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ABSTRACT

This document presents the recommendations of the Montana Commission on Post-Secondary Education. Recommendations concern goals and accountability, institutional missions, governance, planning, educational policies, special subjects, tenure and staffing, health care education, Native American education, proprietary education, and financing. (MJM)

ED 095736

REVISED RECOMMENDATIONS
COMMISSION ON POST-SECONDARY EDUCATION
June 26, 27, 28

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GOALS AND ACCOUNTABILITY

RECOMMENDATIONS

1. The primary goal of this Commission and of Montana post-secondary education should be to enhance the opportunities for learning available to the people of Montana. We are concerned about the quantity and quality of learning opportunities. And we believe that the learning experiences available through our institutions should respect the individualism and diversity of the people of Montana.

In this spirit we propose the following long-range goals for Montana post-secondary education:

- Equal and universal opportunity for participation in post-secondary education by citizens of Montana with motivation and ability to benefit regardless of race, creed, sex, age, national origin or economic status.
- A comprehensive system of post-secondary education which provides sufficient programs and experiences to meet the needs of the people of Montana.
- Variety of educational experiences and organizations to reflect the educational goals and learning styles of persons whose needs must be met by post-secondary education.
- Commitment to the growth and self-realization of the individual student including intellectual, personal and vocational development.
- Excellence in all aspects of post-secondary education, including instruction, research and public service.
- Coordination and planning to assure diversity, comprehensiveness, and cooperation between the units and systems of post-secondary education and protection of the public interest.
- Continuous innovation and self-renewal in all institutions of post-secondary education.

- Protection of academic freedom and assurance of academic responsibility.
- Flexibility at the state, system and institutional levels to facilitate adaptation to changing circumstances.
- Responsiveness to changing needs of the state, communities and people of Montana, which includes bringing the resources of post-secondary education to bear upon the problems of society.
- Utilization of resources in the most educationally productive and cost effective ways -- including the resources that exist in people with special skills, professional or otherwise.
- Accountability which protects the rights of all who participate in post-secondary education including students, faculty, staff and taxpayers.

2. The state planning agency for post-secondary education should develop a comprehensive, compatible management information system.
 - a. The elements in the system should be those with reasonable potential for direct use by the units, systems offices, boards and by state government for policy and planning purposes.
 - b. All elements put in the system should be as compatible as possible.
 - c. Dual or duplicate systems, being extremely expensive to maintain, should be avoided.
 - d. The units of the Montana University System should use a uniform system of accounts as prescribed by the American Council on Education and endorsed by the American Institute of Certified Public Accountants. Where necessary SBAS (Statewide Budgeting and Accounting System) should be modified to accommodate these nationally recognized requirements for college and university accounting.

3. Governing boards should develop statements of rights and responsibilities for members of the institutions (including faculty, students, administrators, staff and trustees) along the lines suggested in the Technical Report on Accountability:

- Accountability of post-secondary education to the public and its representatives,

- Accountability of post-secondary education to the student,

- Accountability of the individual (faculty, students, staff) to the institution.

These statements should be developed in consultation with each of the groups affected.

4. The Board of Regents should be encouraged to publish an annual report on its activities including its financial status, as well as the goals and objectives of higher education in the state. This report should be made available to the Legislature in December of each year.

INSTITUTIONS/INSTITUTIONAL MISSIONS

RECOMMENDATIONS

1. The primary mission of each institution of public higher education should be the education of undergraduate students.
2. There should continue to be a need for three types of public institutions of higher education.
 - a. Community Colleges. These institutions provide the opportunity for many students to receive two years of academic and/or vocational education in an area close to their home communities at a reduced cost to the state. Because they are limited to two-year programs, the community colleges can operate at a relatively low level of enrollment without excessive costs or undue constraints on student choice. They enhance the overall diversity of higher education by providing a small college environment where students may be exposed to both academic and vocational programs.
 - b. Public Four-Year Colleges. The state colleges provide collegiate and some vocational-technical and para-professional programs in relatively small institutions. They have a regional focus and attempt to concentrate their services on specific areas of the state. This sector will continue to serve a significant proportion on Montana's undergraduate students. However, this is also the sector with the most severe underutilization and the greatest excess capacity.
 - c. Public Universities. The two public universities will continue to serve most of the undergraduate students in Montana higher education. They should remain the only two institutions with heavy research emphasis and authority to offer advanced graduate and professional degrees. Generally, high cost professional programs should be concentrated in these institutions. The size of the universities enables them to provide a broad range of curricular options in a cost-effective way.

3. The following criteria should be utilized in determining the need for an institution of higher education:
 - a. role of the institution in maintaining and improving access to post-secondary education;
 - b. present and potential size of the institution;
 - (1) must be large enough to assure students of a range of programs and courses of an adequate quality and with a diversified curriculum;
 - (2) must be large enough to utilize resources effectively;
 - c. needs of individuals and society for programs and services offered;
 - d. whether other institutions have the capacity to absorb students and programs if necessary.
4. On the basis of these criteria, the Montana University System should make the following structural changes.
 - a. Western Montana College should be closed.
 - b. These alternatives should be considered for Montana College of Mineral Science and Technology
 - (1) That it become a highly specialized, high quality technical institute related to the minerals industries and supporting disciplines. Concentration would be on present areas of quality. Low-quality areas would be pared away.
 - (2) Similar to (1) but with the addition of programs to train vocational teachers (although not to compete with similar programs at Northern Montana College).
 - (3) That it be converted into a branch campus of Montana State University. Administrative costs would be reduced. Quality

(3) (continued)

would be improved. Butte would retain programs through the four-year and perhaps Master's level. Unnecessary duplication would be eliminated and programs upgraded.

