

Postsecondary Planning Report (UM and MnSCU)

Legislative Language

Minnesota Session Laws 2001, 1st Special Session, Chapter 1, Article 1, Section 6, Subd. 1

By February 15 of each year the board of trustees of the Minnesota state colleges and universities must and the board of regents of the University of Minnesota is requested to report to the legislature on progress under the master academic plan for the metropolitan area. The report must include a discussion of coordination and duplication of program offerings, developmental and remedial education, credit transfers within and between the post-secondary systems, and planning and delivery of coordinated programs. In order to better achieve the goal of a more integrated, effective, and seamless post-secondary education system in Minnesota, the report must also identify statewide efforts at integration and cooperation between the post-secondary systems.

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Postsecondary Planning: A Joint Report to the Minnesota State Legislature

Executive Summary

I. INTRODUCTION

The Minnesota State Colleges and Universities (MnSCU) and the University of Minnesota (UM or “the University”) are pleased to submit this joint report on postsecondary planning, as required by the Minnesota Higher Education Appropriation Bill 01-4469 Art. 1, Section 6, Subd. 1.

This report reflects the long-term and ongoing working relationship between the two systems that provide public higher education to the state. While individual cooperative initiatives have been in operation for over a decade, the higher education systems (and other primary stakeholders) have solidified their commitment to develop and coordinate comprehensive, joint metropolitan-area postsecondary programs through formal agreements. These cooperative efforts include the 1993 Twin Cities Higher Education Partnership, established to foster collaboration among the partners to develop these programs, including expansion of upper-division programs in the Twin Cities, and the 1998 *Partnership Agreement for Public Higher Education* that elaborated on a framework for the systems to work together to enhance the capacity of higher education in Minnesota, and to leverage and extend resources in areas critical to workforce and economic development to every part of the state.

II. DEMAND AND CAPACITY OF HIGHER EDUCATION IN MINNESOTA AND THE METROPOLITAN AREA

Any analysis of and plan for postsecondary education in Minnesota depends on and must respond to the demographic trends in our educational marketplace. We therefore preface this report with a brief overview of the key demographic trends to provide a framework for the activities and plans this report describes.

Population growth

- Population in the 11-county Twin Cities metropolitan area has grown faster than in Minnesota as a whole.
- Population has grown more quickly in the outlying counties of the Twin Cities metropolitan area. However, Hennepin and Ramsey Counties are still the most populous and also experienced strong population growth.
- The 11-county metropolitan area is projected to grow by 9.48 percent over the period 2005-2020.
- The population of Minnesotans ages 15-34 is projected to increase until the year 2015 followed by a declining age cohort to 2025. (People in the 15-34 age cohort are the most likely to become MnSCU or University of Minnesota students in the near future or to be currently enrolled in programs offered by the two systems.) While the Census projections show a declining number of 15 to 19 year olds beginning after

2005, projections of high school graduates for the state as a whole are essentially constant between 2005 and 2010.

- The number of preK-12 students in public schools in the Twin Cities metropolitan area increased slightly over the last three years. These slight increases are projected to continue until their peak in about 2008. Slight gradual declines in high school graduates are predicted after that. Graduation rates are comparatively low in the urban core: 43.3 percent in Minneapolis, and 63.4 percent in St. Paul. If graduation rates in these large districts were 100 percent, fewer than 3,000 additional high school graduates would be added.

Diversity

- All student populations increased from the 1998-1999 school year to the 2000-2001 school year. Blacks or African Americans make up the largest minority population in Twin Cities' public schools. Asian-Pacific Islander, Hispanic, and African American student populations grew at a faster rate than white student populations over this period.
- There was a large increase in the number of Limited English Proficiency (LEP) students from the 1998-1999 school year to the 2000-2001 school year. Special Education students also increased in numbers from the 1998-1999 school year to the 2000-2001 school year. Related research indicates that LEP students speak an increasingly diverse range of first languages.

Enrollment trends and student characteristics

- MnSCU's Metro Alliance¹ and the University of Minnesota – Twin Cities combined serve over 75,000 full-year equivalent (FYE) students per year. Together they serve about one-third of Minnesota's higher education market. Both the Metro Alliance and the University of Minnesota – Twin Cities campus are projecting enrollment increases for the current and coming fiscal years. The University of Minnesota – Twin Cities campus enrolls about 15 percent more FYE students than the Metro Alliance.
- More than 96 percent of all seniors expect to have had at least some college within six years of high school graduation, regardless of racial/ethnic background. However, African American, Hispanic, and American Indian students are 20 to 50 percent as likely as White or Asian students to take the ACT test (a general measure of interest in college).
- Just over 50 percent of the students in the Metro Alliance and just over 80 percent of students at the University of Minnesota – Twin Cities are in the traditional college age-range of 19-24. The Metro Alliance institutions have much higher percentages of older students, particularly those 25 and older.
- Metro Alliance institutions and the University of Minnesota – Twin Cities have substantial enrollments of students of color. Students of color represented over 17 percent of enrollment at Metro Alliance institutions in fall semester 1999 and about 13 percent of enrollment at the University of Minnesota – Twin Cities. (International

¹ The MnSCU Metro Alliance includes Metropolitan State University and all two-year colleges in the 11-county metropolitan area.

students are not factored into either of these percentages.) Together, their enrollment of students of color is higher than the 14.3 percent of Twin Citians of color.

III. METROPOLITAN PROGRAMS: COORDINATION, DUPLICATION, PLANNING, AND DELIVERY

Coordinating programs and minimizing duplication emanates from the mission differentiation of Minnesota's public postsecondary systems. Data illustrate that the academic programs of MnSCU and the University of Minnesota well complement one another. For example, there is a very sharp difference in the levels of degree awards, with MnSCU dominating in degrees awarded at the baccalaureate level and below. By contrast, the University predominates in the public sphere, in post-baccalaureate degrees, and invests considerable resources in research and public service, unique components of its statutory mission. An analysis of specific degree programs and patterns of enrollment reveals appropriate distribution among public providers for high-demand areas such as business management and education, as well as appropriate specialization, with MnSCU, for example, offering all of the Protective Services degrees, and the University of Minnesota offering all of the M.D.s.

Analysis reveals very little duplication of programs in the metropolitan area between the University and MnSCU. Among the University of Minnesota – Twin Cities' more than 580 degree programs, and Metropolitan State University's 143 degree programs, only 21 share similar titles (see chart on p. 22). Most of these are in high demand fields, such as business and communication.

For specific, workforce-related instances where inter-system coordination can benefit the metropolitan area, MnSCU and the University established in 1993 a formal and collegial process for the identification and development of program opportunities, through the Minnesota Higher Education Partnership. Formalized in 1998 through a joint "Partnership Agreement for Public Higher Education," this collaboration has produced 10 partnership baccalaureate degrees (in such workforce-oriented fields as construction management, information networking, and manufacturing technology) that leverage the lower-division resources of MnSCU partners with the upper-division resources of the University of Minnesota.

IV. STATEWIDE COLLABORATIVE EFFORTS

Inter-system integration and coordination of resources, including emphasis upon libraries, academic programs, and use of technology to expand access to learning, has been extended beyond the metropolitan area to cover the entire state. A joint, annual report on collaborations statewide between MnSCU and the University of Minnesota demonstrates

that over the past three years, formal academic collaborations have grown from 60 to nearly 170 programs, including articulation agreements and partnership degrees, available in nearly every part of the state.

In addition, MnSCU and the University of Minnesota have shared in the development of information technology resources, through important statewide initiatives like ISEEK Solutions and the Digital Library Consortium. A Joint Powers Group has recently developed a statewide plan for a new integrated telecommunications network that will serve the needs of the state's K-20 education system. MnSCU and the University also share library resources, through MnLINK, which provides a gateway to the library catalogues of the University campuses, MnSCU institutions, state agencies, Twin Cities and regional public library systems, and others. In addition, the MINITEX Library Information Network, housed in the University Libraries, provides full text of key subscriptions to MnSCU academic libraries throughout the state.

V. REMEDIAL AND DEVELOPMENTAL EDUCATION

Developmental and remedial education encompass both coursework and academic support services for students who need help meeting the academic requirements of the college-level curriculum. The terms “developmental” and “remedial” are often used interchangeably in practice, but the research literature defines “remedial” as work that should have been completed in high school, while “developmental” covers college-level work in a context that includes a special focus on strategies for success in college. Researchers at the University cite and apply this distinction in inquiry and practice, while MnSCU institutions use the two terms interchangeably.

Preliminary data suggests that even this distinction is too broad. Anecdotal information reveals that students take developmental and remedial courses for many reasons, e.g., often to refresh skills so they feel better prepared for specific college coursework. Moreover, as the data indicate, the vast majority of students engaged in remedial or developmental education take only one to two courses. When combined, the anecdotal information and the available hard data suggest that a deeper analysis would be useful to help system administrators more accurately understand the patterns of use in developmental and remedial education. The systems, then, could collaborate more effectively to develop appropriate solutions for the various user groups, e.g., better communication regarding preparation expectations, lifelong learning needs, immigrant populations, etc. (see Section VII, pp. 38-41, for recommendations).

Nearly all Minnesota public postsecondary institutions provide some form of remedial and/or developmental education². Statewide, 32 percent (7,200) of the 22,447 public

² In the Twin Cities metropolitan area, 10 community and technical colleges of MnSCU's Metro Alliance and the University offer remedial and/or developmental courses. Metropolitan State University offers none.

high school graduates who enrolled in public colleges and universities in Minnesota took one or more remedial or developmental courses in 1999-2000. At the University of Minnesota, 14.7 percent (766) of the 5,202 students from public high schools who were enrolled in 1999 took one or more remedial courses. Seventy-five percent of the University of Minnesota students in remedial classes took a single remedial course; 98 percent of the remedial credits were in mathematics courses; the remaining 2 percent were in writing/reading. In MnSCU, 21 percent of students at four-year institutions and 45 percent of students at two-year colleges took remedial instruction.

The two-year institutions of the Metro Alliance are open access, open enrollment institutions. This means that all applicants with a high school diploma or GED are admitted to the colleges. However, admission to the institution does not guarantee admission to college-level courses or entry into specific programs. To ensure that students are adequately prepared for college-level courses, the ten community and technical colleges give mandatory entry-level skills tests in reading, writing, and mathematics. Some also test for English as a Second Language (ESL). These tests, thus, serve a dual purpose: to assist students in registering for appropriate courses that will support their future success in college, and to ensure standards of quality for the college-level curriculum. The Metro Alliance two-year colleges have addressed these deficiencies through a strong curriculum of developmental courses.

