In 1974 the General College Legal Paraprofessional Program was evaluated by a team of visitors representing the Special Committee on Legal Assistants of the American Bar Association (ABA). The first part of this document is the full text of the "Evaluation Report" submitted to the ABA House of Delegates by the visitation team. The second part is a "Self-Evaluation" prepared by the coordinator of the program prior to the team's April 1974 visit. The Legal Assistant Program is a two-year program operating within the four-year General College. The program has been in existence for approximately three years and has been part of the extension program for the past year. Current enrollment in the program is 55 students and classes are limited to 25 each; 26 students had been graduated from the program prior to the visitation. Information presented in the two parts of this document describe the following aspects of the program: (1) organization and administration, (2) curriculum, (3) faculty, (4) admission and student services, (5) library resources, and (6) the physical plant. The visitation team was generally impressed with the program and recommended formal approval. Their recommendations for future improvement of the program are listed.
The General College
Legal Paraprofessional Program: An Evaluation

A General College occupational program much in demand among students at the University is the course of study for the training of legal assistants and legal administrators. In 1974 the General College Legal Paraprofessional program was evaluated by a team of visitors representing the Special Committee on Legal Assistants of the American Bar Association (ABA). The visitation was part of an ABA pilot project to test proposed guidelines and procedures to be used in the future for evaluation of other para-legal programs. The visitation team's report—one of four in the ABA pilot project—provides the occasion for this issue of The General College Studies.

Readers of this issue will note that it comprises two separate but overlapping segments. The first part is the full text of the "Evaluation Report" submitted to the ABA House of Delegates by the visitation team. Before the team's April 1974 visit, Professor Roger Larson, coordinator of the General College Legal Paraprofessional program, prepared a "Self-Evaluation" of the program. Though the self-evaluation was written prior to the evaluation team's visit, it appears here after the visitation report. In writing its report, the visitation team relied heavily upon the text of the self-evaluation; where the two reports overlap, portions of the self-evaluation have been omitted. Together the two reports provide a comprehensive description of one component in the General College paraprofessional training efforts.
Part I: Evaluation Report

Program Description

I. General Information

The Legal Assistant Program is offered by the General College of the University of Minnesota, which is accredited by the North Central Regional Accrediting Association. The General College is one of seventeen colleges in the University and is a 4-year institution. The General College has approximately 2,500 students, and there is an interchange of programs with the College of Liberal Arts. The college has an open admissions program.

The Legal Assistant program is basically a 2-year program and is situated in the Science, Business, and Mathematics Division of the College. The current enrollment in the program is 55 students, and classes are limited to 25 each.

The Legal Assistant Program has been in existence for approximately three years, and it has also been a part of the Extension program for the past year. Twenty-six students had graduated from the program prior to the visitation.

The General College also has para-professional programs in Dental Assisting, Parks Administration, Human Services, and Radiological Technology.

II. Organization and Administration

The need for the program, as noted in the Self-Evaluation Report, "was determined through a variety of ways. We had operated a successful Legal Secretarial program for several years and thus had established a working relationship with the legal community. In addition, experience was gained in para-legal education through a pilot program conducted in 1971 by the University Department of Continuing Legal Education. This consisted of a 32-hour course of study offered in Minneapolis to a small group of people, many of them already employed in law offices. The interest in this pilot program was strong. As a matter of fact, there were 350 applications received for the 80 available positions. The success of this pilot program communicated to us a strong interest in para-professional training, provided a good start in the development of a curriculum, and in general, gave us added incentive for the introduction of a formal collegiate program."

The General College considers its Legal Assistant Program still in the experimental stages, and it was indicated that the program could possibly be spun off to one of the other colleges. Since its inception, the program has received two to three times as many applicants as there are openings in the program. Although the
Self-Evaluation Report indicates some affiliation with organized Bar Associations through meetings with the Education Committee of the State Bar and information about the program in local Bar publications, it appeared to the Visitation Team that the program lacks solid connections and support from the Minnesota State Bar Association and the two local Bar Associations, and students interviewed indicated the feeling that greater help and closer liaison was still needed with the local legal community.

The Legal Assistant Program was carried on as a part of the Science, Business, and Mathematics Division of the General College with two lawyers on the full time faculty. As indicated in the Self-Evaluation Report, the financial support for the program comes from the regular College budget and is as permanent as any other program within the College. It appears that the coordinator of the program and the Dean of the College can go directly to the President of the University in seeking special funds, when needed, to properly handle the program. Since its inception, the program has had special funds for employment of adjunct professors, and on two different occasions additional funds for the program have been sought and received. At the time of the visitation they were adding an additional staff member to work with the Legal Clinic staff, the Legal Clinic of the Law School being a training ground for legal assistants. This new staff member will be a young lawyer and will teach two of the courses.

The Advisory Committee was organized in the fall of 1973, had met twice prior to the visitation, and was planning another meeting in May. Mr. Roger Larson, who serves on this committee, is the staff coordinator of the entire Legal Assistant Program. It is noted that this committee does not include any specific representatives from the Minnesota State Bar Association nor the Hennepin County or Ramsey County Bar Associations.

This Advisory Committee served both the General College of the University and also North Hennepin State Junior College. The term of each member is indefinite and the charge to the committee as set forth in the Self-Evaluation Report is as follows:

The Advisory Committee is charged with giving overall direction to the Legal Assistant Programs at the two institutions. This includes the following functions:

- Reviewing, evaluating, and making suggestions relating to the curriculum.
- Assisting in publicizing the program to the legal community.
- Assisting in finding teaching staff for the legal specialty courses.
Keeping the College apprised of the manpower needs of the community and assisting in the placement of graduates.