(4) That it be converted to a completely state supported two-year institution for the lower division.

- c. If the mission of the Montana College of Mineral Science and Technology is substantially changed, the Montana Bureau of Mines and Geology should remain in Butte, but be administratively attached to the Montana State University.
- d. If enrollment at Northern Montana College should fall substantially below the current level, the Regents should reevaluate the feasibility of continuing to operate the college as presently constituted.

5. Role and Scope of Each Institution of Public Higher Education

a. Eastern Montana College

- (1) Should offer undergraduate instruction in the liberal arts and sciences and in teacher training; should offer the associate degree.
- (2) May develop additional majors in the arts and sciences but only as demonstrated needs develop.
- (3) Should carefully control Master's degree programs; the emphasis should be to provide services to practicing teachers.
- (4) Should not offer the doctorate but may, through participation in consortia with the University of Montana and/or Montana State University, offer some courses and programs leading to the doctorate. This option should be utilized only in areas of special strength (such as special education) when the need for a program can be demonstrated and when Eastern Montana College's participation will enable the state to avoid duplication of faculty and facilities.

b. Northern Montana College

- (1) Should offer baccalaureate programs in teacher training and vocational education, and one and two-year programs in selective vocational and preprofessional fields; should offer the associate degree.
- (2) Master's degree programs should be limited to the special needs and clientele of the college's service area with emphasis upon providing services to practicing teachers.

c. The role and scope of Montana College of Mineral Science and Technology will depend upon which of the alternatives described in 4b above is adopted.

d. Montana State University

- (1) Should offer a broad range of undergraduate programs in the liberal arts and science, teacher training, agriculture, engineering and selective professional areas, as well as the associate degree.
- (2) Should provide graduate instruction, research and public service.
- (3) Should share with the University of Montana exclusive authority in public higher education to award the doctorate. However, doctoral programs should be offered in a limited number of carefully selected disciplines.
- (4) Should have exclusive jurisdiction over four-year and graduate programs in engineering, including the Ph.D.

e. University of Montana

- (1) Should offer a broad range of undergraduate programs in the liberal arts and sciences, teacher training and selective professional areas, as well as the associate degree.
- (2) Should provide graduate instruction, research and public service.

e. University of Montana (continued)

- (3) Should share with Montana State University exclusive authority in public higher education to award the doctorate. However, doctoral programs should be offered only in a limited number of carefully selected disciplines.
- (4) Ph.D. and Master's programs should relate to the special needs of the state and region.
- (5) Should remain the state's most comprehensive institution of higher education.

f. Dawson College, Flathead Valley Community College and Miles Community College

- (1) Should offer instruction through the second year of college.
- (2) Programs may include collegiate courses for transfer to four-year institutions; instruction in vocational and technical courses leading to employment; general or liberal arts courses, and a particular concern for community and area services.
- (3) Should grant the Associate Degree in Arts and Science and certificates in technical and vocational fields.

6. Role and Scope of Vocational-Technical Centers

- a. The missions of the centers cannot be meaningfully defined in terms of levels of degrees or certificates. Essentially, their roles should remain flexible in order to adjust to changing educational, labor and employment needs of the state and its communities.
- b. The centers should be viewed as components of a system with each unit specializing in certain fields and with no unnecessary program duplication among the centers.
- c. No changes in the missions of the vocational centers are recommended at the present time.

7. The units of public post-secondary education should maintain their present admissions policies except as recommended in other sections of this report.*
8. When a unit of post-secondary education is closed, the state should attempt to find an alternative use for the physical plant.
9. When a unit of post-secondary education is closed or when a program is terminated or transferred to another unit, students who are dislocated as a result of such actions, should receive full credit by the accepting institution for previous work. They should be able to complete their degrees in the same amount of time that would have been required had they completed their work at the institution in which they had previously enrolled.
10. When a program is transferred from one institution to another, faculty should normally be given the opportunity to transfer.
11. There should be no need in the present, or in the foreseeable future, for additional public post-secondary institutions in Montana.

*See Recommendation #1, Educational Policies.

GOVERNANCE

RECOMMENDATIONS

1. The vocational-technical centers should continue as a co-operative local-state system under the supervision of the State Board of Education with administrative control by the Board of Public Education.
 - a. Present local tax support should continue in addition to state and federal funding.
 - b. Administrative control by the local board of trustees should continue with state control of programming in order to be more responsive to the needs of the people of Montana.
 - c. An equitable method of financing construction of facilities for the centers should be developed.
 - d. The Board of Public Education, in consultation with the Superintendent of Public Instruction and the center directors, should develop a policy manual for the vocational-technical centers. The policy manual should specify standard procedures for administration of the centers which include:
 - (1) program development, approval and review;
 - (2) responsibilities of the Superintendent of Public Instruction as executive officer;
 - (3) responsibilities of center directors;
 - (4) personnel policies;
 - (5) policies regarding purchase or lease of land or facilities, including capital improvement projects;
 - (6) policies regarding the appointment of advisory committees to the centers;
 - (7) admissions;

- (8) accreditation;
 - (9) budgeting procedures;
 - (10) student services, including placement;
 - (11) student charges;
 - (12) policies to be left to the discretion of the center administrators;
 - (13) other matters which the Board may deem necessary to assure standard and equitable procedures in the governance and administration of the centers;
 - (14) periodic review of all of the above.
2. The Regents should assume exclusive authority over all matters of internal governance of the University System including internal allocations of funds and establishment and termination of programs and units.
 3. State funds for the University System should be appropriated directly to the Board of Regents.
 4. The Board of Regents should adopt a policy of (a) full public disclosure of information relevant to the conduct of university affairs except where the rights of individuals to privacy may be involved, (b) cooperation with appropriate state agencies in postaudits of expenditures, personnel actions, purchases and examination of effective use of resources.
 5. The Superintendent of Public Instruction, subject to the approval of the Board of Public Education, should appoint a full-time Executive Coordinator of Vocational-Technical programs, who reports directly to the Superintendent and the State Board for Vocational Education. The Executive Coordinator should be responsible primarily for day-to-day administration and policy development for post-secondary vocational-technical education at the state level.
 6. In order to attract the most qualified persons to the position of Commissioner of Higher Education, compensation and fringe benefits should be, at least, equal to

6. (continued)

that of the best compensated unit president.

