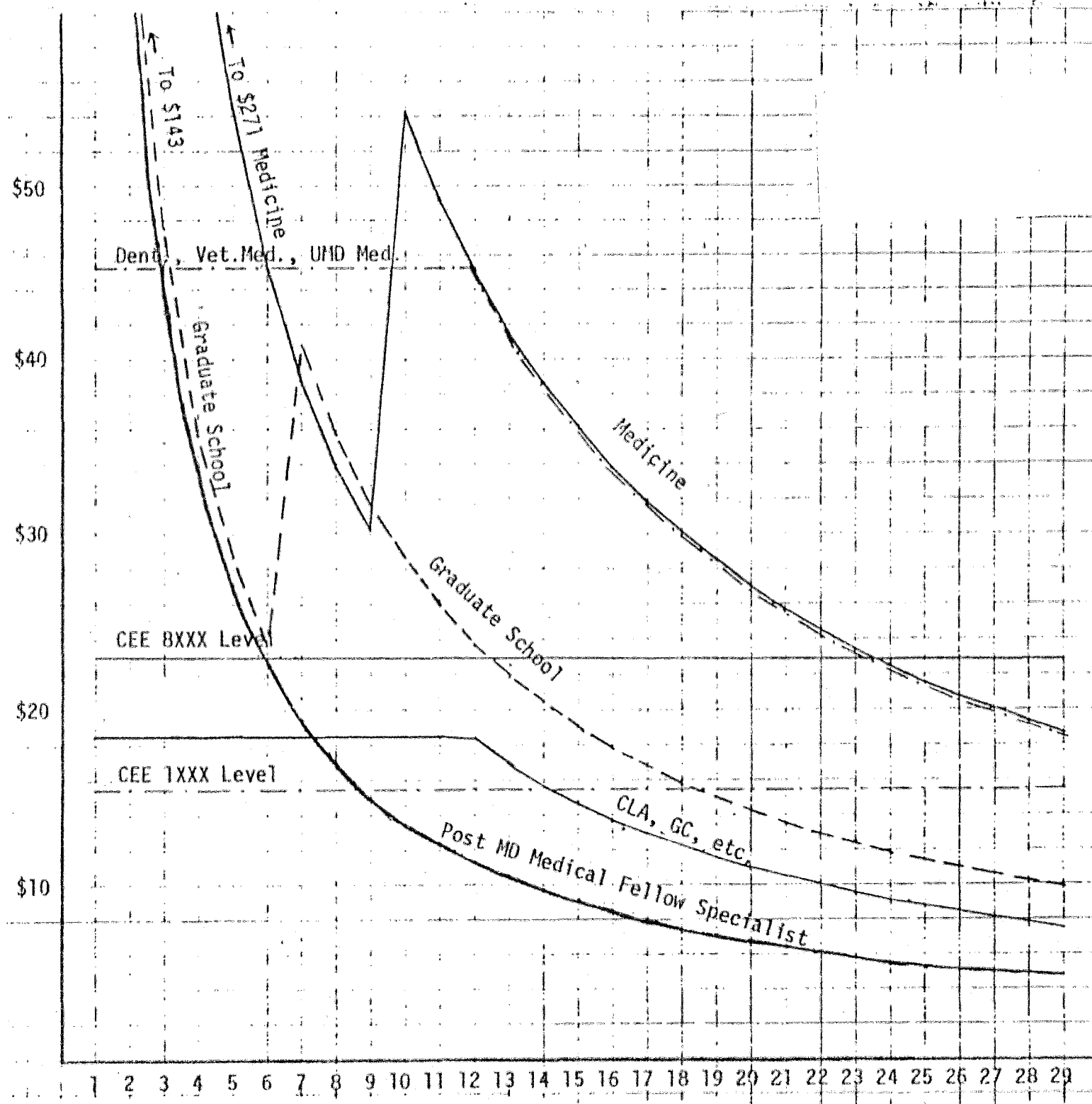
5. Per-Credit-Hour Tuition

A basic question, and one which has aroused great interest, is whether the unit of tuition assessment should continue to be the flat quarterly charge or whether it would be wiser and more equitable to move to an assessment based on number of credit hours.

It is useful to examine the effects of the current system. Figure 10 illustrates the effective per-credit tuition cost at various credit loads under the present system for selected colleges and programs. Four basic approaches exist. In Continuing Education and Extension (CEE), a constant unit price per credit hour is charged. In the College of Liberal Arts (CLA), General College (GC), the School of Dentistry, and most other colleges, such a unit charge is made through the 11th credit, after which the price per unit declines through the remaining range. In the Graduate School the unit rate declines from \$143 at one credit to \$23.83 at six credits, rises to \$40.86 at seven credits, then declines through the remaining range.

Figure 10

University of Minnesota
Tuition Cost per Credit Hour
In Selected Programs, 1976-77



The Twin Cities campus Medical School schedule is similar to that of the Graduate School except that the rate break occurs between nine and ten credits.

All of this leads to some striking anomalies. Consider the following examples:

