

PRELIMINARY RECOMMENDATIONS

ON

STUDENT ACCESS

AN INTERIM REPORT

OF

THE TASK FORCE ON STUDENT ACCESS

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

May 6, 1976

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MEMBERS OF THE TASK FORCE

The membership of the Task Force was as follows:

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Tom Fairbanks, student, College of Liberal Arts, and Member, Senate Committee
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James Werntz, Director, Educational Development Center

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Office of Student Life Studies (Stanley Strong; Deborah Seaburg)

Change in Membership

Bruce Mooty replaced Tom Fairbanks who resigned.

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INTRODUCTION

This report has its origins in two related sources. First, in July 1975 the Board of Regents adopted "a Mission and Policy statement for the University of Minnesota" which committed the University community to review the question of student access. The mission statement reaffirmed the University's commitment "to serve the people of the state, wherever they may be, through teaching, research, and public service." The Board of Regents also adopted the following policies that bear directly on the question of access.

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.

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.

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.

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.

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.

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.

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.

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.

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 education and extension programs and through classroom offerings on the several campuses.

Second, in November 1975, President C. Peter Magrath appointed a high level Task Force on Student Access (see Appendix). The President asked the Task Force to make 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:

- a. First entry college admission policies and procedures.
- b. Transfer practices.
- c. Tuition (including instructional fee add-ons, per credit hour charges and financial assistance).

- d. Educational programs which relate especially to part-time and transfer students.

Inherent in the President's charge and particularly in the foregoing topics were the following questions:

- a. Whether a public university has to be and can be accessible to as many students as possible, subject to the limits of resources.
- b. The relationship of tuition levels at private and public institutions and the public's willingness to subsidize public higher education.
- c. Whether admissions policies (to the University and/or specific programs) reflect the projected manpower needs of the State of Minnesota.
- d. Whether the University offers enough class schedules and appropriate courses and instruction for the traditional or regular student.
- e. Whether there are any problems of access associated with organizational size and if so, whether there are ways of compensating for these difficulties.
- f. The need for the Task Force to recommend realistic postures for the University to adopt for the 1970's and early 1980's.

TASK FORCE WORKING GROUPS AND ACTIVITIES

Working Groups

The Task Force met in the month of November to tackle the complex issue of student access. It reviewed the President's charge as well as a list of guiding questions that accompanied the assignment (see Appendix). It became clear that the subject was broad 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 subcommittees, each with specific topics as follows:

Subcommittee A: Types of students and manpower, especially the accessibility of the "non-traditional", women and minority student to the University.

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.

Staff Support: Eli Ndosí

Subcommittee A: Mark English, Chairperson
Bert Ellenbogen
Leon Green
Stanley Strong, Staff Support

Subcommittee B: Richard Bailey, Chairperson
Stanley Kegler
Bruce Mooty
Marilyn Rossman
James Preus, Staff Support

Subcommittee C: Donald Harriss, Chairperson
William Hueg
Kristan Wegerson
James Werntz, Staff Support

Subcommittee D: Arthur Williams, Chairperson
Roxann Goertz
Stephen Granger
Frank Sorauf
David Berg, Staff Support

ACTIVITIES:

The review phase for the Task Force lasted from November, 1975 to February, 1976. The entire Task Force met once a month to discuss major issues, and listen to presentations by staff and leaders in the area of post-secondary education.

Among those who addressed the Task Force were, Dr. Richard Hawk, Executive Director, Minnesota Higher Education Coordinating Commission and Dr. Phillip C. Helland, Chancellor, State Board of Community Colleges.

The subcommittees met as often as possible under the leadership of the chairpersons. These subcommittee meetings provided an opportunity for the members to focus and review their topics and in so doing helped to refine and react to the questions and charge of the Task Force. Subcommittees invited guests and staff to their meetings to make presentations on specific

topics. A common finding among the subcommittees was that some of the issues involved in the access question could not be quantified and that value judgments had to be made in order to arrive at a recommendation.

An important link among the subcommittee activities was provided by the weekly staff meetings where discussions and information exchange took place regarding progress and problems arising out of the Task Force groups. In this way both the chairperson of the Task Force and subcommittee chairpersons were kept informed of ongoing Task Force activities.

One of the outcomes of subcommittee discussions and deliberations was the development of working papers. These papers expressed tentative positions and recommendations on the topics assigned to the subcommittees. The positions and recommendations in these papers formed the basis for the decision phase of the Task Force.

The preliminary recommendations contained in this report reflect the intense discussions that took place in the months of March and April. The whole Task Force met five times during this period to discuss and debate specific recommendations. The recommendations were also examined in subcommittee meetings.

LIMITS AND LIMITATIONS

In reviewing the access question the Task Force faced the constraints imposed by the practical considerations of time and the complexity of the access issue. It was therefore necessary for purposes of coming up with the preliminary recommendations of this Interim Report to define a feasible area of inquiry with regard to the number of academic programs to be covered and topics to be reviewed.

Specifically, the recommendations on access contained in the report

do not deal with the following important programs: Graduate School; the five professional programs¹ in Dentistry, Law, Medicine at Duluth, Medicine at the Twin Cities Campus and Veterinary Medicine; Continuing Education and Extension. Also, in mid-February, 1976, it was decided to target the preliminary recommendations on two key topics related to access, viz.:

1. The mix of students (e.g., the range of social, economic and demographic attributes of the state's population) that the University should seek in the late 1970's and early 1980's; other things being equal, the admissions criteria on which the University should base its access decisions.
2. The kinds of tuition and student aid policies that the University should pursue in the late 1970's and early 1980's.

The Task Force will continue its work and plans to give a more comprehensive report in the near future. The remaining issues are given in Part III of this report.

ORGANIZATION OF THE REPORT

This report is organized into four sections. A brief listing of each section's contents is as follows:

Introduction

Part I. Access and Admissions Policy

- Selection criteria and probability of success.
- Information about academic programs for students.
- Socio-economic and demographic characteristics of students.
- Family income, high school ability scores and locked-out students.
- Non-resident and Foreign students.
- Age distribution age shifts and the admission of adult students.
- Transfer students.
- Minority student enrollment, recruitment and retention.
- Overall admissions strategy.

¹Some of the access questions have been reviewed in "A Review of Admissions Practices in University of Minnesota Professional Schools", A report of a special committee chaired by Vice President Frank B. Wilderson, Jr., February 6, 1976.

Part II. Access and Tuition Policy

High versus low tuition and the economic need threshold.
Merit scholarships.
Differential tuition rates and tuition as a constant proportion of cost.
Non-resident tuition as a uniform proportion of cost.
Time and some student classifications as poor bases for tuition differentiation.

Part III. Implementation and Evaluation

Part IV. Remaining Work of the Task Force

Summary.
Academic programs and delivery.
Graduate School, professional schools and Continuing Education and Extension.
Women and part-time students.
Organizational size.
State manpower needs.
Tuition and financial assistance.

ACKNOWLEDGEMENT

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 clerical staff in the Office of the Vice President for Student Affairs (Jean King; Janice McKenzie; Tom Oechsler; Carol Plocher; Doris Sharitz; Roxanne Vaughn) deserve great credit for handling the typing and other clerical functions that went into producing this report.

I. ACCESS AND ADMISSIONS POLICY

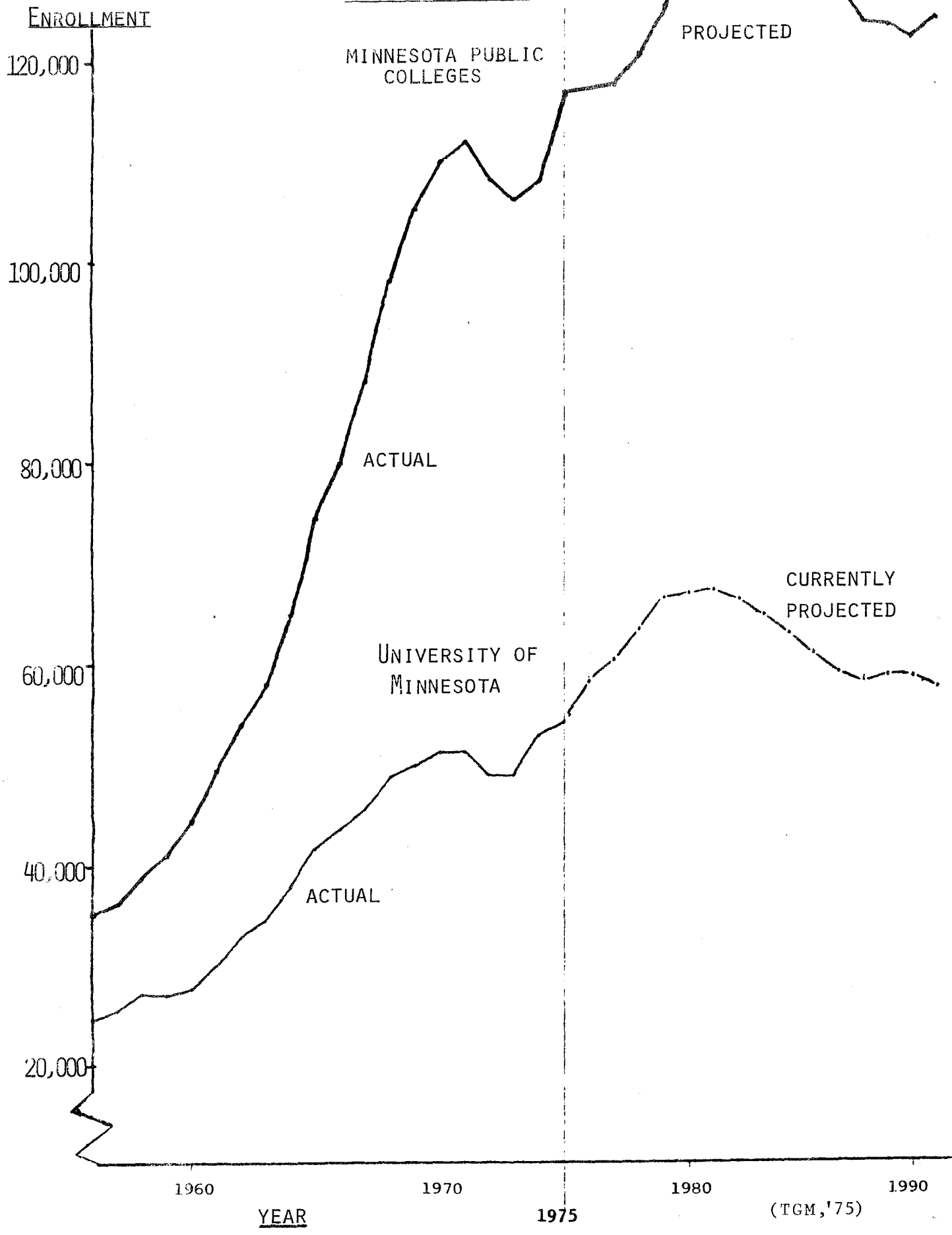
A. Preamble

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.

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.

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.

TOTAL ENROLLMENTS



(TGM, '75)

B. Selection Criteria and Probability of Success:

To consider access to instructional opportunities at the University, one must consider both whom we are serving in terms of social demographic and ability characteristics and how well we are serving them. Whereas access cannot be studied only by determining the extent to which the University serves all potential prospective students, neither can it be studied only in terms of whether admitted students progress through the institution at a rapid rate with high grades.

1. Overview:

The present admission strategy used by undergraduate colleges is reasonable and efficient, but alternative strategies may accomplish somewhat different objectives and should be considered.

- a. Current admission standards are based on a lower limit or "threshold" on specific measures. All applicants who meet the threshold are admitted.
- b. The measures on which applicants are evaluated are validated by demonstrating their ability to predict college grades and/or graduation from the college.
- c. The measures serve an "advisory" function for students, indicating to them and their counselors the likely level of their achievement if admitted.
- d. We probably cannot improve much on our ability to predict grades by using more complex measures.
- e. Current measures correlate positively with socio-economic status.
- f. The threshold is set on the basis of the number of students to be accommodated, with some attention to the probability of success of those included. The higher it is set, the greater the proportionate number of low socio-economic student excluded.

- g. Alternative and uncorrelated indices of accomplishment exist and should be considered.
 - i. Level of college grades has not been demonstrated to predict non-academic accomplishments following college graduation.
 - ii. Non-academic accomplishments in high school can be shown to be related to similar accomplishments in college, and similar accomplishments in adult life following college graduation.
 - iii. The non-academic accomplishments are parallel in nature to academic achievements but appear to be uncorrelated to them.

2. Current Measures and Their Validity

The measures used to determine freshman admission to University colleges were developed by comparing them with gradepoint averages of students already admitted to the college for whom information was available. In such research, one is always constrained by the fact that students have been admitted to the college on the basis of the measure in question or one very similar to it. The recent change in the Minnesota Statewide Testing Program provided an opportunity to review somewhat new measures for University students. The basic relationships between predictor and criterion variables is far from precise, as Table I demonstrates. For example taking a typical correlation from the table, such as $R = .40$, success in predicting academic success based on High School Percentile Rank (HSR) and test scores is improved by about 16% over the success in predicting academic success without using the additional measures. Eighty-four percent of the variance in academic success is unaccounted for. While the improvement in the precision of prediction is useful, it is not high. The accuracy with which one can estimate college grades on the basis of High School Percentile Rank (HSR) is not improved much by the addition of academic ability test scores and high school grades.

Figure 2 shows a similar analysis. Mortenson compared entrance HSR with graduation 4, 5, and 10 years after admission for student who entered the University in the College of Liberal Arts in 1965. The higher the HSR at the time of admission, the more likely that the student will have graduated at any time over the subsequent ten years.

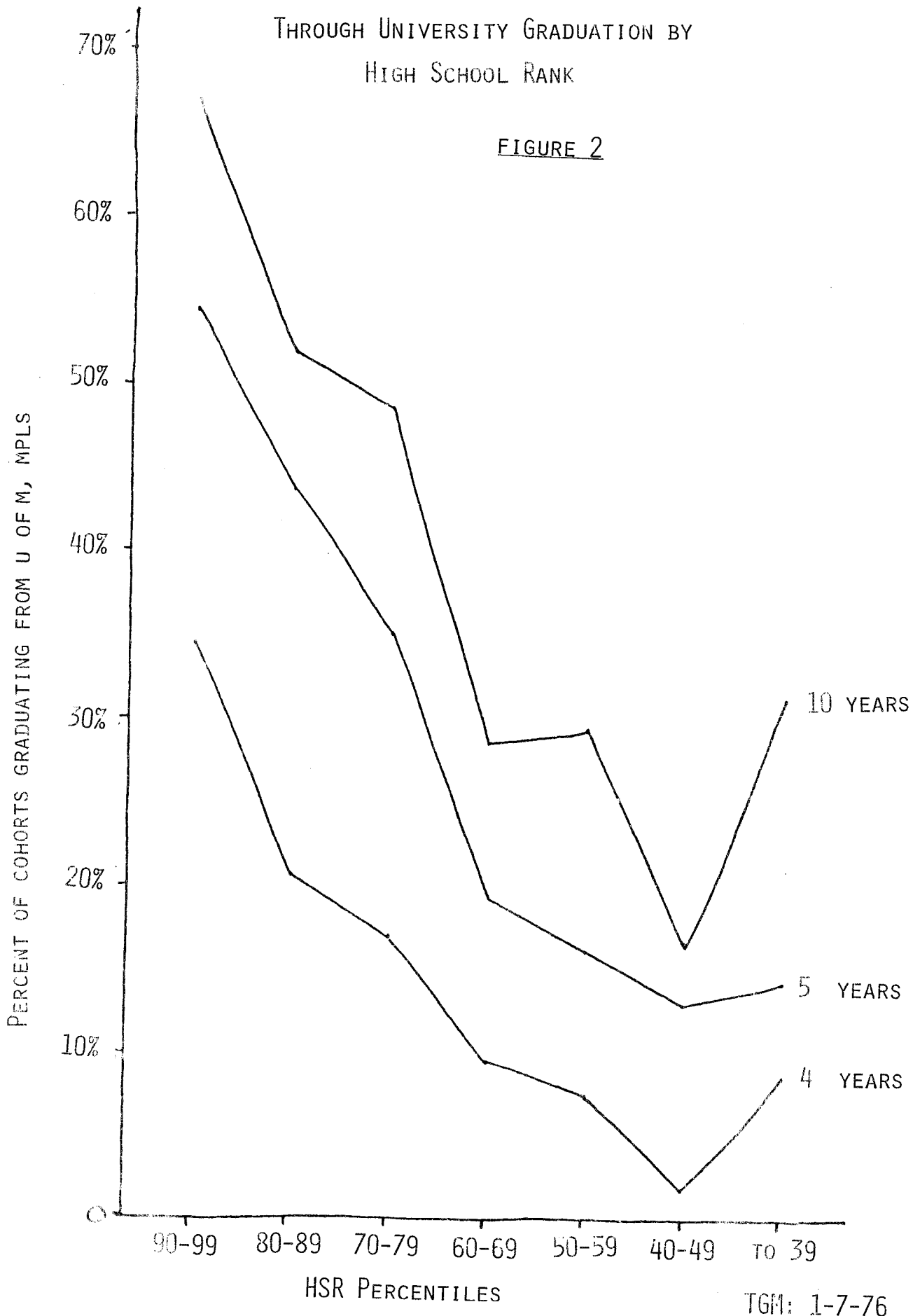
A difficulty with high school rank and scholastic achievement selection instruments is the differential performance on these measures by minority students. Table 2 shows the percentages of native American, black American, Spanish surnamed American, Asian American and caucasian American high school juniors who score above arbitrary cut-off scores on PAR, (a combined index of HSR, verbal scores, and math scores). At a cut-off score of 140, only 16% of American Indian students, 20% black students, and 21% of Spanish surnamed students are eligible for admission with this threshold while 45% of Asian American students and 48% of caucasian American students are eligible. Scholastic aptitude tests and HSR indices are biased against some culturally different students and for such students alternative methods of estimating potential success in addition to these measures should be sought.

The hope is often expressed that the validity of measures will be improved by interviews or clinical evaluations. The evidence, beginning with an early study of admission by statistical versus clinical methods at the University of Minnesota² is discouraging on that point. Psychologists with extensive information do no better than simple estimates using

² Sarbin, T.R. "A Contribution to the Study of Actuarial and Individual Methods of Prediction", American Journal of Sociology, 48; 593-602, 1942.

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

FIGURE 2



TGM: 1-7-76

Table 2

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

Cutoff value greater than or equal to	American Indian	Asian American	Black	Spanish American	Caucasian
235	0.0%	1.0%	0.0%	0.0%	.1%
225	0.0%	4.0%	0.0%	1.0%	.8%
215	.4%	6.9%	.6%	1.0%	2.5%
205	.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 who had HSR and PSAT or SCAT scores available are included (PAR = HSR + Verbal Minnesota score + Math Minnesota score).

statistical combinations of previous achievement and test scores.

The admission requirement should be thought of as an institution's commitment to provide access to a pool of students with a certain expected overall level of academic success in college. Though admissions requirements are poor predictors on an individual-by-individual basis they are the best measures for admitting to the University those most likely to achieve good grades.

3. Admission Requirements and Who Chooses the University

Within the University's freshman colleges, there is some diversity in the standards which freshmen applicants for admission must meet. Table 3 shows different levels of selectivity.

One would expect such standards to affect such closely related variables as High School Percentile Rank (HSR). The effect on HSR distributions is shown in Figure 3. Two general types of curves appear: 1) curves which slope up to the left reflecting admissions of numerous students from the lower half of the HSR distribution, and 2) curves which slope up to the right, reflecting admissions of numerous students from the upper half of the HSR distribution. The first set of curves are of these colleges with the least selective admissions policies, the second set of curves are of those colleges with moderately selective and selective admissions policies. Of the moderately selective to selective policy colleges, the Institute of Technology is clearly the most selective. Interestingly, there are no clearly observable breaks in distributions of HSR, even for the colleges which state admission requirements in terms of this variable.