7. The Commissioner of Higher Education and the Superintendent of Public Instruction should be provided with the staff necessary to fulfill their responsibilities in post-secondary education.
8. The Commissioner of Higher Education, unit presidents of the University System, and directors of vocational-technical centers, should be appointed for five year terms. Their respective boards should conduct a thorough evaluation of those chief executive officers which would include consultation with faculty, students, staff and community persons, prior to deciding whether to make an offer of re-appointment. Evaluations should occur at least every five years but may take place at any time the board deems it necessary. Five years should be a normal period of appointment and should not preclude dismissal of a system or unit chief executive after a shorter term of service.
9. System and campus chief executives should develop criteria and procedures for periodic evaluation of their professional administrative staffs.
10. The Board of Regents and the Board of Public Education should conduct a comprehensive review of the arrangements for governance of the post-secondary institutions under their jurisdiction at least once every five years. Students, faculty and administrators should participate in the review. The boards should also utilize consultants from outside the systems.

PLANNING

RECOMMENDATIONS

1. Long-range planning should be conducted at eight-year intervals by an ad hoc commission of public lay representatives appointed by the Governor. The commission should consist of an odd number (but no more than 11) persons, and should include ex-officio membership from the State Board of Education. The commission should complete its task within one year.
2. At the state level, program review for the community colleges (as defined by current Regent policy) should be the responsibility of the Board of Regents, except with respect to federally funded vocational-technical programs which must also be reviewed by the Board of Public Education.
3. The Board of Regents and the Board of Public Education should establish schedules whereby all programs under their respective jurisdictions are systematically reviewed. An explicit determination regarding continuance, modification or termination should be reached at least once every five years for university and four-year college programs, and once every three years for vocational-technical and community college programs.
4. Each program should be reviewed on an individual basis. A universal formula to determine whether programs should be continued or discontinued is neither feasible nor desirable. However, as part of the process for reviewing existing programs, certain minimal criteria should be applied and documentation with respect to those criteria should be reviewed by the boards. The criteria should include:
 - a. number of graduates from the program in each of the last five years;
 - b. number of students enrolled in the program for each of the last five years; the rate of completion; the rate of attrition; ratio of enrollment to degree productivity;
 - c. the number of students not enrolled in the program but who are served by it - also for each of the last five years;

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- d. the size of classes identified as integral elements in the program;
- e. for colleges, universities and community colleges, cost per credit hour of the courses identified as integral elements in the program (upper division, lower division and graduate);
- f. for vocational-technical centers, cost per contact hours for courses identified as integral elements in the program;
- g. cost per program graduate;
- h. faculty/instructor workload;
- i. faculty/instructor qualifications;
- j. reputation and intrinsic value of the program;
- k. positions achieved by graduates of the program;
- l. positions attained by persons enrolled in the program who may have achieved their educational objectives without completing requirements for the degree or certificate;
- m. total production of graduates in the program area from all institutions in the state (and when appropriate, in the region and/or nation);
- n. economic and/or qualitative improvements which might be achieved by consolidation and/or elimination of the program;
- o. general student interest, evaluation and demand for the program; morale of students in the program;
- p. indicators of present and future demand for graduates of the program;
- q. appropriateness of the program to the mission of the institution;

- r. any needs for other programs of higher priority which might be funded fully or partially from savings realized by discontinuance of the program under review;
 - s. adequacy of support services, particularly library, laboratory and educational facilities;
 - t. compatibility with state plans;
 - u. similarity to programs offered at any of the other units.
5. In addition to the above, the following criteria should be applied to the review of graduate programs by the Regents.
- a. average time of completion of those to whom the degree has been awarded;
 - b. benefits accruing to the institution and the state independent of enrollment or degree production;
 - c. proportion of departmental resources devoted to the program;
 - d. sources of funding - state, federal, etc.;
 - e. qualifications of faculty;
 - f. qualifications and backgrounds of students attracted to the program;
 - g. relationship to and impact upon undergraduate program.
6. The following procedures should be utilized in review of existing programs.
- a. Governing boards should identify programs to be reviewed and establish schedule.
 - b. Review should begin at the institutional level where the program should be assessed according to criteria of 4 and/or 5 above. Institutional

b. (continued)

review should include input from administrators, faculty and students. When review is completed at the institutional level, results should be forwarded to the governing board's executive officer with the institution's recommendations for continuance, discontinuance, modification, or provisional status. The latter should be recommended and granted only when a program is relatively new or when the additional time will be used to develop information which does not exist or is not available. Provisional status should be requested for a specified time period.

c. The board's executive officer should conduct an independent analysis of the materials submitted by the institution. If necessary, the analysis may include the views of outside consultants. The executive officer should present the recommendation with supporting documentation to the board. If it is not in agreement with that of the institution, the executive officer should notify the institution of the recommendation and reasons in sufficient time for the institution to prepare a rebuttal to the board or to withdraw the recommendation.

d. The governing board should review all materials and recommendations, request whatever additional information may be needed, and vote to continue, discontinue, modify or place the program on provisional status for a specified period of time.