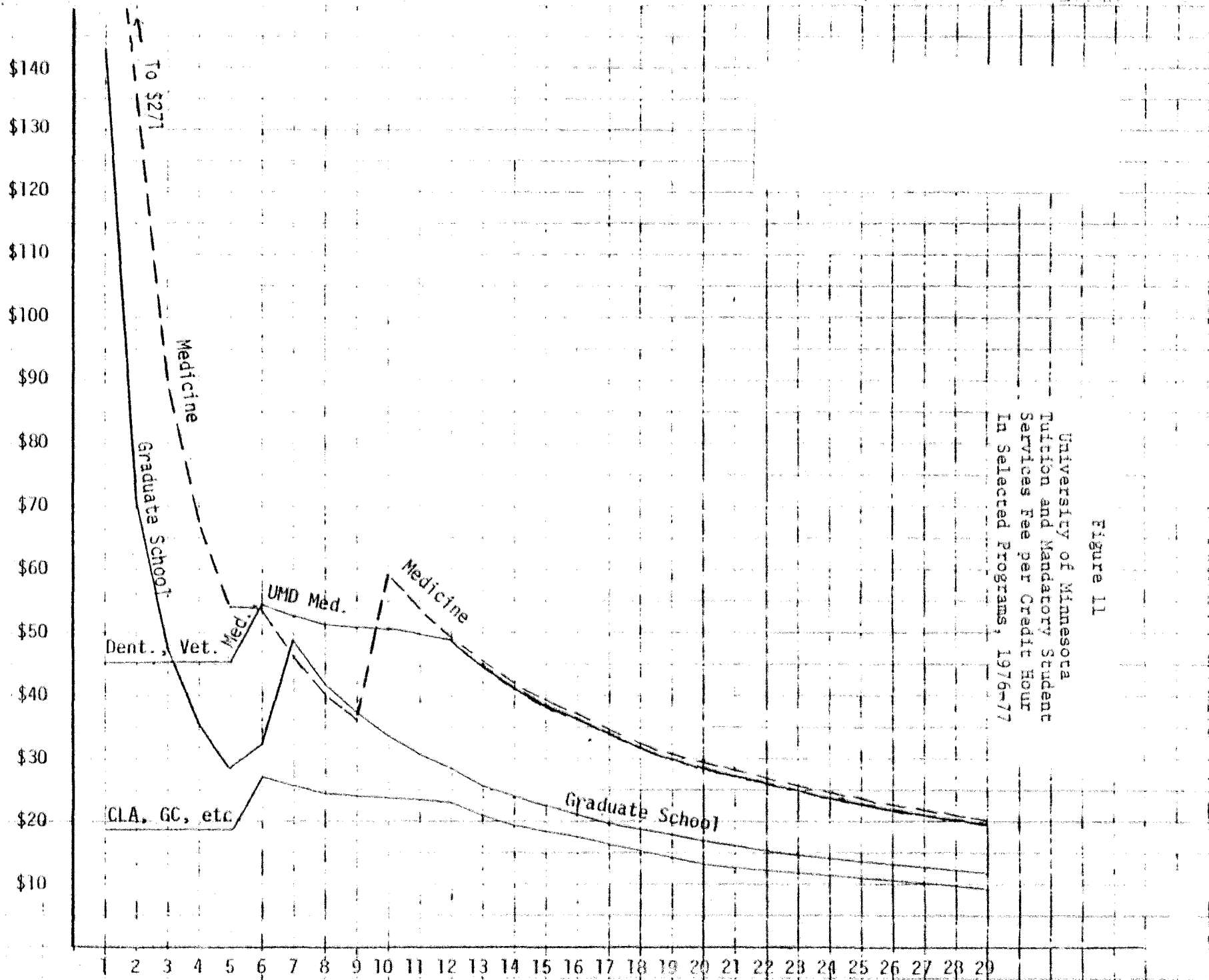
- A graduate student taking one credit pays a per-credit price seven-and-one-half times that paid by a graduate student with a fifteen-credit load.
- If a veterinary student (or a dentistry or Duluth medical student) and a Twin Cities medical student each take one credit, the medical students pays \$271 and the veterinary student \$45.25. At six credits they pay the same. At nine credits the veterinary student pays \$45.25 per credit, the medical student \$30.11. At ten credits, the veterinary student is still paying \$45.25 but the medical student now pays \$54.10. Beyond twelve credits they pay the same rate.
- A graduate student who must take seven credits rather than six pays \$23.83 per credit for the first six credits and \$143 for the seventh. Any graduate student taking seven to eleven credits pays a higher per-credit rate than a student taking four, five, six, or twelve or more credits.
- A CEE student taking a LXXX-level load of fewer than 14 credits pays a lower unit price than a corresponding CLA student. If, however, the load is 15 credits or more, the CEE student pays progressively more relative to the CLA student and at levels beyond 18 credits would pay a higher unit price than a graduate student carrying a day school program at the 8XXX level.
- In most colleges, a student with a 20-credit load pays a unit rate about 60 percent of the rate paid by a 12-credit student.
- A nonresident graduate student carrying six credits pays less per credit than a resident graduate student with a two-credit load.

If the mandatory Student Services Fee is also considered the effective per-credit-hour pattern is further confounded, as Figure 11 illustrates. Because that fee applies to students carrying more than five credits, still another unit price cutoff is added. The task force has been impressed with the likelihood that the present system has perverse and irrational effects on student program selection.

Per-credit tuition charges are more equitable than the present system in the sense that the price of the credits required for a degree is the same regardless of the number of terms the student takes to complete the degree. The tuition in each term would be proportionate to the number of credits taken in that term. Many of the existing uneven obstacles to selecting the most desirable program would be eliminated.

The per-credit tuition approach, like any tuition policy, has some disadvantages. First, the task force believes that some instructional costs do not depend upon the number of credits taken. Consequently, serious consideration was given to recommending a fixed charge plus smaller per-credit tuition charges than would otherwise be necessary. This approach was rejected mainly because the tuition charge for students taking one to three credits would be very high. Furthermore, because relatively few students take only one course, the tuition relief for students taking more than one course would be very small.

The task force observes, too, that per-credit tuition charges might have adverse effects on student program selection such as (1) less experimentation within degree objectives, (2) less demand for courses not generally related to degree objectives, and (3) a tendency to take the minimum number of credits required for a degree. Only minimal



University of Minnesota
 Tuition and Mandatory Student
 Services Fee per Credit Hour
 In Selected Programs, 1976-77

Figure 11

experience is available to judge the likelihood or extent of these adverse effects.

We are aware of two fairly comparable schools which have made similar changes in recent years. Michigan State University instituted a per-credit-hour system in response to student pressure and has experienced little change in the volume or pattern of student demand. Although there was some decline in "extracurricular" credits, this may have been because a physical education requirement was dropped at the same time that the tuition system was revised. The University of Delaware made a related change in 1975 that has (1) cut down on overscheduling with intent to cancel and thus improved the efficiency of course scheduling by 8 percent, (2) enhanced reevaluation of curriculum and academic standards by departments and faculty senate, (3) reduced the inequity of the cost of a degree for part time students, and (4) increased total revenues through more efficient scheduling resulting in better accommodation to student demand.⁹

In some units of the University of Minnesota there is a tendency for students to register for more credits than they intend to carry. Having sampled the courses, the student cancels the least desirable. Meanwhile, a student who desires to take the course may have been prevented from doing so because the class limit had apparently been reached. The existing tuition system imposes no penalty for such "shopping" behavior on students carrying a load of 12 credits or more. Instead, the cost is borne by the student unable to obtain a desired course and by the institution and the state in terms of suboptimal use of resources. Under a per-credit-hour system serious course selection would be encouraged by economic sanctions and course shopping would be paid for, at least in part, by its beneficiaries.

⁹ University of Delaware, untitled and undated description of cost-saving techniques. On file in MPIS.

Recognizing the possible drawbacks of a per-credit-hour approach, the task force considered several "band" approaches that would charge some students within a particular range of credits the same tuition. For example, one approach would charge per credit hour for loads of 11 or fewer credits or 19 or more credits. Students taking 12 to 18 credits would pay a flat rate based on the average number of credits taken by students in this group. All such band approaches were considered unacceptable. The broader the band, the more inequity within the band. The narrower the band, the more nearly the policy approaches the less complicated per-credit tuition charges. Any flat rate or banding approach must be founded on a desire to encourage some credit load numbers over others and a willingness to use price incentives to do so by favoring some students at the expense of others. The task force could find no rationale on which to select such desirable credit loads on a University-wide basis. Any cutoff point produces arbitrary inequities and irregular influences on student program decisions. The unavoidable fact is that under the present system students taking fewer credits subsidize those taking greater numbers of credits.

It should be noted that the task force was not unanimous on this point. While all members agreed that either a completely proportional per-credit-hour system or a reasonable banding approach is superior to the existing system, at least one member believed that the use of a tuition band from 14 through 18 credits would be preferable to a completely proportional system. The central argument here is that 14 to 18 credits indicates a full time, academically skilled student and that the University should forthrightly favor such students.