General College plays a unique role within the University of Minnesota, focusing on the preparation of students for transfer to schools and colleges of the University and other higher education institutions. These students may require special preparation because of personal circumstances or previous education; General College also has a special mission to support first-generation and urban students. General College offers remedial courses only in basic math and some ESL courses. The remainder of its curriculum carries full college credit and is developmental in nature – that is, it teaches college-level courses (not high school-level courses) to students with a wide range of learning styles.

MnSCU and the University of Minnesota cooperate in the preparation and analysis of annual reports to school districts on remedial instruction, so that the districts receive a single joint report each year, with a comprehensive picture of their graduates' enrollment in remedial courses.

VI. CREDIT TRANSFERS

MnSCU and the University have an extensive policy background and operational initiatives to support access through flexible transfer programs. MnSCU and the University of Minnesota can claim great success in developing a series of interrelated programs that have made inter-system transfer easy, thereby increasing flexibility and access to Minnesota's public postsecondary institutions. In fall 2000, the University of Minnesota accepted 2,725 transfer students from 502 institutions. Of these, 36 percent

came from Minnesota community colleges and 9.6 percent from state universities. (10.8 percent came from Minnesota private colleges, and 43.7 percent came from other schools, most in the upper Midwest region.) MnSCU colleges and universities accepted 18,906 transfer students in Fiscal Year 2000, constituting almost 20 percent of all new students that year. About half of these students came from MnSCU Institutions, another 16 percent from other Minnesota institutions (including 8.9 percent from the University of Minnesota), and the remainder from other states. Approximately half of the transfer students enrolled at a state university, the rest in other MnSCU colleges.

Within the MnSCU system, all institutions in the Metro Alliance offer all or part of the Minnesota Transfer Curriculum. In response to the 2001 legislation regarding the transfer of general education courses, MnSCU now has in place a formal process to review courses from technical colleges for inclusion in the Minnesota Transfer Curriculum; 42 courses have been approved to date from the four metro area technical colleges.

These inter-system transfers are supported by a number of formal procedures and agreements that, beginning in 1991, MnSCU and the University of Minnesota developed to clarify and improve transfer procedures and information sharing. These include: “Standards and Procedures for Transfer” (1992); the Transfer Specialists’ Network (1992); the Minnesota Transfer Curriculum (1994); Articulation Councils; the Minnesota Cooperative Admissions Program (1999); and, Electronic Data Interchange programs including SPEEDE/ExPRESS (for electronic interchange of transcript information, piloted in June 2000); the Degree Audit Reporting System; and the Course Applicability System, scheduled to “go live” in March 2002.

VII. NEXT STEPS AND RECOMMENDATIONS

Through this joint planning initiative and legislative report, leadership of the two systems has identified the following areas to address continuing statewide and metropolitan area issues.

Statewide issues

- Program collaborations.
- Remedial and developmental education.
- Credit transfer.

Metropolitan area issues

From the analysis in this report, it is evident that there is an ongoing, critical need to target resources to emerging areas in higher education within the Twin Cities metropolitan area. These shifting needs for associate degree, baccalaureate degree, and lifelong learning will require actions in addition to the statewide plan noted above.

Future work will involve joint planning and action from MnSCU and the University in the following areas:

A. Access and Opportunity

1. Develop joint task force on workforce development and lifelong learning to formulate recommendations and strategies that expand educational access and opportunity for lifelong learning.
2. Identify important career-ladder opportunities (e.g., health professions), articulate ways to share human and physical resources, and strategies to leverage the promise of distributed education and distance learning technologies.
3. Expand the necessary academic partnerships involving the University and MnSCU institutions to increase access to educational resources for students in the metro area.

B. Leadership Framework

1. Consider formation of a metropolitan area preK-16 partnership advisory group to improve the performance, articulation, and coordination of preK-16 systems.
 - The joint leadership group would explore the need and feasibility of improvements in several related areas, including:
 - high school graduation rates
 - academic preparation for postsecondary education and lifelong learning
 - articulation among preK-12 and higher education systems
 - career-ladder and adult educational options (particularly in areas related to economic and community needs)
 - access to four-year degree options in the metropolitan area
 - more efficient use of human, physical, and technological resources
2. Formulate strategies that maximize the coordination and delivery of pre-collegiate programs to improve academic preparation for postsecondary participation, high school graduation rates, and participation rates in postsecondary education.
3. Deepen research and analysis of data on developmental/remedial education, to clarify patterns of use, student needs, and opportunities for expanded preK-12/higher education collaboration.

Final recommendations for new collaborative programs, strategies, improved use of resources, etc., will result from analyses and work in the designated areas of emphasis, above, and from leadership and consultation involving administrative leadership, board members, community leaders, and others.

I. INTRODUCTION

The Minnesota State Colleges and Universities (MnSCU) and the University of Minnesota (UM or “the University”) are pleased to submit this joint report on postsecondary planning, as required by the Minnesota Higher Education Appropriation Bill 01-4469 Art. 1, Section 6, Subd. 1.

The report responds to the topics requested by the legislature, and highlights areas of particular focus for the future. To put this information in context, a brief analysis of postsecondary education related to data on demographics, demand, and capacity is also provided. This report is the result of substantial discussions and strategy sessions over several months by regents and trustees, administrators in both systems, and in consultation with key University collegiate units and the leadership of MnSCU’s Metro Alliance. This report was compiled by an inter-system working group (which includes MnSCU trustees and UM regents) established in 1999 by the MnSCU senior vice chancellor for academic and student affairs and the UM executive vice president and provost, to promote UM/MnSCU collaboration and coordination of programs and services.

Relationship History

This report reflects the long-term and ongoing working relationship between the two systems that provide public higher education in Minnesota. While individual cooperative initiatives have been in operation for over a decade, the higher education systems (and other primary stakeholders) have solidified their commitment to develop and coordinate comprehensive, joint metropolitan area postsecondary programs through formal agreements.

In January 1993, the chancellors of Minnesota’s community colleges, technical colleges, and state universities, the president of the University of Minnesota, and the executive director of the Minnesota Higher Education Coordinating Board announced their commitment to developing an effective and efficient higher education partnership for the metropolitan area through the Twin Cities Higher Education Partnership. This agreement recognized the limitations on expected resources for higher education and the growing need for access to appropriate educational programs throughout Minnesota, particularly those directed to employment-related programs at the baccalaureate level. Its goals included collaboration among the partners to develop these programs, including expansion of upper-division programs in the Twin Cities.

In January 1998, University of Minnesota President Mark G. Yudof and MnSCU Chancellor Morris Anderson signed *A Partnership Agreement for Public Higher Education* (see Appendix A), an agreement to foster cooperation and innovation between the state’s two public higher education systems. Under the agreement, both systems work together to enhance the capacity of higher education in Minnesota to leverage and extend resources in areas critical to workforce and economic development to every part of the state, through joint strategic planning to develop many of the incentives for

implementing partnerships and collaborations, and streamlining the processes for approving and implementing cooperative activities.

Expanding on the 1993 partnership agreement, the 1998 agreement acknowledged the mutual goals of the University and MnSCU systems to:

- provide access to high-quality educational opportunities for all of Minnesota's citizens;
- offer postsecondary education opportunities to keep Minnesota citizens competitive in the global economy; and
- increase the participation and success in higher education of traditionally under-represented populations.

The agreement also established an Inter-System Policy Committee to provide oversight and coordination to expand academic offerings, share use of resources, and improve coordination and articulation between the two systems.

II. DEMAND AND CAPACITY OF HIGHER EDUCATION IN THE TWIN CITIES METROPOLITAN AREA

Any plan for postsecondary education in Minnesota must respond to the demographic trends in the metropolitan region. This report begins with a brief overview of the key demographic trends in the following areas:

- The Twin Cities metropolitan area,
- High school students and graduates in the Twin Cities, and
- MnSCU and University of Minnesota students in the Twin Cities.

Demographic Trends Affecting Higher Education Demand and Capacity in the Twin Cities

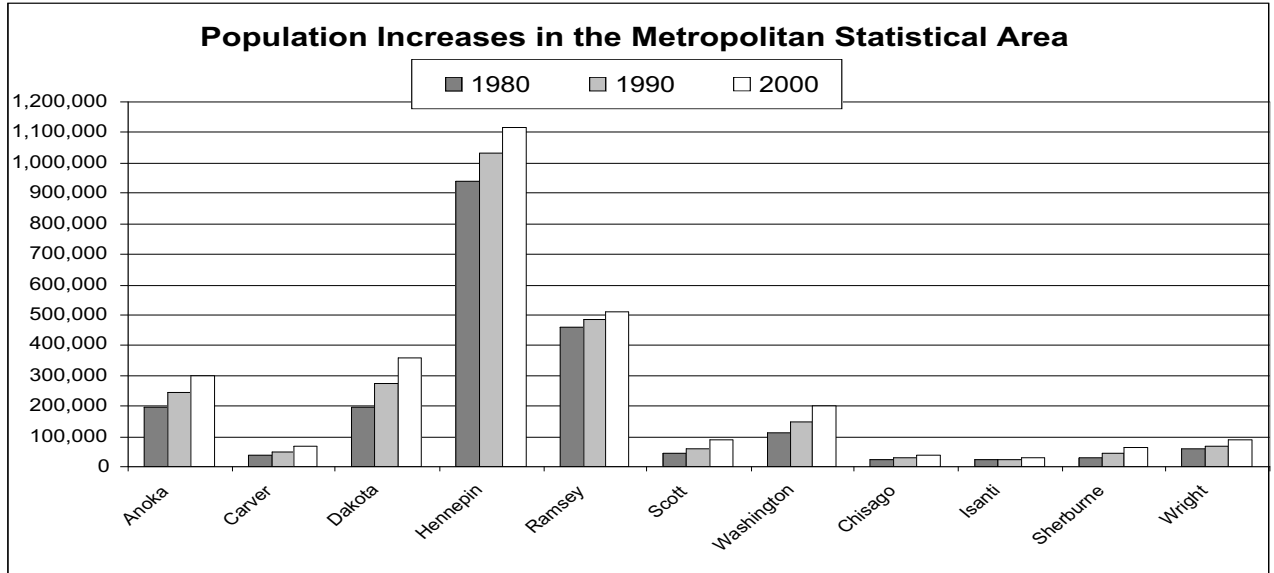
Population Growing in the Twin Cities Metropolitan Area

As the table below shows, population in the 11-county Twin Cities metropolitan area has grown faster than in Minnesota as a whole.