7. The Board of Regents and the Board of Public Education should begin systematic review of existing programs as soon as it is feasible to do so.

8. Existing program review in the University System should begin with review of all Ph.D. programs, considering first those which are offered in the same disciplines at both doctoral-granting institutions and all graduate and undergraduate programs in education. All of these programs should be reviewed according to the procedures and criteria set forth in 4, 5 and 6 above, by July 1, 1976.

9. Special review of programs outside the established schedule should be initiated at any time, at the request of the governing board, the executive officer or the institution offering a program.
10. These criteria should be used for board approval of new programs.
 - a. Objectives of the new program
 - b. Need for the program
 - (1) Evidence of student demand (students currently enrolled at the institution requesting the program; students in other institutions who have indicated they would participate in the program; community or regional demand; other sources).
 - (2) When applicable, indicate potential employers of persons trained in the program area who have requested establishment of the program, and their specific employment needs. Include any other documentation of need for graduates of such a program - manpower projections, etc.
 - c. Detailed survey of similar programs that are offered within the state (and for graduate programs, the region).
 - (1) The potential impact the program may have on other programs at the institution, especially in terms of funding, facilities, faculty and students.
 - (2) The potential effect on similar programs offered by other institutions. (Supporting documents from other institutions should be included.)
 - d. Description of the program as it relates to the mission (or role and scope) of the institution.

- e. Students to be served
 - (1) Anticipated enrollment for a five-year period by level
 - (2) Ultimate enrollment goal for the program
 - (3) Rationale for these projections
- f. Provisions for institutional review of the quality of the program which would include student achievement and faculty performance.
- g. Costs of the new program
 - (1) Estimate of start-up (first year) costs. How much of the costs would be absorbed in current budgets and how much additional funding would be required? Identify the sources of additional funding.
 - (2) Estimates of anticipated cost and anticipated income of the program for the four years following its first year. Explanation of the rationale for these estimates.
- h. Faculty staffing that is needed for the program including additional staff requirements and costs of additional staff.
- i. Additional facilities, including library equipment, classrooms and office space that is required for the program and their costs.
- j. Present faculty, facilities, equipment and library which will support the program and compare them to known or anticipated standards for accreditation.
- k. New courses and the frequency with which they will be offered throughout the first five years.
- l. Requirements for the degree or certificate.
- m. Supporting courses in other departments.

- n. Existing programs for which the new program would offer supporting courses.
 - o. Procedure used to develop the proposal, including any participation of students, faculty, community, advisory committees, etc.
 - p. Prior to approval of new programs, particularly in vocational-technical and some professional areas, it should be ascertained whether a comparable accredited program is offered in a private or proprietary institution. If such a program exists and if it is of high quality, the feasibility and possible cost savings of contracting for the program should be thoroughly investigated. Even if the cost per student is similar or higher, savings may be achieved by avoiding public expenditure on buildings and equipment.
11. The following procedures should be used to initiate proposals for new programs.
- a. Normally, proposals for new programs should be initiated by the institutions. However, the governing board or its executive officer might, from time to time, identify a state need for a program and request one or more of the institutions to prepare proposals.
 - b. Proposals should be forwarded from the institution to the governing board's executive officer who should conduct an independent analysis, using independent consultants when appropriate. If the executive officer's recommendation is contrary to that of the institution, the institution should be notified and given sufficient time to prepare a rebuttal or to withdraw the proposal.
12. All materials utilized in program review should be open and accessible to the public.

EDUCATIONAL POLICIES

RECOMMENDATIONS

1. Opportunities to achieve the baccalaureate degree in less than four years should be increased.
 - a. The Board of Regents, the Board of Public Education, the Superintendent of Public Instruction and the Commissioner of Higher Education, should cooperate to insure that the opportunity for qualified high school students to earn college credits is promoted on a statewide basis. These opportunities should include (but not be limited to):
 - (1) Advanced placement. This is a program administered by the Educational Testing Service designed to prepare high school students for advanced courses when they enter college. Students who qualify should be given credits, and be excused from required freshman courses.
 - (2) College courses. High school juniors and seniors who are qualified should be allowed to enroll concurrently in high schools and colleges and to complete and receive college credit for courses prior to high school graduation.
 - (3) Testing. Where appropriate, students in high school and college should be encouraged to earn college credit through the College Level Examination Program (CLEP) and through challenge examinations. Once admitted to college, students should be allowed to challenge any course by examination and as many courses as they choose. The level of achievement required and subsequent grade should be identical to that of or awarded to students who actually take the course.
 - (4) Early admissions. Some students who are academically advanced should be admitted to college before completing high school.

- (5) College courses at the high school. Some high school teachers are qualified, and others should be provided training in order to offer freshman level courses to students in the senior year of high school. This would require cooperative efforts between high schools, colleges and universities, as well as with accrediting associations.
- b. The Regents and the Commissioner of Higher Education should encourage and seek to provide incentives for experimentation with restructuring of baccalaureate programs from four to fewer years without requiring course overloads and/or summer session attendance.
 - (1) If time-shortened baccalaureates are developed, they should be available as options to students.
 - (2) The results of experimentation with the time-shortened bachelor degree should be rigorously evaluated to insure that standards of quality and student performance are maintained at a level equal to the traditional program.
 2. The State Board of Education should immediately establish a permanent committee on relations between secondary and post-secondary education. The committee should include members of the Board of Public Education and the Board of Regents. Its functions should be to promote program articulation between secondary and post-secondary education and to provide a forum for discussion of other issues, problems, and ideas that overlap the secondary-post-secondary levels.
 3. There should be continuous liaison between the staffs of the Superintendent of Public Instruction and the Commissioner of Higher Education. From time to time there should be joint studies of issues of mutual concern.
 4. The approval of the Board of Regents should be required for:
 - a. any change in the number of credit hours, credits or courses required for graduation by a unit of the University System;

