

Minutes\*

**Senate Committee on Educational Policy**  
**Wednesday, October 20, 2004**  
**1:00 – 3:00**  
**238A Morrill Hall**

Present: Emily Hoover (chair), Victor Bloomfield, Dale Branton, Vernon Cardwell, Shawn Curley, LeAnn Dean, Gretchen Haas, Adam Hirsch, James Leger, Leah McLaughlin, Marsha Odom, Christopher Pappas, Emily Ronning, Mary Ellen Shaw, Craig Swan, Douglas Wangenstein, Joel Weinsheimer

Absent: Karen Seashore, Alexander Valen

Guests: Susan Henderson (Director, College in the Schools Program), Professor George Green (History), Professor Betsy Kerr (French and Italian)

Other: Bill Van Essendelft (College of Continuing Education)

[In these minutes: (1) College in the Schools program; (2) procession policy; (3) report on financing graduate education; (4) resolution on tuition policy]

**1. College in the Schools (CIS) Program**

Professor Hoover convened the meeting at 1:00 and welcomed Dr. Susan Henderson to the meeting to discuss the College in the Schools (CIS) program.

Dr. Henderson distributed materials for Committee members to review and began by explaining that CIS seeks to provide high-achieving high school students access to University courses. CIS selects, prepares, and supports high school teachers to teach University courses in the high schools; students receive both high school and University credit for the course. Her job is to ensure the student experience in high school is equivalent to the experience the student would have at the University.

In order to ensure quality, the program focuses on four elements: the quality of the students, the quality of the instructors, the strength of the relationship with the academic departments involved, and role of University faculty coordinators. CIS regularly evaluates the outcomes of the program with a variety of instruments, Dr. Henderson said.

They have faculty coordinators for each set of courses (e.g., Professor Green for American History, Betsy Kerr for French). These coordinators are paid because they do a lot of work; they also receive an assistant. Dr. Henderson described the responsibilities of the faculty coordinators (ensure the CIS course is congruent with the course as taught on campus, select and mentor new CIS teachers, provide ongoing support to CIS teachers, support student learning, and carry out administrative

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\* These minutes reflect discussion and debate at a meeting of a committee of the University of Minnesota Senate or Twin Cities Campus Assembly; none of the comments, conclusions, or actions reported in these minutes represents the views of, nor are they binding on, the Senate or Assembly, the Administration, or the Board of Regents.

responsibilities). This includes, for example, visiting teachers in their classrooms, reviewing files and interviewing applicants to be CIS teachers, maintaining contact with them throughout the year, and overseeing on-campus student field days (brought by disciplinary cohort).

Maintaining good working relations with the academic departments is important, because the U of M courses administered by CIS are University courses. Departments own the courses; CIS cannot offer a course without departmental approval and support. Departments work with CIS to replace faculty coordinators when they leave.

With respect to the quality of students and instructors, they are selective about students (for example, students in Chinese and Japanese are allowed to take a CIS course only after they pass a placement test). Some courses require that students be in the top 20% of their class while others require the top 30%. It is very important to get students who will succeed, Dr. Henderson said. In terms of teacher quality, there are 173 teachers approved to teach courses through CIS. Of those, 7% have a Ph.D. and 80% have at least a Master's degree. Of those who have not completed an advanced degree, 60% are enrolled to do so. CIS teachers have an average 17 years of teaching experience.

They do extensive program evaluation. All courses use the same evaluation form as the University; they do a survey of students as well as a five-year student follow up, and they do an impact study every five years (impact on teachers, schools, and students); they also do a biennial program evaluation of administrative services.

Dr. Henderson noted that there is now a national organization important to questions of quality of college courses in high schools, the National Alliance of Concurrent Enrollment Partnerships. It fosters and supports rigorous programs and has developed standards to ensure quality. Programs can be accredited by NACEP and the University has submitted materials for accreditation.

Professor Cardwell asked Professors Green and Kerr how many teachers they work with. Professor Kerr said she works with 12 schools, some of which have more than one teacher in CIS. Professor Green said he also works with 12 schools; the number of teachers fluctuates. About 200-300 students come to campus for field days.