Minnesota Population Change by County 1980-2000					
County	1980	1990	2000	% Change 1980-2000	% Change 1990-2000
Overall 11-County Total	2,123,779	2,455,818	2,868,847	35.1%	16.8%
Minnesota Total	4,075,970	4,375,099	4,919,479	20.7%	12.4%

Source: US Census

The chart below shows that growth has occurred in each of the 11 counties making up the Twin Cities metropolitan area. Population has grown more quickly in the outlying counties of the Twin Cities metropolitan area. However, Hennepin and Ramsey Counties are still the most populous and also experienced strong population growth.



Source: US Census

As the table below demonstrates, not only has the 11-county metropolitan area grown, so have the core cities of Minneapolis and St. Paul, reversing earlier trends of declining population.

Minneapolis and St. Paul Have Become More Populous in the Last 10 Years			
City	1990 Population	2000 Population	Change 1990-2000
Minneapolis	368,383	382,618	3.9%
St. Paul	272,235	287,151	5.5%
Total	640,618	669,769	4.6%

Source: US Census

The majority of Minnesotans now live in the 11-county Twin Cities metropolitan area. As the chart below shows, the population growth rate for the Twin Cities is projected to be higher than for the rest of Minnesota, leading to an even greater proportion of Minnesotans living in the Twin Cities. This metropolitan area growth trend is typical for many major metropolitan areas in the United States.

Population Growth Projections for Minnesota for the Years 2005 to 2020					
	2005	2010	2015	2020	% Change from 2005-2020
11-County Twin Cities Metropolitan Area	2,913,560	3,022,160	3,116,030	3,189,900	9.48%
Rest of Minnesota	2,036,730	2,045,780	2,053,470	2,055,560	0.92%

Source: State Demographer

The Twin Cities Metropolitan Area is More Diverse than Minnesota as a Whole

Ethnic minorities make up about 14.3 percent of the population in the 11-county Twin Cities area. The large majority of ethnic minorities in the 11-county Twin Cities metropolitan area live in Hennepin and Ramsey counties. African Americans are the largest ethnic minority population in the Twin Cities. Asians are the second largest ethnic minority in the Twin Cities. Most African Americans and Asians live in Hennepin and Ramsey Counties.

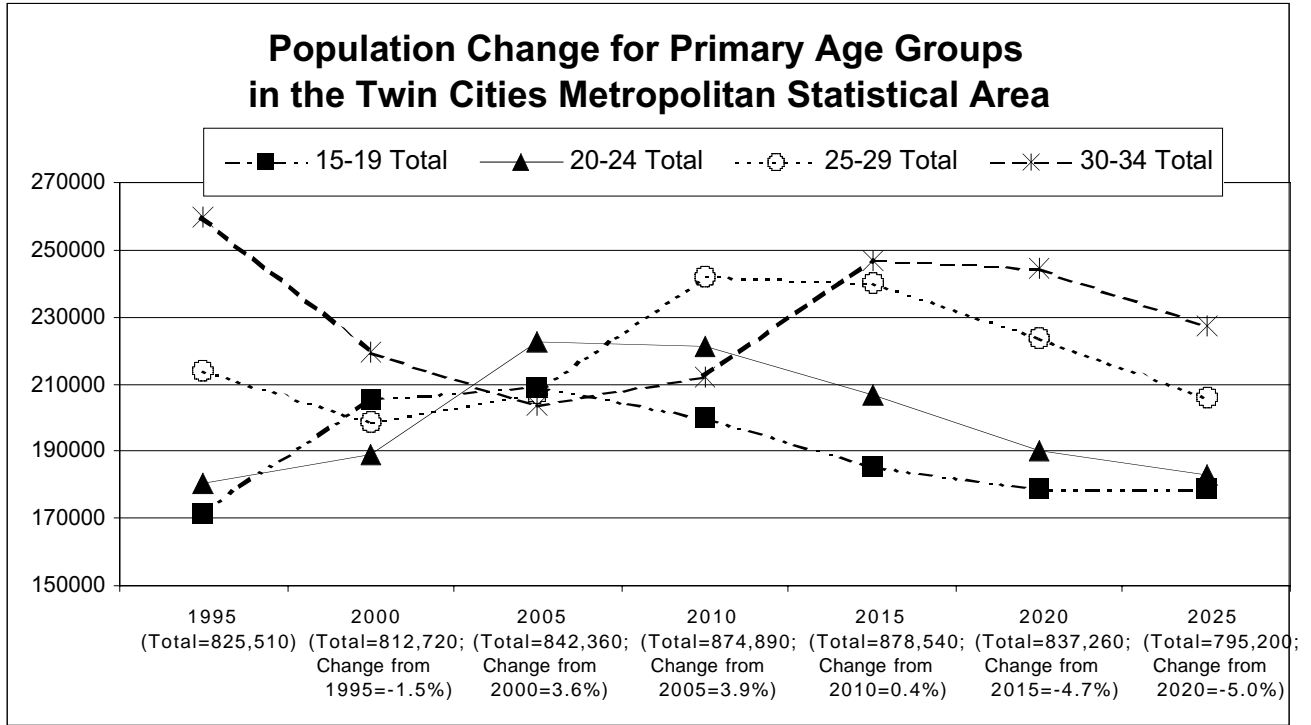
Ethnic Population for the 11-County Twin Cities Metropolitan Area for the Year 2000				
Ethnic Category	11 County	%	Minnesota	%
Total Population	2,868,847		4,919,479	
White	2,458,984	85.7%	4,400,282	89.4%
Black or African American	157,695	5.5%	171,731	3.5%
American Indian or Alaskan Native	21,326	0.7%	54,967	1.1%
Asian	122,225	4.3%	141,968	2.9%
Native Hawaiian or other Pacific Islander	1,229	.04%	1,979	.04%
Some Other Race	45,838	1.6%	65,810	1.3%
Two or More Races	61,550	2.1%	82,742	1.7%
Hispanic or Latino of Any Race	98,337	3.4%	143,382	2.9%

Source: US Census - *The 2000 Census changed the race/ethnicity categories so the 2000 Census data is not comparable to the 1990 Census data. Percentages do not add up to 100 percent because census respondents can choose more than one racial/ethnic category.*

Increasing Population of Metropolitan Residents Ages 15-34

As the table and chart below show, current projections for the Twin Cities show increases in the population of Minnesotans ages 15-34 until the year 2015 followed by a declining age cohort to 2025. It should be noted that these projections were made before the 2000 Census and are in the process of being updated. People in the 15-34 age cohort are the most likely to become MnSCU or University of Minnesota students in the near future or to be currently enrolled in programs offered by the two systems. While the Census

projections show a declining number of 15 to 19 year olds beginning after 2005, projections of high school graduates for the state as a whole are essentially constant between 2005 and 2010.



Source: Minnesota Planning, 1998 Projections

Public School Enrollment Trends Affecting Higher Education Demand and Capacity in the Twin Cities

As the table below shows, the number of K-12 students in public schools in the Twin Cities metropolitan area increased slightly over the last three years. These slight increases are projected to continue until their peak in about 2008. Slight gradual declines in high school graduates are predicted after that. Graduation rates are comparatively low in the urban core: 43.3 percent in Minneapolis, and 63.4 percent in St. Paul.³ If graduation rates in these large districts were 100 percent, fewer than 3,000 additional high school graduates would be added to the number of potential postsecondary enrollments.

Public K-12 Enrollment in the 11-County Twin Cities Metropolitan Area				
	1998-1999	1999-2000	2000-2001	Change from 98-99 to 00-01
K12 Enrollment	486,875	491,447	496,283	1.9%

Source – Minnesota Department of Children, Families, and Learning

³ Department of Children, Families, and Learning, Completion Study for the Class of 2000

Public K-12 Students Receiving Free or Reduced Price Lunch or
Special Education, or Who Are Limited English Proficient

The table below shows that there are a substantial number of public school students in the 11-county Twin Cities metropolitan area who receive free or reduced price lunch or Special Education, or who are Limited English Proficient (LEP). Eligibility for free or reduced price lunch is considered a proxy for measuring the number of students who live in low-income households. Fewer students in the Twin Cities school districts qualified for free lunch from the 1998-1999 to the 2000-2001 school year, but more qualified for reduced price lunch in that same time period. Overall, there was little change in this indicator, but the state was also experiencing an extraordinarily strong economy during this time. There was a large increase in the number of LEP students from the 1998-1999 school year to the 2000-2001 school year. Special Education students also increased in numbers from the 1998-1999 school year to the 2000-2001 school year. Related research indicates that LEP students speak an increasingly diverse range of first languages.

Number of Public K-12 Students Receiving Free or Reduced Price Lunch or Special Education, or Who Are Limited English Proficient for the 1998-1999 to 2000-2001 School Year in the 11-County Twin Cities Metropolitan Area							
Student Group	1998-1999	%	1999-2000	%	2000-2001	%	% Change from 98-99 to 00-01
Pre-K12 Enrollment	486,875		491,447		496,283		1.9%
Students Receiving Free-Lunch	88,868	18.3%	87,210	17.7%	87,617	17.7%	-1.4%
Students Receiving Reduced Price Lunch	27,837	5.7%	28,475	5.8%	29,393	5.9%	5.6%
Limited English Proficient Students	25,841	5.3%	29,368	6.0%	36,524	7.4%	41.3%
Students Receiving Special Education	57,423	11.8%	58,761	12.0%	60,408	12.2%	5.2%

Source – Minnesota Department of Children, Families, and Learning.

Minority Populations in the Public Schools for the
11-County Twin Cities Metropolitan Area

The table below shows that all student populations increased from the 1998-1999 school year to the 2000-2001 school year. Blacks or African Americans make up the largest minority population in Twin Cities' public schools. Asian-Pacific Islander, Hispanic, and African American student populations grew at a faster rate than White student populations over this period.

**Minority Populations in the Public Schools in the 11-County Twin Cities
Metropolitan Area for the 1998-1999 to 2000-2001 School Years**

Student Group	1998-1999	%	1999-2000	%	2000-2001	%	% Change from 98-99 to 00-01
American Indians	6,427	1.4%	6,564	1.3%	6,513	1.3%	1.3%
Asian Pacific Islanders	33,572	7.4%	36,399	7.4%	37,988	7.7%	13.2%
Hispanic	13,181	2.9%	15,480	3.1%	17,932	3.6%	36.0%
African American	45,912	10.0%	49,119	10.0%	51,981	10.5%	13.2%
White	357,489	78.3%	383,870	78.1%	381,852	76.9%	6.8%
Total for All Minorities	99,092	21.7%	107,562	21.9%	114,414	23.1%	15.5%

Source – Minnesota Department of Children, Families, and Learning

More than 96 percent of all seniors expect to have had at least some college within six years of high school graduation, regardless of racial/ethnic background. However, African American, Hispanic, and American Indian students are 20 percent to 50 percent as likely as White or Asian students to take the ACT test (a general measure of interest in college).