Students sort themselves out on measures closely related to achievement measures. Figures 4 and 5 show distributions of American College Test (ACT) standard score median for freshman men in the College of Liberal Arts and the Institute of Technology. Compared with Liberal Arts, Technology freshman

Table 3

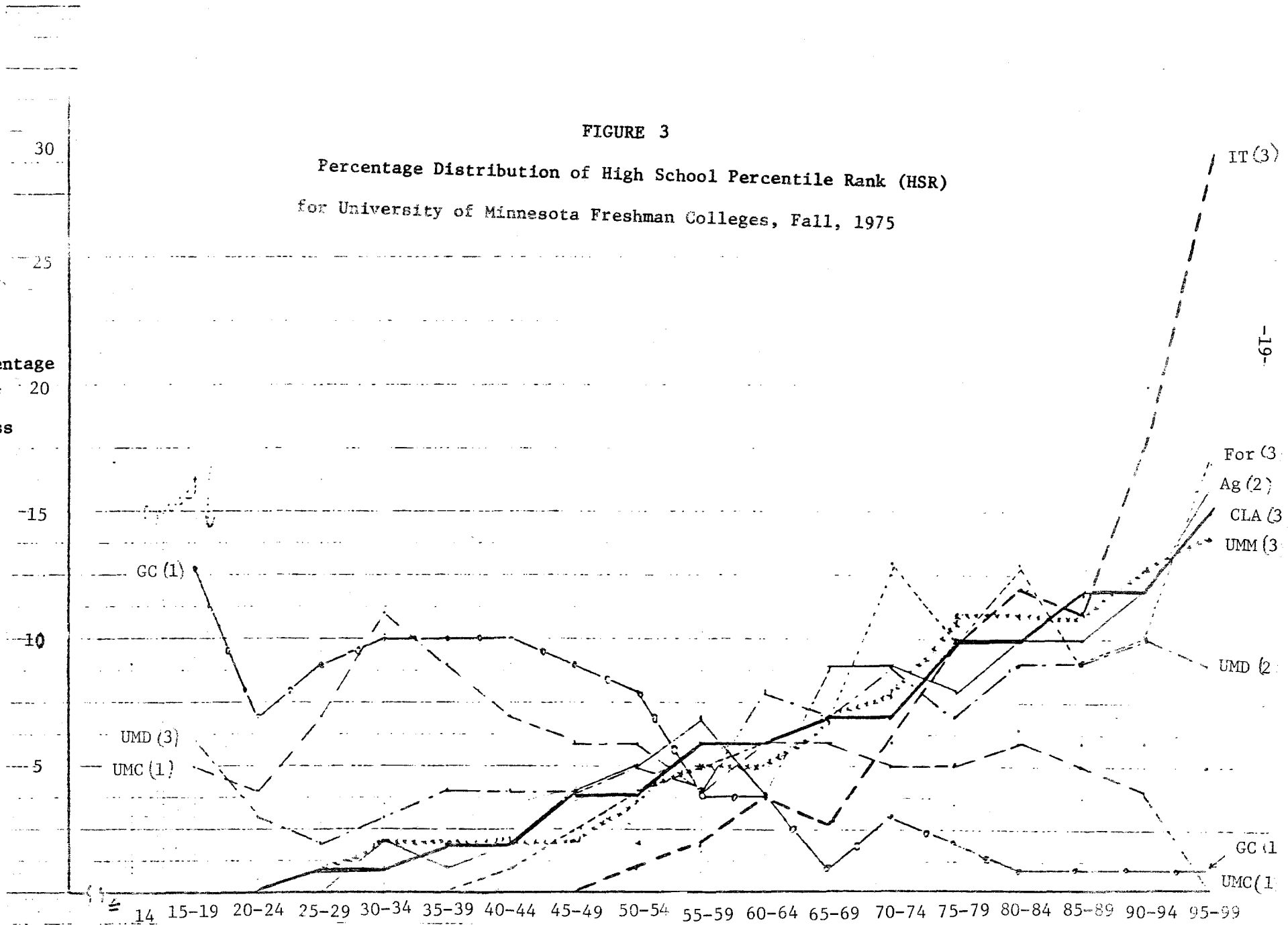
Admission Requirements for Freshman Colleges,
University of Minnesota, Fall, 1975

College	Type of Requirement
1. Least selective:	
Crookston	High School Graduation
General	High School Graduation
Waseca	High School Graduation
2. Moderately Selective	
Agriculture	HSR = 40, higher algebra
Duluth	HSR = 50, automatic admission
Home Economics	HSR = 50, higher algebra
3. Selective	
Forestry	HSR + test
Liberal Arts	HSR + test
Morris	HSR + test
IT	MSR = 75, or HSR + test, $\frac{1}{2}$ math

FIGURE 3

Percentage Distribution of High School Percentile Rank (HSR)
for University of Minnesota Freshman Colleges, Fall, 1975

Percentage
of
Class



High School Rank Percentile in Five-Part Intervals

FIGURE 4
 MEDIAN STANDARD SCORES ON FOUR A.C.T. SUBTESTS
 C.L.A. FRESHMAN MEN, 1963-75

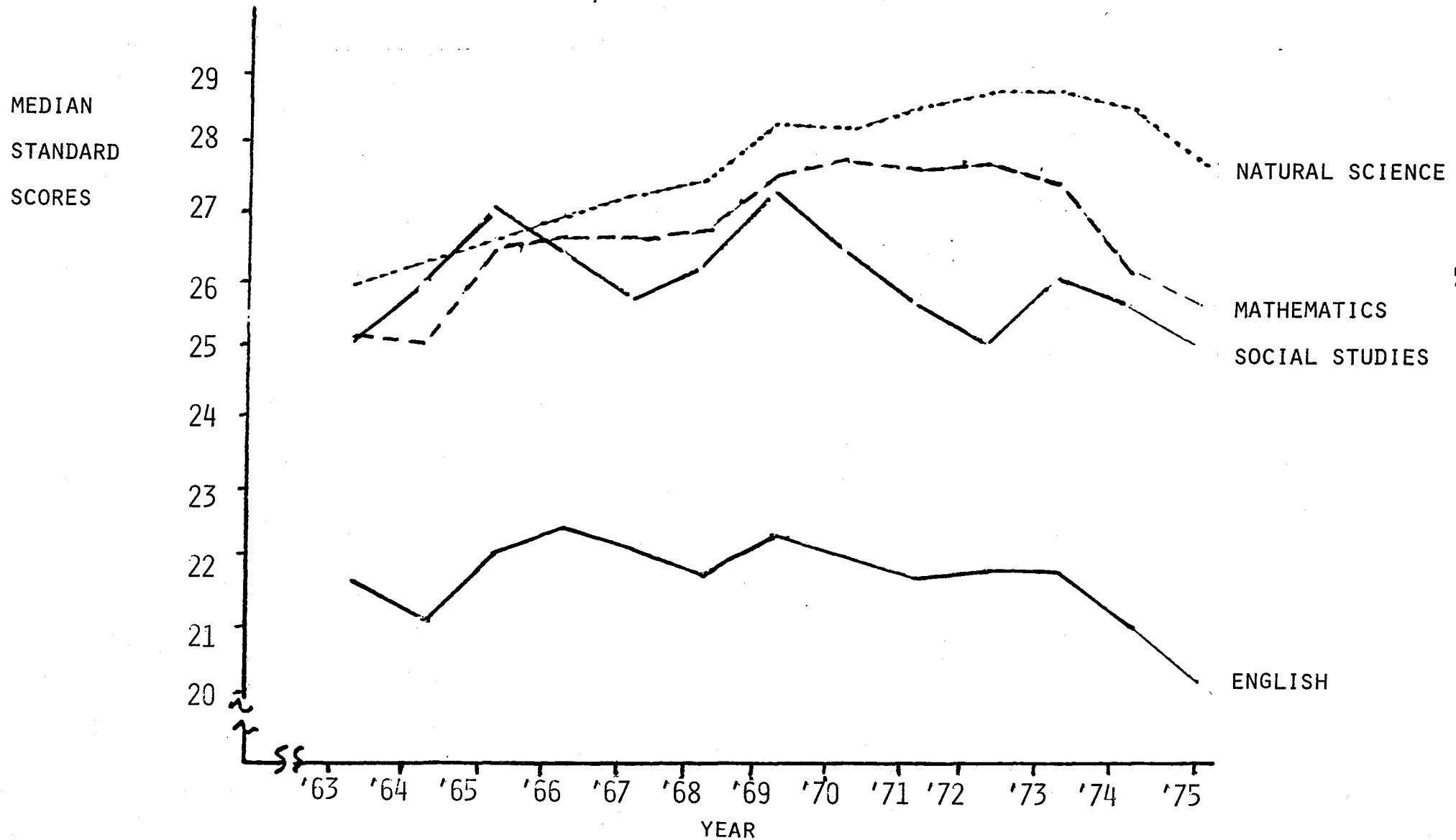
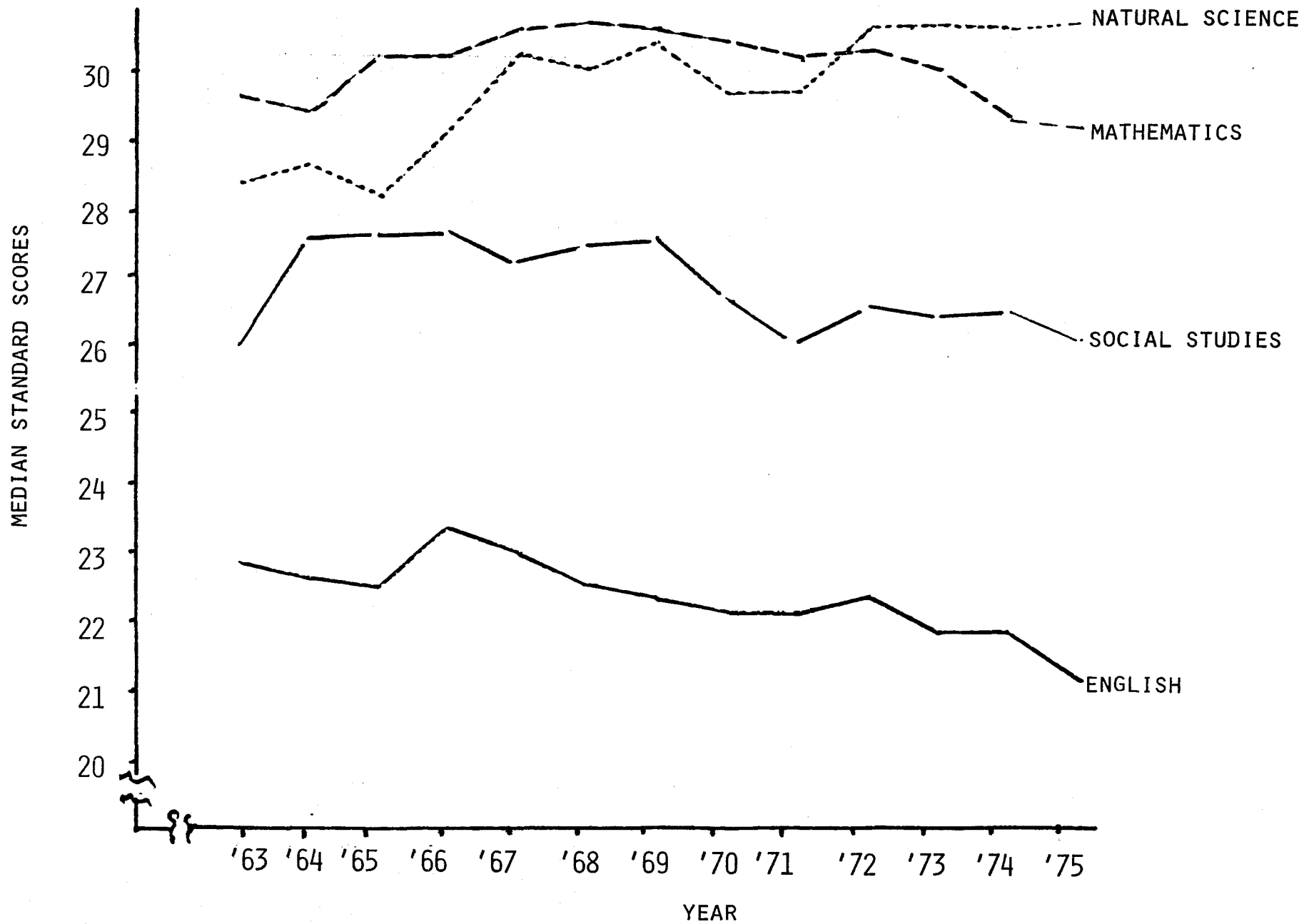


FIGURE 5

MEDIAN STANDARD SCORES ON FOUR A.C.T. SUBTESTS
FOR INSTITUTE OF TECHNOLOGY FRESHMAN MEN, 1963-75



men who have considerably higher mathematics and natural science median scores, as is appropriate to the curriculum in Technology. But above the minimum for admission, Technology does not require high scores on such tests, students sort themselves out.

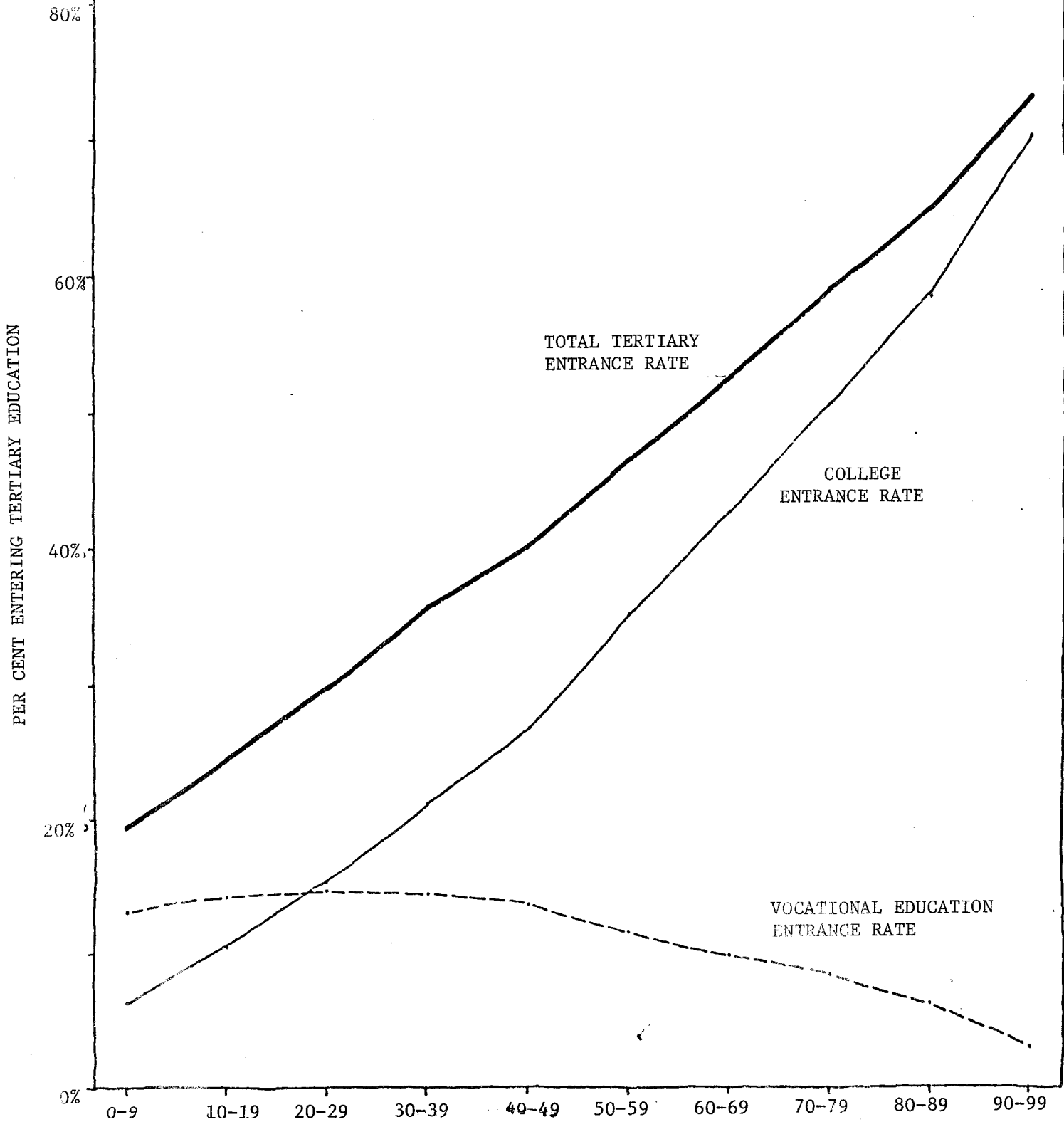
One aspect of the distribution of HSR in Figure 3 needs further consideration; why are the distributions for selective colleges such that greater numbers of students with high HSR's are admitted? By definition, there are an equal number of high school graduates in the state within each decile of HSR. One might, therefore, expect a "flat" distribution of HSR above the admission threshold; not so. Mortenson shows (Figures 6 and 7) that there is a direct relationship between ability test score and the likelihood that a student will go on to tertiary education after high school. This proclivity for high High School Rank students to go on is what causes the upturn on the high end of University distributions of High School Rank and ability tests for students entering selective colleges.

University freshmen are more likely to have chosen the University as first or second choice for post high school education than students who attend other post-secondary systems, as shown in Table 4.

The other determinants of college choice for students who meet admission criteria are neither clear nor predictable. Tables 5 and 6 show information on parental occupation and student expectations about financing college costs for University freshmen. Parental occupation seems to be related to both the area of the state from which the college draws and the program the student enters. For example, parents of the students at Crookston and Morris as well as parents of students in Agriculture and Home Economics are more likely to own or manage farms than parents of students at other freshman-admitting colleges; parents of students at UM Duluth

Figure 6

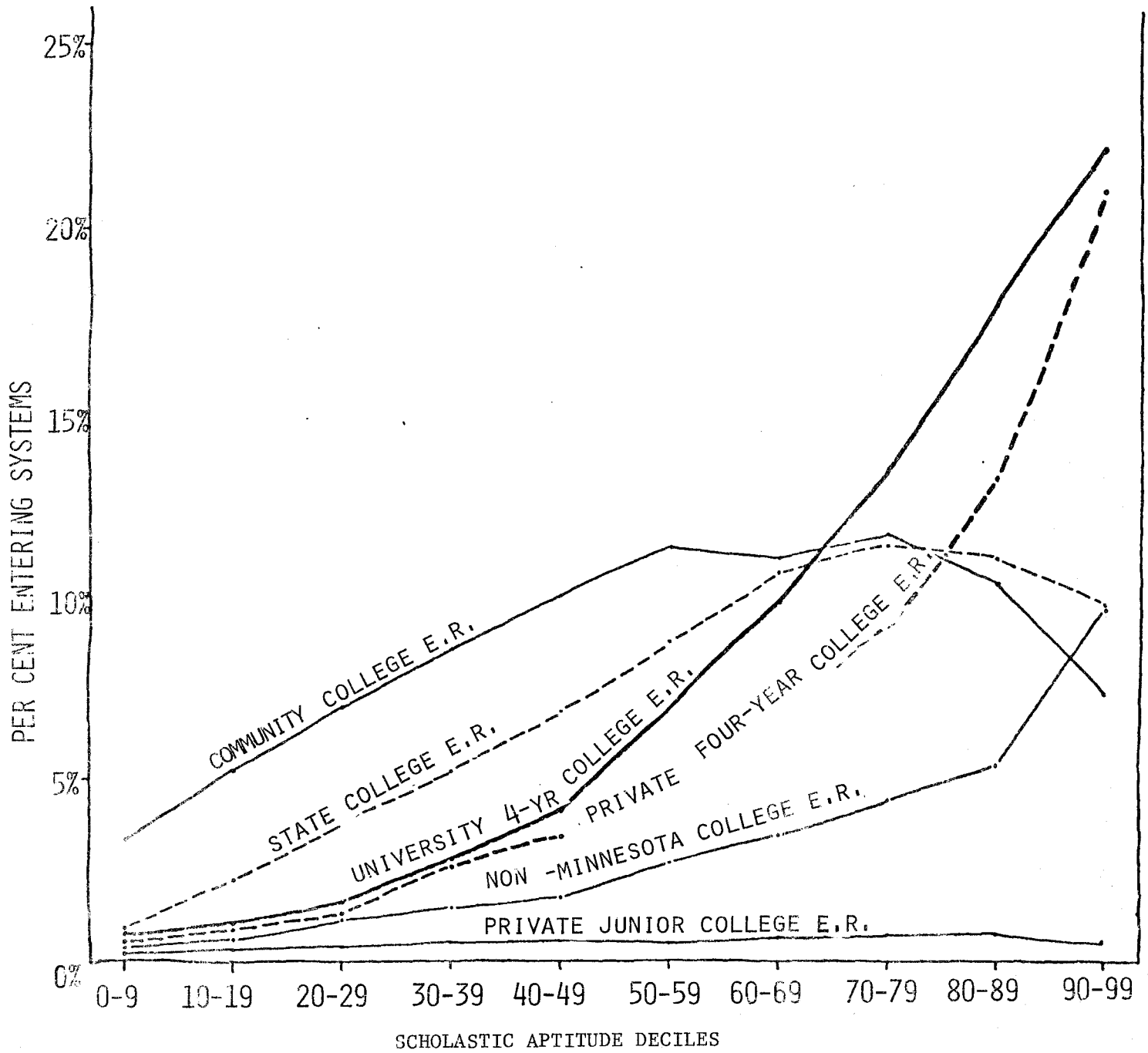
Minnesota Tertiary Entrance Rates by
Scholastic Aptitude, 1972



SCHOLASTIC APTITUDE DECILES
SOURCE: 1972 MSAT DATA BASE

Figure 7

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



SOURCE: 1972 MSAT DATA BASE

Table 4
Percentages of 1972 High School Juniors Who Entered
First or Second-Choice Post-Secondary Programs,
by Higher Education Institutions

Institutions	Per Cent
University of Minnesota	
Total 4-year	65
Liberal Arts	77
General	65
Technology	84
Education	77
Agriculture	82
Forestry	86
Home Economics	66
Duluth	39
Morris	27
Crookston	16
Non Minnesota Colleges/Universities	57
State Colleges	46
Area Vocational-Technical Institutes	42
Community Colleges	40
Private 4-year colleges	38
Private Junior Colleges	17

(from Mortenson, 1974)

Table 5

Parental Occupation for Freshmen Entering
University Colleges, Fall, 1975

Occupations	College								
	Crkstn	Genrl	Ag	Dulth	HEcon	CLA	Forst	Morris	IT
Professional	6	18	26	24	31	23	25	18	29
Managerial	9	25	14	12	11	33	13	15	30
Office/Clerical	4	7	1	4	6	7	3	4	6
Sales	8	13	8	13	12	12	1	6	7
Own/Manage Farm	37	3	20	2	17	3	-	25	2
Skilled	13	15	9	27	4	13	9	15	18
Semi-skilled	6	6	9	4	8	4	21	5	4
Unskilled	8	1	3	2	1	1	7	5	-
Other	10	11	11	11	10	6	19	7	3

Table 6

Percentage of fall, 1975, freshmen who Expect to
Receive at Least Some Financial Assistance from

Source of Support	One of Several Sources								
	Crkstn GC		Colleges			CLA	For	UMM	IT
			Ag	UMD	HEc				
Family	69	51	74	na	77	71	80	73	75
Work	55	41	53	na	47	52	53	58	54
Savings	58	43	72	na	53	63	66	66	74
Loan	42	17	32	na	19	18	19	51	19
Scholarship	29	20	41	na	27	31	36	56	43
Other	12	17	8	na	7	6	9	4	3

are more likely to be in semi-skilled occupations. Expectation of financial support appears not be related in any orderly way to the level of selectivity of the unit the student enters.

Information about college-going rates for families of different incomes supports the assertion that raising entrance thresholds will exclude a proportionately larger percentage of low income students. The evidence³ is that socioeconomic indicators are correlated with test scores to a higher degree than they are with HSR.

To summarize, our present measures select students in ways which reflect overall statewide college-going patterns, and students "sort themselves out" in ways related to both the geography and academic programs of freshmen colleges they seek to enter.

