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ABSTRACT

This report provides recommendations on models of governance for Minnesota state colleges and universities under the unified system of public higher education administration initiated in 1991. It also outlines the guiding principles behind the consolidation efforts. The report recommended that: (1) 10 technical and community colleges and campuses be consolidated into 2 colleges by July 1997; (2) 11 county metropolitan-area colleges and universities submit plans by July 1996 on current and future collaboration and articulation; (3) 12 colleges and campuses submit plans by December 1995 on current and future collaboration and cooperation; and (4) individual institutions, upon approval of the chancellor, be authorized to secure administrative and other support services from the best available source. (MDM)

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*Minnesota State Colleges and Universities*

**Report to the Chancellor  
from the  
Special Advisory Group  
on  
Governance and Support  
Services**

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**December, 1994**

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## INTRODUCTION

Merging three higher education systems into a single system with over 160,000 students, 20,000 employees, 21 million square feet of facilities, and combined budgets exceeding \$800 million is a monumental task. Given the size and difficulty of the task, the Special Advisory Group on Governance and Support Services (SAGGSS) focused on governance models and support service structures which embrace the intent of the legislation and the Chancellor's overarching principles. In addition, the Advisory Group recognized the need to maintain institutional and system stability during the transition.

### *Charge to the Special Advisory Group*

The Special Advisory Group on Governance and Support Services was asked to:

- Recommend models of governance for MnSCU "local institutions" beginning July 1, 1995.
  - Define "local institutions."
  - Identify optimal alternatives for governance alignment of all 62 campuses.
- Recommend optimal models for delivering support services to "local institutions" after the merger.

## GOALS

### *Legislation*

The Legislature and the Governor initiated the merger of the technical colleges, the community colleges, and the state universities within the State of Minnesota in 1991. Authors and promoters of the merger legislation clearly envisioned an integrated system – a single, unique system which could more effectively meet the changing needs of the state. It is apparent that legislators are persuaded that an integrated system will improve the quality of services and programs available to students while enhancing the efficiency and effectiveness of all operations.

A single Higher Education Board was created and charged with, ". . . (providing) *programs of study that meet the needs of students for occupational, general, baccalaureate, and graduate education.*" The board<sup>d</sup> was charged with these additional responsibilities, ". . . (to make) . . . efficient use of the facilities and staff of the former technical colleges, community colleges, and state universities . . . so that students may have the benefit of improved and broader course offerings, integrated course credit, ease of transfer among schools and programs, and coordinated financial aid."

### **Chancellor**

Early in the Chancellor's tenure he established the following overarching goals:

- Preservation and enhancement of identity and character of individual campuses and programs throughout the state.
- Collaborative integration for maximal student access and mobility.
- Collaborative integration for the most efficient use of resources.

These goals directly address the integration philosophy evident in the legislation creating the MnSCU system. In addition, they provide the conceptual framework for discussions concerning possible governance and administrative service options.

## GUIDING PRINCIPLES

1. All greater Minnesota two-year campuses/colleges in close proximity should be consolidated into single colleges. Those metropolitan-area two-year colleges that are adjacent or connected should be consolidated into single colleges.
2. All colleges or universities should be structured as single or multi-campus organizations headed by a president who reports to the MnSCU Chancellor.
3. All campuses/colleges and universities should seek out collaboration or consolidation to enhance student learning by improving the quality, effectiveness, and/or efficiency of administrative services, student services, and academic programming.
4. Any proposed collaboration or consolidation of two-year campuses/colleges should be designed to enhance student learning in technical, developmental, lower-division transfer, and continuing/customized educational programs and services.
5. Any proposed collaboration involving universities should be designed to enhance student learning by improving transferability to upper-division programs, between upper-division programs, and between graduate-level programs.
6. Resources resulting from collaboration or consolidation should be allocated to colleges and universities to yield increased quality of academic services and more effective and efficient use of resources.
7. Incentives should be provided to campuses/colleges and universities to encourage collaboration or consolidation.