**Enrollment Trends for the MnSCU Metro Alliance
and the University of Minnesota – Twin Cities**

The table below shows that MnSCU’s Metro Alliance and the University of Minnesota – Twin Cities, combined, serve over 75,000 full-year equivalent (FYE) students per year. Together they serve about one-third of Minnesota’s higher education market. Both the Metro Alliance and the University of Minnesota – Twin Cities campus are projecting enrollment increases for the current and coming fiscal years. The University of Minnesota – Twin Cities campus enrolls about 15 percent more FYE students than the Metro Alliance. The Metro Alliance’s projected increase is slightly higher than the University of Minnesota’s projected increase.

**Enrollments at Metro Alliance Institutions and the
University of Minnesota – Twin Cities Campus**

Fiscal Year	Metro Alliance of MnSCU Institutions	% Change from Prior Year	University of Minnesota – Twin Cities Campus	% Change from Prior Year
FY 1995	36,830		41,599	
FY 1996	35,197	-4.4%	42,009	1.0%
FY 1997	34,623	-1.6%	41,074	-2.2%
FY 1998	34,877	.7%	40,279	-1.9%
FY 1999	31,978	-8.3%	41,325	2.6%
FY 2000	35,039	9.6%	40,480	-2.0%
FY 2001	37,020	5.7%	41,408	2.3%

Source: MnSCU Office of Research and Planning and UM Office of Institutional Research and Reporting

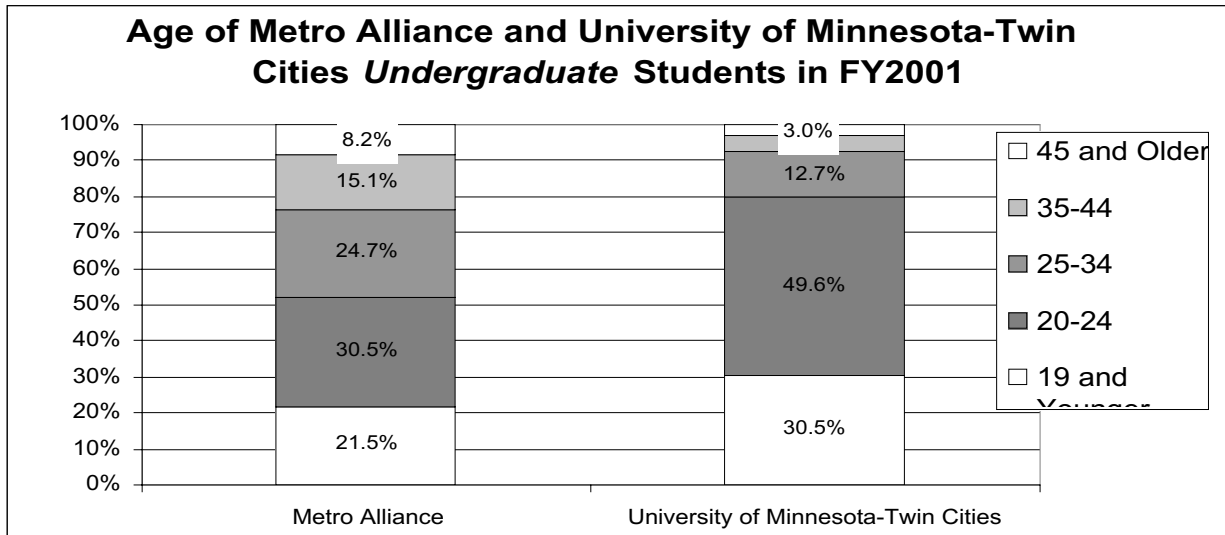
As the table below shows, the Metro Alliance and the University of Minnesota – Twin Cities campus combine to serve over 67 percent of the student headcounts in the Twin Cities.

Where College Students Are Enrolled in the Twin Cities – Fall 1999 Headcount			
Metro Alliance of MnSCU Institutions	University of Minnesota – Twin Cities	Private Colleges and Universities	Total
53,946	45,361	48,360	147,667
36.5%	30.7%	32.7%	

Source: MnSCU Office of Research and Planning and UM Office of Institutional Research and Reporting

Student Ages at Metro Alliance Institutions and the University of Minnesota – Twin Cities

As the chart below shows, just over 50 percent of the students in the Metro Alliance and just over 80 percent of students at the University of Minnesota – Twin Cities are in the traditional college age-range of 19-24. The Metro Alliance institutions have much higher percentages of older students, particularly those 25 and older.



Source: MnSCU Office of Research and Planning and UM Office of Institutional Research and Reporting

Student Ethnicity at Metro Alliance Institutions and the University of Minnesota – Twin Cities

The Metro Alliance and the University of Minnesota – Twin Cities have substantial enrollments of students of color. Students of color represented over 17 percent of enrollment at Metro Alliance institutions in fall semester 1999 and about 13 percent of

enrollment at the University of Minnesota – Twin Cities. (International students are not factored into either of these percentages.) Together, their enrollment of students of color is higher than the 14.3 percent of Twin Cities of color. It should be noted that the University of Minnesota – Twin Cities has a much higher percentage of international students, which are not counted as students of color, than does the Metro Alliance.

Race/Ethnicity of Metro Alliance and University of Minnesota – Twin Cities Students				
	Fall 1999 Headcounts		Fall 2000 Headcounts	
	Metro Alliance	UM – Twin Cities	Metro Alliance	UM – Twin Cities
African American	7.9%	3.4%	8.8%	3.4%
Asian or Pacific Islander	5.0%	6.8%	5.6%	6.9%
Hispanic	1.8%	1.9%	2.0%	1.7%
Native American	0.9%	0.7%	1.0%	0.6%
Non-Resident Alien/ International	1.9%	6.7%	1.9%	7.4%
Caucasian	82.4%	74.0%	80.7%	73.4%
Total	100.0%	93.5%	100.0%	93.4%
Unknown*	14.4%	6.5%	23.8%	6.6%

Source: MnSCU Office of Research and Planning and UM Office of Institutional Research and Reporting

**Note that students choosing not to reveal their race/ethnicity are not included in the percentage calculations for the Metro Alliance but are included in the percentage calculations for the University of Minnesota. For several years MnSCU was prohibited from asking for ethnicity information from students.*

III. METROPOLITAN PROGRAMS: COORDINATION, DUPLICATION, PLANNING, AND DELIVERY

Since 1993, MnSCU and the University have worked to cultivate a formal and collegial process to identify, develop and coordinate inter-system programs for efficient delivery of educational programs, in part to benefit workforce development in the metropolitan area. The data and analysis, below, illustrate that the academic programs of MnSCU and the University complement one another, following their clearly differentiated missions. For example, there is a very sharp difference in the levels of degree awards, with MnSCU dominating in degrees awarded at the associate level. By contrast, the University offers the largest number of post-baccalaureate degrees in Minnesota’s public sector of higher education, and invests considerable resources in research and public service, unique components of its statutory mission.

Policy Background

The inter-institutional formal partnership agreements (see *Section I. Introduction*) provide a historical context and overarching guidance to the efforts to coordinate joint postsecondary program development for the metropolitan area. Efforts to address issues of coordination and duplication are grounded in Minnesota State statute, which addresses the mission differentiation of Minnesota’s public postsecondary systems.

State Statute 135A.052: Post-Secondary Missions

“Subdivision 1. Statement of missions. The legislature recognizes each type of public post-secondary institution to have a distinctive mission within the overall provision of public higher education in the state and a responsibility to cooperate with each other. These missions are as follows:

- (1) the technical colleges shall offer vocational training and education to prepare students for skilled occupations that do not require a baccalaureate degree;
- (2) the community colleges shall offer lower division instruction in academic programs, occupational programs in which all credits earned will be accepted for transfer to a baccalaureate degree in the same field of study, and remedial studies, for students transferring to baccalaureate institutions and for those seeking associate degrees;
- (3) consolidated community technical colleges shall offer the same types of instruction, programs, certificates, diplomas, and degrees as the technical colleges and community colleges offer;
- (4) the state universities shall offer undergraduate and graduate instruction through the master's degree, including specialist certificates, in the liberal arts and sciences and professional education; and
- (5) the University of Minnesota shall offer undergraduate, graduate, and professional instruction through the doctoral degree, and shall be the primary state supported academic agency for research and extension services.”

Coordination of Program Development in the Metropolitan Area

Partnership Degree Programs

Developed under the 1998 higher education partnership agreement, MnSCU and the University offer several joint degree programs that address workforce issues in Minnesota, including:

- Bachelor of Applied Science (B.A.S.) degree in Applied Business, with Inver Hills CC, North Hennepin CC, and Rochester Community and Technical College (RCTC)⁴
- B.A.S. in Construction Management, with Inver Hills CC and North Hennepin CC
- B.A.S. in Emergency Health Services, with Inver Hills CC and RCTC
- B.A.S. in Information Technology Infrastructure, with North Hennepin CC
- B.A.S. in Manufacturing Technology, with RCTC and Winona State University
- B.A.S. in Network Administration, with Inver Hills CC and RCTC

⁴ Offerings of this degree by the University will be phased out during 2001-02; courses will continue to be offered by the University's College of Continuing Education (CCE) for use in other programs. Students are being referred to business degree programs at Metro State.

The University's College of Continuing Education (CCE) and MnSCU are currently developing and preparing to offer in new locations important partnership degrees, several reflecting the focus the University and MnSCU have placed on expanding program offerings in Rochester, such as:

- Bachelor of Applied Science (B.A.S.) degree in Clinical Laboratory Science, with Fergus Falls CC, Alexandria TC, St. Paul TC, North Hennepin CC, and Lake Superior College
- B.A.S. in Information Technology Infrastructure, with RCTC
- B.A.S. in Network Administration, with RCTC
- B.A.S. in Respiratory Care, with RCTC and the Mayo Clinic

Coordinated Programs Offered by the Metro Alliance

The Metro Alliance provides a model for coordinated delivery of programs within the MnSCU system. The following list includes some of the programs that are jointly offered at the present time:

- Metropolitan State University offers the upper division courses for a business administration major on three college campuses.
- Inver Hills Community College, Minneapolis Community and Technical College, and Metropolitan State University jointly offer an Urban Teacher Program.
- Metropolitan State University offers upper division accounting courses on two college campuses.
- Hennepin Technical College offers a carpentry program on the Minneapolis Community and Technical College campus.
- Dakota Technical College and Inver Hills Community College have taken the lead in bringing Metro Alliance institutions together to design programs for unemployed airline workers.
- Metropolitan State University offers an aviation program in collaboration with Inver Hills Community College and Minneapolis Community and Technical College.
- Metropolitan State University developed five Bachelor of Applied Science degree programs offered in collaboration with the technical colleges.