4. Academic Performance and Other Criteria:

Measures used to admit students are developed on the basis of their ability to predict who will get good grades. There is evidence that the level of college grades is not related to adult accomplishment in a variety of occupations.⁴ Of course, a minimal level of academic achievement is necessary for the student to complete a college degree so as to enter one of the occupations which were investigated; however, studies of graduates in business, teaching, engineering, medicine, scientific research, and some other occupations have not found expected relationships between adult accomplishments and the level of college grades.

³Berdie, Ralph F., and Hood, Albert B., Decisions for Tomorrow, Minneapolis, University of Minnesota Press, 1965

⁴Hoyt, Donald P., The Relationship between College Grades and Adult Achievement, A Review of the Literature. 1965 American College Testing Program, Research Reports, #7

On the other hand, there is evidence that adult accomplishment is related to similar high school accomplishment for college graduates.

Munday and Davis⁵ 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 academic talent".

⁵Munday, L.A. and Davis, J.C. Varieties of Accomplishment after College: Perspectives on the Meaning of Academic Talent. Iowa City, American College Testing Program, Report #62, 1974

Summary correlations between various measures are presented by Munday and Davis and reported here in Table 7.

Table 7

Summary Correlations between Various Measures as
Presented by Munday and Davis, 1974:

Variables	Correlation	
	men	women
R between ACT Composite Scores and College gpa	.39	.34
Median R between high school grades and college gpa	.28	.29
Median R between high school accomplishments & college gpa	.12	.08
Median R between ACT Composite scores and adult accomplishments	.07	.08
Median R between high school grades and adult accomplishment	.02	.01
Median R between high school accomplishments and respective adult accomplishments	.25	.18

The correlations, based as they are on measures with restricted ranges (e.g. high school grades in four academic areas) are low. They are based on large numbers of students at various institutions and their statistical significance simply indicates a theoretical difference between academic and non-academic accomplishment. The interpretation is clearly that academic achievement is related to academic achievement and non-academic accomplishment is related to non-academic accomplishment, but the two run in parallel, with one not predictive of the other.

Our admission thresholds are based on measures which do not predict academic performance with great precision, and there are questions about the relevance of the criteria on which they were validated; moreover, since there is evidence of alternative forms of accomplishment that are unrelated to academic achievement, we should design new measures in a period of critical

enrollment pressure to reflect an interest in identifying and admitting students likely to demonstrate accomplishments in the University community in ways other than those measured by grades.

Recommendation 1: 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 goal(s) 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 cultural groups for whom traditional measures are biased alternative methods of evaluating the probability of success should be used in addition to traditional measures to determine admissions.
- D) 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 factors such as originality, creativity, motivation, and participative attitude.

C. Information about Academic Programs for Students

The Task Force believes that the University of Minnesota has educational, moral, legal and economic obligations 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. This belief makes no judgment about the merits of liberal and career education. Rather, the Task Force believes the relative emphasis between these alternatives and within the liberal education guidelines of the University should be left to the student. Some will opt for a heavy career preparation in one of the professional colleges while others will choose the course of liberal education. The institution's obligation is to provide students with information they need to make informed choices among such options as: whether or not to attend college; which college to attend; and in what program of study to enroll.

1. Student and Citizens Expectations of the University

Students come to the University of Minnesota with a variety of objectives which they expect to fulfill during or as a result of their college experience. Data collected by the Statewide Testing Program gives some insight into the reason why students come here. In 1969, Minnesota high school juniors were asked: "Give your chief reason for making the plans (to attend college)". In the Fall Quarter of 1970, of 5455 University of Minnesota freshmen who had planned to attend college as high school juniors in 1969, 60% reported that their primary reason was "to prepare for a vocation." Another 19% reported that their primary reason was "to get a liberal education." This pattern of responses was similar at Morris (Liberal Arts) and St. Paul (career) and indeed, across all campuses. Table 8 presents the responses for each campus.

The results of a 1975 poll of a representative sample of Minnesota

Table 8

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 9

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

<u>Goals and Activities</u>	Response Percentage [*]			
	<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 for Student Affairs Research Bulletin, May 12, 1975.

citizens by Student Life Studies showed a similar ranking of expectations about the University of Minnesota. 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 9.

The University's moral obligation to provide information follows from its role as a social institution, created and supported by society to serve society's purposes. These purposes are carried out through the enrollment of students in the programs and opportunities of the institution. State policy is that choices among institutions and programs are left largely to the individual student (with the exceptions of admissions standards and enrollment quotas). Prospective and enrolled students are entitled to know what such programs and opportunities have to contribute to the achievement and fulfillment of their objectives and expectations.

2. Federal Regulations for Guaranteed Student Loans

During the 1974-75 school year, University students applied for and received approximately \$6,000,000 in 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 finding employment in their field plus their average starting salaries. The regulations read, in part:

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. However, within such institutions 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.

3. Benefits and Costs of Attending College

The prospective college student faces at least four decisions related to access: 1) whether or not 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, with decisions on the remaining two being made later.

Most of the benefits from college attendance are long-term, while 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 risk-taking abilities. The costs of college attendance have a greater effect on students from lower family income levels than those from higher income levels. Financial assistance has, in fact, been geared largely at minimizing the adverse effects of financial resources.

During the 1960's when the job market for college graduates was strongest, the pecuniary 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 costs of attendance which are frequently paid for out of future earnings through loans.

In order to properly understand 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 pecuniary as well as the non-pecuniary benefits of college attendance, information about careers of University graduates, information about costs, financing, and risks of attending the University and information about curricular and program options.

4. Student Persistence and Attrition

Existing policies of the University have the effect of liberal admission and rigorous retention on students. Students with relatively low probability of success in the University are admitted because some do in fact succeed, and this success cannot be anticipated through

available measures. At the same time, fewer than half of those admitted to Liberal Arts, for example, ever reach graduation within the University.

Information about admissions standards is widely published. Also, in recent years information about students' chances of getting passing grades has been made available, initially through counseling and now directly to students through the Statewide Testing Program. However, the effects of the University's high standards of performance on students' chances of ever reaching graduation and the length of time it takes to reach that stage are not yet known to students. While student persistence has proven relatively difficult to study, the data that is available demonstrate strong relationships between previous academic achievements, scholastic aptitude and other measures, and student graduation, grades and other measures of achievement.

Recommendation 2: The nature of the program and his/her probability of success in that program should be made clear to the entering student.

D. Socio-Economic and Demographic Characteristics of Students:

The University should seek to keep access open to a broad range of students. The dilemma is that selecting only students who will do well academically rules out access for segments of the state's population, primarily those who are poor, minority, and rural.

If we do not keep educational issues before the University community in the form of a diverse student body with whom the faculty must interact, we may soon find ourselves insulated from the educational problems for which this institution should develop solutions. The University, within the state, has expertise which can be brought to bear on the development of new instructional methods, new means to identify talent, and new ways of meeting student needs; it must provide a service to the state through its leadership in solving the problem of how to educate a diverse student body.

The need to provide a receptive competitive climate for transfer students also argues for keeping a mix of freshmen. Were the institution to select only the brightest freshmen, the academic competition might become so keen that transfer students similar to those formerly admitted as freshmen but now coming as transfers from other institutions would face too fast a pace and too competitive a student body.

1. Socio-Economic Characteristics:

The University's four-year colleges now serve a higher percentage of students from high income homes than other state systems and a correspondingly lower percentage of low income family students, as shown in Figure 8.

Father's education is another index of socio-economic status. Table 10 shows changes over 12 years in father's education (and occupation) for CLA freshmen and Table 11 compares father's educational level for freshmen students in the University's four-year colleges with father's educational level for all high school juniors in the state.

FIGURE 8
COLLEGE ENTRANCE RATES BY FAMILY INCOME
AND SYSTEM ENTERED, 1972

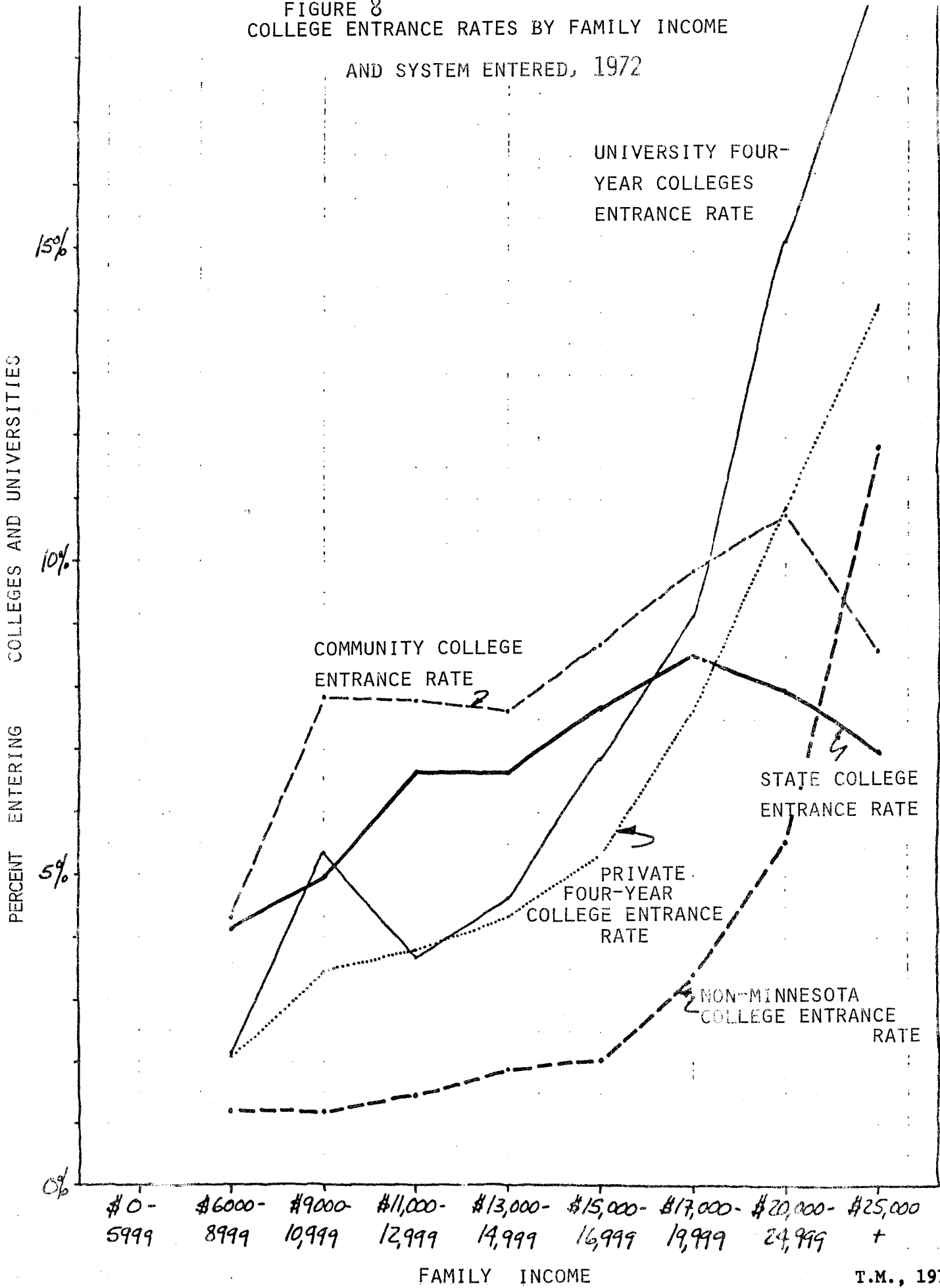


Table 10

Characteristics of Students Admitted as Freshmen to the
College of Liberal Arts in the University of Minnesota

Year	Male	Female /	Female %	Older Than 21% %	Father's Occupation Other Than Professional-Managerial %	Father's Education Less Than High School Graduate %
1963	1590	1665	51	3	72	25
1964	2016	2163	52	3	75	25
1965	2154	2258	51	2	73	23
1966	2200	2243	50	2	74	22
1967	2054	2149	51	2	64	20
1968	2021	2263	53	3	62	20
1969	1712	2125	55	2	60	17
1970	1737	1904	52	3	55	15
1971	1707	1918	53	3	54	14
1972	1519	1730	53	2	53	13
1973	1538	1592	51	3	55	10
1974	1563	1580	50	4	58	10
1975	1561	1674	52	4	44	10

Table 11

A Comparison of University Freshmen in Four-Year Colleges
and all High School Juniors on Educational Level of Father
(from 1972 MSAT Data Base, Mortenson)

Educational Level	UM Percentage	Statewide Percentage
More than one college degree	12	6
College graduate	22	6
Some college	14	9
Business/trade school	10	9
High school graduate	21	26
Some high school	6	12
8th grade	7	20
Some grade school	1	3
No school	-	-
No response to question	6	5

2. Distribution of Minority Students in Minnesota:

An aspect of the state's population is the distributions and percentages of minority groups. Table 12 presents the distributions of ninth grade students by racial group in the 87 counties of the state, based on pupil sight counts in public schools in 1975. Overall, minority students (using these data) comprise 4% of the state's population, with 1.3% blacks, 1.1% native Americans, .5% Spanish-surnamed Americans, and .2% Asian Americans. In 1975, minority students at the University comprised 5% of the total student body, with 2.0% blacks, 1.6% Asian Americans, .9% native Americans, and .6% Spanish-surnamed Americans. Many of the minority students enrolled at the University, especially in graduate and professional programs, are not residents of the state. The partial data available is presented in Table 13 and it suggests that at least 17% of the undergraduate black students enrolled are not state residents.

Another significant fact concerning minority students is their country of origin. Different colleges of the University draw students from somewhat different areas in the state. This is especially significant for colleges which draw many of their students from Minneapolis and St. Paul, where the greatest percentages of minority students originate. The percentages of the total ninth grade minority student populations residing in Hennepin and Ramsey Counties is: 35% native Americans; 94% blacks; 64% Asian Americans; and 61% Spanish-surnamed Americans.

Recommendation 3. 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.

Table 12Distribution of Ninth Grade Racial Populations in Minnesota by County¹

County	Native American %	Blacks %	Spanish Surnamed %	Asian American %	Caucasian American %
Aitkin	0			0	0
Anoka	3	0	4	6	1
Becker	2		0		1
Beltrami	11				1
Benton	0		0		1
Big Stone	0				0
Blue Earth			1		1
Brown				0	1
Carlton	3			0	1
Carver	0	0			1
Cass	5		1		0
Chippewa					0
Chisago				0	1
Clay	1		3		1
Clearwater	2			0	0
Cook	1				0
Cottonwood				0	0
Crow Wing	0			0	1
Dakota	1	1	8	3	5
Dodge			1		0
Douglas	0				1
Faribault			2	0	1
Fillmore	0				1
Freeborn			6		1
Goodhue	0	0	0	0	1
Grant				0	0
Hennepin	28	55	25	45	20
Houston	0				1
Hubbard	2		0		0
Isanti	0			0	1
Itasca	5			1	1
Jackson			0		0
Kanabec	0	0			0
Kandiyohi	0				1
Kittson			1		0
Koochiching	1		0		0
Lac Qui Parle					0
Lake	0		0	0	0
Lake of the Woods				0	0
Le Sueur					1
Lincoln					0
Lyon	0			1	1
McLeod			0		1
Mahnomen	6				0
Marshall	0				0
Martin		0	1		1
Meeker			0		1
Mille Lacs	1	0			1
Morrison					1
Mower				1	1
Murray					0
Nicollet					0
Nobles		0	1		1

Table 12 (continued)

County	Native American %	Blacks %	Spanish Surnamed %	Asian American %	Caucasian American %
Norman	0		0		0
Olmsted		1	0	2	2
Otter Tail	0			2	1
Pennington					0
Pine	1				0
Pipestone					0
Polk	1		2		1
Pope	0				0
Ramsey	7	39	36	19	10
Red Lake	0		1	0	0
Red Wood					1
Renville	1		0		1
Rice					1
Rock					0
Roseau	1			0	0
St. Louis	12	3	1	3	6
Scott	1		0	0	1
Sherburne	0		0		1
Sibley			0		1
Stearns	1	0	0	2	3
Steele			1		1
Stevens	0			1	0
Swift		0			0
Todd					1
Traverse	1			0	0
Wabasha	0				1
Wadena	0	0	0	0	1
Waseca					1
Washington	0	0	4	3	3
Watsonwan	0		1		0
Wilkin					0
Winona	0		0	0	1
Wright	0	0	0		1
Yellow Medicine	1	0			0
No. of Ninth Grade Students	865	992	357	176	75785
% of the Total 9th Grade Population	1.1	1.3	.5	.2	96.9
% of Enrollment in the University of Minnesota in 1975	.9	2.0	.6	1.6	95.0

¹ Based on 1975 pupil sight counts in the public schools of ninth graders.

Table 13

Minority Status of University of Minnesota Students by Residence*

	Black		Amer Ind		Asian Amer		Span Amer		Other**		Total	
	R	NR	R	NR	R	NR	R	NR	R	NR	R	NR
IT	4	0	0	0	7	0	0	0	467	45	478	45
CLA	26	11	5	1	34	3	12	0	2482	186	2559	201
GC	72	10	44	1	10	0	10	0	556	33	692	44
Total	102	21	49	2	51	3	22	0	3505	264	3729	290

Note. Total N = 4019. Does not include 1162 (22%) where minority status was missing or 5 foreign students. Data based only on newly enrolled students in Fall, 1975.

*R = Signifies Resident
NR= Signifies Non-resident

** Includes Caucasian

3/15/76
(Roberta A. Armstrong)

E. Family Income, High School Ability Scores, and Locked Out Students

Certain groups of students appear to be locked out of college attendance in spite of the fact that they seem potentially capable of succeeding in college. It is likely that financial constraints are inhibiting the provision of reasonable access for these students and that the problem is centered in the lower middle income group.

1. The Problem of Students from Lower-Middle Income Families

Table 14 shows the percentages of the total pool of high school graduates associated with the 1972 MSAT Data Base who entered neither military service nor any tertiary educational program. The percentages are shown by ten deciles of ability scores on the MSAT test and nine family income levels (a matrix of 90 cells). While progressions in non-entrance percentages are in general as expected, i.e., from high to low income and from high to low ability, the degree to which low income seems to be associated with non-entrance in the 50th through the 79th MSAT percentiles is significant. In the decile 60-69, for example, there is a difference of nearly two to one in the non-entrance rate associated with variation in family income. At the lowest income level, 56% of students in the eighth decile did not enter college or the military, while a comparable level of non-entrance is seen in the highest income level at the second decile.

2. University Enrollment and Lower-Middle Income Students

Table 15 indicates the percentages of students in each MSAT-income cell enrolled at the University of Minnesota. Again the anomaly of inadequate access for capable students in lower middle income cells appears. The University enrolls substantially less students in the 7th through 10th deciles of ability scores and with family incomes between \$11,000 and \$15,000 (1972) than would be expected if uniform

access opportunities were being provided. If access in these cells had been similar to that in the next lower income class, approximately 226 additional students would have enrolled at the University.

3. Minority Students

Minority students also pose a special access problem. Data presented in Table 2 above show that native American, black, and Spanish-surnamed American students score lower on academic ability and high school rank indices than do caucasian and Asian American students. Also, minority racial status is often associated with lower economic status. Without special efforts to attract minority students, the representation of blacks, native Americans and Spanish-surnamed Americans at the University would be and to some extent is a serious access problem.

Recommendation 4. Our recommendations for changing access to effect changes in the student mix involve the attraction of certain students who meet the conditions of Recommendation 1 above but who would not go on to college without some special effort:

- A) The financially disadvantaged;
- B) Ethnic and racial minority students.

Unless additional resources can be found, this would be done by selecting a smaller proportion of other students in the applicant pool.

Table 14
 Percentage of Total Freshman Pool Who Did Not
 Enter Any Tertiary Institution or The Military (N=66,792)
 1972 MSAT Data Base

		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	**	100%	100%	**	**	-0-	**	**	**	**	67%
F	\$6,000-\$8,999	81%	76%	77%	71%	69%	62%	58%	56%	38%	28%	69%
A	\$9,000-\$10,999	80%	77%	70%	64%	64%	60%	50%	42%	40%	32%	61%
M	\$11,000-\$12,999	80%	78%	71%	67%	61%	58%	52%	48%	40%	29%	61%
I	\$13,000-\$14,999	82%	76%	74%	67%	62%	57%	51%	46%	40%	28%	61%
N	\$15,000-\$16,999	81%	77%	69%	66%	60%	53%	50%	41%	36%	27%	57%
C	\$17,000-\$19,999	83%	77%	69%	63%	57%	51%	47%	39%	35%	26%	52%
O	\$20,000-\$24,999	74%	68%	66%	59%	56%	46%	41%	35%	27%	23%	44%
M	\$25,000+	72%	56%	52%	47%	47%	36%	30%	31%	28%	26%	36%
E												
	TOTAL	80%	75%	70%	64%	60%	53%	47%	41%	35%	26%	55%
	Range	11%	22%	25%	24%	22%	26%	28%	25%	13%	9%	33%

*Less than 1/2%

**Empty Cell

Table 15
 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	\$9,000-\$10,999	*	*	1%	2%	4%	4%	7%	14%	15%	19%	5%
M	\$11,000-\$12,999	-0-	*	1%	1%	3%	3%	6%	8%	10%	16%	4%
I	\$13,000-\$14,999	1%	1%	1%	2%	3%	5%	6%	9%	11%	17%	5%
N	\$15,000-\$16,999	1%	1%	2%	2%	3%	6%	9%	12%	16%	21%	7%
C	\$17,000-\$19,999	*	1%	2%	3%	4%	8%	10%	13%	20%	22%	9%
O	\$20,000-\$24,999	2%	4%	2%	7%	9%	11%	17%	20%	26%	27%	15%
M	\$25,000+	5%	3%	7%	9%	10%	18%	21%	21%	27%	26%	19%
E	TOTAL	1%	1%	2%	3%	4%	7%	10%	13%	18%	22%	8%
	Range	5%	4%	7%	8%	10%	16%	16%	14%	21%	11%	17%

*Less than 1/2%

**Empty Cell

F. Nonresident and Foreign Students

The enrollment of non-resident and foreign students is shown in Table 16. The non-resident figures include reciprocity students who are treated as Minnesota residents and whose enrollment has increased.