If assessment shows a problem what happens, Professor Leger asked? Is there a training program? Dr. Henderson said that most problems are identified through school visits by faculty, in which case the faculty member works directly with the teacher. Is there any set of guidelines on handling problems or is it open-ended, Professor Leger inquired? It is handled in a way most appropriate to the problem, Dr. Henderson responded. What if it cannot be worked out, Professor Leger then asked? They have asked people to leave the program, Dr. Henderson said, because it simply is not a good match. Professor Green said it is necessary to be effective in training. They have 3-4 small-group sessions with new teachers each summer; the teachers have to write a paper, much as students in the class would. Faculty coordinators visit classes and collect writing samples from students and talk with teachers and students about the class. There are enough hands involved that they can usually work through any shortcomings.

How does CIS dovetail with PSEO classes, Professor Weinsheimer asked? They serve two different kinds of students, Dr. Henderson said. PSEO students are ready to get out of high school;

CIS students are ready for the intellectual challenge of college courses but are integrated in their high schools and want to stay there.

How do CIS students perform when they come to the University, Professor Cardwell asked? Professor Green said he has not had any of the CIS students in his classes but there are two high school history teachers on the CIS faculty who were CIS history students in high school; they were very affected by the experience. That is the kind of question to which they would like an answer, Dr. Henderson said, and with PeopleSoft they can track CIS alumni who come to the University—they can track GPAs, retention, and how fast they graduate. They have only been collecting data for two years so do not have a report at this point. Professor Kerr said that they have a number of former CIS students now in French at the University and they are doing quite well. In response to field days, she added, a number of students say they are now thinking about attending the University because it does not seem so scary any more.

Professor Odom asked how the faculty coordinators are selected. Dr. Henderson said she meets with department chairs with a job description and asks the chair to identify good candidates. Professor Odom asked Professors Green and Kerr how they were selected; Professor Green said he could not remember. Dr. Van Essendelft reported that he had had Professor Green as a graduate student and recommended him for the position. Professor Kerr said she was the logical choice in her department because second language pedagogy is one of her areas of expertise.

How do faculty coordinators keep their colleagues up to date so that they feel part of the program, Professor Odom asked? They are involved as much as they are in the ownership of courses on campus, Professor Kerr said. The faculty are not involved in these undergraduate courses but they do participate in the campus field days. In German, the chair is keenly aware because the department created a full tuition scholarship that is open only to a CIS student who will come to the University and major in German. The American History faculty rotate through the teacher workshops (three per year) making presentations to the cohort, Professor Green reported.

Ms. Haas reported that she participated in both CIS and PSEO classes and was able to apply the German courses to her undergraduate and graduate degrees. She asked if there is any plan to expand the program—and what would prohibit expanding it. What dictates the courses that are offered? Dr. Henderson said the program will expand gradually so it can do well; they add about one course per year. In the program's early years, staff and faculty decided against offering science classes, in part because high schools did not have the facilities to support college lab courses. One factor of consideration when identifying a new course for CIS is the question of how a course will fit into a high school curriculum. CIS courses are basic courses, on purpose, so that students can use them in college, regardless of their major. A major confining factor that restricts growth of the program is the ongoing budget problems in K-12 education, because the University does charge for these courses.

Dr. Shaw asked how the tuition works—is it a break-even program? They are encouraged to break even, Dr. Henderson said, and they come VERY close.

Professor Cardwell inquired of Professor Green if his writing-intensive CIS course is comparable to a writing-intensive course on the campus. Professor Green said that in the best cases they are; in the weaker cases, they are a little weaker than on-campus courses. The emphasis is on

writing a big paper and essay exams (not multiple-choice tests). They require the CIS courses to use the same texts that are used in the campus courses, Dr. Henderson said.