Workforce Development

The UM-Twin Cities and MnSCU are exploring collaboration in non-credit workforce-oriented programming, utilizing MnSCU training facilities to offer continuing education technology programs. For example, the University's College of Continuing Education (CCE) offers a web design institute course at Dakota County Technical College, and new facilities at North Hennepin Community College will continue to make space for University computer offerings. Inter-system cooperation of this type reduces the need to expand classroom facilities by accessing existing facilities for high-demand programs in more geographically dispersed areas. In addition, the CCE and MnSCU are co-

sponsoring a statewide conference, *Workforce Minnesota*, in fall 2002 on the role of education in developing Minnesota’s future workforce.

Inter-System Governance Group for a Metropolitan Education Strategy

Beginning in spring 1999, the University of Minnesota and MnSCU convened a task force to develop a joint strategy to address the postsecondary preparation and education needs of the Twin Cities metropolitan area.

In fall 1999, MnSCU presented its report, *Crosstown Connections: Academic Plan for the Twin Cities Metropolitan Area*, to the legislature, laying out a strategic plan to link the 11 MnSCU institutions in the metropolitan area. Parallel and complementary to MnSCU’s report, in fall 1999, the University developed a working paper, *The University of Minnesota and Metropolitan Education Needs*. This report lays out key goals, new initiatives, and ongoing issues for the University to pursue in collaboration with MnSCU.

For future planning, the task force recommended that joint work focus on the following priorities:

- Access – Preparing preK-12 students for postsecondary education
- Access – Addressing transfer and developmental education needs of college students
- Shared state and regional facilities and resources
- Leadership – enhancing inter-system leadership and coordination with preK-12 system leaders to address ongoing metropolitan education policy issues

Comparison of Degree Programs in the Metropolitan Area

There is little duplication of academic programs offered by MnSCU and the University in the metropolitan area. The University offers no associate degrees in the metropolitan area, while MnSCU’s metropolitan institutions offer no doctoral or first professional degrees. A comparison of baccalaureate and master’s degree programs offered by Metropolitan State University and the University’s Twin Cities campus reveals an apparent overlap of only 21 programs (out of a total of 46 baccalaureate and master’s degree programs at Metro State, and 580 total degree programs at UM). However, in some instances, the overlap is in name only, and not substantively duplicative in program offerings.

University of Minnesota and MnSCU Degree Programs Offered in the Metropolitan Area

	UM	MnSCU	Total	# Duplicates
Associate	0	97	97	0
Baccalaureate	196	40	236	15
Master’s	245	6	251	6
Doctoral	134	0	134	0
First Professional	5	0	5	0
Total	580	143	723	21

Much of this overlap occurs in very high-demand programs, such as business administration, liberal arts disciplines, and nursing. The distribution of specific degree programs and patterns of enrollment for metropolitan MnSCU institutions and the UM-Twin Cities follows statewide patterns. Analysis reveals appropriate distribution among public providers for high-demand areas, such as business management and education, as well as appropriate specialization. For example, MnSCU offers all of the Protective Services degrees, and the University of Minnesota offers all of the M.D. degrees.

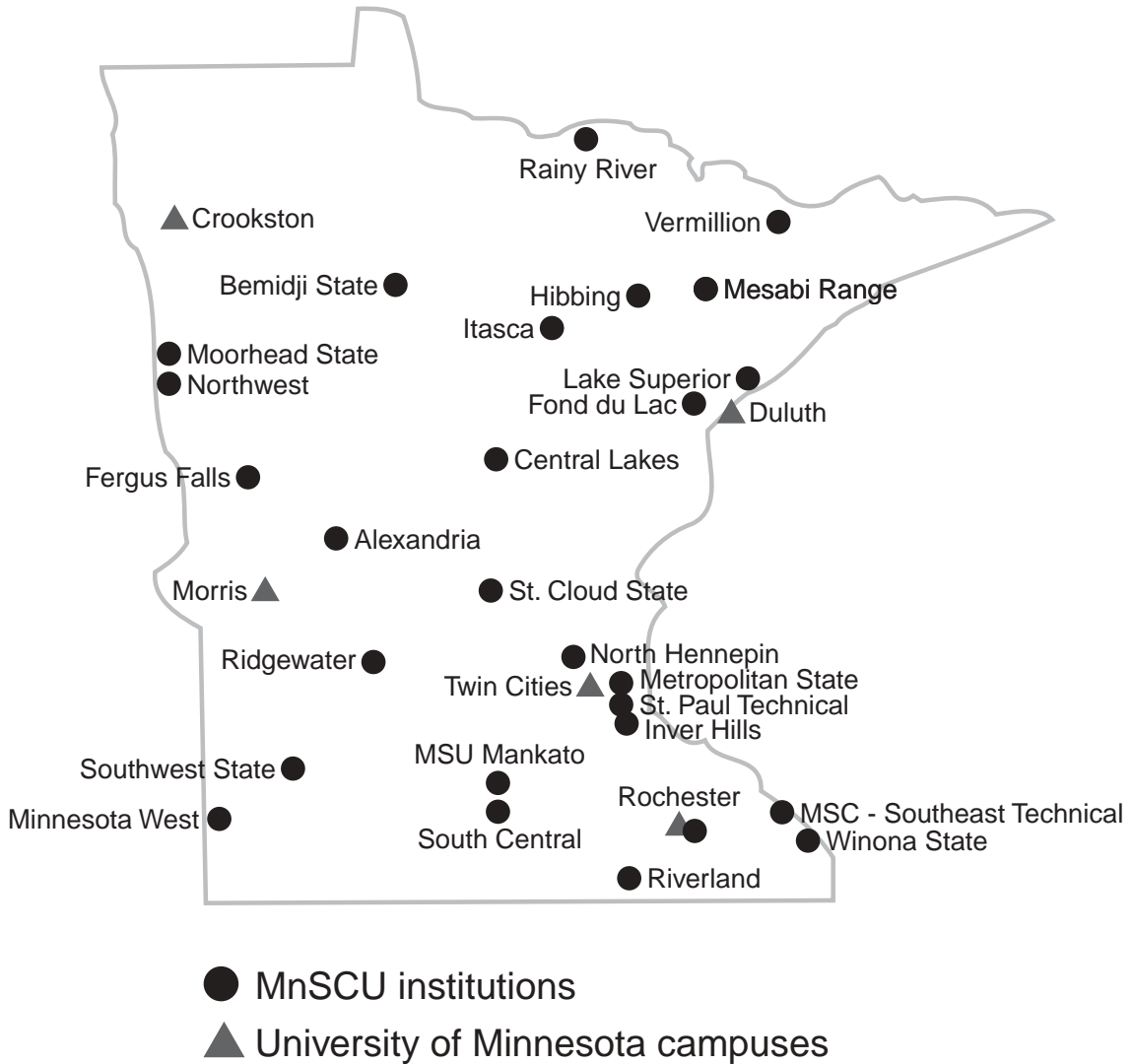
**University of Minnesota and MnSCU Program Duplication
in the Metropolitan Area**

Baccalaureate Programs	Master's Degree Programs
Accounting	Business Administration and Management
Business Administration and Management	Economics
Information/Computer Science	Psychology
Biology	Public Administration
Economics	Nursing
English Language and Literature	Technical Communication
Ethnic Studies/Multicultural Studies	
History	
Mathematics	
Philosophy	
Psychology	
Speech and Rhetorical Studies	
Women's Studies	
Theatre	
Nursing	

Coordination and Duplication of Program Offerings within MnSCU

Historically, the eleven individual MnSCU Metro Alliance institutions conducted their own assessments of market needs, responded with new or revised programs, and acquired the human, fiscal, and facilities resources they needed to offer the programs. This program development function often took place in what could be characterized as a competitive environment, with institutions simply “checking” with fellow institutions to see if there were any objections to new or modified programs. The alliance has instituted a new collaborative process; all new program proposals are reviewed for impact on other metro area institutions at the monthly meeting of the Metro Alliance chief academic officers. In addition, programs are posted on MnSCU’s new program proposal list for review for statewide impact. Approval of new programs is made by the MnSCU Board of Trustees.

Locations of MnSCU/University of Minnesota Academic Collaborations



IV. STATEWIDE COLLABORATIVE EFFORTS

Collaborative Academic Programs

During the past three years the number of formal academic collaborations and partnerships between UM and MnSCU institutions has grown from 60 to 170 programs, either already implemented or currently in development. The map on the previous page illustrates the distribution of these academic collaborations by location of partnership institutions.

The 2001 *Survey of Collaborative Efforts* (see Appendix B or online at <http://www.evpp.umn.edu/evpp/init.htm>), an annual joint report compiled by MnSCU and the University, summarizes the ongoing development of the MnSCU and University of Minnesota partnership agreement, highlights noteworthy new and continuing efforts in the current academic year, and provides a list of the numerous activities that are taking place statewide. Listed below are some examples of the statewide cooperative efforts between MnSCU and the University in Greater Minnesota.

Strengthening Academic Programs and Research

Through a multitude of academic collaborations and partnerships, the University of Minnesota and MnSCU enable place-bound students across the state to take advantage of a variety of cooperative degree programs, such as:

- Collaborative Undergraduate Programs, e.g., “2+2 agreements” which allow students in residence at one system’s institutions to apply approved coursework toward completion of degree programs from the other system.
- Applied Baccalaureate Programs, MnSCU has expanded the Bachelor of Applied Science (B.A.S.) to integrated degrees starting at the technical colleges with completion at a state university. The University has developed B.A.S. degree programs in partnership with MnSCU community colleges, which allow students to build focused baccalaureate programs at the University on approved community college coursework, and to complete the programs on MnSCU campuses.
- UM Graduate/Professional Programs, e.g., these collaborative partnerships allow students to complete UM graduate and professional programs while in residence at MnSCU institutions, often using shared faculty resources.

Listed below is a sample of specific examples of the statewide cooperation between MnSCU and the University of Minnesota:

Agriculture

The UM-Twin Cities College of Agricultural, Food, and Environmental Sciences (COAFES) has three majors offered at Southwest State University (SSU): Scientific and Technical Communication, Crop and Soil Resource Management, and Agricultural Industries and Management.