- b. any change in the number of credit hours, credits or courses in specific subject areas required for graduation by any college, department or other subdivision of a unit of the University System.
5. All units of the University System should offer the associate degree.
6. The following steps should be taken to improve coordination and articulation within the University System and post-secondary education.
- a. The Board of Regents and the Commissioner of Higher Education should do all that is possible to assure the maximum transferability of credits between the units of the University System and the community colleges.
 - (1) Each institution should establish an appeal process for students whose credits are not accepted or are not applied to their major.
 - (2) After the institutional appeal process has been exhausted, there should be a procedure for appeal to the Board of Regents on issues involving acceptance of credits.
 - b. In determining transferability of credits and courses, post-secondary educational programs should be evaluated on their own merits, regardless of the type of institution (or its form of governance) in which the credits were earned.
 - c. Opportunities for concurrent enrollment in the University System and the vocational-technical centers should be made easily available and encouraged.
 - d. Insofar as space and other considerations allow, the full instructional resources of the University System should be made available to all students at all campuses. Concurrent registration

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at two units without financial penalty should be permitted. Additionally, students should be permitted to attend another unit for a period of one quarter at a time without officially transferring.

- e. The Commissioner of Higher Education should sponsor an annual conference on articulation in which faculty from the departments of the University System units and the community colleges meet with their counterparts to discuss issues of student and program articulation and interinstitutional cooperation.
 - f. So far as practicable, a common system of course numbering and credit allocations should be developed within the University System and community colleges. The purpose of this system is not to enforce uniformity in courses and content, but to identify as similar those courses which actually are similar, thereby facilitating transferability from one campus to another. Developing and updating this system should be a function of the conference on articulation recommended above (with the assistance of the directors of admissions of the units.) Private colleges should be encouraged to participate.
 - g. All units of the University System and the community colleges should operate on a uniform academic calendar except when valid educational considerations merit an exception or when an exception is granted for purposes of experimentation. The Regents should approve all exceptions.
7. The state planning agency for post-secondary education should publish an annual comprehensive inventory of post-secondary education opportunities beyond the high school. It should include all programs offered in public, private and proprietary post-secondary education, procedures for admission to all programs and institutions, information on all forms of financial assistance available to students and procedures for applying for financial assistance. The inventory should be distributed to all persons responsible for counselling and advising potential students regarding post-secondary education. A condensed inventory should

7. (continued)

be made available to all interested persons.

8. The state post-secondary education planning agency should collect and/or conduct studies of projected manpower supply and demand in cooperation with appropriate state agencies, and disseminate the results of such studies annually to institutions of secondary and post-secondary education in order to improve the information base upon which student choices are made.

a. The agency should produce an annual projection of the need for teachers at all levels, including county-by-county short and long-range projections by level and subject area.

9. The Superintendent of Public Instruction and the Commissioner of Higher Education should sponsor an annual workshop for secondary and post-secondary counsellors throughout the state. The purpose of the workshop would be to provide the counsellors with current information on post-secondary education programs, procedures for admission, student costs, financial assistance available from federal, state, private and institutional sources and procedures for applying.

10. A report on the actions of the state post-secondary planning agency (mentioned above) should be presented at this workshop. The Superintendent of Public Instruction and the Commissioner of Higher Education should conduct a study into secondary and post-secondary counselling in the State of Montana.

11. Each public university and college should be encouraged to establish a committee of faculty, students and administrators to consider methods of strengthening undergraduate education including, (but not limited to):

a. organization of a regular campus program on teaching;

b. improvement of methods of evaluating teaching and development of non-punitive evaluation designed to assist faculty members to improve teaching;

c. application of the new knowledge developed about the learning process as it relates to higher education;

- d. development of interdisciplinary theme and problem-oriented programs and courses;
 - e. development of systems for recognizing and rewarding excellence in undergraduate teaching;
 - f. experimentation with new methods of evaluation of student performance;
 - g. reevaluation of the lecture method as the dominant instructional mode in higher education;
 - h. student and peer evaluation of teaching;
 - i. opportunities for students to gain community service and work experience as part of their education and for credit.
12. The Board of Regents should seek state and external support for a fund for innovation in higher education. The fund should be used to support innovations designed to improve the quality of education or to achieve greater cost effectiveness and productivity at the same or greater level of quality.
13. Admissions policies should not discriminate against part-time students or students choosing to combine or alternate education with other experience such as work or travel.
- a. Administrative barriers should be minimized so that the work involved in entry, exit and reentry does not become a factor in student choices.
 - b. There should be provisions in each public institution for persons to attend undergraduate and graduate courses on a part-time basis, for credit or without credit; to take these courses without prior acceptance into a degree program, provided that they are able to benefit from the course, and that there is sufficient space available.
 - c. In assessing the ability and qualifications of students beyond the traditional age of post-secondary education attendance, institutions should place minimum reliance upon high school and college transcripts and should develop other indicators of motivation and ability.