1. Reciprocity Programs

The current reciprocity programs allow residents of Wisconsin and North Dakota to attend Minnesota public post-secondary educational institutions and pay in-state tuition. Minnesota residents may attend Wisconsin and North Dakota schools on the same basis. The programs also provide for special consideration for admission to most University

Table 16

Numbers and Percentages of Non-Minnesota Resident Students at the University of Minnesota, Fall, 1975

	<u>Numbers</u> <u>Non-Resident</u>	<u>Total</u>	<u>Per Cent</u> <u>Non-Resident</u>
Twin Cities			
Freshmen	669	7186	9.3
Sophomores	694	7676	9.0
Juniors	625	7918	7.9
Seniors	602	8838	6.8
Adult Specials	279	2470	11.3
Professional	629	3050	20.6
Graduate (inc. UMD)	3742	8073	46.4
Coordinate Campuses			
Freshmen	257	3457	7.4
Sophomores	149	2437	6.1
Juniors	71	1347	5.3
Seniors	51	1448	3.5
Adult Specials	39	537	7.3

of Minnesota colleges on a "space available" basis (i.e., residents of North Dakota and Wisconsin receive second preference using resident admission criteria).

The Minnesota-Wisconsin program has been in effect since 1969 and has grown from an exchange of 100 students in the 1969-70 academic year to over 1000 students in the 1974-75 school term. The greatest concentration of Wisconsin students is in CLA with 1100 students (40% of the Fall '75 enrollment). Approximately one-third of all CLA non-resident students are students on the reciprocity program. The program has also attracted students to all colleges of the University, including the professional schools.

A new interstate tuition compact has been negotiated with North Dakota for 1975-76. For Fall '75 there were approximately 150 North Dakota students enrolled on the Twin Cities campus. The numbers of students from North Dakota attending the University in the next few years is likely to increase as the program becomes better known and more efficient.

2. Foreign Students

Foreign students have remained fairly stable in number over several years. Information on Table 17 comes from tallies of numbers of students served by the International Student Adviser's Office. As can be seen from Table 17, the numbers of foreign students are lower for 1975 because data collection has been improved. Though historical information is not available, it is likely that the number of foreign students who transfer to the University from other U.S. institutions is increasing.

3. Summary

The non-resident population decreases slightly with class at the undergraduate level, but the proportions of special students, professional students, and graduate students are larger. The low proportion

Table 17

Numbers of Foreign Students Served
by the International Student Adviser's Office

	New Students				Continuing Students			Total Students			
	<u>Under-graduate</u>	<u>Graduate</u>	<u>Special</u>	<u>(Total)</u>	<u>Under-graduate</u>	<u>Graduate</u>	<u>Special</u>	<u>Under-graduate</u>	<u>Graduate</u>	<u>Special</u>	<u>Total</u>
1970-71								297	1287	77	167
1971-72	not available										
1972-73								(not available)			167
1973-74	132	220	15	(367)	391	888	19	523	1108	34	166
directly from abroad	- - - - -	- - - - -	- - - - -	- - - - - 254							
transfers from other U.S. institutions	- - -	- - -	- - -	- - - 113							
1974-75	132	208	18	(358)	448	813	33	580	1021	51	165
directly from abroad	- - - - -	- - - - -	- - - - -	- - - - - 236							
transfers from other U.S. institutions	- - -	- - -	- - -	- - - 122							
1975-76	133	209	30	(372)	410	689	25	543	898	55	146
directly from abroad	- - - - -	- - - - -	- - - - -	- - - - - 247							
transfers from other U.S. institutions	- - -	- - -	- - -	- - - 125							

Note: Not included are Vietnamese immigrants (30 in 1975), English language program students (49), and 14 other special foreign students.

of undergraduates is further explained by new reciprocity agreements which increasingly bring Wisconsin and North Dakota students to the University.

The institution is more a national resource at the graduate level, and reciprocity agreements may be a useful tool to increase the distribution of graduate students to institutions where scarce resources can be made available to interested students.

Recommendation 5. 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 at this time of increased enrollment pressures to expand our efforts in recruiting foreign and other non-Minnesota undergraduates.

G: Age Distribution, Age Shifts and the Admission of Adult Students

University undergraduate students come primarily from the 18-23 year-old population, but the range of ages is wide. Table 19 shows the distribution of ages on the various University campuses. Variability in ages increases with University class, so that even though 53 per cent of Twin Cities freshmen are 18 years old, only 42 per cent of seniors are 21 (the age one might expect seniors to be if students progress through the four years in a uniform manner). Thirteen (13) per cent of seniors are 25 and older.

Much of the University's expertise is in instruction in day school teaching programs with typical full-time students. Adults, when they enter those programs, add to the learning environment. This past year, the few senior citizens who have entered traditional classes have been viewed positively by instructors, as shown by responses to a questionnaire sent to winter quarter instructors (Table 18).

Table 18

Response by 32 University instructors to the question: "How would you evaluate the interaction of the senior citizen students and other class members?"

excellent	10
good	11
fair	5
poor	1
practically none	1
no response	4

The changes in age distribution which are taking place come from advanced standing and adult special students. The freshman age, shown in Figure 9, has changed over the past several years as well, suggesting a "stop-out" phenomenon advocated by the Carnegie Commission on Higher Education a few years ago. The more significant change which affects overall campus age distributions is shown

in Table 20 which shows that the percentage of new advanced standing and new adult special students 25 years of age and older has increased significantly in undergraduate colleges on the Twin Cities campus over the past few years.

Trade-offs are involved in admitting older students if doing so excludes younger students. The Task Force does not want to solve this dilemma only in terms of economic advantage which may accrue to younger students. The older, mid-career student may well improve both his/her own situation and potential contribution to society by a modest investment of his/her time and University resources in further education.

Building new and innovative programs to meet non-traditional instructional needs of older students is another issue. The development of innovative new programs might best follow demonstration of significant demands for such new instruction rather than precede it as a means of attracting more older students. If increased funding is available so that new programs are not competitive, it should be sought. Otherwise, University resources should be directed toward ongoing programs which older students might find useful.

Recommendation 6. The Task Force believes that increasing the number of adults on campus should be an objective and should represent marginal change in University access policy, particularly when such students wish to take advantage of ongoing 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.

Table 19

UNIVERSITY OF MINNESOTA ENROLLMENT BY AGE AND LEVEL

	Fall, 1974 TWIN CITIES									
	16 or younger	17	18	19	20	21	22-24	25-29	30-34	35+
Freshmen	39	959	3625	842	413	190	368	199	74	69
Sophomores	3	29	865	3749	2067	649	674	399	88	90
Juniors	4	1	24	805	3068	1245	805	406	117	80
Seniors	2	0	9	55	1026	3496	2687	741	181	150
Adult Specials	19	13	9	18	52	122	724	951	438	370
Professional	1	0	0	5	52	211	1511	566	77	39
Graduate	2	0	0	0	28	259	2727	3195	1046	612
Total	70	1002	4532	5474	6676	6172	9496	6467	2021	1410

Table 19 (continued)

	16 or Younger	17	18	19	20	21	22 to 24	25 to 29	30 to 34	35+
Freshmen	1	163	1049	178	50	30	53	22	9	7
Sophomores	0	2	148	829	163	46	55	17	5	13
Juniors	0	1	4	132	640	107	60	37	9	13
Seniors	2	0	1	4	149	589	296	52	3	20
Adult Specials	1	4	4	16	28	46	72	97	32	62
Professional	0	0	0	0	0	0	16	11	11	22
Graduate	0	0	0	0	0	13	85	62	18	19
TOTAL	4	170	1206	1159	1030	831	637	298	87	156

DULUTH

Freshmen	1	69	422	68	11	4	12	4	3	0
Sophomores	1	1	33	258	55	12	14	6	1	1
Juniors	0	0	0	43	193	41	5	8	0	1
Seniors	0	0	0	4	50	148	49	4	1	3
Adult Specials	0	5	0	4	0	4	2	5	3	10
TOTAL	2	75	455	377	309	209	82	27	8	15

MORRIS

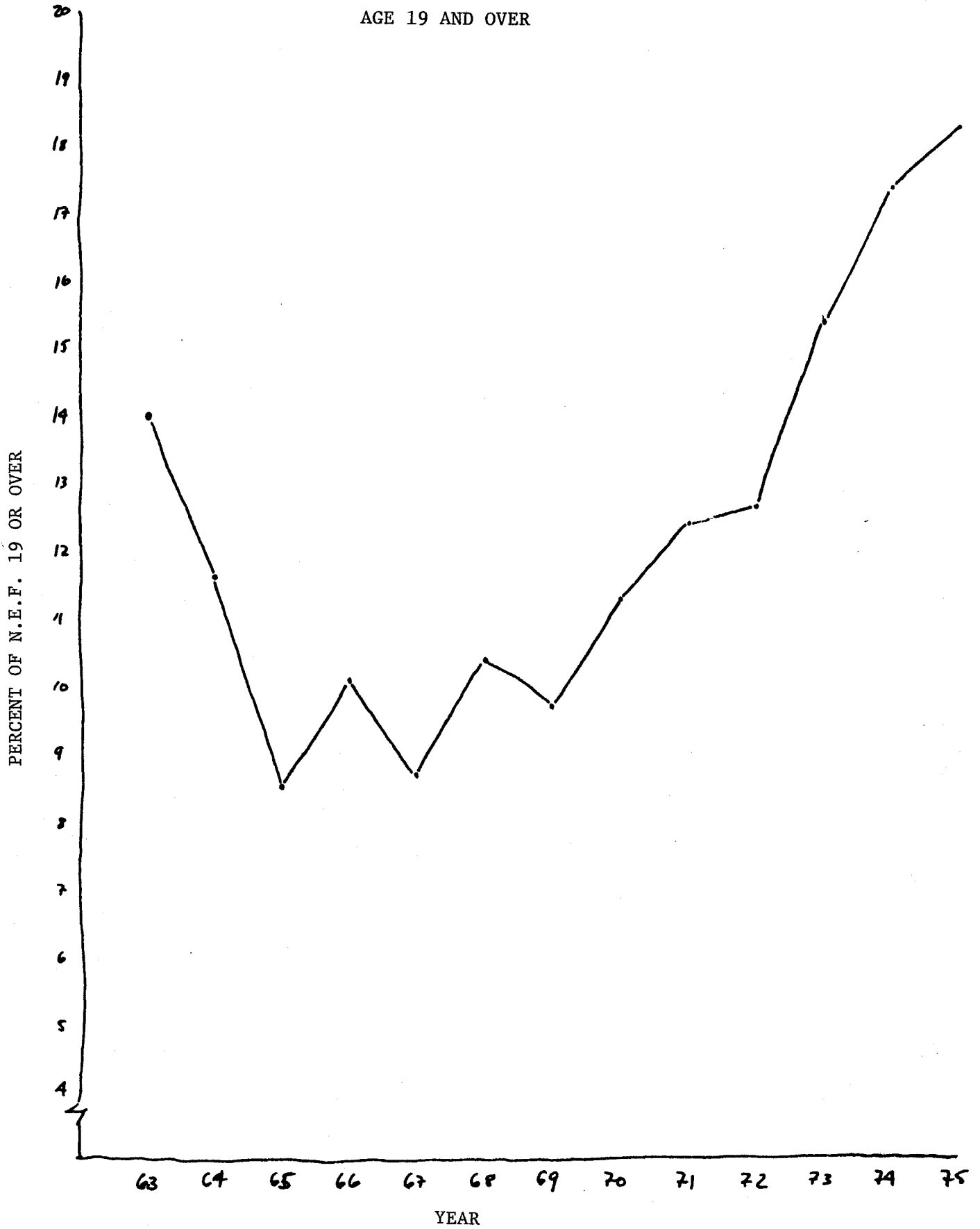
Freshmen	0	33	202	57	22	8	16	5	2	1
Sophomores	0	0	23	157	77	19	33	11	4	3
Adult Specials	4	3	6	4	1	0	9	20	14	117
TOTAL	4	36	231	218	100	27	58	36	20	121

CROOKSTON

Freshmen	0	28	196	42	16	4	17	4	1	0
Sophomores	0	0	20	109	30	7	15	6	1	1
Adult Specials	0	0	0	2	1	3	3	8	8	12
TOTAL	0	28	216	152	47	14	37	18	10	13

WASECA

PERCENT OF UNIVERSITY OF MINNESOTA
NEW ENTERING FRESHMEN TO ALL COLLEGES
AGE 19 AND OVER



SOURCE: ADMISSIONS AND RECORDS

TGM: 1-4-73

Table 20
 Percent of NAS, AS Students Aged 25 and Over*
 University of Minnesota

<u>Fall of</u>	<u>New Advanced Standing</u>								<u>Adult Specials All Campuses</u>
	<u>AFHE</u>	<u>BUS</u>	<u>ED</u>	<u>IT</u>	<u>CLA</u>	<u>GC</u>	<u>DUL</u>	<u>MOR</u>	
1963	4	0	21	5	4	4	19	36	69
1964	4	6	19	12	5	9	7	36	63
1965	8	16	19	4	5	6	2	8	45
1966	5	16	15	8	5	3	10	7	55
1967	7	12	16	7	4	4	11	14	55
1968	7	7	20	7	6	6	10	12	54
1969	7	18	16	5	5	8	11	12	63
1970	6	12	21	8	6	20	10	16	58
1971	8	18	24	13	8	17	11	10	60
1972	9	17	18	13	8	15	8	8	66
1973	10	29	27	11	11	10	15	14	58
1974	10	17	30	8	11	27	10	7	59
1975	11	10	42	12	11	27	13	13	63

*AS: Adult Special
 NAS: New Advanced Standing

Source: Distribution Summaries

H. Transfer Students

The University has taken seriously its responsibility to provide a receptive home for qualified transfer students. The number of transfer students was roughly equal to freshmen until the post-war baby-boom hit higher education in about 1965. With the development of the community college system in the metropolitan area, freshmen enrollments have declined and transfer student enrollments have increased at a dramatic rate; this is shown in Figure 10.

1. Students from Community Colleges

The increase in transfer students coming to the University has come from community college transfers; however, Figure 11 also shows a recent increase in transfer students from private colleges. Grades prior to transfer have been increasing (Figure 12), though that may be partially explained by overall "grade inflation"; grades after transfer to the University have been fairly satisfactory, as demonstrated by Table 21.

Table 21

Average Grades Achieved in University of Minnesota colleges by Community College Transfer Students (1974-75) Compared with Average Grades for All Students in Those University of Minnesota Colleges

<u>UM College</u>	<u>Number of Transfer Students</u>	<u>Transfer Students</u>	<u>All Students</u>	
			<u>Sophomores</u>	<u>Juniors</u>
Business Administration	108	2.45	-	2.611
Education	54	3.19	3.002	3.148
Technology	137	2.69	2.843	2.861
Biological Sciences	27	2.95	-	3.179
CLA - Lower Division	572	2.56	2.847	-
CLA - Upper Division	109	2.87	-	2.994
General	62	2.85	3.187	-
Agriculture	96	2.58	2.810	2.840
Forestry	41	2.49	2.810	2.840

Table 21 (Continued)

<u>UM College</u>	<u>Number of Transfer Students</u>	<u>Transfer Students</u>	<u>All Students</u>	
			<u>Sophomores</u>	<u>Juniors</u>
Home Economics	47	2.85	2.810	2.840
Duluth	196	2.73	2.809	2.936
Morris	25	3.02	3.082	3.229

Large numbers of community college transfer students come into lower division programs at the University as shown in Figure 13. Good information on the reasons as to why this happens is not available, however, a number of such transfer students are using lower division programs, particularly in CLA, to qualify for junior level colleges. They may be quasi-juniors who found transfer before fall quarter convenient, or they may have been unable to complete their prerequisite work at their previous colleges. Given the pressure which exists at the freshman level, it would be appropriate to place some controls on students who might be able to complete prerequisites at their previous colleges, if the alternative for the University is to exclude qualified freshmen.

Recommendation 7. 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.

Figure 10

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

□ Freshmen ■ Transfers

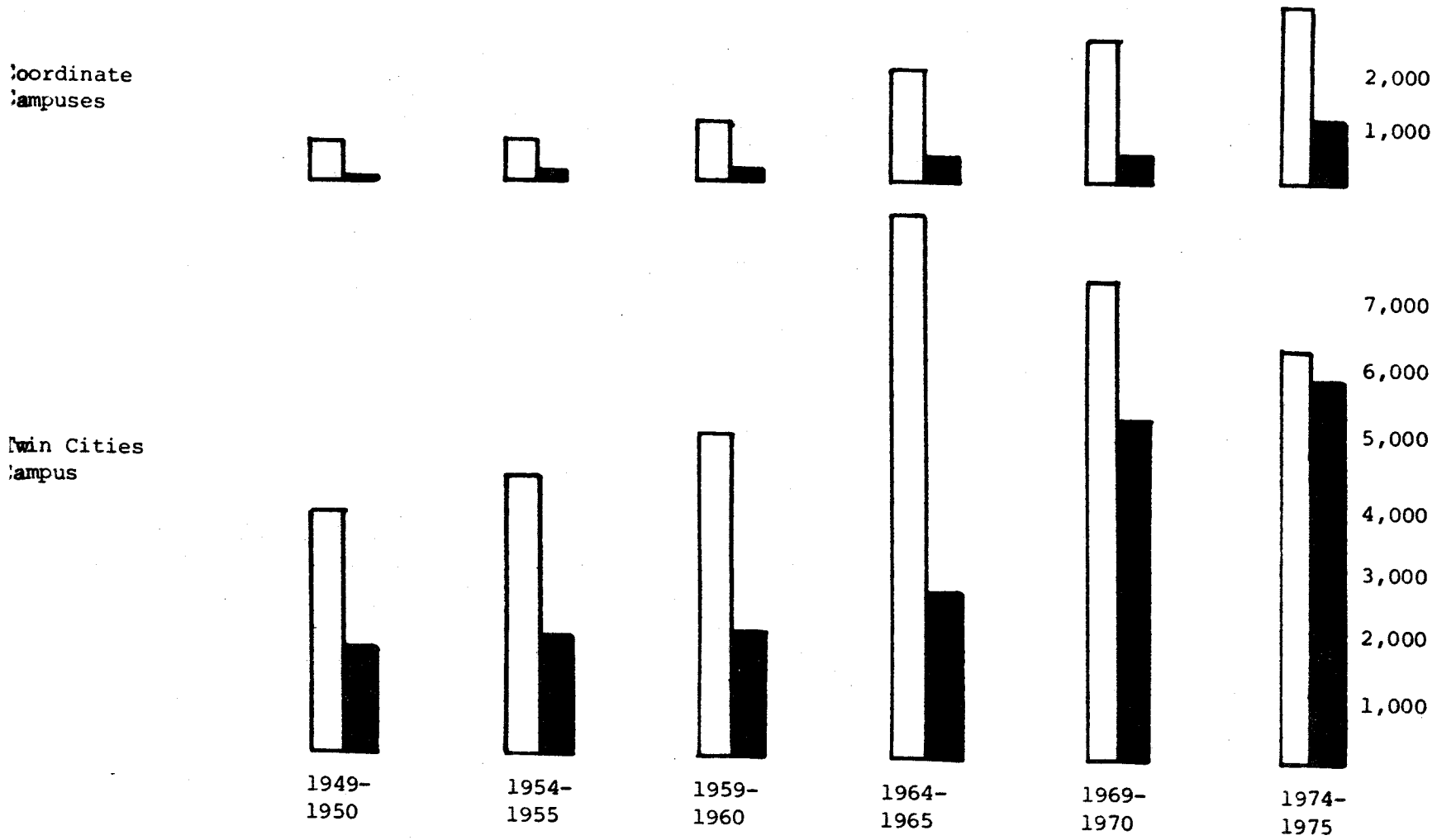


Figure 11

Numbers of Students Who Transfer to Undergraduate
U. M. Colleges, Twin Cities, from Other Minnesota Institutions,
1966-1975 (curves are additive)

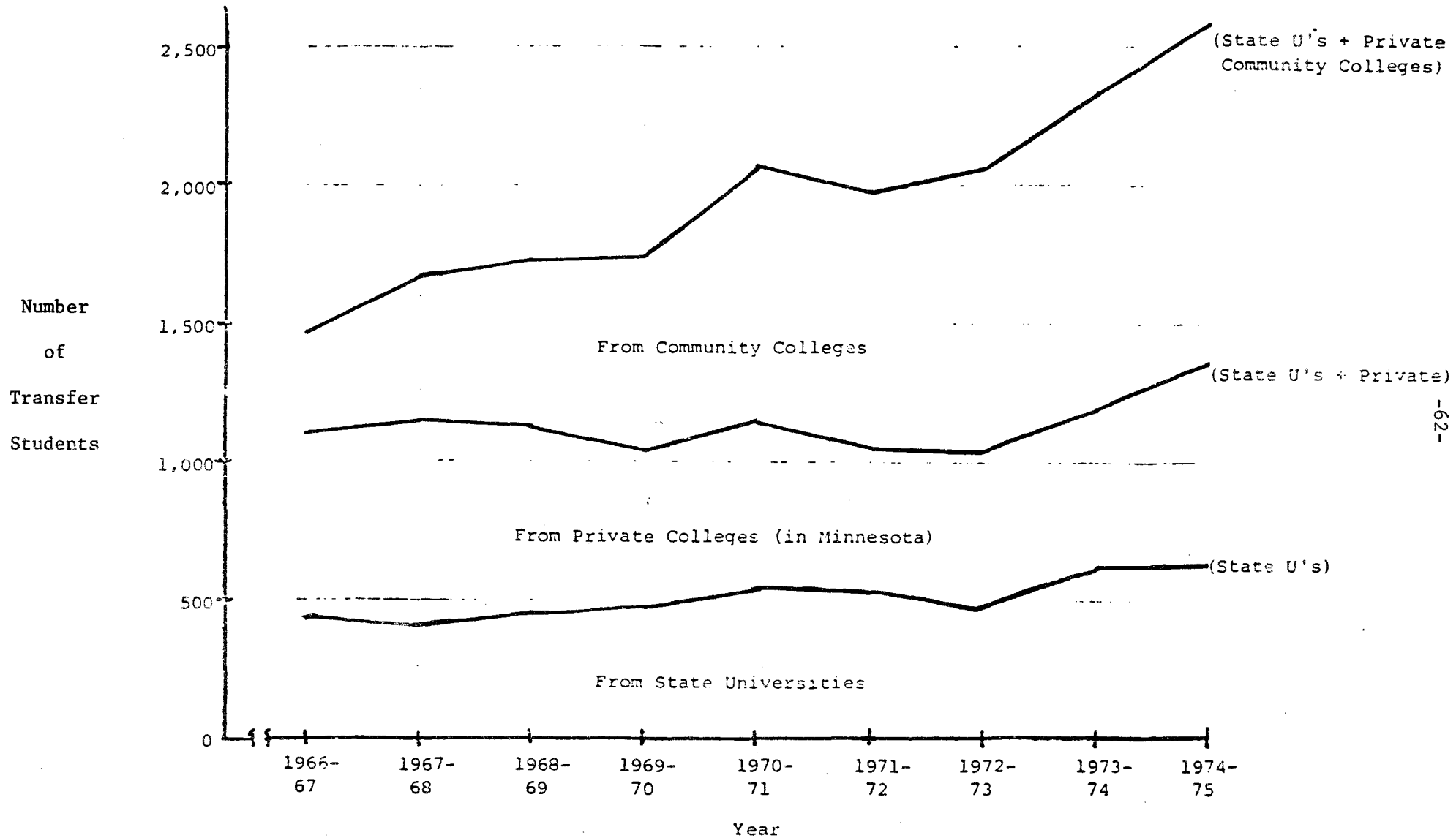


FIGURE 12

MEAN GRADE POINT AVERAGES OF TRANSFER STUDENTS TO
TWIN CITIES UNDERGRADUATE COLLEGES FROM THREE TYPES OF
PRE-TRANSFER INSTITUTIONS