MnSCU and the University of Minnesota have “2+2” collaborations in Agricultural, Food, and Environmental Education. New ones are being developed or expanded for programs with Rochester Community and Technical College, Ridgewater Community College, Central Lakes College, South Central Technical College, MN West Community and Technical College, and Fond du Lac Tribal and Community College.

Biological Sciences

Faculty from the University of Minnesota, Bemidji State University, Minnesota State University-Moorhead, and Minnesota State University-St. Cloud participated in workshop courses in digital imaging, presentation and database software; geographic information services; and bioinformatics at the University’s Lake Itasca Forestry and Biology Station. These same campuses provided summer courses for K-12 science and math teachers in northwestern Minnesota.

Education

The Fond du Lac Tribal and Community College (FDLTCC) American Indian Teacher Corps Project recruits American Indian students who have the capacity to become quality teachers and administrators and provides a culturally relevant curriculum. FDLTCC provides the first two years of a fully articulated program. UM-Duluth (UMD) courses taught at FDLTCC comprise the junior and senior curriculum, and UMD is the degree-granting institution.

The University of Minnesota’s Department of Educational Policy and Administration and St. Cloud State University Ed.D. Collaborative Program has enrolled two cohorts to date with courses taught by regular faculty at both institutions delivered on the St. Cloud campus. A similar program between the Department of Educational Policy and Administration, Minnesota State University-Mankato (MSUM), and Winona State University (WSU) is offered at the Rochester Center campus.

Manufacturing

A new partnership agreement has been developed between UM-Crookston (UMC) and Northwest Technical College to provide credit-based programming on a corporate site (Marvin Windows and Doors). The program will lead to an A.A. in Supervisory Leadership or Manufacturing Engineering Technology and, further, to a Bachelor of Manufacturing degree from UMC.

In cooperation with Winona State University, Rochester Community and Technical College, and metro area community and technical colleges, UM-Twin Cities has developed a Bachelor of Applied Science in Manufacturing Technology, offered in Rochester beginning in fall 2001.

Nursing

A statewide project, the Collaborative Nurse Practitioner Project, has developed a number of programs since 1993. Schools involved are: College of St. Catherine, College of St. Scholastica, Metropolitan State University, Minnesota State University-Mankato, Winona State University, and the University of Minnesota.

In addition, \$980,000 will be invested in 2002-03 to establish both satellites of the University's B.S. in Nursing program and the medical technology program at University Center Rochester. The nursing program will be a collaborative effort with the Mayo Clinic and Winona State University.

Social Work

UM-Twin Cities' School of Social Work collaborates with Minnesota State University-Moorhead in offering an expansion of the Master's of Social Work (MSW) program over interactive television. The program uses Moorhead's ITV classrooms in the Business School; space is donated for the UM on-site coordinator.

Study Abroad

UM-Twin Cities' Global Campus, the Metro Alliance, and Minnesota State University-Moorhead have a collaboration that enables Metro Alliance and Moorhead State students to take advantage of reduced rates on a number of study abroad programs.

Technical Education

In collaboration with the MnSCU Licensure Steering Committee, the UM College of Education and Human Development has developed a certificate in Technical Education. The certificate will formally recognize the completion of a series of five courses required for technical college instructors without bachelor's degrees in Vocational-Technical Education. Courses will be delivered either on the UM-Twin Cities campus or at MnSCU locations across the southern half of Minnesota via ITV. Bemidji State University will initiate a parallel certificate to provide a similar program for northern Minnesota.

Veterinary Medicine

Ridgewater College and the UM College of Veterinary Medicine have developed a collaborative agreement for Ridgewater students to participate in one of three ten-week clinical rotations in veterinary technology.

MnSCU and UM College of Continuing Education (CCE) Collaborations

Outside the metro area, CCE and MnSCU offer (or are preparing to offer in new locations) a significant number of partnership degrees, many reflecting the focus the University and MnSCU have placed on expanding higher education in Rochester.

- B.A.S. in Clinical Laboratory Science, with Fergus Falls Community College, Alexandria Technical College, St. Paul Technical College, North Hennepin Community College, and Lake Superior College
- B.A.S. in Network Administration, with Rochester Community and Technical College
- B.A.S. in Manufacturing Technology, with Rochester Community and Technical College and Winona State University
- B.A.S. in Information Technology Infrastructure, with Rochester Community and Technical College

- B.A.S. in Respiratory Care, with Rochester Community and Technical College and the Mayo Clinic (proposed)
- B.A.S. in Radiation Therapy, with Rochester Community and Technical College and the Mayo Clinic (proposed)

University of Minnesota Extension Service

The University of Minnesota Extension Service (UMES) collaborates with MnSCU institutions across the state with programs in areas such as agriculture, children and youth, workforce readiness, and strengthening communities. For specific examples, see Appendix B: 2001 *Survey of Collaborative Efforts*.

Higher Education Programs in Rochester

In early 1999, MnSCU and the University jointly developed a set of principles to guide the strategic expansion of higher education in Rochester. Each system contributes mission-related strengths to multiply the opportunities for students in Rochester.

- Rochester Community and Technical College offers lower division academic programs and technical programs that readily respond to workforce needs.
- These programs are complemented by the upper division liberal education and selected professional programs offered by Winona State University.
- These resources are further augmented by the upper division, graduate, professional degree, technology-transfer, and outreach programs offered by the University of Minnesota.
- An expanded technology center will ensure that the University Center Rochester (UCR) offers state-of-the-art course delivery to local students as well as serving as a testbed for the use of learning technology to reach students at more distant locations. By April 2002, the TelePro project will be substantially completed, positioning UCR as a center for extending education to the Rochester community and beyond through telecommunications.

Information Technology Resources

ISEEK Solutions

The Internet System for Education and Employment Knowledge, ISEEK Solutions, is a one-stop Internet Web portal for Minnesota citizens seeking access to learning opportunities, job openings, and career information. ISEEK is a flagship initiative of the MnSCU/UM relationship. It can be accessed via the Internet at www.iseek.org.

While the ISEEK system is physically housed at MnSCU, a joint powers agreement guides this multi-agency, inter-institutional partnership; signatories include MnSCU; the University of Minnesota; Minnesota Department of Children, Families, and Learning; Minnesota Department of Economic Security; Higher Education Services Office; Governor's Workforce Development Council; Minnesota Department of Trade and Economic Development; and the Minnesota Private College Council.

METNET

Physically located at the University, METNET collaborates with MnSCU to host WebCT software that allows faculty to develop on-line courses at MnSCU's Metro Alliance campuses, including help desk support and training opportunities that are critical for success in an e-learning environment.

Library Resources

Digital Library Consortium

Recently awarded a planning grant by the Department of Children, Families, and Learning, this consortium of libraries at St. Cloud State University, Winona State University, Minnesota State University-Mankato, and UM-Twin Cities, and MINITEX, will develop plans for greater interlibrary cooperation including creation of a virtual digital library for Minnesota.

Information and Referral Service

Libraries at UM-Twin Cities, UM-Duluth, Rochester Community and Technical College, Winona State University, Minnesota State University-Mankato, MINITEX, and several public library systems are developing a reference question management software system that will allow for the seamless exchange of reference transactions between cooperative reference partners. UM-Twin Cities will host the software for the participants in the project.

MnLINK

The University of Minnesota and MnSCU Libraries continue their strong support of and leadership for the MnLINK Project, a partnership among academic, public, and K-12 libraries statewide. The MnLINK Gateway provides access to the library catalogs of the University campuses, MnSCU institutions, state agencies, and public library systems, as well as some private colleges and several K-12 school systems.

MINITEX Library Information Network

A legislative appropriation supports this network, housed in the University of Minnesota Libraries. This network has leveraged to an extraordinary degree the print-on-paper subscriptions owned by the UM-Twin Cities libraries. These include access to the 30 American Chemical Society Journals owned by the University Libraries, for several MnSCU academic libraries. The UM-Twin Cities Biomedical Library's server has been used for three years to provide access to MnSCU libraries with nursing programs on campus.

V. REMEDIAL AND DEVELOPMENTAL EDUCATION

Developmental and remedial education encompass both coursework and academic support services for students who need help meeting the academic requirements of the college-level curriculum. The terms “developmental” and “remedial” are often used interchangeably in practice, but the research literature defines “remedial” as work that should have been completed in high school, while “developmental” covers college-level work in a context that includes a special focus on strategies for success in college. Researchers at the University cite and apply this distinction in inquiry and practice, while MnSCU institutions use the two terms interchangeably.

Preliminary data suggests that even this distinction is too broad. Anecdotal information reveals that students take developmental and remedial courses for many reasons, e.g., often to refresh skills so they feel better prepared for specific college coursework. Moreover, as the data indicates, the vast majority of students engaged in remedial or developmental education take only one to two courses. When combined, the anecdotal information and the available hard data suggest that a deeper analysis would be useful to help system administrators more accurately understand the patterns of use in developmental and remedial education. The systems, then, could collaborate more effectively to develop appropriate solutions for the various user groups, e.g., better communication regarding preparation expectations, lifelong learning needs, immigrant populations, etc. (see Section VII, pp. 38-41, for recommendations).

Developmental and remedial courses and services provide basic academic skills necessary for successful college-level study and generally are in the areas of reading, writing, mathematics, study skills, and English as a Second Language (ESL). Developmental and remedial courses carry college credit for financial aid and athletic eligibility purposes, but not all may be used to meet requirements for a diploma, certificate, or degree. Most institutions also provide academic support programs that do not generate credits. Learning centers, supplemental instruction, tutoring, and advising programs are examples of such academic support.

All Minnesota public postsecondary institutions admit some students who have need for remedial and/or developmental instruction. Developmental and remedial instruction expands access to higher education for those students who have the ability to succeed in college, but need extra help to improve their basic skills. Some students take remedial courses because they have not taken the necessary coursework in high school. Other students, who have taken the necessary courses, may still need to take one or more remedial or developmental courses, based on their placement exam results. Many of these individuals have been out of high school for a number of years and have forgotten skills they once had mastered.

MnSCU institutions have the mission of providing open door access to higher education. The colleges are not selective in admissions and admit all students who can benefit from higher education. Consequently, a number of students admitted to the colleges are not

ready for college-level courses. MnSCU colleges, with the exception of Metropolitan State University, have the most extensive array of remedial courses and academic support services.