- d. Each institution should endeavor to maintain facilities such as child care facilities to better enable all kinds of students to enroll and attend.
 - e. Provision should be made at all units of the University System for unstructured independent study options for all students. These provisions should be similar to, but not necessarily restricted to, the omnibus option at the University of Montana.
14. Tuition and fee structures should not discriminate against part-time students. Part-time students should be charged for courses and credits actually taken. Any fees charged for services and facilities other than instruction should be proportionate to the part-time student's course and credit load.
 15. Part-time students should be eligible for state and institutional student financial assistance programs, based on need.
 16. In order to plan for the orderly growth of adult and continuing education in Montana, a Statewide Association for Adult and Continuing Education should be established.
 - a. Membership:
 - (1) all public institutions of post-secondary education;
 - (2) private institutions of post-secondary education should be invited to participate;
 - (3) the Commissioner of Higher Education and the Superintendent of Public Instruction;
 - (4) other state agencies involved in delivery of educational services to adults, such as the Educational Broadcasting Commission, should be invited to participate.
 - b. Staffing: the Office of Commissioner of Higher Education should serve as the secretariat to the association.

e. Functions:

- (1) develop a state plan for adult and continuing education for submission to the state post-secondary planning agency;
- (2) coordinate and stimulate the development of new delivery systems;
- (3) develop a system for maintaining the records of persons who accumulate post-secondary education through diverse approaches: course work at institutions, work and service experience, individualized study, tests, etc.;
- (4) develop procedures for delivery of educational services to areas which may lack an institution capable of offering a needed course or program;
- (5) encourage and provide assistance to counties and cities in the development of learning centers for adult education in public libraries, high schools, government buildings, other available facilities, and where appropriate, learning pavillions;
- (6) explore the need and feasibility of offering an external degree to increase accessibility of higher education for persons whose work schedules, home responsibilities or geographic location preclude attendance at a campus. Such a degree might be offered on the basis of independent study, equivalency testing, correspondence work, television and radio courses, and brief period of intensive study (weekend, short summer sessions) at campuses or learning centers;
- (7) seek federal and foundation funding for the development of new systems for the delivery and evaluation of adult learning experiences.

17. The Board of Regents should give special consideration to granting tuition free access to all Montana residents, 62 years of age and over, to audit all courses at all units of the university system, subject to space availability.

SPECIAL SUBJECTS

TENURE AND STAFFING

RECOMMENDATIONS

1. Each governing board in public post-secondary education should conduct a thorough review of current tenure policies and the future impact of those policies. This review should include:
 - a. analysis by each unit of its current and projected level of faculty staffing, including estimates of the proportion of tenured and non-tenured faculty for the periods 1975-1980 and 1981-1990. Analysis and estimates should be made for each department and for the entire institution;
 - b. procedures and criteria by which tenure decisions are made;
 - c. strategies for maintaining a healthy tenure/non-tenure balance;
 - d. possible alternatives to, or modifications of, existing tenure policies and practices.
2. Governing boards should insure that procedures are established for the evaluation of tenured faculty at least every four years utilizing administration, faculty and student input.
3. Governing boards should examine the possibility of developing early retirement plans which would make attractive withdrawal from employment or full-time employment at age 55 or 60.
4. Governing boards, institutions, faculties and departments should make every effort to obtain representation of minority groups, particularly American Indians and women, on the teaching and administrative staffs of all units of post-secondary education and provide equitable compensation.

HEALTH CARE EDUCATION

RECOMMENDATIONS

1. More emphasis should be placed on preventive care in health education programs.
2. Health education for consumers - particularly during the school years - should be given a high priority.
3. Student needs, as well as community needs, should be considered in planning for educational programs.
4. Sound vocational counselling and guidance should be strongly encouraged beginning at the junior and senior high school level and continuing throughout the post-secondary level.
5. Subject to governing board approval, all health care education programs should be permitted to control admissions as they see fit based on program capacity and reliable projected needs.
6. All health care personnel should have available to them, and be encouraged to participate in, adequate continuing education and in-service training programs.
7. A reliable system should be developed for projecting future needs in the health occupations and professions.
8. Montana should continue its support of the Western Interstate Commission for Higher Education (WICHE) Student Exchange Program and increase its level of support as required. The Regents should consider a system which takes into account the variability in the economic needs of Montana students attending out-of-state medical, dental and veterinary medical schools with the provision which would require, (in some instances) repayment to the state of the amount the state pays to meet out-of-state tuition costs. It should include, too, a loan forgiveness feature contingent upon a period of practice in Montana once the education has been completed.
9. Support should be given to the Washington, Alaska, Montana, Idaho (WAMI) program and the Legislature should appropriate the necessary amount of dollars each year to keep it viable in this state. However, financial support should be contingent upon a written guarantee from the University of Washington School of Medicine that the full number of up to 80 qualified medical students will actually be admitted within the next four years.

9. (continued)

The WAMI program should endeavor to make a systematic effort to introduce Montana's medical students to rural areas during the community clinical phase of their education, rather than concentrating them in the urban areas of the state. A system (such as the one proposed for the WICHE program) should be devised for WAMI.

10. A method should be developed for determining the appropriate number of medical students to be subsidized by the state.
11. Some device for protecting existing slots in dental schools for Montana students should be developed, as well as some method to expand opportunities for admission to dental schools.
12. Montana State University's efforts to develop a WAMI-like program for veterinary medicine should be encouraged to continue and the Legislature should give sympathetic consideration to funding such a program.
13. The counselling system should be carefully scrutinized and the counselling function should be given more attention in order to better screen the potential applicants for pre-medicine/pre-dentistry/pre-veterinary medicine. The students should be given the opportunity to have more exposure to their chosen profession in the field during these pre-professional years.
14. The four-year program for dental hygienists which now exists should be continued. At this time, a second baccalaureate program should not be developed. The value of a two-year program at the vocational-technical center which has responsibility for health care training as its major activity, or at a community college, should be examined.
15. The upward mobility concept should be developed within all accredited programs to allow for ease of movement of the dental assistant into a dental hygiene program.
16. The state should develop additional internships for medical technologists.
17. The programs for medical laboratory assistants should be expanded if other schools or institutions have the necessary financial support and proper laboratory facilities, staff and other resources.