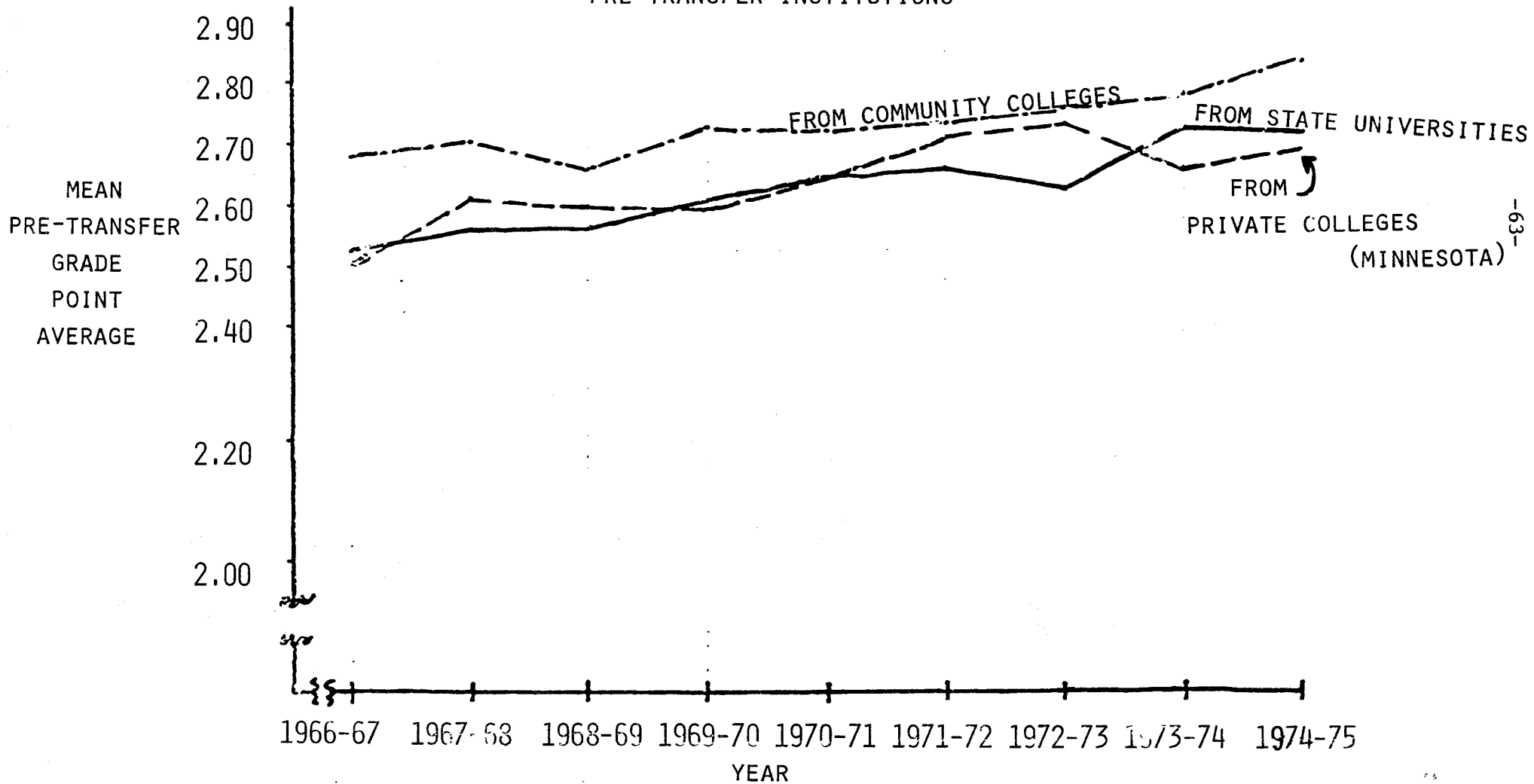
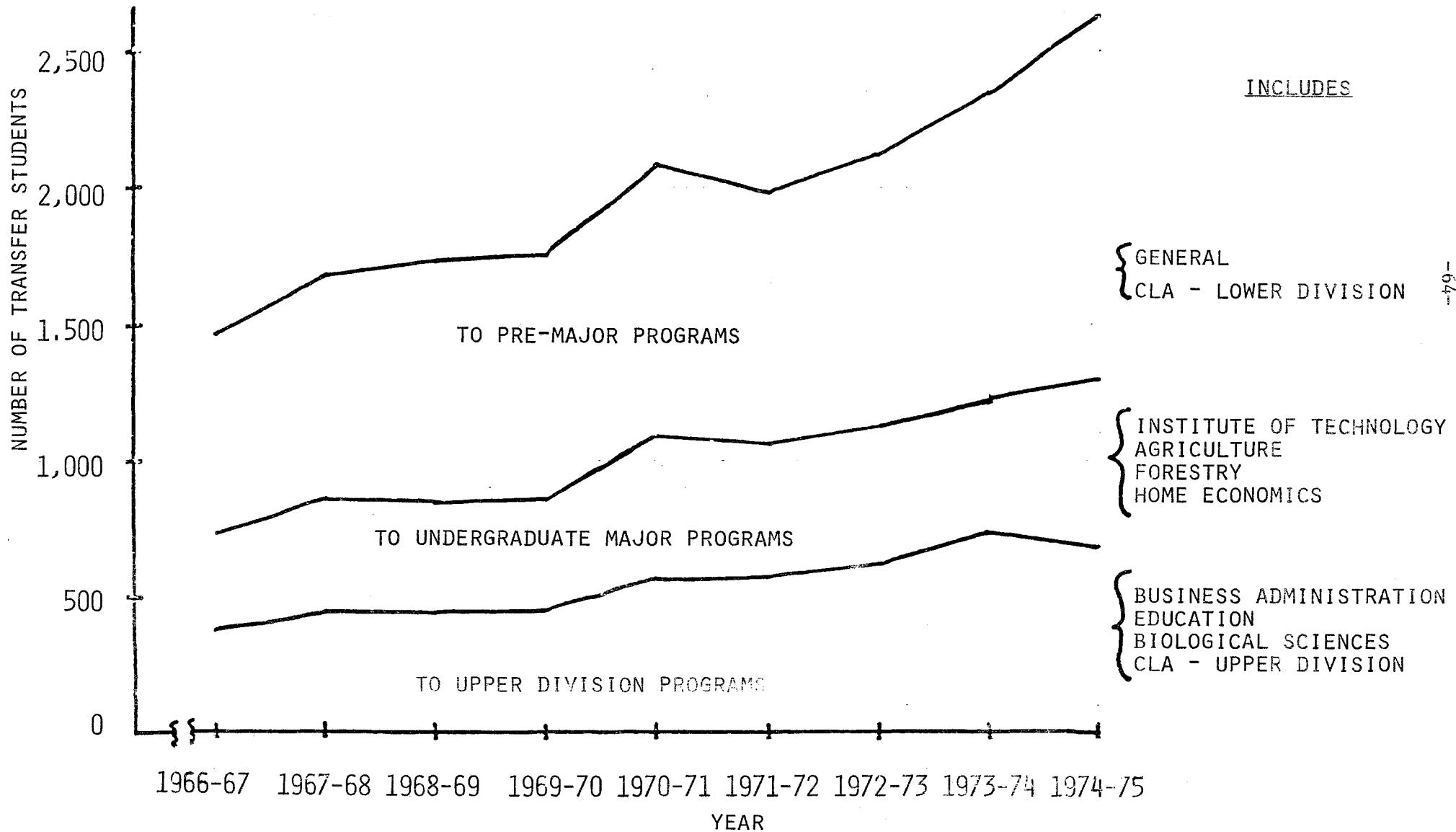


FIGURE 13

NUMBERS OF STUDENTS WHO TRANSFER FROM OTHER MINNESOTA INSTITUTIONS
TO THREE TYPES OF TWIN CITIES UNDERGRADUATE COLLEGES
(CURVES ARE CUMULATIVE)



I. Minority Student Enrollment, Recruitment and Retention

1. Changes in Actual Enrollments

The numbers of minority students enrolled at the University of Minnesota in 1968 and in more recent years are presented in Tables 22 and 23. The tables are organized by campus, minority group, and year. The figures for the first years are questionable as they are based on projections from student self-reports at registration that were completed by only 40% of the students. The percentages of students completing the self-reports has steadily increased to around 90% in the last three years.

The number of minority students has increased steadily the last three years. On the Twin Cities Campus, the number of Blacks increased between 1973 and 1975 from 776 to 987; Native Americans from 239 to 400; Spanish-surnamed Americans from 202 to 228; and Asian Americans from 650 to 757. The Duluth and Morris campuses show similar increases, although in much smaller numbers as would be expected given the sizes of their student bodies. The only exception is in the number of Spanish-surnamed Americans at Duluth, which decreased from 16 to 8 between 1973 and 1975.

Total enrollment in the University system increased between 1973 and 1975. Table 24 shows minority student enrollment as a percentage of total enrollment from 1968 to 1975. For the most part, between 1970 and 1975 the percentage of Black student enrollment on all campuses has not varied significantly from 2.0%. The percentage of Native Americans enrolled has held relatively constant on the Twin Cities (around .8%) and Morris Campuses (around 1.0%), but has increased between 1970 and 1975 at Duluth from .6% to 1.2%. The percentage of Spanish-surnamed American students enrolled has generally decreased on all campuses. For example, the

Table 22

Number of Black, Native American, Spanish Surnamed and Asian American Students
at three University of Minnesota Campuses by year from 1968 to 1975

Campus and Minority Group

YEAR	Twin Cities					Duluth					Morris				
	Total Students	Blacks	Native Amer.	Spanish Sur.	Asian Amer.	Total Students	Black	Native Amer.	Spanish Sur.	Asian Amer.	Total Students	Black	Native Amer.	Spanish Sur.	Asian Amer.
1968	37867	1150	308	168	324	4644	189	28	24	44	1211	28	9	2	8
1969	37292	744	294	376	224	4461	14	27	0	5	1544	31	22	29	25
1970	38883	743	325	267	558										
1971	37199	713	252	221	500	4816	23	49	28	29	1659	43	15	1	1
1972	40805	776	239	202	650	5584	23	44	16	54	1656	38	13	2	1
1973	42970	937	383	227	720	5518	33	53	7	119	1559	33	18	1	6
1974	45265	987	400	228	757	6162	33	74	8	108	1593	37	20	2	5

Blanks indicate no data available

Table 23

Number of Black, Native American, Spanish Surnamed and Asian American Students
at two University of Minnesota Campuses by year from 1968 to 1975*

Campus and Minority Group

Year	Crookston					Waseca				
	Total Students	Black	Native American	Spanish Surname	Asian American	Total Students	Black	Native American	Spanish Surname	Asian American
1968	341	2	0	1	0					
1969										
1970	388	3	1	1	0					
1971										
1972	634	0	6	0	1	309	0	1	0	0
1973	765	1	5	0	1	406	0	0	0	0
1974	851	16	14	0	1	536	0	2	0	16
1975	930	11	17	0	0	705	0	7	2	11

Blanks indicate no data available

Table 24

Percentage of Total Student Population of Black, Native American,
Spanish Surnamed and Asian American Students at Three
University of Minnesota Campuses by Year from 1968-1975

Campus and Minority Group

YEAR	Twin Cities				Duluth				Morris			
	Black	Native American	Spanish Surname	Asian American	Black	Native American	Spanish Surname	Asian American	Black	Native American	Spanish Surname	Asian American
1968	3.0	.8	.4	.8	4.0	.6	.5	.9	2.3	.7	.2	2.9
1969												
1970	2.0	.8	1.0	.6	.3	.6	.0	.1	2.0	1.4	1.9	1.6
1971	1.9	.8	.7	1.4								
1972	1.9	.7	.6	1.3	.5	1.0	.6	.6	2.6	.9	.1	.1
1973	1.9	.6	.5	1.6	.4	.8	.3	1.0	2.3	.8	.1	.1
1974	2.2	.9	.5	1.7	.6	1.0	.1	2.2	2.1	1.2	.1	.4
1975	2.2	.9	.5	1.7	.5	1.2	.1	1.8	2.3	1.3	.1	.3

Blanks indicate no data available

Table 24

Percentage of Total Student Population of Black, Native American,
Spanish Surnamed and Asian American Students at Three
University of Minnesota Campuses by Year from 1968-1975

Campus and Minority Group

YEAR	Twin Cities				Duluth				Morris			
	Black	Native American	Spanish Surname	Asian American	Black	Native American	Spanish Surname	Asian American	Black	Native American	Spanish Surname	Asian American
1968	3.0	.8	.4	.8	4.0	.6	.5	.9	2.3	.7	.2	1.5
1969												
1970	2.0	.8	1.0	.6	.3	.6	.1	.1	2.0	1.4	1.9	1.4
1971	1.9	.8	.7	1.4								
1972	1.2	.7	.6	1.1	.5	1.0	.6	.6	2.0	.9	.1	.1
1973	1.9	.6	.5	1.6	.4	.8	.3	1.0	2.3	.8	.1	.1
1974	2.2	.9	.5	1.7	.6	1.0	.1	2.2	2.1	1.2	.1	.4
1975	2.2	.9	.5	1.7	.5	1.1	.1	1.8	2.3	1.3	.1	.3

Blanks indicate no data available

decrease on the Twin Cities Campus was from 1.0% in 1970 to .5% in 1975. Asian American enrollment has increased on both the Twin Cities and Duluth Campuses. The increase at Duluth was from .6% in 1972 to 1.8% in 1975 and from .6% in 1970 to 1.7% in 1975 at the Twin Cities.

It is difficult to evaluate the state of minority student access to the University without having some idea of what we might reasonably expect minority enrollments to be.

2. Actual and Expected Enrollments

To generate estimates of what minority enrollment might be expected to be (everything else being equal), we obtained the percentages of Black, Native American, Spanish-surnamed American, and Asian American 9th grade students for each county in the State of Minnesota from the public 1975 sight-count data. Counts are made every fall by public school classroom teachers of the number of students in their classes from each minority group. County percentages were generated by the Minnesota Analysis and Planning System of the University of Minnesota Agricultural Extension Service. The county percentages were then multiplied by the percentages of students in each college* for each campus who originated from each country, yielding expected percentages of minority student enrollments by college and campus. Figures 14 through 17 present the actual enrollment percentages (solid bar) and expected enrollment percentages (hatch mark bar) for each University of Minnesota college and campus for Blacks, Native Americans, Spanish-surnamed Americans and Asian Americans, respectively.

*"College" is defined here to include all units listed in Figures 9 through 12.

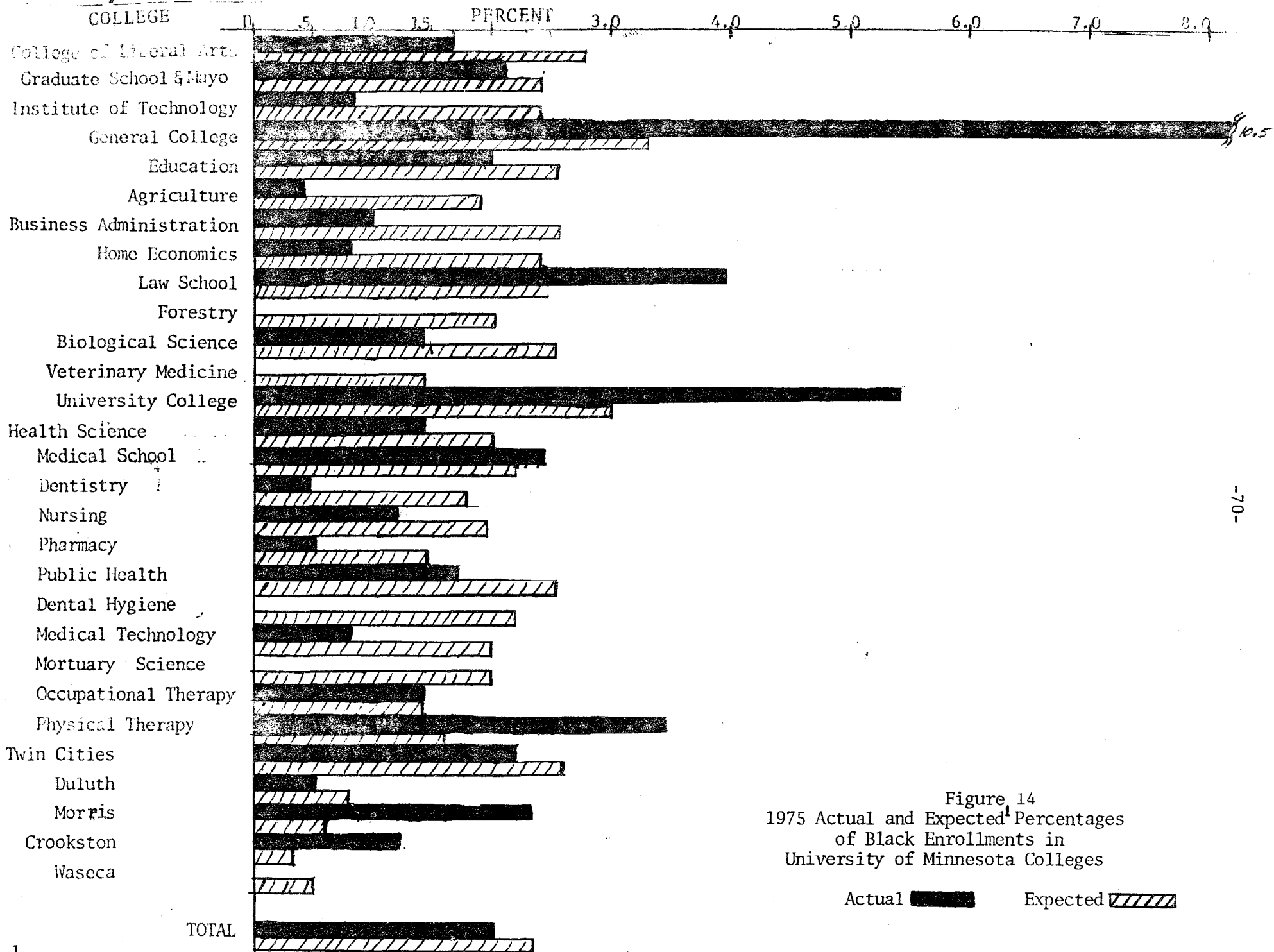


Figure 14
 1975 Actual and Expected Percentages
 of Black Enrollments in
 University of Minnesota Colleges

Actual Expected

1 Based on the proportion of ninth grade students who are Blacks in the counties comprising the service area for each college. Each county in the college's service area is represented by its proportion of colleges to total enrollment.