In making our recommendations on credit-hour fees, we endorse the substantive findings of the Ad-Hoc Committee to Study Credit-Hour Fees which reported to the President on May 15, 1975,¹⁰ with one significant demurrer. The task force has discovered no conclusive evidence that students taking smaller credit

¹⁰ University of Minnesota, Ad-Hoc Committee to Study Credit-Hour Fees, Final Report, May 15, 1975.

loads are necessarily the less wealthy students although there is some material that would suggest that conclusion. Based on ability measures or total credits at the University of Minnesota, Strong¹¹ found no differences between students receiving financial aid and those not receiving such aid. On the basis of father's occupational and educational level, however, those who receive aid appear to be from significantly lower socioeconomic background than those not receiving aid.

Armstrong and Hall¹² found, in a cohort study covering four academic years plus two quarters of the fifth year, that credits attempted per quarter by Martin Luther King Program (MLK) students were slightly below the number attempted by non-MLK students (14.1 vs. 14.7). Credits completed per quarter were 9.3 for MLK students and 12.3 for non-MLK students. Both of these results were significant at the 5 percent level. It seems likely that the present tuition system has the effect of increasing the total degree cost for those who progress more slowly toward a degree, among them are the disadvantaged students. A minimal conclusion is that institution of a system based on credit hour charges would not worsen the financial problems of the disadvantaged; it would probably reduce them.

Recommendation 37

The Task Force recommends that the present tuition system be replaced with an approach in which the basic unit of tuition assessment is the credit hour rather than the term fee. Within any tuition rate classification, all credit hours should be the same price.

¹¹ Strong, Stanley R. "Who Gets Financial Aid?" University of Minnesota, Office for Student Affairs Research Bulletin, Vol. 16, No. 3, Dec. 10, 1975.

¹² Armstrong, Roberta A. and William V. Hall. "A Comparative Study of Martin Luther King Program and Randomly Selected Freshmen Entering the University of Minnesota in Fall, 1970; Entrance Data and Subsequent Performance." University of Minnesota, Office for Student Affairs Research Bulletin, Vol. 16, No. 14, June 21, 1976.

6. Tuition Differentiation by Student Characteristics

Tuition may be differentiated by course characteristics or by student characteristics. Presently, tuition varies according to student characteristics. Serious consideration was given to the concept of pricing each course in order to relate each student's tuition to the cost of the course he or she takes. Modifications of this approach involving the pricing of groups of courses by program and level were also considered. Eventually, the Task Force rejected the entire course pricing approach on the grounds that it would unduly affect the student's program selection. While course pricing has many theoretical advantages because price variation is based on the characteristics of the service provided rather than the characteristics of the user of the service, we were not willing to risk such a system in the absence of any evidence about the possible educational effects which might occur.

In this area, too, the Task Force was not unanimous. At least one member, and some of the staff, would prefer an approach involving constant per-credit-hour charges based on differential rates for the four course levels, possible modified by still higher fees in particularly expensive course offerings such as certain health sciences courses. Such an approach would eliminate some minor problems posed by the Task Force proposal such as the residual cases where students in the same course will be paying different prices for it, and the remaining distortion of student enrollment decisions due to the proposed 91st credit price change.

In deciding how to relate credit tuition charges to student characteristics, the Task Force concluded that a uniform tuition rate for lower division undergraduate students would be important to permit beginning students, who are often undecided about what program they intend to pursue, to change

programs without cost considerations.

The Task Force concluded that tuition differentiation should begin in upper division programs, or at the student's 91st credit. Initially, this differentiation would be done on the basis of traditional, largely collegiate, enrollment units. An eventual possibility is at least partial differentiation on a department or discipline level as well. The argument in favor of this eventual alternative is that the variation within colleges is great and grouping departments (more properly, majors) may produce more equitable results. In addition, this might provide a means of dealing with the situation in which the same major is offered to students registered in different colleges with different tuition rates. The counterarguments have to do with the uncertainty and changeability of our student major records and the desirability of associating registration with the college rather than the department. The Task Force achieved no agreement that differentiation should go beyond the college level except where it already does so.

The Task Force believed that tuition for professional schools should be differentiated by costs, but that tuition for Graduate School programs should, in general, not be differentiated. An alternative that received some support within the Task Force would vary the tuition price according to the cost of the average graduate program in the budgeted college in which the program is offered. When and if the department approach is used for undergraduates, the case for this alternative is strengthened.

Recommendation 38

The Task Force recommends that tuition differentiation continue to be based on student characteristics. More specifically, the Task Force recommends the following pattern of variation by student level and unit of registration:

- a. All undergraduate students should pay the same tuition rates until the quarter in which they sign up for their 91st credit.
- b. Students at Crookston and Waseca should pay the lower division rate (the below-91-credits rate) without regard to the 91st credit rule.
- c. Starting with the quarter in which they sign up for their 91st credit, undergraduates should pay a tuition rate that depends on their unit of registration. The tuition rate should be related to the cost of an average upper division program in that unit. Units with similar costs or where it is judged that costs ought to be similar may be grouped for this purpose.
- d. Students registered in professional schools such as Medicine, Dentistry, Veterinary Medicine, and Law should pay tuition rates that vary with the cost of their instruction. Again, grouping is permissible.
- e. Students registered in the Graduate School should pay a tuition rate that is a proportion of the cost of an average Graduate School program. The current differential treatment of Medical, Dental, Veterinary Medicine, and Law graduate students should continue.

7. Simulation of the Effects of the Tuition Recommendations

It was the opinion of the Task Force that discussion and informed decision making would be best served if a simulation of a revised tuition plan were available to be compared with the effects of the existing plan. Accordingly, Management Planning and Information Services, acting as staff to the Task Force, was asked to prepare such a simulation using a plan that would have the following characteristics:

1. It should be designed to produce the same net revenue as would be produced under the existing system.
2. It should treat similarly-situated individuals identically.
3. It should carry out the intent of the public support of the University to the extent that that is discernable.
4. It should be reasonably clear to students, decision makers, and the public.
5. It should be reasonably efficient to administer.
6. It should be based on proportional credit-hour rates.
7. Rate differentials should be applied by classes of students, not characteristics of courses.
8. The differential between nonresident and resident rates should be made uniform with nonresident rates to be about 2.75 times resident rates.
9. It should propose a minimal number of tuition rate groupings based generally on student level and cost of program.
10. It should endeavor to move all tuition groups slightly toward the system mean percentage of tuition to instructional cost.
11. Wherever possible, each component of the new groupings should be moved toward the group mean percentage of instructional cost.
12. The graduate teaching assistant and associate tuition rate should be eliminated, compensated for in a salary raise at least sufficient to offset the additional tuition charge for the average teaching assistant or associate.

The following section describes such a simulation based on the academic year 1976-77.