18. Field experience training for environmental health-sanitarians should be offered in the state.
19. Efforts should be made to develop flexibility in nursing programs from Licensed Practical Nurse (LPN) to Baccalaureate degree nurses. This would include efforts to make it possible for LPN and Associate Degree nurses to enter baccalaureate programs receiving credit for their previous training.
 - a. Those nursing education programs which lead to Registered Nurse (RN) licensure should be continued at their present levels and the varied programs should remain as they are now structured, but based on the changing needs of the state; modifications should be made as needed in the future.
 - b. Overall limitations of clinical facilities may require statewide coordination to assure adequate clinical experiences for nursing students.
 - c. The Family Nurse Practitioner program should be strongly supported. However, proliferation of these post-RN programs does not seem necessary nor feasible. Modifications in the future should be made as needs arise.
 - d. No additional master's programs should be developed.
 - e. An education consultant should be hired for the State Board of Nursing.
20. In the future, in practical nursing, the Vocational Education Division and the State Board of Nursing should jointly coordinate the number of programs and students based on area need. The Manpower Development and Training Act (MDTA) practical nursing programs should not be developed unless or until they are coordinated with the Vocational Education Division.
21. For the establishment of future nurse aide programs, the Vocational Education Division should take the factors of supply, demand and geography into consideration.
22. Increased legislative support should be made available to the WICHE Student Exchange Program in physical therapy.

23. Programs to train physical therapy aides should be established at the vocational level.
24. The establishment of continuing education programs for hospital administrators should be given a very high priority. The Montana University System should be encouraged to investigate the feasibility of establishing a program for hospital administrators similar to that for nursing home administrators.
25. One degree program in the state for the medical records field should fulfill adequately the needs of the state.
26. There should be no major change in the educational opportunities for pharmacy students.
27. If the need for an expanded program in speech pathology and audiology appears in the future, it should be met by the existing program.
 - a. A method should be developed whereby the services of these professionals are obtainable in the smaller communities around the state.
 - b. Continuing education possibilities should be developed outside of the Missoula area.
28. The private hospital programs in radiologic (x-ray) technology should adequately supply the state at the present time. No academic programs should be established.
29. The present programs in respiratory/inhalation therapy should be continued and expanded as needs arise.
30. Continued support should be made available for the WICHE Student Exchange Program in occupational therapy.
31. It should be justifiable to expand the one existing program for clinical psychologists within the university system.
32. The in-migration of psychiatric social workers should be meeting Montana's needs.
33. Internships should be secured for Montana students who have completed their academic training as dietitians.

34. The present cooperative arrangement with two out-of-state colleges of osteopathy should prove beneficial in supplying the state in the future.
35. There should be continued support of the WICHE Student Exchange Program in the field of optometry.
36. There should be no expansion of the academic programs in podiatry which currently exist. There should be continued support of the WICHE Student Exchange Program.
37. All potential sources for continuing education should be investigated - Montana Medical Education and Research Foundation (MMERF), the University System, the vocational-technical centers, and the allied health and professional associations - and a coordinating system should be designated to accommodate continuing education in the total health care field.

NATIVE AMERICAN EDUCATION

RECOMMENDATIONS

1. Montana post-secondary institutions should develop a set of institutional goals and objectives relating to Native Americans which would include, but not be limited to, welfare of students, educational programs, Indian community activities, etc.
2. The state Board of Education and the Montana post-secondary institutions should implement fully the mandate of the new Montana Constitution (Article X, Sec. 2) through continued expansion of innovative projects and existing Indian programs.
3. All post-secondary institutions should make an immediate effort to employ qualified Indian faculty and non-instructional staff on all levels at the respective units.
4. Funding for Indian Studies Programs should be increased, based on Indian student needs, population and the number of Montana Indian communities to be served. The criteria for future state funding and for establishing programs should be based on effective administrations, research activities, curriculum developments, and support services, etc.
5. Presidents and/or directors of post-secondary institutions should create an Indian Review Board with membership selected with the assistance of responsible tribal and urban Indian groups. The Board should address itself to issues and problems confronting post-secondary institutions and Indian communities.
6. Those institutions having significant Indian student populations or Indian community involvement should organize their educational resources around a special services program model (skill classes, cultural classes, Indian counselors, tutors, etc.) for students needing this type of academic support program.
7. All post-secondary institutions should develop and maintain data on Indian students and Indian community projects for the purpose of public accountability.
8. The Board of Regents and the Board of Public Education should review educational policies as they relate to Indian students, and initiate the necessary action to insure that the educational needs of Indian people are being met.

9. The Board of Regents should review the State Indian Fee Waiver and recommend to the legislature any reform needed to make the waiver applicable to all tribal Indian students.
10. The Governor should appoint an Indian person to the Board of Regents.
11. The Board of Regents should develop an annual report concerning Native Americans (Indians) and post-secondary education which would be disseminated statewide.
12. The Commissioner of Higher Education should seek funds to finance an annual conference on Native Americans in post-secondary education. Participation should include representatives of post-secondary institutions, Indian students, Montana Indian community people, state educational officials, etc.
13. The Board of Regents should seek funds from the Legislature for a permanent Indian staff member in the office of the Commissioner of Higher Education for the purpose of coordinating Indian affairs and programs at post-secondary institutions.
14. The Board of Regents should appoint a standing subcommittee composed of Indian educators, tribal representatives, and advocates to review financing and administration of institutional programs for Indians and to deal with issues affecting the concerns of Montana Indian communities.
15. The Commissioner of Higher Education should take the responsibility for evaluating institutional programs for Indians and make necessary recommendations for insuring full and acceptable participation in these programs by Montana Native Americans.
16. Student financial aid officials (tribal/state/federal) should make a responsible effort to develop new aid programs or a new statewide Indian financial aid formula on behalf of Indian students attending post-secondary institutions, taking into consideration treaty rights, tribal grants, state fee waivers, economic opportunity grants, legislation, etc.
17. Post-secondary institutions should financially support future Native American cultural activities on campus (museum

17. (continued)

exhibits, pow-wows, student conferences, art and cultural functions, etc.), the same as other school functions during the academic year.