Universities with the mission of offering baccalaureate and graduate degrees offer fewer remedial courses. Because these institutions are more selective in their admissions, entering students are, on average, better prepared for college-level work. Nonetheless, most universities both in Minnesota and across the country offer remedial courses. In 1995, 93 percent of the public institutions in the nation, including 81 percent of four-year public institutions, offered at least one remedial course (*The Condition of Education 2000*, National Center for Educational Statistics). Nearly all of Minnesota's public post-secondary institutions offered at least one course in remedial mathematics, reading, or writing in 1999-2000.

Cooperative Reporting to Minnesota School Districts

In 1993, the Minnesota Legislature directed the public postsecondary systems to annually report to school districts on the extent and content of remedial education received by recent Minnesota high school graduates (Chapter No. 351, H.F. 1245 Section 40). MnSCU and the University of Minnesota cooperate in the development of joint reports so that school districts receive one comprehensive report each year that provides an undivided picture of the enrollment of their graduates in postsecondary developmental and remedial courses. The stated purpose of these reports is to assist school districts "... in developing academic standards, determining specific areas of academic deficiency within the secondary school curriculum, and improving instruction." The legislation also amended state Data Practices statutes to allow the colleges and universities to disclose individually identifiable data on high school graduates to each school district.

The following findings are from the UM/MnSCU joint report, *Getting Prepared: A 2001 Report On Recent High School Graduates Who Took Developmental/Remedial Courses – State Level Summary*:

- Thirty-two percent or 7,200 of the 22,447 Minnesota public high school graduates in 1999 who enrolled at public colleges and universities took one or more developmental or remedial courses during the 1999-2000 academic year.
 - Fourteen percent of 1999 public high school graduates at the University of Minnesota took developmental courses;
 - Twenty percent of 1999 public high school graduates at the MnSCU state universities took remedial or developmental courses;
 - Forty-six percent of 1999 public high school graduates at the MnSCU colleges took remedial courses.
- Eighty percent of the 7,200 graduates who took developmental instruction took one developmental course (55.3 percent) or two developmental courses (24.6 percent).
 - Fifty-six percent of the developmental credits taken by the 1999 graduates were in mathematics courses and another 26 percent were in writing courses.

- Recent high school graduates who took one or more remedial courses have lower average ACT scores than all recent high school graduates.

Developmental Education in the Metro Alliance

The two-year institutions of the Metro Alliance are open access, open enrollment institutions. This means that all applicants with a high school diploma or GED are admitted to the colleges. However, admission to the institution does not guarantee admission to college-level courses or entry into specific programs. To ensure that students are adequately prepared for college-level courses, the ten community and technical colleges give mandatory entry-level skills tests in reading, writing, and mathematics. Some also test for English as a Second Language. These tests, thus, serve a dual purpose: to assist students in registering for appropriate courses that will support their future success in college, and to ensure standards of quality for the college-level curriculum.

Students who lack the college-level skills are routinely advised to gain those skills by enrolling in developmental courses. The Metro Alliance two-year colleges have addressed these deficiencies through a strong curriculum of developmental courses. This curriculum is designed to take students from where they are at and move them quickly forward to college readiness. Metropolitan State University offers no remedial or developmental courses; rather, Metro State students needing developmental education are referred to a two-year college.

MnSCU College Readiness Tests reveal a large-scale lack of preparation to do college-level work on the part of entering students:

- 85 percent of new entering students are not ready for college-level mathematics
- 43 percent of new entering students are not ready for college-level writing.
- 24 percent of new entering students are not ready to read at the college level.

These results are for all students, including recent high school graduates and older, adult students. Over the years the results have remained consistent. The numbers for Metro Alliance two-year institutions parallel those elsewhere in Minnesota and in the nation. These results are similar for all students, including recent high school graduates and older, adult students.

Century College and Inver Hills Community College are meeting with high schools in their service area to identify and work on strategies to improve student success from pre-K through college. The meetings have involved principals, college administrators, counselors, and high school and college faculty members. However, most of the entering students in Metro Alliance two-year colleges are not recent high school graduates. The average age for students entering metro colleges is between 26 and 29 years.

The Role of the University's General College

The University founded General College (GC) in 1932 to study the typical college student of the time and develop an appropriate educational experience for those who probably would not complete four years of postsecondary study. For more than 50 years, the college evolved to meet the changing needs of a range of students seeking access to higher education through the University of Minnesota. In January 1986, the regents of the University approved the discontinuance of the college's baccalaureate and associate degree programs by summer 1991, and the phasing out of its certificate programs by 1988.

These changes reflect the University's commitment to mission differentiation and underscore the important role General College plays in fostering academic success for all students. GC enrolls students who require special preparation because of personal circumstances or previous education. It has a special mission to support first-generation and urban students. GC also supports students from colleges across the University by administering a variety of services that affect the educational experience of many students (e.g., TRIO, child care grant program, Upward Bound), as well as by providing developmental assistance to students who are admitted to other colleges but who need special support in certain areas (particularly math).

Under its new mission, the college faculty and staff concentrate their full attention and research on the preparation of students for transfer to schools and colleges of the University and other higher education institutions. Over the past ten years, GC has raised its admission standards to try to admit those students who have the best chance of succeeding in a research university environment. Except for a limited set of remedial courses in mathematics, all General College courses carry full University credit toward graduation. While continuing to provide access for a range of students who might otherwise not qualify for admission to the University of Minnesota-Twin Cities campus, it has paid close attention to the qualities and characteristics that will predict student success, and has used that information to help select the students with the greatest potential. At the present time, enrollment is limited to 850 new freshmen (down from a high of 971 in 1999), and in the future GC will severely curtail its admission of students with an AAR score (a combination of high school class rank and ACT score) of less than 70.

UM/MnSCU Collaboration for Faculty Development in Developmental Education

Also, in partnership with the University's College of Education and Human Development, GC provides leadership in developmental education within the state by preparing professionals in developmental education. The GC Center for Research on Developmental Education has established working relationships with faculty and administrators at a number of MnSCU community and technical colleges, leading to workshops and colloquia on developmental education issues and related common research interests. For example, GC and Minneapolis Community and Technical College are collaborating on a curriculum transformation and disability program, which provides

20-hour programs of faculty development and training on classroom accessibility for students with disabilities.

VI. CREDIT TRANSFER

Background: Policies and Practices

Both the University and MnSCU want students to be able to transfer and graduate in a timely way. The systems have developed common principles and practices to assure that students who earn degrees from either system are doing so by completing work that is appropriate to their degree program. A recent study indicates that students who transfer to the University graduate with approximately the same number of credits in each degree program as students who begin at the University as true freshmen. That is, in a side-by-side comparison of native and transfer students in each degree program, the transfer students are not disadvantaged in time-to-degree. Moreover, every effort is made to be generous in the assessment of transfer courses, and to help students avoid “retaking” courses whose content they have covered in previous courses. Preliminary data suggest that occurrences of “retaking” courses are minimal.

The University of Minnesota and MnSCU engage in significant transfer credit for coursework taken at other accredited institutions. Broad policy guidelines for receiving transfer credits are as follows:

- Regional accreditation serves as the primary criterion for determining the transferability of coursework from other institutions. The Higher Learning Commission of the North Central Association of Colleges and Schools accredits the University of Minnesota and all MnSCU technical colleges, community colleges, and state universities. Transfer among the MnSCU colleges and universities and the University of Minnesota is grounded in this common accreditation.
- Students will be afforded the benefit of the doubt, where possible, in transfer situations. Institutions will consider whether or not the coursework is comparable to coursework they offer. When it is necessary to conduct individual reviews to determine course transferability, factors to be used to evaluate the courses include the level at which courses are taught, the texts used, and the course syllabus, to determine if this course is similar to program requirements.
- Finally, institutions will consider the appropriateness of the coursework for meeting the requirements of degrees or certificates.

The basic principle is that “like transfers to like.” At the extreme end of the spectrum, a short-term technical certificate may not be appropriate for inclusion in a baccalaureate degree, even if it is offered by an accredited school. The reverse is also the case – liberal arts coursework earned toward a baccalaureate degree may not be incorporated in short-term technical certificates. These principles are important in assuring that students who receive degrees from either system are doing so by completing coursework that is appropriate to their degree program.

Transferability Within and Between Systems

Metro-Area Transfer and the University

In the fall of 2000, the University of Minnesota accepted 2,725 transfer students from 502 institutions. Of these, 36 percent came from Minnesota community colleges, 9.6 percent from the state universities, 10.8 percent from Minnesota private colleges, and 43.7 percent from other schools (the top three on this list are UW-Madison, UW-Eau Claire, and University of North Dakota).

- Because of its physical presence in the metropolitan area, the Twin Cities campus provides an important source of access to University of Minnesota educational resources for new freshmen, as well as students who begin their studies elsewhere. Metro area students also transfer to the University's other campuses, although in smaller numbers.
- The total number of metro area transfers to University of Minnesota campuses increased by 22.19 percent between 1996 and 2000, from 1,104 to 1,349.
- In 2000, the proportion of transfer students from the metropolitan area increased on the Twin Cities and Morris campuses; it declined on the Crookston and Duluth campuses.
- In 2000, 1,233 students from the metropolitan area transferred to UM-Twin Cities, 90 to UMD, 23 to UMM, and 3 to UMC, for a total of 1,349 transfer students.

Transfers Within the Metro Alliance

The Metro Alliance institutions have collaborated to improve transfer of general education and other courses between Alliance institutions. All Metro Alliance institutions offer all or part of the Minnesota Transfer Curriculum and accept the completed Minnesota Transfer Curriculum toward meeting the general education requirements for their programs. When students do not complete the entire Minnesota Transfer Curriculum, institutions accept transfer of individual courses. Although the credits may be distributed differently at a transfer institution than at the original institution, they can still be used to meet general education requirements. In response to the 2001 legislation regarding the transfer of general education courses, the technical colleges recently submitted courses to the Office of the Chancellor for faculty review and recommendation for inclusion in the Minnesota Transfer Curriculum. Forty-two courses from the four metro technical colleges have been approved to date.

There are two areas in which the institutions continue to have challenges relative to transfer. These areas are accounting and nursing. The Metro Alliance faculty and academic vice presidents will continue to work together to address these issues over the next year.