Table 14 shows the tuition results under the existing tuition approach for

Table 14

UNIVERSITY OF MINNESOTA
Resident and Nonresident Tuition
by Enrollment Categories
1975-76

	(A) Tuition Received		(C)	(D)		(E) Equivalent Quarters of Tuition		(G)	Percent Nonresident (F ÷ G)
	Resident	Nonresident	Total (A + B)	Res./Nonres.	Res.	Nonresident	Total (E + F)		
Biological Sciences	\$ 320,764	\$ 79,710	\$ 400,474	\$244	\$ 740	1,314.6	107.7	1,422.3	7.57
Agriculture	928,672	194,838	1,123,510	228	690	4,073.1	282.3	4,355.4	6.48
Business	935,086	124,539	1,059,625	228	690	4,101.2	180.4	4,281.6	4.21
Veterinary Medicine	403,717	93,469	497,186	530	1,355	761.7	68.9	830.6	8.30
Dentistry	744,523	142,641	887,164	530	1,355	1,404.7	105.2	1,509.9	6.97
Dental Hygiene	141,709	45,735	187,444	210	625	674.8	73.1	747.9	9.77
Education	1,141,864	109,272	1,251,136	228	690	5,008.1	158.3	5,166.4	3.06
Technology	2,149,439	696,693	2,846,132	244	740	8,809.1	941.4	9,750.5	9.65
Graduate School - Twin Cities**	2,630,235	2,011,677	4,641,912	275	770	9,564.4	2,612.5	12,176.9	21.45
Law	573,086	158,687	731,773	316	905	1,813.5	175.3	1,988.8	8.81
Medicine	1,151,346	375,757	1,527,103*	530	1,355	2,172.4	277.3	2,449.7	12.76
Medical Fellow Specialists	189,500		189,500*	125	125	1,516.0		1,516.0	-0-
Medical Technology	80,124	8,019	88,143	275	770	291.3	10.4	301.7	3.45
Nursing	253,740	21,687	275,427	244	740	1,039.9	29.3	1,069.2	2.74
Pharmacy	289,298	70,972	360,270	316	905	915.5	78.4	993.9	7.89
Liberal Arts	8,326,796	1,385,618	9,712,414	210	625	39,651.4	2,216.9	41,868.3	5.29
University College	128,272	13,343	141,615	210	625	610.8	21.3	632.1	3.37
General College	1,439,681	161,990	1,601,671	210	625	6,855.6	259.1	7,114.7	3.64
Public Health	125,578	199,882	325,460	275	770	456.6	259.5	716.1	36.24
Occupational Therapy/ Physical Therapy	93,589	4,113	97,702	275	770	340.3	5.3	345.6	1.53
Mortuary Science	57,062	49,308	106,370	316	905	180.5	54.4	234.9	23.16
Home Economics	695,086	89,490	784,576	228	690	3,048.6	129.6	3,178.2	4.08
Forestry	377,625	66,050	443,675	228	690	1,656.2	95.7	1,751.9	5.46
Graduate School - Duluth	102,957	20,630	123,587	275	770	374.3	26.7	401.0	6.66
Duluth Medicine	112,079	22,583	134,662	530	1,355	211.4	16.6	228.0	7.28
Duluth School of Social Development	10,476	6,160	16,636	275	770	38.0	8.0	46.0	17.39
Duluth - All Other	3,126,339	203,007	3,329,346	210	625	14,887.3	324.8	15,212.1	2.14
Morris	899,960	98,223	998,183	210	625	4,285.5	157.1	4,442.6	3.54
Crookston	402,447	35,234	437,681	190	545	2,118.1	64.6	2,182.7	2.96
Waseca	374,407	32,944	407,351	190	545	1,970.5	60.4	2,030.9	2.97
PhD Candidates	103,937	93,292	197,229	138	385	753.1	242.3	995.4	24.34
	\$28,309,394	\$6,615,563	\$34,924,957			120,898.5	9,042.8	129,941.3	7.02

*Separated by MPIS.

**Includes Medical, Veterinary, Dentistry, and law graduates paying professional school rates.

1975-76. Tuition derived from registrants in each unit is divided into that received at resident rates and that received on the basis of nonresident rates. Although the University has always been able to determine whether a student was a legal resident or a nonresident, for various reasons (reciprocity, employment as a teaching assistant or associate, etc.) many nonresidents pay tuitions at resident rates. With the new information, it is possible for the first time to estimate with some accuracy the effective nonresidency factor in tuition revenues, an essential component of intelligent analysis of tuition issues. For 1975-76, 7.02 percent of University registrants paid nonresident tuition, 18.9 percent of tuition revenue derived from nonresident tuitions, and about 12.9 percent of total tuition resulted from the existence of the nonresident tuition differential.

Next, possible 1976-77 tuition revenues by enrollment unit were estimated. Starting with the 1975-76 figures, factors were applied for predicted headcount enrollment changes and the rate changes between 1975-76 and 1976-77. An estimated experience factor was also included for certain units to adjust for unusual effects of part time enrollment or to reduce the result to conform more closely to Business Office estimates of 1976-77 tuition revenue. The resulting total estimate, \$38,008,555, is the net tuition figure against which a revised system is simulated.

In order to describe a system based on per-credit-hour rates, it is necessary to make some assumptions about the number of quarterly registrants at various credit-hour loads for each registration unit. Data on this point are available and a distribution chart of numbers of quarterly registrations at various credit loads for 1975-76 was prepared. Since the distribution of credit loads is constantly changing, this type of snapshot schedule cannot be totally relied upon to describe likely tuition effects. However, it is

probably sufficiently accurate if combined with adjustment factors which would bring the result into conformity with the actual pattern of tuition receipts.

The pattern of the registration and credit schedule was adjusted for projected 1976-77 differences in enrollment volume, and the tuition revenue under the existing system was predicted for each enrollment unit at resident rates. Using the known residency pattern, the prediction was raised to reflect the nonresident differential. This predicted total revenue was then compared with the predictions based on historical experience. In nearly all cases, the latter were lower and were adjusted to the lower figures. This differential reflects the presence of various types of tuition waiver arrangements and overstatement of the registration level by the distribution schedule.¹³

Where indicated, separation was made between lower division and upper division students based on the 1974-75 Student Demand Matrix ratios. It was assumed, for lack of more detailed data, that the distribution of registrations by number of credit hours is similar in lower division and upper division. Except in General College, adult specials were assigned to upper division. Master's of Education, Master's of Public Health, and similar candidates were treated with their college of registration rather than with the Graduate School. Separate computations were made for graduate students in medicine, dentistry, veterinary medicine, and law, as well as for post-MD medical follow specialists.

The result of all of the above-described analysis was the derivation of a schedule of predicted paid credits by enrollment unit and student level,

¹³ Computations described here are voluminous and are not included in this report. They are available in MPIS.

divided into resident and nonresident, for 1976-77. That figure is 1,958,690, which compares well with known credit hour production as adjusted for tuition waivers and other experience factors. The detail estimates also seem credible on the basis of known volume measurements.

Table 15 shows the revised tuition plan that has been simulated on the basis of the above criteria and analysis. It accomplished virtually all the objectives that the Task Force outlined.

The revenue produced is \$508,940 in excess of the projected revenue under the old system. This excess would be earmarked for raising TA salaries to compensate for the elimination of the special TA tuition rate. The amount should be adequate to accomplish the adjustment. The tuition differential is \$75 per quarter, which should be adjusted to about \$86 to compensate for the taxability of the salary increase as against the nontaxability of the tuition difference. Since about 5,900 quarters of TA employment are anticipated in the current year, a TA salary adjustment totaling \$507,400 can be estimated.