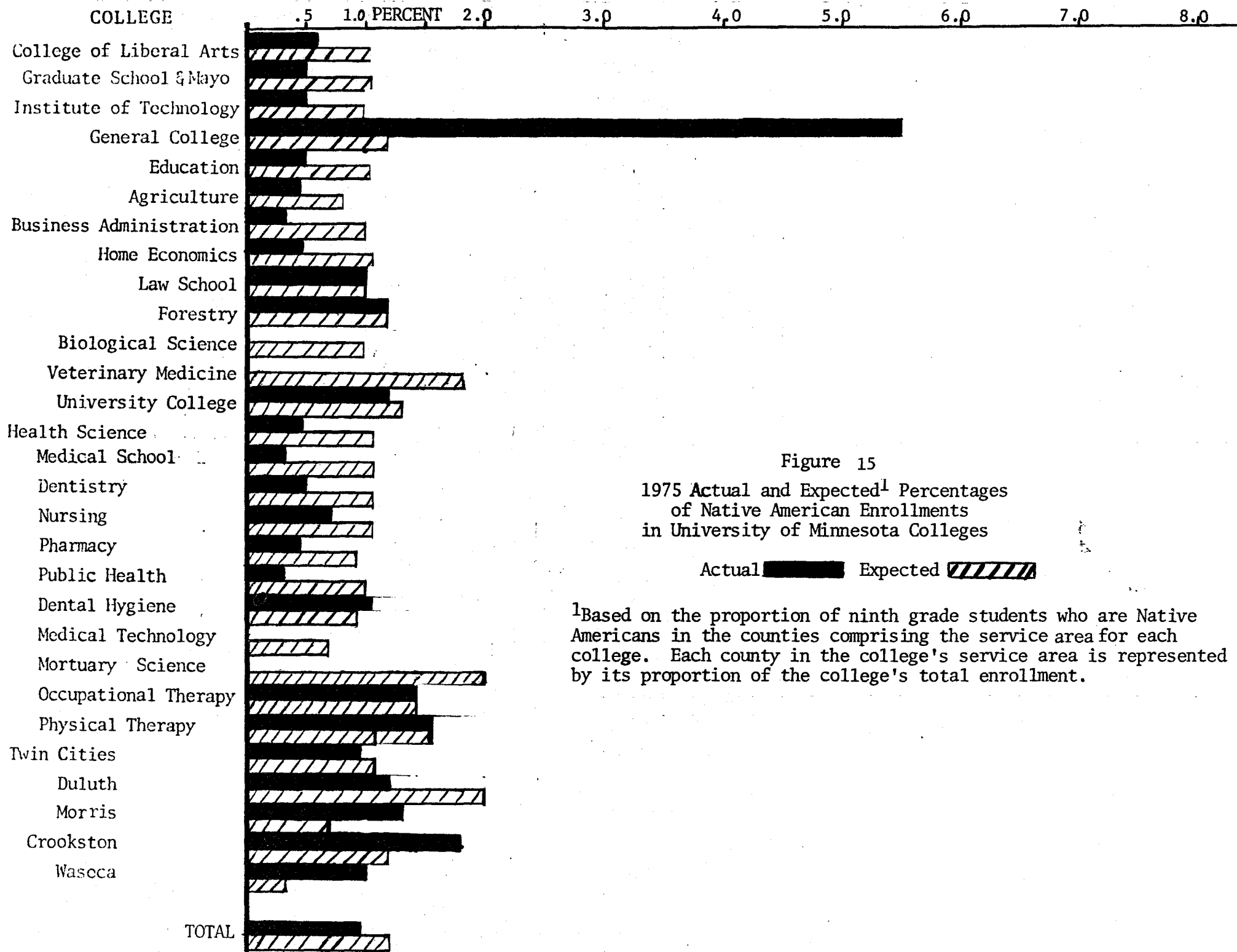


Figure 15
 1975 Actual and Expected¹ Percentages
 of Native American Enrollments
 in University of Minnesota Colleges

Actual Expected

¹Based on the proportion of ninth grade students who are Native Americans in the counties comprising the service area for each college. Each county in the college's service area is represented by its proportion of the college's total enrollment.

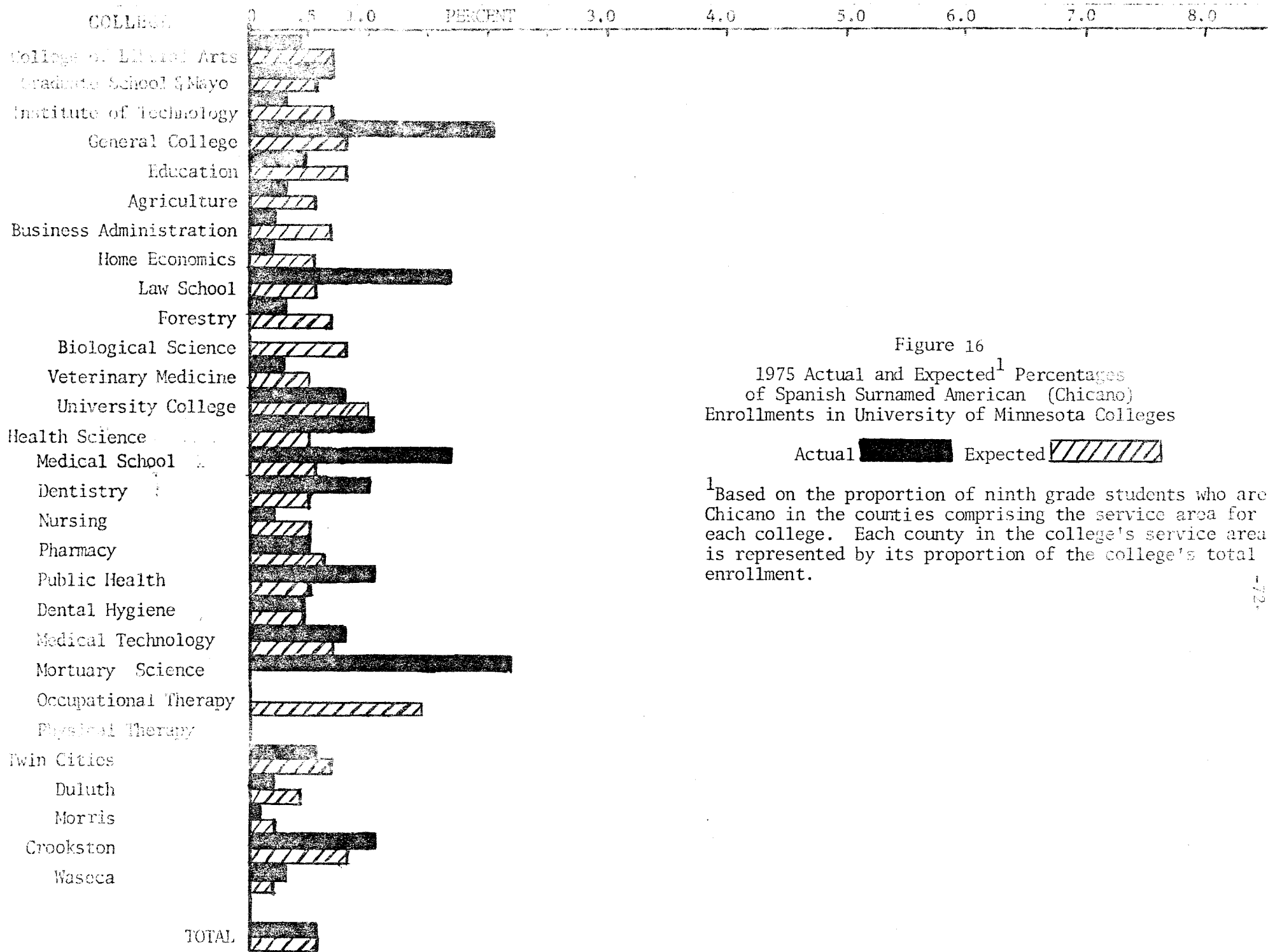


Figure 16
 1975 Actual and Expected¹ Percentages
 of Spanish Surnamed American (Chicano)
 Enrollments in University of Minnesota Colleges

Actual Expected

¹Based on the proportion of ninth grade students who are Chicano in the counties comprising the service area for each college. Each county in the college's service area is represented by its proportion of the college's total enrollment.

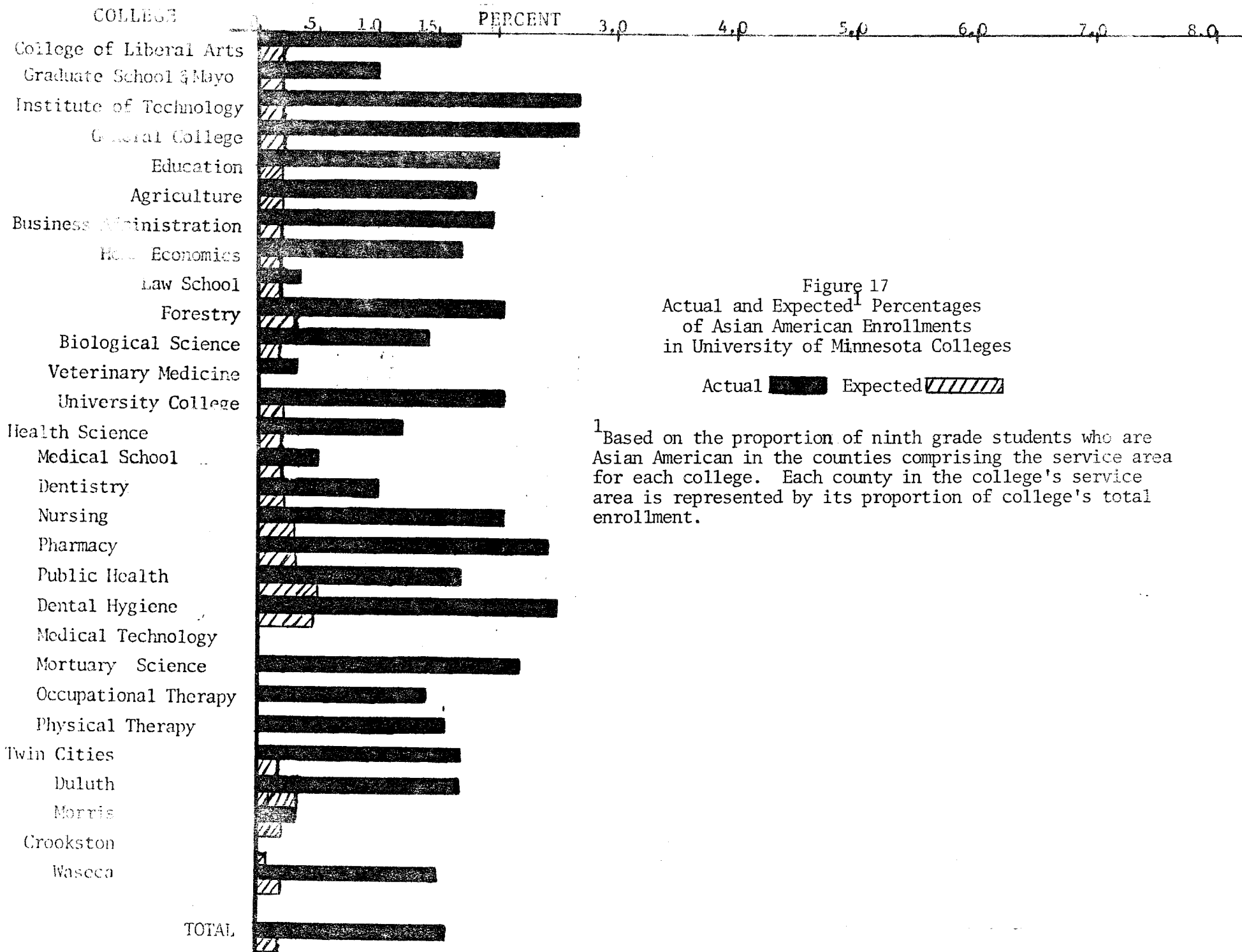


Figure 17
 Actual and Expected¹ Percentages
 of Asian American Enrollments
 in University of Minnesota Colleges

Actual Expected

¹Based on the proportion of ninth grade students who are Asian American in the counties comprising the service area for each college. Each county in the college's service area is represented by its proportion of college's total enrollment.

a. Black Students

The total expected enrollment of Black students at the University of Minnesota (all campuses) is 1169 versus an actual enrollment (1975) of 1076. Actual enrollment is 92% of the expected enrollment figure. The numbers for Black students on the Twin Cities Campus are 1105 expected and 987 actual, an enrollment of 89% of the expected number. Figure 14 shows that General College has a higher enrollment of Blacks than expected (10.5% versus 3.3%) as do University College, Law School, Physical Therapy, Medical School, Morris, Crookston, and Occupational Therapy. All other colleges have smaller percentages of Blacks enrolled than expected.

b. Native American Students

Figure 15 presents the actual and expected enrollment percentages of Native Americans by college and campus. The expected number of Native American students in the whole University is 588, compared to an actual enrollment of 519, 88% of the expected value. For the Twin Cities, 400 Native American students are enrolled, compared to an expected enrollment of 454, or 88% of the expected value. The distribution of actual versus expected enrollment percentages by college and campus for Native Americans is similar to that for Blacks. Several colleges and campuses have greater Native American enrollment percentages than expected: General College (5.5% versus 1.2%); Morris (1.3% versus .7%); Waseca (1.0% versus .3%); Crookston (1.8% versus 1.2%); the Law School, the College of Forestry, and the Dental Hygiene, Physical Therapy and Occupational Therapy programs. All other colleges have actual enrollments below expected figures.

The expected proportion of Native Americans for the Duluth Campus (2.0%) is higher than that for the Twin Cities Campus (1.1%) while the expected proportion of Blacks is higher for the Twin Cities Campus

(2.6%) than that for the Duluth Campus (.8%). This may be traced to the different geographic drawing areas of the campuses.

c. Spanish-Surnamed American Students

Figure 16 presents the actual and expected enrollments for Spanish-surnamed Americans by campus and college. The number of enrolled Spanish-surnamed students in the University system is 305 compared to 307 expected, or 99% of the expected value. The percentage of Spanish-surnamed students enrolled on the Twin Cities Campus is 100% of the expected value (282 enrolled versus 281 expected to be enrolled). The distribution of expected and actual enrollment percentages by campus and college is similar to the Black and Native American distributions. The percentage of Spanish-surnamed Americans enrolled in General College is considerably above the expected percentage, as it is in Mortuary Science, Medical School, Law, Graduate School, Crookston, Waseca, Public Health, Dentistry and Medical Technology.

d. Asian American Students

Figure 17 presents the actual and expected enrollment percentages of Asian Americans by campus and college. The enrollment of Asian Americans at the University is 883 compared to an expected enrollment of 102, 866% of the expected value. The percentage of Asian American enrollment is greater than expected enrollment on all campuses.

The gap between actual enrollments and expected enrollments for the University System as a whole is not large for any minority group, except for Asian Americans for whom enrollment is significantly higher than expected. On the other hand, the distribution of Blacks, Native Americans, and Spanish-surnamed Americans are very uneven among the

colleges, with General College greatly over-enrolled and several colleges including the College of Liberal Arts significantly under-enrolled.

3. Recruitment and Retention

Minority student access to the University can be discussed in two parts: entry into the University (recruitment) and progress through the institution (retention). Table 25 shows the number of minority students that could be expected to be first year students. Expected values of first year minority students were calculated by multiplying the total expected number of minority students (by group) by the ratio of all first year students to the total four year undergraduate student body enrollment (by campus). Listed in the third column of the table are the ratios of actual minority freshmen to expected minority freshmen. On the Twin Cities campus (1975), there were 255 first year Black students, 150% of the 170 expected. The 141 first year Native American students were 201% of the expected 70 students, and the 59 Spanish-surnamed American students were 137% of the expected 43 students. The 129 Asian American first year students were 992% of the expected 13 students. The percentages of actual first year students of the expected first year students at Duluth (1974) for Blacks, Native Americans, Spanish-surnamed Americans, and Asian Americans were, respectively, 81%, 56%, 43%, and 820%. All percentages for Morris (1974) are in excess of 100% except for Spanish-surnamed Americans.

The recruitment of minority students at the Twin Cities Campus exceeds expected volumes for all groups as it does at Morris. Recruitment at Duluth in 1974 fell short of the expected volumes for Blacks, Native Americans, and Spanish-surnamed Americans.

Table 25

Actual and Expected* First Year Students by Campus and Minority Group

Group	Twin Cities (1975)			Duluth (1974)			Morris (1974)		
	Actual First Year	Expected First Year	Percent Actual of Expected	Actual First Year	Expected First Year	Percent Actual of Expected	Actual First Year	Expected First Year	Percent Actual of Expected
Black American	255	170	150%	13	16	81%	18	4	450%
Native American	141	70	201%	20	36	56%	7	4	175%
Spanish Surnamed American	59	43	137%	3	7	43%	0	2	0%
Asian American	129	13	992%	41	5	820%	4	1	400%

*Based on the percentage of first year students in the campus student body, multiplied by the expected number of Black, Native American, Spanish Surnamed and Asian American students respectively. Expected number of minority are based on the percentage of ninth grade students in each minority group in each county of Minnesota multiplied by the proportion of campus total students coming from that county.

Retention of students is approximately observed by examining the percentage of the total student body at each class level. This is an especially rough approximation at the Twin Cities Campus because of the larger volume of transfers into the University beyond the freshman year.

Enrollments in each succeeding year were expressed as a ratio of the enrollment in the freshman year, and the resulting ratios for each group were then scaled relative to the group "all others" for each campus. The resulting ratios of enrollments of minority students by class to enrollment as freshmen relative to "all other students" are presented in Figures 18, 19 and 20. The differences between the post-freshman year relative enrollments for "all other students" and the post-freshman year relative enrollment for minority students are illustrated in Figures 18, 19 and 20. These differences highlight two points: (a) retention is a major problem for three minority groups; and, (b) the situation is essentially the same on all three campuses.

4. Minority Student Support Programs

The necessity for special efforts to attract minority students (especially Blacks, Native Americans and Spanish-surnamed Americans, to the University's campuses and colleges) cannot be overemphasized. The foregoing data on retention indicate a need for special programs to increase the retention of minority students. The University has a number of minority student support programs which are summarized in Table 26. Recorded for each program are the personnel involved (full-time equivalent units) in terms of the activity in which they are engaged, costs of the program including financial aid to minority students and number of students affected. Note that a single student can be affected by several programs, and thus the total number of students affected is considerably greater than the number of minority students at the University.

Figure 18

Ratios of Enrollment of Minority Students by Class to Enrollment as Freshmen, Relative to All Other Students

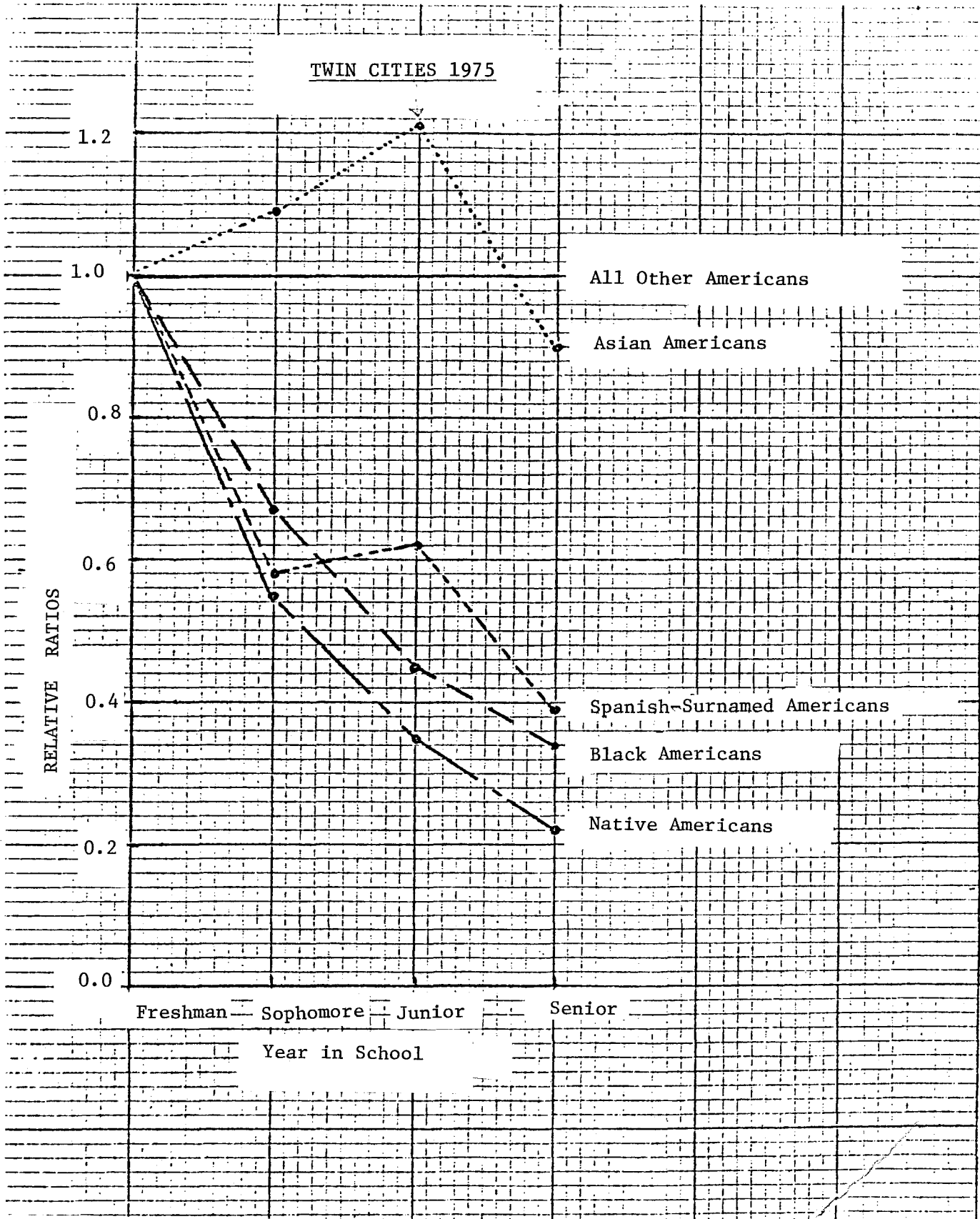


Figure 19

Ratios of Enrollment of Minority Students by Class to Enrollment as Freshmen, Relative to All Other Students