Transfer and Minnesota State Colleges and Universities

MnSCU colleges and universities accepted 18,906 transfer students in Fiscal Year 2000. The transfer students constituted almost 20 percent of all new students that year. About

half of these students came from MnSCU institutions, another 16 percent from other Minnesota institutions, and the remainder from other states. The sending segments included:

- Community colleges – 16.5 percent
- Community and technical colleges – 16.4 percent
- State universities – 12.0 percent
- Technical colleges – 5.9 percent
- University of Minnesota campuses – 8.9 percent
- Other Minnesota institutions – 7.3 percent
- Institutions in border states – 16.7 percent
- All other institutions – 16.5 percent

About half of the transfer students enrolled at a state university. The receiving segments included:

- State universities – 49.9 percent
- Community and technical colleges – 20.6 percent
- Community colleges – 14.6 percent
- Technical colleges – 14.9 percent

Cooperative Inter-System Transfer Initiatives

In 1991, MnSCU and the University of Minnesota submitted a joint report to the Legislature called *Progress in Improving Student Transfer*. That report laid out an ambitious agenda which included transfer standards, a transfer curriculum, a transfer specialists' network, and articulation committees in various disciplines. To date, all of these ambitious initiatives have been implemented, and transfer across systems throughout the state has improved greatly. Here is a brief overview of each of these initiatives, plus several new ones added since that time:

Standards and Procedures for Transfer

This document laid out principles for course transfer, good practices for transfer, and information to be given to all students about transfer. Its goal was to assure that students would be given comparable information about transfer by all institutions, and that transcript notations and other logistical procedures were handled in a standard way. These principles have become standard practice for all Minnesota public postsecondary institutions.

Transfer Specialists' Network

Every campus has a designated transfer specialist who can answer students' questions about transfer *to* or *from* that institution. This statewide group frequently meets to discuss issues and resolve problems.

Minnesota Transfer Curriculum

The Minnesota Transfer Curriculum is a set of broad goals for lower division education, within which each public institution in the state defines its lower-division general education. Students who complete the Transfer Curriculum at any institution and have it noted on their transcript are exempt from any lower-division general education requirements at any Minnesota public institution to which they may transfer. The agreement works very well for students transferring to four-year institutions from community colleges and from consolidated community and technical colleges. An ongoing oversight committee (comprising faculty and administrators from MnSCU and the University) meets regularly to iron out some small problems and insure that the Minnesota Transfer Curriculum continues to meet its objective. The importance of the Minnesota Transfer Curriculum was reinforced during the 2001 legislative session. The Minnesota State Legislature incorporated general education transfer language in the Education Omnibus Bill (Special Session S.F. 11) which requires the transfer of UM-Twin Cities courses among MnSCU institutions. The University's liberal education requirements have fulfilled the Transfer Curriculum since it was approved in 1994. (See Appendix C for a detailed description of the Minnesota Transfer Curriculum.)

Articulation Councils

These discipline-based faculty groups work to improve statewide articulation in specific disciplinary areas (notably nursing and engineering, although other groups are now under way). Some of these areas are within MnSCU (law enforcement, for example); others, such as nursing, include University representation.

Minnesota Cooperative Admissions Program (MnCAP)

MnCAP is a new partnership between the University's Twin Cities campus and metro area community colleges. It began as a pilot program in 2000 and now includes all metro area community colleges and six undergraduate colleges at UM-Twin Cities. MnCAP serves freshman applicants to the UM-Twin Cities who were not admitted (or were put on a waiting list) by inviting them to consider completing lower-division coursework at one of the participating community colleges. Under MnCAP, students attending MnSCU institutions who complete the Minnesota Transfer Curriculum with an appropriate GPA are guaranteed admission to the UM-Twin Cities to complete the upper division portion of a baccalaureate degree program. (See Appendix D for a detailed description.)

Electronic Records, Web-based and Other Technology-based Projects to Support Transfer

The University and MnSCU are collaborating on several projects that are designed to help link student transcript records across systems and will further assist students with transfer (see Appendix E for more detailed descriptions):

Degree Audit Reporting System (DARS): DARS is designed to facilitate the evaluation of transfer credits and the production of user-friendly degree audits to help students more accurately track academic progress.

SPEEDE/ExPRESS: The University, MnSCU and some private colleges have been working to implement SPEEDE (Standardization of Postsecondary Education Electronic Data Exchange), which will allow participating institutions to exchange official transcript information electronically, eliminating the need for students to send paper transcripts. The postsecondary collaboration is also working with Minnesota high schools to facilitate electronic transfer of high school transcript information via ExPRESS (Exchange of Permanent Records Electronically for Students and Schools).

Course Applicability System (CAS): CAS will allow students to find out *before* they transfer how their courses will meet requirements at another institution. They will be able to enter the courses they have taken at one institution, then ask a series of “what if” questions, e.g., “What if I wanted to transfer these courses to UM-Morris?” “What if I want to major in Psychology at St. Cloud State?” The system will give them an analysis of how their courses will transfer and what requirements will be met. It is expected that pilot systems will be up and running in spring 2002.

World Wide Web: A collaborative website (www.MnTransfer.org) provides students with comprehensive information with a wide range of transfer issues.

MnVU and ISEEK help students access higher education statewide and put education in a work/career context (www.iseek.org).

Cooperative Degree Programs and Articulated Degrees

The University and MnSCU offer a number of cooperative degree programs (several applied baccalaureate programs in the metro area, agriculture programs with Southwest State and UM-Twin Cities, a wide variety of regionally articulated programs at UM-Crookston and UM-Duluth, and many others). A complete list of collaborative programs between the University and MnSCU is available on the Web at www.evpp.umn.edu/evpp/init.htm.

Transfer Policies in Transition

There are ongoing issues about the transfer of coursework from MnSCU technical colleges to the University of Minnesota and to MnSCU state universities. Prior to the MnSCU merger, standard practice rarely accommodated the transfer of credits from technical colleges to the University. Following the merger, policy changes authorized technical colleges to offer degrees and the attendant curriculum. Courses from technical colleges are now evaluated under the criteria described above. The University recognizes Minnesota Transfer Curriculum completion and completion of appropriate coursework from all MnSCU colleges and universities, including the technical colleges.

VII. NEXT STEPS FOR ONGOING INTER-SYSTEM COLLABORATION AND COOPERATION

During the past several years, MnSCU and the University have made major progress in improving articulation and joint academic programs to expand public access and opportunity to postsecondary education in Minnesota. These growing partnerships have affirmed the distinct statutorily defined missions and responsibilities of the two public systems and leveraged complementary academic strengths to improve educational opportunity and increase efficiency in use of resources. Through this joint planning initiative and legislative report, leadership of the two systems has identified the following areas to address continuing statewide and metropolitan area issues.

As the systems pursue the recommendations and next steps, below, they will consider key issues including options and implications for use of resources, and prospective return on investment of proposed initiatives. This return on investment would, for example, include return for students, e.g., opportunity, skills, and income gained from more efficient and effective learning opportunities; for campuses, e.g., maximization of learning environments for diverse learning communities; and, for the state, e.g., increased alignment of preK-12 and higher education systems for better student retention, more focused career and training pathways aligned with state economic needs.

Statewide Issues

- Program collaborations (see pp. 25-29). Continue to work through leadership structure to assess long-term shifts in demand and opportunities for new, statewide joint program development (e.g., in health-related professions, advanced professional degrees for educational professionals, and other workforce career-ladder related areas).
- Remedial and developmental education (see pp. 30-33). Continue to assess scope, impact, and efficiency of remedial and developmental education programs, and to collaborate between systems on research and programs in this area. This activity should engage statewide leadership in preK-12 and higher education to seek ways to address these educational needs.
- Credit transfers (see pp. 34-38). Continue to identify and resolve barriers to the appropriate transfer of credits among public institutions of higher education. These actions will include: continued maintenance of the joint MnSCU/UM council to resolve policy and management issues; expansion of MnCAP (Minnesota Cooperative Admissions Program) to additional MnSCU and UM campuses; and testing and expansion of a Web-based Course Applicability System (CAS).

Metropolitan Area Issues

From the analysis of this report, it is evident that there is an ongoing, critical need to target resources to emerging areas in higher education within the Twin Cities metropolitan area. These shifting needs for associate degree, baccalaureate degree, and lifelong learning will require actions in addition to the statewide plan noted above. Future work will involve joint planning and action from MnSCU and the University in the following areas:

A. Access and Opportunity

1. Develop joint task force on workforce development and lifelong learning to formulate recommendations and strategies that expand educational access and opportunity for lifelong learning.
2. Identify important career-ladder opportunities (e.g., health professions), articulate ways to share human and physical resources, and strategies to leverage the promise of distributed education and distance learning technologies.
3. Expand the necessary academic partnerships involving the University and MnSCU institutions to increase access to educational resources for students in the metropolitan area.

- The public metropolitan area systems are experiencing pressure on enrollment capacity to admit new high school graduates and transfer students.
- Other communities have leveraged available resources to meet expanding need through partnership agreements (e.g., Rochester, Minnesota; Indianapolis; Kansas City; Denver), expanding focused neighborhood-based centers (e.g., Minneapolis Community and Technical College Phillips Neighborhood Center), coordination of technological support (e.g., expanding and improving ISEEK), and other strategies.
- It is essential that this planning effort be grounded on criteria that include statutory mission differentiated responsibilities, maximum use of existing personnel, campus and physical resources, expanded use of technology, needs analysis, and financing strategies that rely substantially upon available resources and new revenue.

B. Leadership Framework

1. Consider formation of a metropolitan area preK-16 partnership advisory group to improve the performance, articulation, and coordination of preK-16 systems.

- This board would include leadership from and collaboration with preK-12 school systems, higher education systems, and citizens and community non-profit organizations.
 - One of the conclusions this report suggests is that Minnesota is experiencing a growing need for better educational results and expansion of educational alternatives within the metropolitan area in several key areas. The joint leadership group would explore the need and feasibility of improvements in several related areas, including:
 - high school graduation rates
 - academic preparation for postsecondary education and lifelong learning
 - articulation among preK-12 and higher education systems
 - career-ladder and adult educational options (particularly in areas related to economic and community needs)
 - access to four-year degree options in the metropolitan area
 - more efficient use of human, physical, and technological resources.
2. Formulate strategies that maximize the coordination and delivery of pre-collegiate programs to improve academic preparation for postsecondary participation, high school graduation rates, and participation rates in postsecondary education.
- The University, MnSCU, private colleges, the Higher Education Services Office, and private organizations offer dozens of pre-collegiate information and academic enrichment programs. Initial discussions have been held with leaders of these systems and organizations. There is interest in developing a more coherent and coordinated strategy with preK-12 leadership in the metropolitan area.
3. Deepen research and analysis of data on developmental/remedial education, to clarify patterns of use, student needs, and opportunities for expanded K-12/higher education collaboration.

Final recommendations for new collaborative programs, strategies, improved use of resources, etc., will result from analyses and work in the designated areas of emphasis, above, and from leadership and consultation involving administrative leadership, board members, community leaders, and others.