The discussion plan contemplates a very large tuition class consisting of all the lower division students in the system; they now take in excess of 40 percent of all credit hours (Group I). Under the simulation, all of these students would pay \$15 per credit hour for any credit hours taken, regardless of level or study field. As a group, these students are now paying an estimated 33.1 percent of their instructional costs as compared with a system average, under these computations, of 25.7 percent. The revised plan would reduce the 33.1 percent to 32.5 percent. Within the group the cost percentage currently ranges from 14.9 percent at Crookston to 45.1 percent in General College. With a few exceptions, each percentage within the group moves toward the group mean.

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	Resident Credit Hours (RC)	Non- resident Credit Hours (NC)	Total Credit Hours	Revenue - Present System	Proposed Rates			Estimated Cost per SCH (1.165XFY75)	Estimated Percentage Of Instruc- tional Cost		Break- even Point			
					Resident (RX)	Non- resident (NX)	Revenue-Proposed System		Old	New	R	NR		
							Resident						Nonresident	Total
I. Lower Division														
Students in:														
Liberal Arts	305,676	18,487	324,163	\$ 5,515,902			\$ 4,585,140	\$ 762,589	\$ 5,347,729	\$ 44.38	38.4%	37.20%	14+	15+
General College	88,341	3,615	91,956	1,578,037			1,325,115	149,119	1,474,234	38.08	45.1%	42.10%	14+	15+
University College	1,751	66	1,817	27,661			26,265	2,723	28,988	54.92	27.7%	29.00%	14+	15+
Technology	54,753	6,453	61,206	1,240,777			821,295	266,186	1,087,481	49.49	41.0%	35.90%	17	18+
Agriculture	51,677	3,290	54,967	968,691			775,155	135,713	910,868	57.79	30.5%	28.70%	15+	17
Forestry														
Home Economics														
Education	2,692	94	2,786	45,234			40,380	3,878	44,258	81.54	19.9%	19.50%	15+	17
Dental Hygiene	11,086	1,301	12,387	230,912			166,290	53,665	219,955	53.51	34.8%	33.19%	14+	15+
Morris	46,837	1,859	48,696	705,970			702,555	76,684	779,239	54.58	26.6%	29.30%	14+	15+
Crookston	36,589	1,165	37,754	485,294			548,835	48,056	596,891	85.99	14.9%	18.40%	13+	13+
Waseca	35,903	1,149	37,052	471,740			538,545	47,396	585,941	84.23	15.1%	18.80%	13+	13+
Duluth	134,531	3,262	137,793	2,184,976			2,017,965	134,557	2,152,522	47.48	33.4%	32.90%	14+	15+
	<u>769,836</u>	<u>40,741</u>	<u>810,577</u>	<u>\$13,455,194</u>	<u>\$15.00</u>	<u>\$41.25</u>	<u>\$11,547,540</u>	<u>\$1,680,566</u>	<u>\$13,228,106</u>	<u>50.15</u>	<u>33.1%</u>	<u>32.50%</u>		
II. Upper Division														
Students in:														
Liberal Arts	280,891	16,870	297,761	\$ 5,099,767			\$ 4,353,810	\$ 716,975	\$ 5,070,785	\$ 51.96	33.0%	32.80%	14+	14+
General College	13,829	562	14,391	246,747			214,350	23,885	238,235	48.03	35.7%	34.50%	14+	14+
University College	7,544	283	7,827	129,139			116,932	12,028	128,960	64.30	25.7%	25.60%	14+	14+
Business Admin.	55,767	2,681	58,448	1,048,287			864,389	113,942	978,331	42.79	41.9%	39.10%	15+	16+
Home Economics	31,203	1,451	32,654	560,683			483,647	61,667	545,314	60.51	28.4%	27.60%	15+	16+
Morris	24,645	971	25,616	371,419			381,997	41,268	423,265	67.26	21.6%	24.60%	14+	14+
DSBE	73,971	1,781	75,752	1,202,383			1,146,550	75,693	1,222,243	61.53	25.8%	26.20%	14+	14+
DSFA														
DCLS														
	<u>487,850</u>	<u>24,599</u>	<u>512,449</u>	<u>\$ 8,658,425</u>	<u>\$15.50</u>	<u>\$42.50</u>	<u>\$ 7,561,675</u>	<u>\$1,045,458</u>	<u>\$ 8,607,133</u>	<u>53.72</u>	<u>31.5%</u>	<u>31.30%</u>		
III. Upper Division														
Students in:														
Biological Sciences	18,118	1,647	19,765	\$ 407,196			\$ 308,006	\$ 76,997	\$ 385,003	\$ 77.37	26.6%	25.20%	15	16+
Education	77,773	2,722	80,495	1,400,816			1,322,141	127,253	1,449,394	70.51	24.7%	25.50%	14+	15
Agriculture	42,536	3,265	45,801	822,038			723,112	152,639	875,751	75.32	23.8%	25.40%	14+	15
Technology	81,887	9,710	91,597	1,855,245			1,392,079	453,943	1,846,022	84.06	24.1%	24.00%	15	16+
Forestry	14,262	913	15,175	267,378			242,454	42,683	285,137	64.44	27.3%	29.20%	14+	15
DEd	25,531	623	26,154	415,244			434,027	29,125	463,152	102.69	15.5%	17.20%	13	13+
DSSD														
	<u>260,107</u>	<u>18,880</u>	<u>278,987</u>	<u>\$ 5,167,917</u>	<u>\$17.00</u>	<u>\$46.75</u>	<u>\$ 4,421,819</u>	<u>\$ 882,640</u>	<u>\$ 5,304,459</u>	<u>78.92</u>	<u>23.5%</u>	<u>24.10%</u>		