Professor Cardwell asked if there is a reason there are no math or science CIS courses. They are working on them, Dr. Henderson said. The Math Department was very interested, because it understood it could have an impact on K-12 education, but the high school teacher group for math fell apart. They are in conversations about science courses; when the CIS program started in 1986-87, there were few high schools that could support University lab courses, but that is changing so science courses may be possible.

Dean Bloomfield asked if there were any data on the participation of students of color in the CIS program. Not until next year, Dr. Henderson said; anecdotally, however, it appears that the number is increasing. The General College basic writing course offered through CIS is targeted to high-achieving ESL students; the majority of these students are students of color. A significant number of students of color also enroll in the CIS literature course.

Ms. Dean asked whether high school libraries can support college courses or if they provide inter-library loans. Professor Green said he did not believe there was much use of high school libraries by CIS students. All CIS students receive a U Card (and an X.500 id) and teachers assign projects that involve coming to the University and the Minnesota Historical Society. Wilson Library has a CIS liaison, Dr. Henderson added.

This is the Twin Cities program, Professor Odom observed; she suggested the Committee receive similar information about the programs at Crookston and Morris. Professor Hoover agreed. These programs operate independently of each other, Dr. Henderson said, and there is no CIS program at Morris. There was a meeting this past August, the first one ever, of Minnesota concurrent enrollment administrators (representatives from Crookston, the Twin Cities, Duluth, and the MNSCU campuses attended) to share best practices. Professor Odom said it was very helpful to learn about the Twin Cities program and that there are components that could be adopted at Crookston.

Professor Hoover thanked Drs. Henderson, Green, and Kerr for joining the meeting and making their report.

## **2. Procession Policy**

Professor Hoover next reported that the issue of a procession policy had been brought to her by the Faculty Consultative Committee and it was raised by the procession at the Convocation. The question is the order in which people line up and proceed into an event. She distributed information from some of the other Big Ten schools; there seems to be little pattern (and no policy).

Dean Bloomfield said that the faculty come last in a procession (except the mace bearer and the flag bearer), which is the issue. Why is this an educational policy, Professor Curley asked? The idea is that the academic mission of the University is subtended to the administration, Professor Hoover said, and the thought was that the faculty should lead the procession with the administrators coming after. The practice varies at commencements, Vice Provost Swan commented.

It was agreed unanimously that the Committee would decline to take a position on processions and leave the matter to the colleges.

### **3. Report on Financing Graduate Education**

Professor Hoover noted that the Committee had earlier received a copy of the report of the task force on financing graduate education; the Provost has said he wants to act quickly on the recommendations. If the Committee wants to offer advice, it should do so promptly. This is a major issue that affects educational programs, she observed. The report basically says there needs to be more money in the system and some of the recommendations revolve around how to accomplish that goal.

Dean Bloomfield, who was a member of the task force, said there were basically 10 recommendations. First, there is a need for more money for fellowships, and there was a sense that this might be one thing the state would assist with because the fellowships are a talent magnet; the model is the 21<sup>st</sup> Century Fellowships. The state contribution would be matched by private dollars the University would raise. The task force did not believe the state would provide additional funds for stipends or for lowering graduate tuition.

The second recommendation was to create 400 new fellowships with \$10 million, half from the state and half from the University.

The third and fourth recommendations are ones that makes people begin to get uneasy. The third is that the University should "use the compact process, and similar internal collegiate processes, to examine and adjust the balance between expenditures on graduate education and other expenditures, in light of college and institutional priorities and capacities." The fourth is that "all units should also review the appropriate number of students in their graduate programs. Right-sizing of graduate programs should be driven not just by needs for TAs and RAs, but also by availability of jobs for graduates. Some aspects of right-sizing might include: (a) Encourage graduate programs to review their plans for admissions, in light of the appropriate size of the program. A smaller program, with fewer but higher quality and better-supported graduate students, may be a wiser choice for some programs, (b) in a few programs where graduate admissions are driven more by TA needs for large service courses than by the availability of high-quality students, consider using Teaching Specialists, (c) encourage colleges and departments to reallocate money internally to support (or reduce support for) graduate education, in line with the priorities established by the units, (d) increase the amounts of funding generated by research and training grants in those units that have the capacity. This strategy could support more RAs directly, and also provide more faculty salary support (from NIH grants), freeing other money that could then be available for graduate student support, (e) in cases where there are too few graduate students for the number of faculty, consider deferring faculty hiring and put the money (salary and startup) into graduate student support."