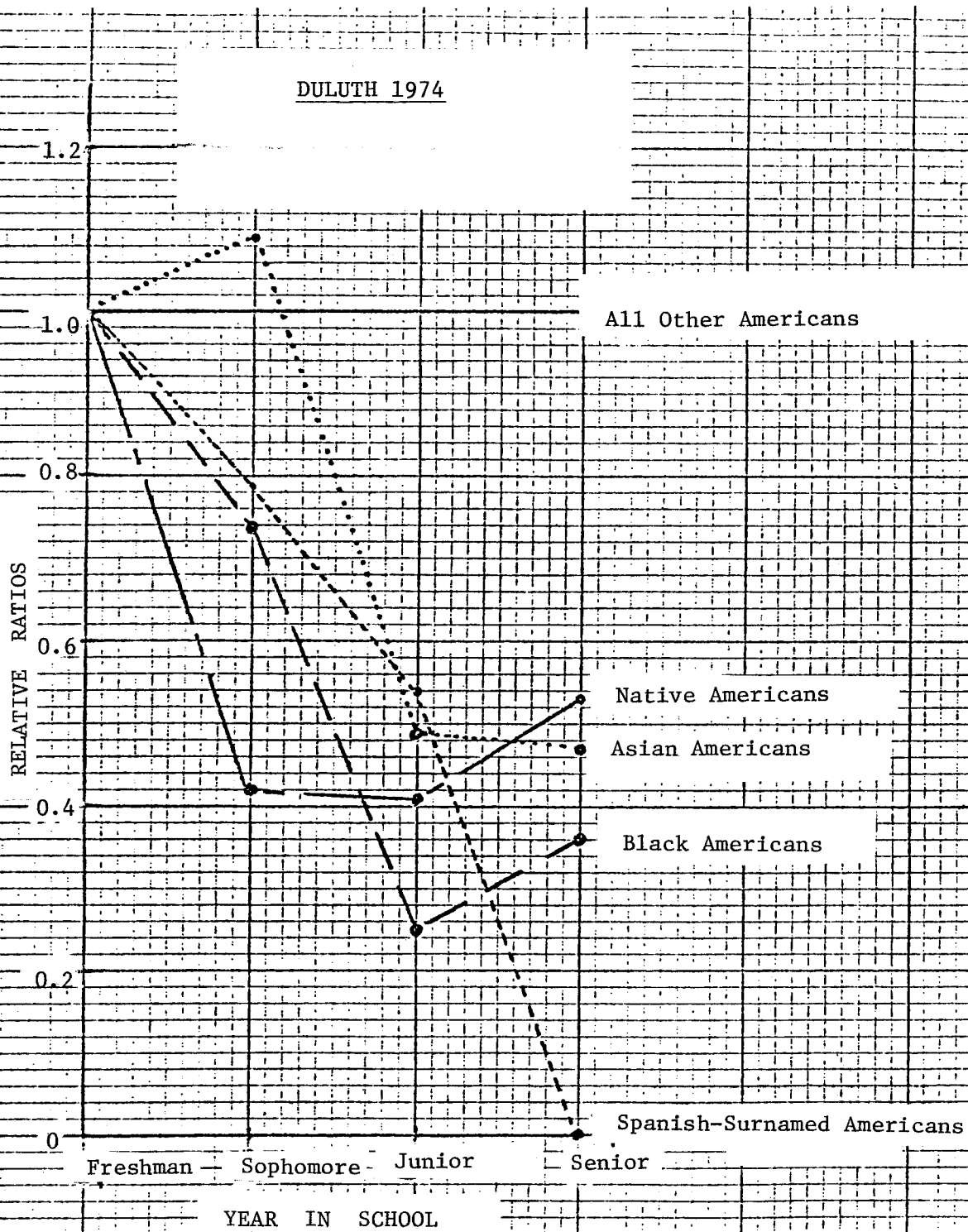
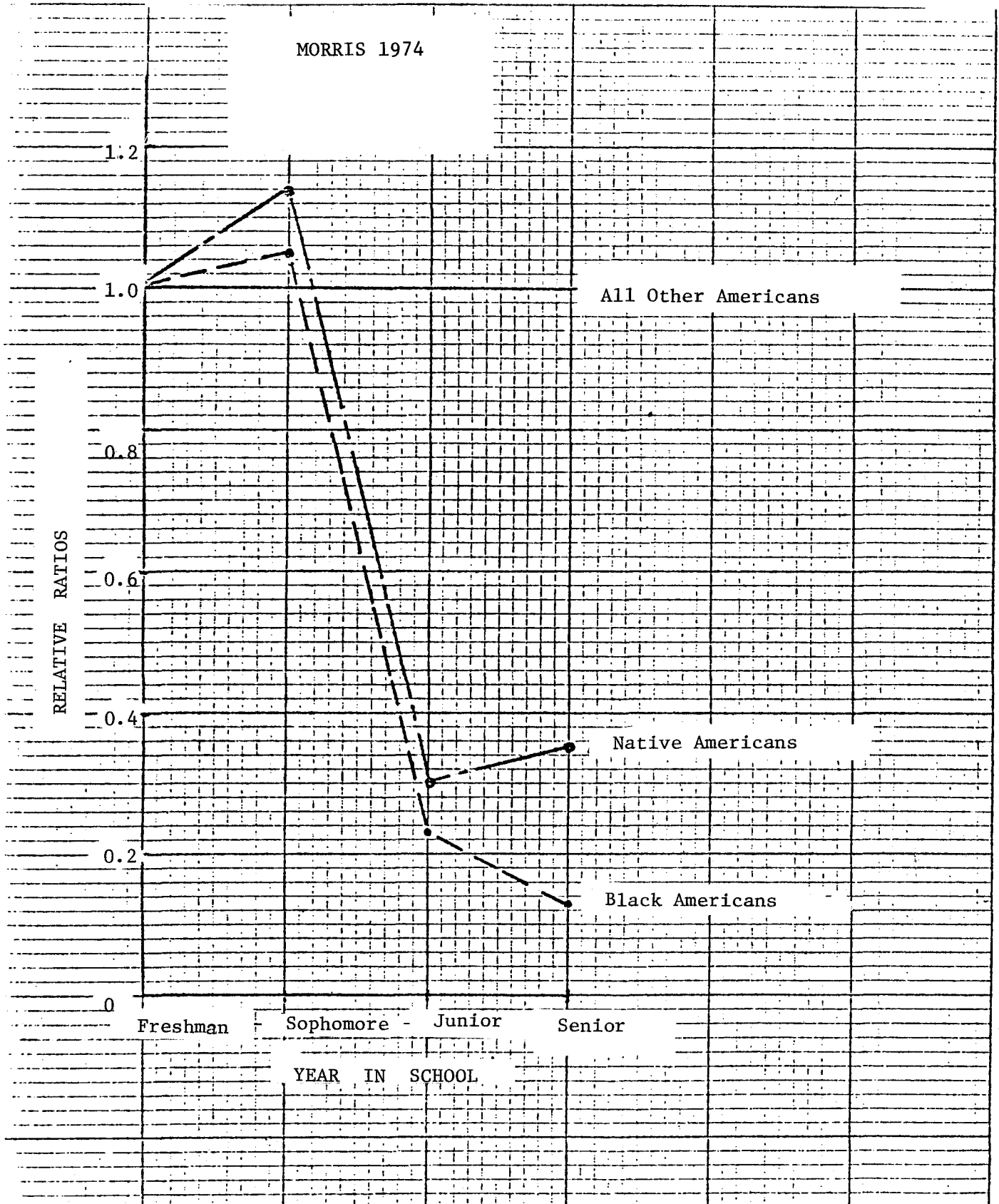


Figure 20

Ratios of Enrollments of Minority Students by Class to Enrollment as Freshmen, Relative to All Other Students



a. High School Recruitment

The personnel description is divided into two major sections: efforts with non-University students, and efforts with University students. Six programs at the University are directed at high school students, based on the observations that minority students must complete high school before they can become University students, and that minority students often need special help with math, writing, and other skills in order to be able to benefit from many University programs. All of these efforts can be seen as long-term recruitment, although the benefit to students and society may be broader than University admission. Nearly 35 full-time equivalent efforts are involved in high school programs.

About nine (full-time equivalent) efforts are involved in direct recruitment, i.e., contacting students and inducing them to come to one of the University's colleges. The greatest recruitment efforts at the Twin Cities campus come from the Martin Luther King Program and the "ethnic"* studies departments in CLA. The departments' role in recruitment is in minority community contact which is an essential bridge between the University and minority communities.

b. Retention Programs at the University

Once students are admitted, the University offers several kinds of help. Fifteen full-time equivalent efforts go into skills development and tutoring, essential services for many minority students to strengthen their ability to benefit and compete in

* Afro-American Studies, American Indian Studies, and Chicano Studies Departments.

Table 26

MINORITY STUDENT SUPPORT PROGRAMS 1975-76

1 of 3

Campus, College and Program	Full-time Equivalent Efforts by Activity										Costs					Number of Students		
	With Non-University Students					With University Students					Total FTE	Personnel, Supplies & Exp.		Financial Aid to Students		Total Cost	Non	Total
	Skills Develop. & Tutor	Social Work & Counsel.	Adminis-trative & Sec.	Direct	Recruit-ment	Skills Develop. & Tutor.	Classroom Remedial Instruction	General Classroom Instruction	Counseling and Advising	Cultural Center & Activities		Adminis-trative & Sec.	University funds	Outside funds	University funds			
Winnetka Campus																		
College of Education																		
Minnesota teachers Corps; St.P																		
Minnesota teachers Corps; Mpls.																		
Indian Upward Bound	2.5	4.0	3.0								9.50							
Street Academy	2.45	1.15	1.6								5.20	14,000	118,000		22,000		154,000	120
STARKS (Mpls. Public Schools)	6.4	.2	1.8								8.40	4,000	94,500		14,600		108,500	100
Education Career Development					.25			.25			.50	5,078					5,078	142
General College																		
Help Center (65%)						2.6		8.78		2.28	13.66	163,275	4,610		10,000		177,885	1105
Student Personnel (21%)								1.16		.84	2.00	27,354					27,354	981
Math Skills Center & Fund of Math (24%)						.5	.5			.6	1.60	22,245					22,245	200
Reading & Writing Skills Center (20%)						1.56				.39	1.95	9,260					9,260	334
Upward Bound (50%)	.97	.64	3.01								4.62		49,788		50,000		99,788	38
College of Liberal Arts																		
Afro-American Studies				.4			9.0	2.0	.6	2.5	14.50	233,808					233,808	500
American Indian Studies				.5			7.5	.5	.5	2.0	11.00	155,803					155,803	200
Chicano Studies				.5			3.0	.5	.5	1.5	6.00	87,595					87,595	100
Journalism (Broad casting)				.5				.2		.55	1.25		4,000		32,000		36,000	10
Library School										.1	.10				12,000		12,000	1
MLK-CLA						1.0		3.5		2.0	6.50	92,323					92,323	200
Institute of Technology																		
Project Technology Power	5.25				.75		.2	1.0			7.2	20,482	35,969		11,500		67,951	50
Graduate School										1.5	1.5	17,000		40,000			57,000	360
College of Business Administration						.05		.25			.30	3,500		2,000	750		6,250	50
College of Home Economics								.05			.05							42
College of Forestry																		
Law School					.35	2.66					3.01	52,750			75,000		127,750	47

Table 26 (continued)

2 of 3

Campus, College and Program	Full Time Equivalent Efforts by Activity												Costs					Number of Students	
	With Non-University Students				With University Students								Personnel, Supplies & Exp.		Financial Aid to Students		Total	Non U	U
	Skills Develop. & Tutor.	Social Work & Counsel.	Adminis-tration and Sec.	Direct Recruit-ing	Skills Develop. & Tutor.	Classroom Remedial Instruction	General Classroom Instruction	Counseling and Advising Cultural Center & Activities	Adminis-trative & Sec.	Total FTE	University Funds	Outside Funds	University Funds	Outside Funds	Cost				
College of Veterinary Medicine	.03	.15	.15	.10											5,200	120	2		
Health Sciences																			
Health Sciences Minority Programs	.5		1.5	.75	4.75	.2			5.3	13.0	40,500	107,357		61,550	209,407	265	111		
Dentistry				.05				.02	.02	.09	2,210			2,210	65	10			
Medical School				.20	.50			.68	1.19	2.57	39,000	15,000		109,500	163,500	25	59		
Nursing								.50		.50	8,000			8,000		11			
Pharmacy				.10				.10		.20	1,000			2,600	5				
School of Public Health														5,800	5,800		1		
Cura																			
Office for Student Affairs																			
MIA				2.0				5.8	.6	1.6	10.00	92,766	30,730		123,496	1200	908		
Admissions and Records				.5							.50	6,000		6,000	200				
Student Counseling Bureau					.25			.13			.38	3,802		3,802		75			
Student Activities Bureau									1.0	.5	1.50	15,516		15,516		300			
Student Financial Aids								1.80		.5	2.30	86,700		1215,000	1485,000	2786,700	1900		
Twin Cities Campus Total	18.10	6.14	11.06	6.95	13.87	.90	19.50	27.22	3.20	23.37	130.3	1,203,967	479,754	1263,669	1907,740	4855,130	2373	7070	
Duluth Campus																			
American Indian Studies						.1	.8			1.2	2.10	27,648			27,648				
Supportive Services					.52					.22	.74	8,884			8,884				
School of Medicine				.1	.12	.28				1.0	1.50		74,000		74,000		20		
Office for Student Affairs				.7	.1			.7	.7		2.20	23,100		98,700	93,300	215,100	75		
Duluth Campus Total				.8	.74	.38	.80	.70	.70	2.42	6.54	59,632	74,000	98,700	93,300	325,632	95		

Table 26 (continued)

Campus, College, and Program	Full Time Equivalent Efforts by Activity										Costs					Number of		
	With Non-University Students					With University Students					Total FTE	Personnel, Supplies & Exp.		Financial Aid to Students		Total	Non U	U
	Skills Develop & Tutor	Social Work & Counsel.	Adminis- trative & Sec.	Direct Recruit- ment	Skills Develop. & Tutor	Classroom Remedial Instruction	General Classroom Instruction Counseling and Advising	Cultural Centers & Activities	Adminis- trative & Sec.	University Funds		Outside Funds	University Funds	Outside Funds	Cost			
																Cost		
Morris Campus																		
Native Americans into Medicine					1.0		.5		.5	2.00		16,000						
Minority Students Program				.2	.5		.1	.85	.1	1.25	3.00	46,615		73,342	165,124	285,081		74
Other Student Affairs				.1					.3	.4		3,000				3,000		
Morris Campus Total				.3	.5	1.0	.1	1.35	.4	1.75	5.40	49,615	16,000	73,342	165,124	394,081		94
Crookston Campus				.5	.2			1.0	.5	.1	2.30	29,341		82,791	31,315	143,447		41
Student Affairs																		
Waseca Campus																		
University of Minnesota Total	1810	614	11.06	8.55	15.31	2.28	20.40	30.27	4.80	27.64	144.37	1342,555	569,754	1518502	2197479	5628290	2873	7303

the University's main educational stream. Classroom remedial instruction offers the same assistance. Unfortunately the data on such courses are incomplete, and the figures are probably underrepresentative. We have included a category, "General Classroom Instruction," to enter the main instructional activities of the "ethnic" departments. These courses are by no means limited to minority students, yet the departments' existence enhances recruitment and retention of minority students.

Counseling and advising is the most heavily emphasized activity with over 30 full-time equivalent efforts so engaged. Cultural centers and activities efforts represent attempts to facilitate the cultural identification and social comfort of minority students while at the University.

The thrusts of the colleges vary. The College of Education supports several efforts to help high school students; this reflects in part their close ties to the public school system. General College has several major efforts to help minority students before and during University enrollment. Because of General College's high minority enrollment (21%), all General College services to students facilitate minority students. We have listed the percentages of efforts and the estimates of cost for minority student efforts.

The Institute of Technology's program represents a commitment to strengthening math skills early in high school so as to prepare minority students for IT's curriculum. The Health Sciences Minority Program contacts students early and begins preparing them for competition in Health Science professional schools. Health Science professional schools recruit from this pool and

provide services to help students complete their programs.

The Office of Student Affairs' major involvement is in recruitment through MLK, Admissions and Records, and Financial Aids. Total financial aid to minority students on the Twin Cities Campus is around three million dollars.

Duluth has programs for recruitment, services and skills development for minority students. Their Supportive Services Program offers skills development, and classroom and tutorial assistance to all students. However, it is not heavily used by minority students, possibly because the program has no minority staff. Morris also has a full program of recruitment, counseling and skills development, as does Crookston. Each campus invests large sums in financial aid in minority students programs.

The observed retention rates are disappointing considering the amount of resources being channeled into minority student support programs. We apparently need to evaluate the effectiveness of our programs and reinforce our efforts to increase the yield of the programs. Interviews with staff and students suggest that the programs suffer from divided responsibility and a lack of coordination among programs.

Recommendation 8. 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 (see Recommendation 1 above) 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 which are not directly competitive with instructional funds to mount cooperative programs to improve retention of minority students in the primary/secondary schools and to insure their acquisition of basic skills.

J. Overall Admissions Strategy

The institution cannot admit all students who, under 1975 standards, might be expected to have a reasonable chance at academic success in the University. 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 (financially disadvantaged, minority), as demonstrated in comments leading to recommendation 4.

The institution can provide unique opportunities for the superior student, and generating new talent to increase knowledge through research is a central function of the University. A selection policy should allow for easy access by high ability students.

A balance must be sought to keep consideration of applicants open at approximately the 1975 levels to be sure that we do not inadvertently reduce access for certain groups of students. Table 27 demonstrates that ability levels of University freshmen have been stable over the past seven years. While we cannot do both, we can commit ourselves to the large administrative task of reviewing applications on an individual basis; while we do not believe doing so will increase the prediction of academic success, we do believe that it will be possible thereby to identify individual applicants who are likely to benefit from and contribute to the University through accomplishments of interest to the University community.

Recommendation 9. 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) Two measures will determine admission practices for each college:

1) a relatively high academic criterion for automatic admission,

- 2) a relatively low threshold for consideration of applications for admission. The threshold should be no higher than the admissions requirements for fall, 1975.
- B) Applicants below the upper criterion and above the threshold for consideration will form an applicant pool from which students will be selected on the basis of accomplishments and achievements both in the school system and outside of it. No less than 50 per cent of the college's freshmen will be selected in this manner.
- C) Each unit's selection strategy and the effect of the strategy on the attributes of new students will be reviewed each fall in a University-wide report.

Table 27
High School Achievement of University Freshmen
(High School Percentile Rank for All Freshmen)

Percentages of University Freshmen with
High School Percentile Ranks

Year	Bottom 25%	Bottom Half	Top Half	Top 25%	Top 10%	Top 5%
1963	9	27	73	43	18	9
1964	10	28	72	42	18	9
1965	7	22	78	48	22	11
1966	7	23	77	48	22	12
1967	6	21	79	50	23	12
1968	7	20	80	52	23	12
1969	5	18	82	54	25	13
1970	6	18	82	54	25	13
1971	5	18	82	54	25	13
1972	5	17	83	54	25	14
1973	6	20	80	53	25	14
1974	6	20	80	51	24	14
1975	6	21	79	50	24	13

II. ACCESS AND TUITION POLICY

A. High Versus Low Tuition and the Need Threshold

Extremes of tuition policy are either infeasible 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 up or down movements of tuition levels.

1. Low Versus High Tuition

Downward movements of tuition rates can be shown to be inefficient as a means of promoting access.⁶ If the present student share of tuition cost were changed from 24% to, say, 20%, access might be enhanced for a small 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 quarter does not represent a crucial access constraint. The median family income of University of Minnesota students is quite high; for entering freshmen in four year colleges in 1972, the median income was \$18,625. Over 3,000 University of Minnesota entrants from the 1972 MSAT Data Base had family incomes of over \$17,000. To aid the highest income person indiscriminately at the expense of the lowest cannot be an efficient use of resources with regard to student access maximization. Clearly, the lowest possible tuition is not the best access policy.

⁶"The Pricing of Post-Secondary Education in Minnesota", The School of Public Affairs, University of Minnesota, April 26, 1976.

Raising tuition might be useful in increasing access if the additional funds were channeled to student aid based on need. A 4% rise in tuition (from 24% to 25%) might be expected to cause, at most, 700 students to drop out of school (or not enter) in the absence of aid.⁷ However, the \$1.5 million that such a plan would produce translates into 1,500 low income student grants of \$1000 each. If the object is to enhance access, higher tuition channeled to targeted student aid is a promising policy. However, some students feel 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. Moreover, some distrust of the present need analysis methods seems to exist and the Task Force concluded that an access program based on increased tuition could not be recommended.

2. The Need Threshold

The Task Force was concerned that many very able students, particularly in the lower middle income group, are being denied access apparently for economic reasons. Table 15 above shows that our percentage of the enrollment pool is substantially less in the income range \$11,000 - \$15,000 (1972 dollars) than in the income ranges either just below or just above that level. Table 14 above illustrates that there are many very capable Minnesota students who are not proceeding to any post high school training and that the problem is concentrated in the lower middle income ranges and at the 60th through 89th percentiles of scholastic aptitude. While those students who combine very high

⁷ See Hoenack, S.A., and Weiler, William C., "Cost related Tuition Policies and University Enrollments", Journal of Human Resources, Summer, 1975.

aptitude with very 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, it is the case that student aid funds are inadequate to meet need established under existing formulas.⁸ It is also likely that present need formulas are rather restrictive.

Recommendation 10. The Task Force believes that the University should pursue the following tuition and student aid policies for the 1977-79 biennium:

- A) The overall relationship of tuition to instructional cost should continue to be what it is in the current biennium, i.e., about 24% based on current estimates.
- B) Public and private monies should be sought to enhance the availability of student aid and to permit the need threshold to be relaxed.

B. Merit Scholarships

The presence of additional very 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 the 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 very outstanding minority students to choose the University over some other school.

⁸MPIS, 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.

Recommendation 11. There is a need to 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 scholarship monies should originate from private and foundation sources.

C. Differential Tuition Rates and Tuition as a Constant Proportion of Cost

Within a university, tuition rates may be differentiated in many ways. Table 28 shows several possible bases for differential tuition rates. Most of these are currently in use within the University of Minnesota, and each is used by some American public university. The decision to be made calls for how state support to the University's instructional program, once determined, should be distributed. This decision, while within the powers and authority of the state legislature and executive, has been left in practice at the discretion of the University. In terms of access policy, it is at least as important as the question of University-wide tuition levels. In addition to having substantial marginal implications for access, it also raises basic questions of legislative intent and equity among the state's taxpayers and the users of the higher education system. The distribution of state support is accomplished through the process of budget making which determines where funds will be expended and by the tuition setting process which determines what each student will pay.

1. Allocation of State Subsidy and Tuition Rates

It seems helpful to view the tuition question from its obverse side and consider the almost three-quarters of the University instructional budget supplied by the state. Table 29, which roughly depicts the present situation, shows that we have an annual subvention of about \$86,250,000 to allocate to the benefit of our students on one basis or another.

Four possible systematic theories about the method of allocation are the following:

- a) A constant dollar amount per student. This results in a wide range of tuition rates which are prohibitively high for the high cost programs and would be negative for some low cost programs where

Table 28

B A S E S O F T U I T I O N
D I F F E R E N T I A T I O N

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 lxxx courses.