## DEFINITIONS

- 1) **College/University**  
A diploma or degree granting institution with one president. (The advisory group chose to use the terms "college" and "university" in lieu of "local institution.")
  
- 2) **Campus**  
A geographically specific higher educational delivery location.
  
- 3) **Merge**  
Merge or merger shall refer to the statutory merger of the three systems.
  
- 4) **Consolidate**  
The union of two or more campuses/colleges to form a single institution with one president.
  
- 5) **Collaboration**  
To work together in a joint effort.
  
- 6) **Support Services**  
Functions designed to support the administrative infrastructure of a college or university; such as, but not limited to, fiscal, human resources, research, facilities, staff development, and information services.

## PREFACE

The Special Advisory Group on Governance and Support Services recognizes that the following colleges and universities will report to the Higher Education Board on July 1, 1995:

### Technical Colleges

<i>Alexandria TC</i>	<i>Range TC:</i>
<i>Anoka-Hennepin TC</i>	<i>Eveleth Campus</i>
<i>Brainerd/Staples TC</i>	<i>Hibbing Campus</i>
<i>Dakota County TC</i>	<i>Red Wing/Winona TC</i>
<i>Duluth TC</i>	<i>Riverland TC:</i>
<i>Hennepin TC:</i>	<i>Austin Campus</i>
<i>Brooklyn Park Campus</i>	<i>Faribault Campus</i>
<i>Eden Prairie Campus</i>	<i>Rochester Campus</i>
<i>Hutchinson/Willmar TC</i>	<i>St. Cloud TC</i>
<i>Minneapolis TC</i>	<i>St. Paul TC</i>
<i>Northeast Metro TC</i>	<i>South Central TC:</i>
<i>Northwest TC:</i>	<i>Albert Lea Campus</i>
<i>Bemidji Campus</i>	<i>Mankato Campus</i>
<i>Detroit Lakes Campus</i>	<i>Southwestern TC:</i>
<i>East Grand Forks Campus</i>	<i>Canby Campus</i>
<i>Thief River Falls Campus</i>	<i>Granite Falls Campus</i>
<i>Moorhead Campus</i>	<i>Jackson Campus</i>
<i>Wadena Campus</i>	<i>Pipestone Campus</i>
<i>Pine TC</i>	

### Community Colleges

<i>Anoka-Ramsey CC:</i>	<i>Brainerd CC</i>
<i>Cambridge Com. College Ctr.</i>	<i>Fergus Falls CC</i>
<i>Arrowhead CC:</i>	<i>Inver Hills CC</i>
<i>Hibbing CC</i>	<i>Lakewood CC</i>
<i>Duluth Com. College Ctr.</i>	<i>Minneapolis CC</i>
<i>Itasca CC</i>	<i>Normandale CC</i>
<i>Mesabi CC</i>	<i>North Hennepin CC</i>
<i>Rainy River CC</i>	<i>Northland CC</i>
<i>Vermilion CC</i>	<i>Rochester CC</i>
<i>Fond du Lac Tribal and CC</i>	<i>Willmar CC</i>
<i>Austin CC</i>	<i>Worthington CC</i>

### State Universities

<i>Akita Campus</i>	<i>Moorhead SU</i>
<i>Bemidji SU</i>	<i>St. Cloud SU</i>
<i>Mankato SU</i>	<i>Southwest SU</i>
<i>Metropolitan SU</i>	<i>Winona SU</i>

## RECOMMENDATIONS

After reviewing the Chancellor's overarching goals, the merger legislation, and analyzing multiple options, the Special Advisory Group on Governance and Support Services used the preceding Guiding Principles to develop the following recommendations:

### *Recommendation No. 1*

The advisory group recognizes that institutional size impacts administrative efficiencies. Administrative savings from consolidating co-located colleges are anticipated.

The advisory group also recognizes that there is a minimum standard of quality that the citizens of the state as well as the students expect. Increases in efficiency resulting from collaboration or consolidation are expected to enhance the quality of the learning experience.