Between the two of them, Dean Bloomfield explained, they say that colleges (which have different concerns about graduate education) should evaluate the relative importance of graduate and undergraduate education and to the extent funds are disproportionately directed to one or the other, the compact process is a way for the college to talk to the Provost about distributing the money in the right way. Part of the question is whether there are too many or too few graduate students in a college or program. If too few, the unit might obtain grant funds or put off hiring a faculty member in order to

support graduate students. Some units, however, admit more graduate students than they can productively use for research because they need TAs. Sometimes a unit needs really bright students but could cut numbers and concentrate the funds on competitive financial packages to a smaller number of students. Such departments with heavy teaching responsibilities could consider using Teaching Specialists and carrying fewer graduate students.

Why is the decision at the unit level rather than at the Graduate School level, Professor Curley asked? Each unit has different needs, Dean Bloomfield said. Some graduate programs have reasonably bright graduate students who work very hard to get their degrees; in others only the very brightest students are able to enter and obtain a degree. There will need to be some hard political decisions, Professor Curley observed. Dean Bloomfield agreed. The dean must talk with departments and then with the Provost about the decisions.

Is it cheaper to use teaching specialists, Professor Weinsheimer asked? The department need not pay tuition for a teaching specialist, Dean Bloomfield pointed out, which is about 1/3 to 1/4 of the total expense of graduate students. This is a controversial idea, Professor Weinsheimer said. His department vacillates on it and has reduced the number of teaching specialists from 36 to 3, and would have to hear strong argument to change its decision. He wondered about the Senate position.

Another piece of the discussion is the number of jobs available to graduate students at the end, Dean Bloomfield said. If there are a lot, having more graduate students makes sense; if not, restricting entry makes sense. That is a unit-level decision.

It is increasingly less costly to hire postdocs than graduate students, Professor Cardwell said, which puts programs betwixt and between. Part of the strength of a program is its graduate students. That is also a unit-level decision, Dean Bloomfield said. Some of the best departments run with the best postdocs and place those postdocs in the best jobs. In addition, however, NIH and NSF postdoc salaries are going up, so they will not necessarily be less expensive than graduate students. It is a balancing act, he said; part of the job of the faculty is teaching graduate students and the faculty appear committed to carrying out that mission.

The fifth and sixth recommendations are "urge graduate programs to significantly improve student time-to-degree and completion rates, thereby reducing each student's need for total years of support" and "close small, lower-quality graduate programs, or merge them with others to promote greater efficiency and student choice. Furthermore, the University should examine whether reallocations can be made from lower priority University activities or programs to support high priority graduate education programs, and consider consolidating small academic units to save administrative costs and minimize faculty and staff duplication." If it costs \$25,000 per year for a graduate student, a unit saves that much by having students graduate faster as well as time in the students' lives. The time-to-degree has crept up in a number of programs and each program needs to examine the data. The task force raised the possibility of considering prelims after two years rather than three and perhaps putting a five-year limit on financial support.

These would not make graduate education less expensive, Professor Hoover maintained. If the measure is the number of degrees, it is if the University can turn out 20% more but more efficiently, Dean Bloomfield said. He added that they are working on closing or merging programs.

These questions are so various that they must be answered locally, Professor Weinsheimer said. There are incentives to the Graduate School, and incentives to programs to keep the number of programs, students, and courses high. Where are the incentives for programs—"what's in it for me?" Those are discussions that have not been held, Dean Bloomfield replied, and perhaps the report can spur them. Even if there are no changes, the discussions can help to clarify values—but it is likely that some behavior will be changed as well.