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	Resident Credit Hours (RC)	Non- resident Credit Hours (NC)	Total Credit Hours	Revenue - Present System	Proposed Rates		Revenue-Proposed System			Estimated Cost per SCH (1.1655X FY75)	Estimated Percentage Of Instruc- tional Cost		Break- even Point	
					Resident resident (RX)	Non- (NX)	Resident	Nonresident	Total		Old	New	R	NR
IV. Students Registered in:														
Medical Technology	4,443	162	4,605	\$ 92,406			\$ 88,860	\$ 8,910	\$ 97,770	\$270.27	7.4%	7.90%	14+	14+
OT/PT	5,373	86	5,459	100,899			107,460	4,730	112,190	139.71	13.2%	14.70%	14+	14+
Mortuary Science	3,090	971	4,061	123,744			61,800	53,405	115,205	99.32	30.7%	28.60%	16+	16+
Nursing	15,864	493	16,357	303,939			317,280	27,115	344,395	131.98	14.1%	16.00%	12+	13+
Public Health	6,652	3,850	10,502	325,253			133,040	211,750	344,790	100.82	30.7%	32.60%	14+	14+
Pharmacy	15,206	1,357	16,563	377,354			304,120	74,635	378,755	122.04	18.7%	18.70%	16+	16+
	<u>50,628</u>	<u>6,919</u>	<u>57,547</u>	<u>\$ 1,323,595</u>	<u>\$20.00</u>	<u>\$55.00</u>	<u>\$ 1,012,560</u>	<u>\$ 380,545</u>	<u>\$ 1,393,105</u>	<u>132.93</u>	<u>17.3%</u>	<u>18.20%</u>		
V. Professional and Graduate Law Students														
Professional	27,996	2,808	30,804	\$ 767,628			\$ 601,914	\$ 165,672	\$ 767,586					
Graduate	38	4	42	1,519			817	236	1,053	97.12	25.3%	25.70%	15+	15+
	<u>28,034</u>	<u>2,812</u>	<u>30,846</u>	<u>\$ 768,147</u>	<u>\$21.50</u>	<u>\$59.00</u>	<u>\$ 602,731</u>	<u>\$ 165,908</u>	<u>\$ 768,639</u>					
VI. Professional and Graduate Students in:														
Medicine														
Professional	47,033	4,919	51,952	\$ 1,599,711			\$ 1,410,990	\$ 405,818	\$ 1,816,808					
Graduate	8,435	2,339	10,774	614,654			253,050	192,967	446,017	239.63	14.7%	15.10%	18+	16+
Duluth Medicine														
Professional	5,259	385	5,644	150,216			157,770	31,763	189,533		unknown		18+	16+
Dentistry														
Professional	28,146	1,955	30,101	875,523			844,380	161,287	1,005,667					
Graduate	888	246	1,134	68,405			26,640	20,295	46,935	277.54	10.9%	12.10%	18+	16+
Veterinary Medicine														
Professional	16,793	1,409	18,202	558,390			503,790	116,243	620,033					
Graduate	701	194	895	53,925			21,030	16,005	37,035	175.78	18.2%	19.60%	18+	16+
	<u>107,255</u>	<u>11,447</u>	<u>118,702</u>	<u>\$ 3,920,824</u>	<u>\$30.00</u>	<u>\$82.50</u>	<u>\$ 3,217,650</u>	<u>\$ 944,378</u>	<u>\$ 4,162,028</u>	<u>239.32</u>	<u>13.9%</u>	<u>14.7%</u>		
VII. All Students Registered in Graduate School and Not Listed Elsewhere														
	<u>104,499</u>	<u>29,165</u>	<u>133,664</u>	<u>\$ 4,310,576</u>	<u>\$25.50</u>	<u>\$70.00</u>	<u>\$ 2,664,725</u>	<u>\$2,041,550</u>	<u>\$ 4,706,275</u>	<u>131.84</u>	<u>24.5%</u>	<u>26.70%</u>		
VIII. Medical Fellow Specialists and Psychology Fellow Specialists														
Specialists	<u>15,918</u>		<u>15,918</u>	<u>\$ 216,648</u>	<u>\$65/qtr</u>	<u>\$65/qtr</u>	<u>\$ 103,545</u>		<u>\$ 103,545</u>		unknown			

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TAs
 8+ 8+*
 11+ 11+
 Others

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	Resident Credit Hours (RC)	Non- resident Credit Hours (NC)	Total Credit Hours	Revenue - Present System	Proposed Rates		Revenue-Proposed System			Estimated Cost per SCH (1.1655x FY75)	Estimated Percentage Of Instruc- tional Cost		Break- even Point R HR
					Resident (RX)	Non- resident (NX)	Resident	Nonresident	Total		Old	New	
IX. Graduate Students Not Taking Credit Courses:				\$ 197,229	\$65/qtr	\$65/qtr	\$ 244,205		\$ 244,205		unknown		
Thesis Only													
Final Quarter of Doctoral Registration													
Continuous Registration													
Examination Only													
TOTAL CREDIT HOURS	<u>1,824,127</u>	<u>134,563</u>	<u>1,958,690</u>										
GROSS TUITION REVENUE				\$38,008,555			\$31,376,450	\$7,141,045	\$38,517,495	\$ 75.12	25.7%	25.70%	
Deduct for Elimination of TA Rates and Increase of TA Salaries									508,940				
NET TUITION REVENUE				\$38,008,555					\$38,008,555				

*Not directly comparable, since a salary increase for TAs is an integral part of the proposal.

The second proposed category is upper division students in relatively lower cost units (Group II) who would, under the simulation shown here, pay \$15.50 per credit hour. Of all credit hours, 26.2 percent would fall in this category. The group average instructional cost percentage would fall from 31.5 percent to 31.3 percent, and most individual rates would move toward the group mean.

Group III consists of upper division students in relatively higher cost units, who take 14.2 percent of all credit hours. Under the simulation presented, they would pay \$17 per credit hour and their group mean percentage of instructional costs would move from 23.5 percent to 24.1 percent. Some movement toward the group mean is present. The three foregoing rates cover 81.8 percent of all credit hours taught within the University.

Group IV combines certain health sciences programs in a group to be charged, in the simulation, \$20 per credit-hour. The group mean percentage of cost moves from 17.3 percent to 18.2 percent.

Group V consists of law students and graduate students in law. The proposed rate is \$21.50 per credit. The group mean percentage of instructional cost, which under the present system is just short of the system mean, moves very slightly to that mean.

Group VI consists of the four very high cost professional colleges and related graduate students. The rate proposed is \$30 per credit hour, which would move the group mean percentage of instructional cost slightly upward from 13.9 percent to 14.7 percent.

Group VII consists of all Graduate Students not included elsewhere. The proposed credit hour rate is \$25.50, which moves the percentage of instructional cost from 24.5 percent to 26.7 percent. This change must, of course be viewed in the context of the proposed raise for Teaching Assistants.

Group VIII consists of Medical Fellow Specialists and Psychology Fellow Specialists. For reasons cited earlier in this report, a fixed term fee of \$65 per quarter is proposed here.

The last group, Group IX, is made up of special Graduate School rates which cannot be related to credit-hour loads. The simulation reported in Table 15 is based on the assumption that graduate students who are not carrying credit loads but who are required to maintain registration will pay \$65 per term. The examination only fee would continue to be \$30. Because revenue effects in this group are minor, the exact schedule and definitions within this category have been left for perfection by the Graduate School administration and governance structure, subject to a general restriction that fees collected from these students should remain at roughly their present level in aggregate. It is also to be understood that if credits are being taken, the student should be included in Group VII.

It should be noted that in all cases proposed rates are rounded to the nearest 25 cents and that all nonresident rates are about 2.75 percent of the corresponding resident rate.

Breakeven points have also been calculated. These are the credit loads at which a student would be indifferent to prices under the existing or proposed systems. At lesser loads, the student would fare better under the proposed system; at greater loads the existing system is cheaper.¹⁴ Thus a resident lower division IT student carrying 17 credits would pay \$255 under

¹⁴ Because of some of the disproportionalities in the present system, there are a few exceptions to this general rule. For medical students there is a breakeven point at 9 as well as at slightly beyond 18 credits. TAs taking 1 to 4 credits would pay less, those taking 5 or 6 credits would pay slightly more, those taking 7 or 8 credits would pay less, and those taking 9 or more would pay more. Non-TA graduate students with loads below 12 would pay less, but those with a 6 credit load would pay marginally more.

either tuition scheme, whereas at 18 credits the charge would be \$15 higher and at 16 credits it would be \$15 less under the simulation plan.