We recommend:

That the following campuses/colleges be consolidated to form single colleges by July 1, 1996:\*

*Brainerd CC and Brainerd/Staples TC  
Duluth Community College Center and Duluth TC  
Northland CC, Northwest TC-Thief River Falls*

That the following campuses/colleges be consolidated to form single colleges by July 1, 1997:\*

*Austin CC and Riverland TC-Austin Campus  
Hibbing CC and Range TC-Hibbing Campus  
Lakewood CC and Northeast Metro TC  
Mesabi CC and Range TC-Eveleth Campus  
Minneapolis CC and Minneapolis TC  
Willmar CC and Willmar/Hutchinson TC  
Rochester CC and Riverland TC - Rochester Campus*



That each of the following colleges submit a plan to the Chancellor for presentation to the Higher Education Board by December 15, 1995 describing how they will collaborate or consolidate with other MnSCU colleges or universities to enhance student learning by improving quality, effectiveness and/or efficiency in administrative services, student services, and academic programming. The plan shall be based on adequate research and shall include justification for its recommendations.\*

*Alexandria TC*  
*Arrowhead CC:*  
*Rainy River CC*  
*Vermilion CC*  
*Itasca CC*  
*Fond du Lac CC*  
*Cambridge CC Center (Anoka-Ramsey CC)*  
*Fergus Falls CC*  
*Hibbing CC/Range TC - Hibbing Campus*  
*Mesabi CC/Range TC-Eveleth Campus*  
*Northwest TC*  
*Bemidji Campus*  
*Detroit Lakes Campus*  
*East Grand Forks Campus*  
*Moorhead Campus*  
*Wadena Campus*  
*Pine TC*  
*Riverland TC*  
*Faribault Campus*  
*South Central TC*  
*Mankato Campus*  
*Albert Lea Campus*  
*Southwest TC*  
*Canby Campus*  
*Granite Falls Campus*  
*Jackson Campus*  
*Pipestone Campus*  
*Worthington CC*

*\* These efforts should not preclude further collaboration or consolidation with other higher education partners*

## **Recommendation No. 2**

### **We recommend:**

That by July 1, 1996, the following seven county metropolitan-area colleges and universities submit a plan to the Chancellor for presentation to the Higher Education Board which describes their current and proposed collaborative efforts in academic program planning and articulation, access to student services and student life, facilities, and administrative services. The plan shall be based on adequate research and shall include justification for its recommendations.\*

*Anoka-Hennepin Technical College  
Anoka-Ramsey Community College  
Dakota County Technical College  
Hennepin Technical College  
Inver Hills Community College  
Lakewood Community College/Northeast Metro TC  
Metropolitan State University  
Minneapolis Community College/Minneapolis TC  
Normandale Community College  
North Hennepin Community College  
St. Paul Technical College*

A progress report shall be submitted to the Chancellor for presentation to the Higher Education Board by December 15, 1995.

\* *These efforts should not preclude further collaboration or consolidation with other higher education partners.*

### **Recommendation No. 3**

#### **We recommend:**

That by December 15, 1995 the following campuses/colleges and universities submit a plan to the Chancellor for presentation to the Higher Education Board which describes their current and proposed collaborative efforts in academic program planning and articulation, access to student services and student life, facilities, and administrative services. The plan shall be based on adequate research and shall include justification for its recommendations. \*

*Bemidji State University and Northwest TC-Bemidji  
Mankato State University and South Central TC  
Moorhead State University and Northwest TC-Moorhead  
Southwest State University and Southwestern TC and  
Worthington CC  
St. Cloud State University and St. Cloud TC  
Winona State University and Red Wing/Winona TC*

\* *These efforts should not preclude further collaboration or consolidation with other higher education partners.*

### *Recommendation No. 4*

**We recommend:**

- that the level of administrative and other support services currently being provided by applicable system offices continue beyond July 1, 1995.
- that individual institutions, upon approval of the Chancellor, be authorized to secure administrative and other support services from the best available source.
- that all changes in the acquisition of administrative and other support services be supported by evidence that they will be provided at least as efficiently and as effectively.