The 7<sup>th</sup> through 9<sup>th</sup> recommendations deal with nitty gritty matters, Dean Bloomfield summarized, and the 10<sup>th</sup> suggests a group be identified to look at PROFESSIONAL education. This report is about TAs and RAs, but there are a lot of other students who are clobbered by increased expenses who do not receive financial assistance. It is interesting, Professor Cardwell commented, that of 16,000 post-baccalaureate students, only about one-quarter are affected by this report. There is a bigger population for which the issues must also be addressed. Dean Bloomfield said he did not disagree. The Medical School can set its own tuition and could lower it to help medical students—and in doing so would increase its own financial problems. The loss of the state funds really damaged the University, he said.

The lack of aid means loans or outside employment for a lot of students, Ms. Haas said; did the group look at what those students must do to sustain themselves? It did not, Dean Bloomfield said. Economists generally say that students are better off taking out a loan and get through school faster and into a better-paying job. There is no question about the discrepancy of the cost of attending and the base stipend.

There used to be stereotypes about graduate and professional education, Vice Provost Swan said, but the experiences are now so varied that those stereotypes are less valid. The stereotypes are that generally graduate students are supported by University employment and professional students are supported by big loans. Another historical stereotype is that professional students walk into high-paying jobs so they can afford the loans, but that does not explain what happens in Social Work, for teachers, and even in some other professional fields. Some graduate programs only admit students they can support; others can't do that because they don't have the money so students must work and take out loans.

Did the task force look at the public good of graduate and professional education, Professor Cardwell asked, and at mechanisms for funding them like the GI Bill or waiving loans if the graduate provides public service? They did not consider those, Dean Bloomfield said, but it was in the background. One question was whether it would make sense for the University or its colleges to give back money through lower tuition or paying more to TAs and RAs. The task force talked a lot about this (faculty who hire RAs on grants have seen the costs outstrip their ability to pay). If tuition is reduced, there is less income to the University, and the same is true if loans are forgiven. Those are funds that are used to pay salaries, etc. They decided not to ask the state for more money except for fellowships. A dean whose faculty are hurting because their grants are being squeezed by RA costs could help the faculty with ICR funds, which is a choice that each college can make.

Professor Leger asked about the limits on aid. In his field, the temptation is to hang on to RAs as long as one can because they become more valuable over time and can do bigger projects. But they do not want to abuse students, either. Dean Bloomfield said that his department had students who had been there forever and who got too comfortable, so they adopted a policy statement that a student

could not be supported more than five years unless the thesis committee persuaded the department the student would be done soon. Five to six years is enough time to get a Ph.D. in Biochemistry. It was amazing how seriously faculty and students took the policy; it cut the average time to a degree by about two years. But the limit needs to be flexible.

The other possibility is that students who have done enough for their thesis can get the Ph.D. and then be appointed as a postdoc. A department need not trap them as students forever.

There are a number of programs that are intercollegiate, Professor Hoover said, and the problem with putting the onus on the deans is that intercollegiate programs get lost. The emphasis on the dean is acceptable for college programs but it is not a model for new programs that cross colleges. IMG implies that deans would collaborate, Dean Bloomfield said; some do, some do not. If a program is intercollegiate, which dean should be responsible, Professor Hoover asked? It should be both, Dean Bloomfield replied. The premise is that graduate programs are within the confine of one dean; the strength of graduate programs is that they report to the Dean of the Graduate School, Professor Hoover said, who can encourage intercollegiate programs. That point does not appear in the report. Intercollegiate programs should be in the compacts, Dean Bloomfield said, and they should be talked about. Unfortunately, that does not usually happen.

As a TA, Mr. Pappas said, he is concerned about the postdoc/teaching specialist recommendations; graduate students are being priced out of their work. Dean Bloomfield said that if a Ph.D. education supports the desires and life wishes of a student, and if the student is capable, he or she should pursue it. But if no good job is waiting when the degree is completed, or if the only reason the department wants the student is to teach courses, the student will likely not be supported or mentored well, which is not good for the student. Some people just love a field and want to stay in a program, but the task force did not believe that is a good idea. Teaching is good for graduate education, but not too much and not if the student teaches the same course over and over—teaching can get in the way of graduate work. There should be a balance, which most programs achieve. The task force is not saying cut the number of students but that each program should look at the number it can support and place and the attention faculty can give to them. This forces looking throughout the system; graduate education has not been well-examined.