It is possible to test the simulation to determine the numbers of students who would pay less, more, or the same amount. The numbers of quarters of registration for students in the year and the percentages of students in each category for each tuition group are shown in Tables 16 and 17.

Table 18 is included to illustrate the effects of the Task Force plan and the principal alternative suggestions using the CLA lower division category as an example. Total price, average price, and marginal price are shown for each credit load from 1 through 29 under the current tuition system, the reform recommended by the Task Force, and the banding system suggestion which has attracted the most alternative support during the course of Task Force hearings and discussions.

In considering these comparative prices, it is useful to bear in mind that total price is likely to be the most obvious price to the student making a decision about a particular term registration, average price will probably best describe overall incentive and equity perceptions, and marginal price is more relevant to course and term load selection results and to possible effects on faculty advising practices.

The Task Force and its subcommittee on tuition held a considerable number of hearings to uncover reactions to the proposed plan. Some of the significant results of the hearing process are cited and discussed below.

The University already operates on the principle that Summer Session and Continuing Education and Extension tuitions should be, as nearly as possible, equal to tuitions in the "day school" colleges. Instituting a proportional per-credit-hour tuition should make this policy easier to enforce and

Table 16

Number of Quarters of Registration in the Year
in Which Students in Tuition Groups Would Pay
Less, the Same, or More Tuition

	<u>Less</u>	<u>Same</u>	<u>More</u>
Group I	37,088	468	25,238
Group II	24,207		16,301
Group III	12,975	1,359	9,116
Group IV	2,138		2,256
Group V	1,044		1,023
Group VI	4,892		3,196
Group VII	9,659		6,823
TOTAL	<u>92,003</u>	<u>1,827</u>	<u>63,683</u>

Table 17

Percentages of Students in Tuition Groups
Who Would Pay Less, the Same, or More Tuition

	<u>Less</u>	<u>Same</u>	<u>More</u>
Group I	59.1%	1.2%	40.2%
Group II	60.2%	-0-	39.8%
Group III	55.3%	5.8%	38.9%
Group IV	48.7%	-0-	51.3%
Group V	50.5%	-0-	49.5%
Group VI	60.5%	-0-	39.5%
Group VII	58.6%	-0-	41.4%
TOTAL	<u>58.4%</u>	<u>1.2%</u>	<u>40.4%</u>

Table 18

Total, Average and Marginal Credit Prices Under the Current Tuition System,
the Per-Credit Proposal, and a Smoothed Band Tuition System
for Lower Division CLA, 1976-77

Credit Load	Total Price			Average Price			Marginal Price		
	Current System	Task Force Proposal	Smoothed 14-18 Band	Current System	Task Force Proposal	Smoothed 14-18 Band	Current System	Task Force Proposal	Smoothed 14-18 Band
1	\$ 18.50	\$ 15.00	\$16.00	\$18.50	\$15.00	\$16.00	\$18.50	\$15.00	\$16.00
2	37.00	30.00	32.00	18.50	15.00	16.00	18.50	15.00	16.00
3	55.50	45.00	48.00	18.50	15.00	16.00	18.50	15.00	16.00
4	74.00	60.00	64.00	18.50	15.00	16.00	18.50	15.00	16.00
5	92.50	75.00	80.00	18.50	15.00	16.00	18.50	15.00	16.00
6	111.00	90.00	96.00	18.50	15.00	16.00	18.50	15.00	16.00
7	129.50	105.00	112.00	18.50	15.00	16.00	18.50	15.00	16.00
8	148.00	120.00	128.00	18.50	15.00	16.00	18.50	15.00	16.00
9	166.50	135.00	144.00	18.50	15.00	16.00	18.50	15.00	16.00
10	185.00	150.00	160.00	18.50	15.00	16.00	18.50	15.00	16.00
11	203.50	165.00	176.00	18.50	15.00	16.00	18.50	15.00	16.00
12	221.00	180.00	192.00	18.42	15.00	16.00	17.50	15.00	16.00
13	221.00	195.00	208.00	17.00	15.00	16.00	-0-	15.00	16.00
14	221.00	210.00	224.00	15.79	15.00	16.00	-0-	15.00	16.00
15	221.00	225.00	224.00	14.73	15.00	14.93	-0-	15.00	-0-
16	221.00	240.00	224.00	13.81	15.00	14.00	-0-	15.00	-0-
17	221.00	255.00	224.00	13.00	15.00	13.18	-0-	15.00	-0-
18	221.00	270.00	224.00	12.28	15.00	12.44	-0-	15.00	-0-
19	221.00	285.00	240.00	11.63	15.00	12.63	-0-	15.00	16.00
20	221.00	300.00	256.00	11.05	15.00	12.80	-0-	15.00	16.00
21	221.00	315.00	272.00	10.52	15.00	12.95	-0-	15.00	16.00
22	221.00	330.00	288.00	10.05	15.00	13.09	-0-	15.00	16.00
23	221.00	345.00	304.00	9.61	15.00	13.22	-0-	15.00	16.00
24	221.00	360.00	320.00	9.21	15.00	13.33	-0-	15.00	16.00
25	221.00	375.00	336.00	8.84	15.00	13.44	-0-	15.00	16.00
26	221.00	390.00	352.00	8.50	15.00	13.55	-0-	15.00	16.00
27	221.00	405.00	368.00	8.19	15.00	13.63	-0-	15.00	16.00
28	221.00	420.00	384.00	7.89	15.00	13.71	-0-	15.00	16.00
29	221.00	435.00	400.00	7.62	15.00	13.79	-0-	15.00	16.00

monitor. The implied changes in existing Continuing Education and Extension and Summer Session policy, relative to the simulation, would be:

- 1XXX level courses should be priced at the same price charged to undergraduates through the 90th credit.
- 3XXX and 5XXX level courses should be priced at a weighted average of various rates for upper division in the colleges whose work is offered. This would be a rate intermediate between the rates for Groups II and III in the simulation.
- 8XXX level courses should be priced identically to the Graduate School rate, Group VII in the simulation.

It is important to note that the simulations contained in this report are not specific proposals. Rather, they represent an attempt to test the principles being recommended in terms of their predictable results. If the recommendations find favor, it is the responsibility of the administration and the Regents to prepare specific tuition plans, perhaps over a period of years, that will move in the directions indicated. In several cases, the Task Force has noted the possibility that an immediate move to the simulation might violate the principle that change in tuition patterns ought to be gradual.

At Crookston and Waseca, and to a lesser extent at Morris, the effects of the simulated plan might be severe if taken in a single step. Particularly at the two technical campuses, the perceived competition of the Area Vocational Technical Schools' free tuition is another factor that must be considered. Without altering its recommendations, the Task Force observes that it may be sensible to phase tuition changes at these schools or even to continue separate tuition treatment indefinitely. If the latter is done, the reasons for doing so should be set forth so that special treatment does

not outlast the rationale on which it rests.

There exist a few terminal master's degree programs in which the credit-hour requirements are such that the results of the simulated system would raise degree costs by more than a third. This certainly constitutes a problem. Predictably, the concerned students and faculty regard the result of classifying these programs with other Graduate School programs as inequitable. However, the Task Force also heard testimony to the effect that such graduate credits, if they are correctly valued, should pay on the same basis as others. No conclusion on this point was reached by the Task Force; we simply observe that the severity of the change should probably be mitigated by phasing, whether or not it proves reasonable to classify such programs separately.