18. Directors of college work-study programs should develop a policy which affords the Indian student an opportunity to work on or near reservations under the guidelines of the federal work-study program.
19. Post-secondary institutions and concerned state agencies should be encouraged to support the new Indian Master Plan (HB 343, HJR 60) and provide assistance for its implementation.
20. An effort should be made by officials of student health services to develop a uniform Indian student health plan in coordination with the Indian Public Health Service.
21. Provision should be made for Indian students to have access to qualified Indian Counsellors, (for at least 4 years) as well as tutors (for at least 2 years) to assist them in adapting to the foreign environment of the institution.

PROPRIETARY EDUCATION

RECOMMENDATIONS

1. The Legislature should fund adequately HB 749 (1974) at a level sufficient to assure that the Department of Business Regulation can fulfill its responsibilities with respect to regulation of proprietary schools.
2. Proprietary schools should be included in future long and short-range state planning for post-secondary education in Montana.

FINANCING

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RECOMMENDATIONS

1. The state should continue to assume the major responsibility for financing public post-secondary education.
2. State support of operating expenses of post-secondary education should take two basic forms
 - a. direct institutional support through appropriations to the institutions and/or their governing boards;
 - b. direct student support through student financial assistance based on need and performance.
3. Montana should establish a state scholarship program and participate in the federal student incentive grant program. The program should provide for grants to students which are applicable to tuition or living costs at institutions within Montana.
 - a. Undergraduates and vocational-technical students in public post-secondary education should be eligible to participate in this program.
 - b. Grants should be based upon need.
 - c. Priority in the awarding of grants should be given to
 - (1) students whose educational programs are disrupted by termination of an institution or program;
 - (2) students who must change their place of residence to attend post-secondary education.
 - d. Grants or vouchers should be awarded directly to students.
 - e. This program should be funded initially at a level of approximately \$120,000 (50% state funds, 50% federal funds).
 - f. The Commission for Federal Higher Education Programs should administer this program.

- g. The state statute creating a state work-study program should be funded.
- 4. Students attending Carroll College, College of Great Falls, and Rocky Mountain College, should be eligible for participation in any state programs which award financial assistance directly to students.*
- 5. Students in state institutions of post-secondary education should contribute to the direct costs of their education. However, student charges should not be raised until a study of student resources has been made to determine the impact of such charges.
 - a. The graduate fees structure should be studied.
 - b. Increases in student fees should not be used to decrease General Fund appropriations.
- 6. The ratio of state to county funding of community colleges should be set at 65:35.
- 7. All institutions of post-secondary education should adopt "zero-based" formula budgeting.
- 8. Budgeting formulas should take into account the different missions and programs of the institutions of post-secondary education and the library, laboratories and equipment necessary to support institutional functions.
- 9. State, executive and legislative authorities, in the exercise of their responsibility for budget control and audit, should concentrate on program budget review and approval, and avoid line-item approval and direct involvement in internal budget operation and administration of the public institutions of post-secondary education.
- 10. State funds allocated to the University System should be appropriated to the Board of Regents.
- 11. Institutions and units of post-secondary education should continue to develop and refine uniform standards, definitions and procedures that will find the full cost of resources utilized in the process of producing instructional

*This would probably require constitutional amendment.

11. (continued)

outcomes, including student credit hours, courses, degrees, and certificates. Insofar as possible this information should be compatible with the work being carried on by the United States Office of Education and the National Center for Higher Education Management System.

12. The state should provide funding for the administrative expenses of the Statewide Association for Adult Education.
13. When the Statewide Association for Adult Education has accumulated sufficient experience and information on the nature of the demand for adult and continuing education, it should make an assessment of the need and appropriateness of state funding of programs and courses.
14. Faculty, administrative and staff salaries and benefits in Montana higher education should be competitive with those provided for comparable services in comparable institutions. Salaries among similar units should be more uniform.
15. The governing boards of public post-secondary education should conduct periodic surveys to compare the compensation being paid to faculty, administrators and other staff with levels of compensation of persons with similar responsibilities in similar post-secondary institutions, government and the private sector.
16. Governing boards should set systemwide priorities for increases in faculty compensation.
17. In the immediate future, the Regents should emphasize equity and merit increases in their priorities for faculty compensation in the University System. Recommendations for merit increases should be the sole responsibility of the dean of the school or the president of the institution.
18. Funds equivalent to one instructional FTE faculty position should be granted to each unit of the University System for each 750 students or part thereof. The additional FTE's are to be used for curricular reform or research related to the improvement of instruction.
19. State funds should be provided to institutions and system offices for the development of management information systems.

20. Administrative support costs should be carefully reviewed to insure that they are commensurate with the size of the institution and the number of students being served.
21. Private foundations of individual post-secondary institutions should be encouraged to develop income for their supplemental programs. Income from these foundations should be considered additional income and not used to reduce its General Fund appropriations.
22. An Attorney General's opinion should be solicited to determine whether or not the Board of Regents could rebate up to three of the six university system mills collected for those political subdivisions which maintain community colleges.