If the intent is not to decrease the number of graduate students, Professor Wangenstein said, that will be the result, because in a number of fields faculty cannot afford graduate students. If funds are limited, there will be fewer graduate students. There is a limit on the amount of money available, Dean Bloomfield agreed. In some areas in the biosciences, there is room to get more money if one looks at peer institutions, because the average grant funding per faculty member is higher at some places than it is here. That is not easy, but it can be accomplished.

Dr. Shaw asked if the \$15 million were for graduate and professional students. It is intended for graduate fellowships, Dean Bloomfield said. An indeterminate amount is part of the Regents' legislative request; it remains to be seen how much will be received. The support for academic programs in fields (healthy society) includes support for graduate students as well.

Professor Hoover asked if the Committee wished to endorse the report. Professor Branton said he agreed with many of the ideas in the report, such as not training students where there are no jobs or where they are only used to help the department do its work. It would be difficult to comment



on or endorse the report because there are so many local decisions that need to be made; it could be good for some and bad for others.

Is the report being discussed by directors of graduate studies, Professor Cardwell asked? There will be discussion by the Policy & Review Councils, Dean Bloomfield reported, in the next few weeks, which will allow discussion by disciplinary areas.

Professor Hoover noted that the University went through the steps in the late 1990s to merge programs. Dean Bloomfield said there about 150-170 graduate majors and a number of minors, with a total of about 200 programs, which is huge. He said he did not know of any university that has that many graduate programs. They have criteria for judging programs, based on the number of students, faculty, similarity to other programs, and so on, and have a list of about 40 they believe could be closed or merged. That list has been sent to the deans asking for comment and for a conversation with the dean and Provost if the dean does not believe a program should be merged or closed. They will not merge programs unless it makes sense, in which case it should be done. The mergers and closings will lead to efficiencies, better program support, elimination of competition between programs, and less work for directors of graduate studies. Even if the changes do not save money, they will save work and clarify the structure and reduce internal competition.

The earlier effort went through the directors of graduate studies, not the deans, Professor Hoover recalled; why is this one going through the deans? Because of the peculiar relationship between the Graduate School and the academic programs that report to it, Dean Bloomfield said, and because of the regular structure of the University—deans and departments must work together. Deans do not have the right to close graduate programs, and must go through the Policy & Review Councils. But they believed it would be a good idea to get a response from the chief academic officer of the college. And the decision must be part of the compact process, Professor Wangenstein observed. The Graduate School has almost no money except aid that it passes through, Dean Bloomfield agreed.

Professor Branton asked if there were statistics about the extent to which students continue in their training or careers. Dean Bloomfield said that information is collected in general and they are going to try to get more specific data. One can get numbers from the Graduate School website about the number of graduates who get academic jobs, government jobs, or no job, and those numbers are just being updated. They collect the numbers from each program and will try to disaggregate them by faculty member (so incoming graduate students will know which faculty members are the most productive mentors of Ph.D. students and what jobs they get).

Dean Bloomfield said the discussion had been very valuable.

#### **4. Resolution on Tuition Policy Options**

Professor Hoover next distributed a draft resolution from the Committee, following the discussion at the last meeting about tuition. The resolution read as follows (after amendment):

The Senate Committee on Educational Policy opposes any tuition policy change that includes differential undergraduate tuition rates for different programs or colleges on a given campus. The Committee endorses the current Board of Regents' policy.

The Committee voted unanimously in favor of the resolution. It was agreed the Committee would go on record in this way but would not ask the Senate to endorse the resolution.

Professor Hoover adjourned the meeting at 2:50.

-- Gary Engstrand

University of Minnesota