A repeated theme in testimony was the fear that institution of a per-credit-hour rate may dissuade students from taking additional program-enriching credits. We have seen no evidence that this would occur. In fact, some evidence suggests that it will not occur. It has not happened to any observable extent at other schools that have made similar changes. Cases can be cited within the University of Minnesota where additional courses seem now to be taken on faculty advice, even though the result is to extend a degree program by one or more quarters. The contention of the Task Force is that the price of such a program enrichment should fall on those who benefit from it and not on those who, for whatever reason, gain no benefit from it. Nevertheless, if a collegiate faculty should judge that such courses are highly desirable but should not be required, there is no objection to their being offered without credit and without cost to the student. The result would be, within a college, to offer such courses to those who wish to benefit at the expense of all students in that college.

Although the simulation shown attempts to replicate existing revenue exactly (aside from the TA salary adjustment), in practice it would probably be prudent to design the system, initially, to produce perhaps 2 to 3 percent incremental revenues under the given assumptions. The model assumes that introducing the new system will not decrease aggregate credit hours. Although the proposed rate changes should, if anything, increase the number of credits taken, the effect of a change in the charging method is not clear. If a safety factor is included and credit-hour volume is as predicted or higher, the University could refund the amount of the safety charge, or credit it against tuition for a subsequent quarter.

Considerable discussion has occurred on the subject of administrative cost and efficiency. The responsible offices believe that the proposed plan fits well with system planning with respect to registration and billing systems. Once a changeover has been made, revenue estimation should be simpler and more accurate than it is under the present extremely complicated system. The University's ability to monitor the effectiveness of its collection procedures should also be enhanced. Whatever system is eventually adopted is likely to require extensive revisions in existing administrative procedure. Most such revisions will be necessary even if the system is not substantially changed. Early determination of the direction to be taken in reforming the tuition system will aid in planning and will minimize administrative costs.

Implementation, of course, depends on timely availability of needed computer systems or of the clerical resources necessary. Although complete implementation of a tuition reform plan is no longer likely prior to Fall 1978, the plan proposed here can be introduced in part before that time. The Task Force notes particularly that introducing per-credit-hour tuition

in the Graduate School, together with the related changes in TA compensation, is fully feasible by Fall 1977 and should occur regardless of the status of other parts of the proposal.

No practical tuition system can achieve everything one would like. Some goals are at odds with one another and must be balanced in making recommendations.

Plainly, the present system is far from optimal in terms of equity, simplicity, incentives, and minimal interference with educational judgement. The Task Force, believing that the recommendations outlined above are a substantial improvement in each of these respects, commends them to the President and the University community.

V. IMPLEMENTATION AND EVALUATION

The recommendations contained in this report reflect in part an awareness of ever-changing demands for admission, resource limitations, and the changing knowledge of the qualities that predict various kinds of performance, curricular changes, and the need by society for various kinds of expertise. The recommendations also reflect the commitment by the University of Minnesota through Regents policy to serve students from all social, economic and demographic attributes of the state's population.

The Task Force recognized that its recommendations would be useful in improving access to the University's instructional facilities only to the extent that the University community participates and commits itself to their implementation. In particular, the Task Force was aware that the admissions decision-making power has been properly delegated by the Regents to the government of each college. It was also cognizant of the limitations placed upon the development of individual college admissions requirements which require that they be consistent with the Regents, the University Senate, the Assembly, and the college rules and regulations,¹ with Federal and State laws and regulations and that they be reasonable and not arbitrary. The decentralization of admissions authority places great responsibility on the colleges, and the Task Force felt that improved access to the University would depend in a significant way on the faculty of the various colleges through their decision-making roles, and closeness

¹ "A Review of Admissions Practices in University of Minnesota Professional Schools", op cit.

to instruction.

Since the University community will want to evaluate the effect of these recommendations on access to the University's instructional programs, the University administration should assume responsibility for seeing that there is continuing review of the implementation and impact of the recommendations.

Recommendation 39

Progress in achieving the foregoing recommendations should be evaluated through a biennial report.



UNIVERSITY OF MINNESOTA

Office of the President
202 Merrill Hall
Minneapolis, Minnesota 55455

November 13, 1975

APPENDIX

Letter of Appointment sent to the members of the Task Force on Student Access

Dear Colleagues and Students:

When the Board of Regents in July 1975 adopted "A Mission and Policy Statement for the University of Minnesota," it committed us to review the question of student access. As you may know, I asked a small group of administrators along with Mark English of the Twin Cities Student Assembly in September to summarize some of the relevant policy issues and to inventory data available for subsequent study. This group has completed its assignment.

To move to the crucial phase of our review, I want to appoint a high level Task Force on Student Access to make recommendations to me by March 15, 1976. The Task Force should review present and possible policies, procedures, programs and funding that affect student access to the University of Minnesota, including the Twin Cities Campus and each coordinate campus. This review should focus particularly upon first entry college admission policies and procedures; transfer practices; tuition (including instructional fee add-ons, per credit hour charges, and financial assistance); and educational programs which relate especially to part-time and transfer students. The Task Force should make recommendations to me about appropriate goals, policies, procedures, and programs for each of these topics. I hope that the Task Force will note if a particular recommendation pertains to a specific campus or collegiate unit or to the entire University System. I have attached specific questions which should guide the work of the Task Force.

When the Task Force begins this review, I am certain that it will want to invite a wide variety of people such as members of the Board of Regents,

Task Force on Student Access

November 13, 1975

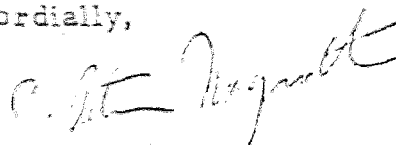
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policymakers in the Executive Branch of the State government, key legislators and aides, and representatives from the Minnesota Higher Education Coordinating Commission and other systems of postsecondary education to present viewpoints. The sessions of the Task Force should also be available to the University of Minnesota community including the Minnesota Daily.

Vice President Frank B. Wilderson, Jr. has agreed to serve as Chairman of the Task Force which will consist of five students, three faculty members, and six administrators. Staff assistance will be provided by David Berg, Director of Management Planning and Information Services; Stanley Strong, Director of Student Life Studies; James Preus, University Coordinator, Admissions, Registration, and Student Records; and James Werntz, Director of the Educational Development Center. Dr. Lucius Ellsworth, Special Assistant to the President, will continue to work on the project until he departs in late December.

Because of the importance of this project, I would appreciate your serving as a member of the Task Force. As we know, this complex topic is one of the most important issues confronting both us and higher education generally. I hope you will participate in our efforts to face the problem imaginatively -- and in the best spirit of a public land-grant university. Unless I hear from you to the contrary, I will assume your willingness to serve.

Cordially,



C. Peter Magrath
President

CPM:djf

cc: Vice Presidents
Dr. Lucius F. Ellsworth
Dr. Jeanne T. Lupton