Table 29

WHAT IS THE INTENT OF THE STATE SUBSIDY

U/M - FY 1975				
Group I	24,000	@	\$1,800	= \$ 43,200,000
Group II	10,000	@	\$2,200	= \$ 22,000,000
Group III	10,000	@	\$3,180	= \$ 31,800,000
Group IV	2,000	@	\$9,000	= \$ 18,000,000
	46,000	@	\$2,500	= \$115,000,000

↓

THIS WAS PAID FOR APPROXIMATELY:

State Subsidy	75%	=	\$ 86,250,000
Tuition	25%	=	\$ 28,750,000
			\$115,000,000

WHAT DID THE STATE INTEND THAT WE DO WITH THE
SUBSIDY? WHO SHOULD GET IT?
POSSIBILITIES:

1. Tuition Should Be Uniform
2. Subsidy Should Be Uniform
3. Percent Subsidy Should Be Uniform
4. None of the Above

	Cost	Tuition	Subsidy	% Tuition	% Subsidy
I.	\$1,800	\$625	\$1,175	34.7%	65.3%
II.	\$2,200	\$625	\$1,575	28.4%	71.6%
III.	\$3,180	\$625	\$2,555	19.7%	80.3%
IV.	\$9,000	\$625	\$8,375	6.9%	93.1%

	Cost	Tuition	Subsidy	% Tuition	% Subsidy
I.	\$1,800	\$ -75	\$1,875	-4.2%	104.2%
II.	\$2,200	\$ 325	\$1,875	14.8%	85.2%
III.	\$3,180	\$1,305	\$1,875	41.0%	69.0%
IV.	\$9,000	\$7,125	\$1,875	79.2%	20.8%

	Cost	Tuition	Subsidy	% Tuition	% Subsidy
I.	\$1,800	\$ 450	\$1,350	25%	75%
II.	\$2,200	\$ 550	\$1,650	25%	75%
III.	\$3,180	\$ 795	\$2,385	25%	75%
IV.	\$9,000	\$2,250	\$6,750	25%	75%

WHAT DID WE DO WITH THE STATE SUBSIDY? WHO GOT IT?
APPROXIMATELY:

	Cost	Tuition	Subsidy	% Tuition	% Subsidy
I.	\$1,800	\$ 515	\$1,285	28.6%	71.4%
II.	\$2,200	\$ 578	\$1,622	26.3%	73.7%
III.	\$3,180	\$ 794	\$2,386	25.0%	75.0%
IV.	\$9,000	\$1,340	\$7,660	14.9%	85.1%

state aid exceeds costs. State support varies from 20% to 104%.

- b) A constant tuition rate whereby the state share absorbs the difference in cost. The results of this approach are objectionable in that a substantial portion of tuitions from low cost programs and levels is used to subsidize high cost programs and levels and the difference in the percentage of state share remains quite severe.
- c) A constant percentage of state share by program and level. The results of this approach are to vary the absolute amount of tuition and state subvention by the cost of the program.
- d) The non-formula use of the state subvention as a policy tool to achieve various goals deemed to be in the public interest.

2. Tuition as a Constant Percentage of Cost

The present tuition scheme of the University closely approximates alternative (c) above, although it has obviously been influenced by policy considerations as well. Figures 21 and 22 show that we behave as if we believed the constant-percentage-of-instructional-cost approach to be equitable and in accord with public policy. Most programs are very close to the line of proportionality. However, we tend to favor medical, dental, allied health, and veterinary medicine programs and we do so at the expense of general, business and liberal arts programs. One could infer that such departures from proportionality reflect some value judgments about the relative social utility of the various programs. They may, however, merely reflect the results of fiscal exigency.

FIGURE 21

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

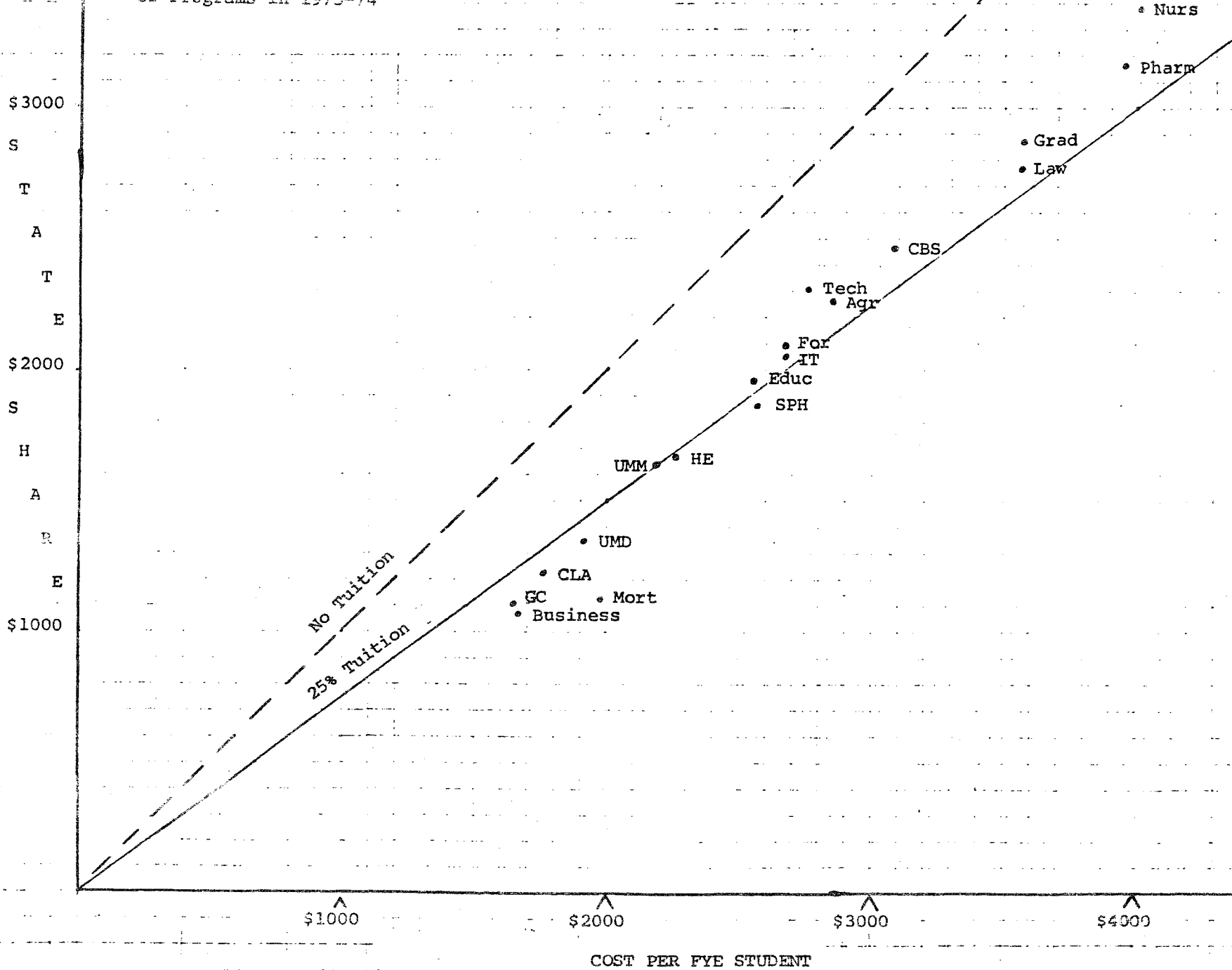
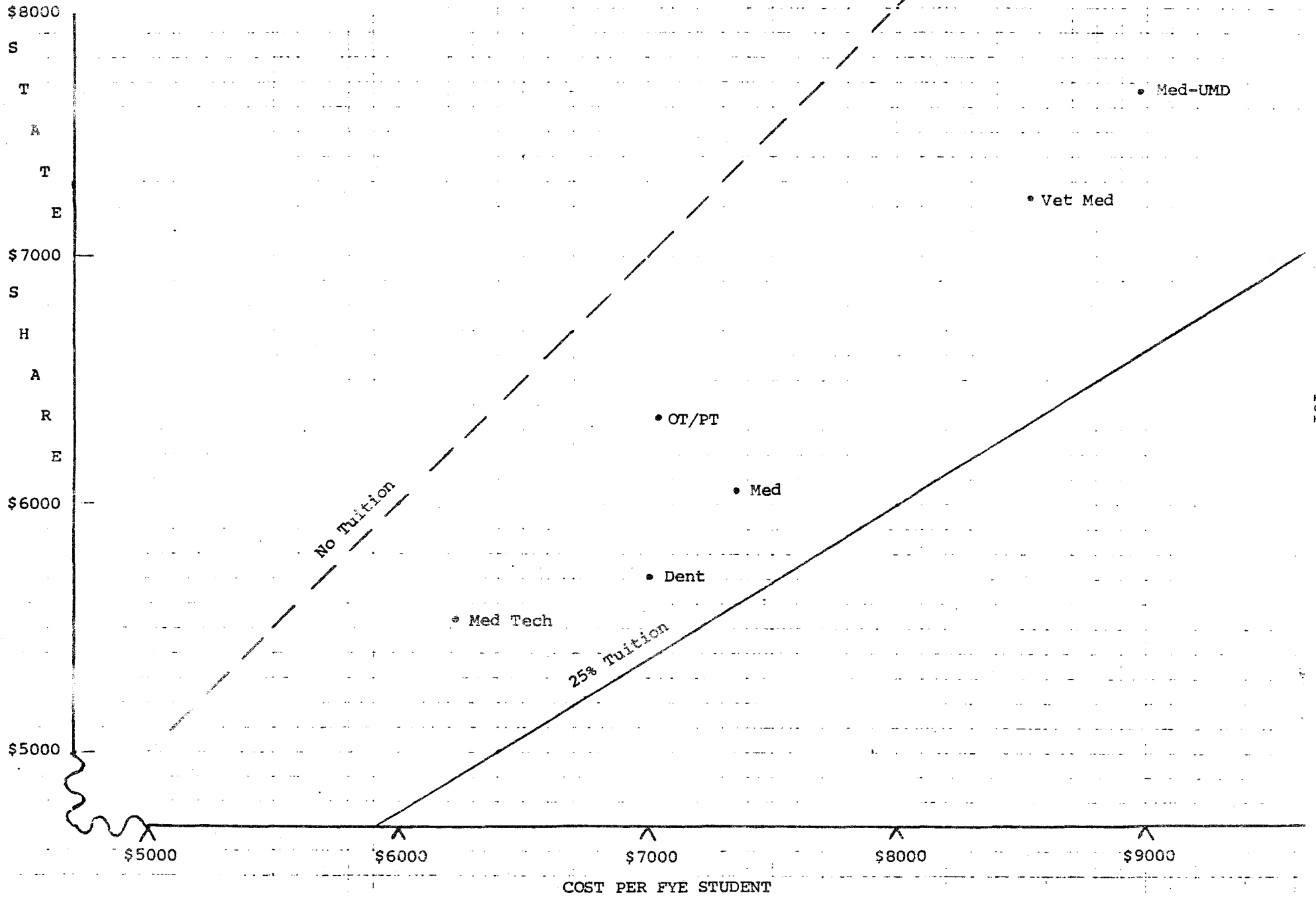


FIGURE 22

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



3. Tuition Structures and Proportionality

For the past several years the tuition rate structure has moved slightly closer to proportionality as a consequence of deliberate policy which began in the 1972-73 academic year. This can, of course, be accomplished either by varying tuitions, varying total program funding, or a combination of the two.

The general outcome of many separate subjective decisions has been a rough approximation to proportionality. The present tuition structure took form before program or level costs were known. The more recent conscious policy of moving toward proportionality has provoked little dispute. There may be an implicit consensus about the matter; perhaps it should be made more explicit.

There are some very appealing features to proportionality. It provides a guide to allocation of state funds and, as such, takes competition out of the realm of political power struggle; at the same time it provides a means for maintaining a fair policy under changing conditions. It also seems conducive to fiscal and budgetary responsibility. If each increase in spending results in an increased price to the consumer and the possibility of shifting the cost to other groups of consumers is slight, both the provider and the user of educational services are likely to consider budgetary demands more carefully. Scarce resources should have a price and that price should bear an approximate constant relationship to cost.

The major objection to the proportionality approach is that its strict application results in very high tuitions for certain high cost programs. In theory, this problem could be solved through borrowing or through student aid. In practice, the burden of debt required under full proportionality may have undesirable effects on the makeup of the student body. It is probable that exact proportionality cannot be achieved without considerable

increases in available student aid. It is also recognized that proportionality cannot be achieved without considerable increases in available student aid. It is also recognized that proportionality should not be strictly enforced during the major development phase of a program. Some of these objections can be dealt with through judicious groupings of tuition classes. Others are likely to give us continued difficulty. Nevertheless, proportionality seems to offer the only hope for a tuition policy as opposed to a fragmented allocation involving both the expenditure side of the budget and the allocation of the cost of financing it.

As to the specifics of selecting levels and programs and whether differentiation should be based on characteristics of the student or characteristics of the work taken, the Task Force is not yet prepared to recommend. It is important to note that our present recommendations have to do with tuition policies to be applied once the classes of tuition differentiation have been selected. We do not suggest in this Interim Report how many such classes should exist or on what characteristics differentiation should be based.

Recommendation 12. Whatever the student and/or program groupings that are eventually defined for application of differential tuition rates, the tuition charged should be the same proportion of instructional costs for all tuition groups. We realize that there are practical limitations to the application of this principle and advance it only as a guide to the direction which changes in tuition policy should take.

D. Non-Resident Tuition as a Constant Proportion of Cost

At present, non-resident tuition rates vary from 256% of resident rates to 303%. Because resources for the University's instructional programs are derived mostly from Minnesota tax revenue, it is inequitable to abolish non-resident differentials in the absence of reciprocity arrangements. Where non-resident differentials must be maintained, however, they should be consistent.

Recommendation 13. Non-resident tuition should be the same proportion of instructional costs for all tuition groups; for the immediate future the Task Force recommends that non-resident tuitions be approximately 275% of corresponding resident tuitions.

E. Time and Some Student Classifications as Poor Bases for Tuition Differentiation

Tuition differentials which 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, course work costing \$21 per credit in day school may be available at \$14.50 per credit in extension and \$14 per credit in Summer Session.

Both the desire to maximize access and equity considerations suggest 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 14. 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.

III. IMPLEMENTATION AND EVALUATION

The recommendations contained in this report reflect in part an awareness of the ever-changing demand for admission, resource limitations, 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 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; with Federal and State laws and regulations and that they be reasonable and not arbitrary.⁹ This 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, expertise and closeness 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 take responsibility to see that there is continuing review of the implementation and impact of the recommendations.

Recommendation 15. Progress in achieving the foregoing recommendations should be evaluated through an annual report.

⁹ "A Review of Admissions Practices in University of Minnesota Professional Schools", op. cit.

IV. REMAINING WORK OF THE TASK FORCE

A. Summary

As it was pointed out in the Introduction, the Task Force was faced with certain constraints which placed boundaries on the extent and coverage of the Interim Report. The Task Force neither overlooked nor underestimated the need and importance of reviewing access to the University's Graduate and Professional Programs (Dentistry, Law, Medicine at Duluth, Medicine at Twin Cities, and Veterinary Medicine) and to Continuing Education and Extension. However, feasibility dictated that the Task Force pursue these areas later on in its review.

The Task Force intends to produce a more comprehensive final report. It is hoped that the work of the Task Force can be completed in the near future. Among the key areas and policy issues to be reviewed are the following: access to programs such as the Graduate School, Professional Schools, and Continuing Education and Extension; relationship and impact on access of the University's delivery system, including programs and services for students; student mix as it relates to women and part-time students; whether the organizational size of the University presents an obstacle to student access; relationship of state manpower needs to University programs and admissions; and, bases on which differential tuition rates should be charged, including the possible use of credit hour tuition as well as the question of student financial assistance.

B. Graduate School, Professional Schools and Continuing Education and Extension Programs.

The question of access to Graduate School, the five Professional Schools (Dentistry, Law, Medicine at Duluth, Medicine at Twin Cities, Veterinary Medicine) and Continuing Education and Extension will be taken up in the second half of the Task Force's review of access.

C. Academic Programs and Delivery

Additional study is required before a recommendation can be made on the very important questions of how the instructional process, course offerings and programming affects student access; for some students, access to the University's instructional facilities may depend as much on scheduling practices as it does on instructional ones. It may be possible to respond more to student course demands as well as to diversified time schedules for class meetings; such flexibility might have positive effects on student access and retention as well as on the efficient use of physical facilities.

D. Women and Part-time Students

The Task Force needs additional review on whether or not the University of Minnesota is maximally accessible to women. Some existing data indicate an aggregate (total) increase in the number of women admitted to the University. However, more information is needed before conclusions and recommendations can be arrived at.

While the question of access for the non-traditional, part-time and/or working student may be as much a question of definition as it is one of class scheduling, appropriate course offerings and instruction, the Task Force needs to take a closer look at this issue.

E. Organizational Size

The issue here is whether there are problems of student access associated with the organizational size of the University and if so, whether there are ways of compensating for such difficulties. To what extent are students discouraged or defeated by large class sizes, great distances, depersonalized processing, and the confusion attendant on a mass enterprise? Are there ways in which we could better match our operating practices to differing student preferences?

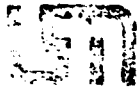
F. State Manpower Needs

The issue of manpower potential to the state as it relates to student admission and subsidy to University programs is another one where the Task Force will need to obtain more information before a recommendation can be made.

G. Tuition and Financial Assistance

A recommendation needs to be made on differential tuition rates, especially the basis on which they should be based. Possible alternatives are suggested by the following questions:

1. Whether tuition rates should be based on characteristics of the student being charged or on characteristics of the work being taken.
2. Whether the answer to the foregoing question depends on the level of the student, i.e., whether it is desirable to charge according to student level at one stage of progress and according to course work selected at another.
3. Given tuition differentiation by level, how many levels should be distinguished?



UNIVERSITY OF MINNESOTA

Office of the President
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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

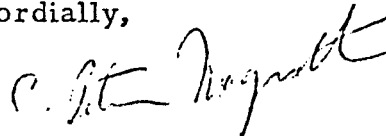
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policymakers in the Executive Branch of the State government, key legislators and aides, and representatives from the Minnesota Higher Education Coordinating Commission and other systems of postsecondary education to present viewpoints. The sessions 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

Appendix: Original Questions submitted to the Task Force on Student Access

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 to General College?
2. Is the University of Minnesota maximally accessible to minorities and women?
3. Is accurate and relevant information about programs and placement opportunities and admission 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?
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?

SUMMARY OF THE PRELIMINARY RECOMMENDATIONS ON STUDENT ACCESS

Interim Report of the Task Force on Student Access
Frank B. Wilderson, Jr., Chairperson

In July, 1975 the Board of Regents adopted a "Mission and Policy Statement for the University of Minnesota" which committed the University community to review the question of student access. In November, 1975, President C. Peter Magrath appointed a high level Task Force on Student Access. He charged the Task Force to make recommendations to him regarding present and possible policies, procedures, programs, and funding that affect student access to the University. Specifically he asked for recommendations concerning first entry college admissions policies and practices, transfer practices, tuition, and educational programs related especially to part-time and transfer students. This interim report deals with access at first entry and transfer and with tuition.

Recommendations Concerning First Entry and Transfer

Recommendation 1. 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 goal(s) 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 cultural groups for whom traditional measures are biased alternative methods of evaluating the probability of success should be used in addition to traditional measures to determine admissions.
- D) 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 factors such as originality, creativity, motivation, and participative attitude.

Recommendation 2. The nature of the program and his/her probability of success in that program should be made clear to the entering student.

Recommendation 3. 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 4. Our recommendations for changing access to effect changes in the student mix involve the attraction of certain students who meet the conditions of Recommendation 1 above but who would not go on to college without some special effort:

- A) The financially disadvantaged;
- B) Ethnic and racial minority students.

Unless additional resources can be found, this would be done by selecting a smaller proportion of other students in the applicant pool.

Recommendation 5. 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 at this time of increased enrollment pressures to expand our efforts in recruiting foreign and other non-Minnesota undergraduates.

Recommendation 6. The Task Force believes that increasing the number of adults on campus should be an objective and should represent marginal change in University access policy, particularly when such students wish to take advantage of ongoing 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.

Recommendation 7. 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.

Recommendation 8. 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 (see Recommendation 1 above) 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 which are not directly competitive with instructional funds to mount cooperative programs to improve retention of minority students in the primary/secondary schools and to insure their acquisition of basic skills.

Recommendation 9. 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) Two measures will determine admission practices for each college:
 - 1) a relatively high academic criterion for automatic admission,
 - 2) a relatively low threshold for consideration of applications for admission. The threshold should be no higher than the admissions requirements for fall, 1975.
- B) Applicants below the upper criterion and above the threshold for consideration will form an applicant pool from which students will be selected on the basis of accomplishments and achievements both in the school system and outside of it. No less than 50 per cent of the college's freshmen will be selected in this manner.
- C) Each unit's selection strategy and the effect of the strategy on the attributes of new students will be reviewed each fall in a University-wide report.

Recommendations Concerning Tuition

Recommendation 10. The Task Force believes that the University should pursue the following tuition and student aid policies for the 1977-79 biennium:

- A) The overall relationship of tuition to instructional cost should continue to be what it is in the current biennium, i.e., about 24% based on current estimates.
- B) Public and private monies should be sought to enhance the availability of student aid and to permit the need threshold to be relaxed.

Recommendation 11. There is a need to 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 scholarship monies should originate from private and foundation sources.

Recommendation 12. Whatever the student and/or program groupings that are eventually defined for application of differential tuition rates, the tuition charged should be the same proportion of instructional costs for all tuition groups. We realize that there are practical limitations to the application of this principle and advance it only as a guide to the direction which changes in tuition policy should take.

Recommendation 13. Non-resident tuition should be the same proportion of instructional costs for all tuition groups; for the immediate future the Task Force recommends that non-resident tuitions be approximately 275% of corresponding resident tuitions.

Recommendation 14. 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 15. Progress in achieving the foregoing recommendations should be evaluated through an annual report.