Prior to the establishment of the formal advisory committee, an ad hoc committee comprised of the attorneys teaching the specialty courses, the program coordinator, Mr. Austin Anderson, and two faculty members of the Law School served as the advisory body. Four of the members of that ad hoc group are now members of the permanent advisory committee.

III. Educational Programs

The curriculum for the Legal Assistant Program combines general education, related business courses, and eight legal specialty courses. The 2-year course of study, as outlined in the Self-Evaluation Report is as follows:

First Year

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<td>Practical Law 5 cr.</td>
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Second Year

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<td>Economic Perspectives 5 cr.</td>
<td>Internship 6 cr.</td>
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Legal Specialty Courses

Business Organization (4 cr.)

The study of the legal organization of business entities is the primary focus of this course. Emphasis is on the role of the lawyer and the legal assistant in the formation of various business organizations. This includes a survey of the fundamental principles
of law applicable to each type of business organization and preparation of the related documents.

**Real Estate (4 cr.)**

The laws relating to real property and the common types of real estate transactions and conveyances are the primary topics treated in this course. Various instruments such as deeds, contracts, leases, deeds of trust, etc. are studied with emphasis on how these instruments are drafted. Study activities include research projects relating to the subject matter and practice in retrieving and recording information.

**Estate Planning and Administration (4 cr.)**

This course introduces the student to problems associated with planning for efficient use of financial resources during working life, retirement, and after the death of the principal income producer. Included are techniques for fact gathering, income and death tax principles, use of trusts, will drafting, and assistants to assist attorneys in these matters.

**Income Taxation (4 cr.)**

This course would provide a detailed study of the law of income taxation - state, federal, and local - including preparation of income tax returns and related materials and a survey of the various administrative and judicial tribunals and their jurisdiction involved in the determination of income tax controversies.

**Legal Research (4 cr.)**

The course will examine in depth the law library, survey the various reference sources available to lawyers in determining applicable law, and study the processes of legal research and writing of memoranda presenting results of that legal research. The course will include numerous practice problems requiring legal research and memorandum writing, utilizing the statutes, case reports, encyclopedias, treatises, and other legal research sources.

**Litigation and Trial Practice (4 cr.)**

This course of study will include an analysis and discussion of the following: common types of litigation, premises of litigation, sources of law, the court systems, attorneys, types of lawsuits, usual defenses, Minnesota civil procedures, discovery procedures, court procedures, trial, post-trial motion procedures, appeal, enforcement of judgment, various types of litigation, and good investigation of facts basic to adequate preparation for litigation.
Particular attention is given to the role of legal assistants in assisting the attorneys in these matters.

Criminal Law (4 cr.)

This course is designed to acquaint the paralegal with the criminal justice system, provide the paralegal with a basic understanding of criminal law, and offer the paralegal student an opportunity to handle live criminal cases under close supervision during the quarter the course is offered. During the course, the paralegal will work in the Hennepin County Criminal Court system along with law students from the University of Minnesota Law School and lawyers from the Hennepin County Public Defender for Misdemeanors office. A paralegal will interview several persons accused of crimes and prepare these individuals for their arraignment. The paralegal will also fully prepare one live case for trial. Classroom work includes the preparation of search warrants, complaints, motions, informations, and indictments. The fundamentals of interviewing and investigating of crimes is discussed.

Domestic Relations (4 cr.)

The Domestic Relations paralegal course is designed to acquaint the paralegal student with the legal problems involved in separation, divorce, child custody, adoption, and non-support. Students draft pleadings in domestic relations cases as well as study the law regarding the particular area in which they are working. Paralegals interview clients and draft actual pleadings, under the supervision of their teacher and senior law students. All of their work is closely supervised.

IV. Faculty

The program coordinator is a full-time member of the staff of the General College, and is delegated authority by the Dean of the College for the day-to-day operation of the Legal Assistant Program. As noted in the Self-Evaluation Report, he initiates proposals involving curriculum matters, but action is not taken without consultation and approval by the faculty members of the Division, the college curriculum committee, and the program advisory committee. Major curriculum additions or changes require a majority approval by the entire college faculty.

The program coordinator has primary responsibility for securing staff to provide the technical instruction for the program. In doing so, however, he consults with the advisory committee and the division head. Final appointments to the faculty are made by the Board of Regents of the University of Minnesota upon the recommendation of the Dean of the College. The division head,
cooperation with the program coordinator, determines budgetary requirements for the program and submits the request to the Dean of the College who has responsibility for final preparation of the annual budget.

It appears that there is no fixed policy in terms of a student-staff ratio, and that the overall faculty-student ratio for the College is about 1 to 18. Regular full-time faculty members whose primary responsibility is teaching, teach approximately 10-15 contact hours per week. The teaching load of the program coordinator is approximately three-fourths of full time.

The faculty for legal specialty courses is drawn from practicing attorneys who have been suggested to the College by their colleagues in the profession, the staff of the University of Minnesota Law School, or the local Bar Associations. Except for the instructors in criminal law and in domestic relations, who are regular full-time faculty members of the Law School, all of the instructors are part-time, non-regular appointees. The program coordinator is a regular full-time faculty member with full professorial rank. He is not an attorney, but has been directly involved in the program since its inception, and has served as a consultant to the ABA Special Committee on Legal Assistants.

It appears that University wide there is great deal of variance in the selection procedures, salaries, and academic rank accorded adjunct faculty members. The program coordinator and the Dean indicated that the legal specialty instructors are treated equitably in relation to adjunct faculty in other units of the University.

It appeared to the Visitation Team that the faculty arrangement, including the adjunct faculty, was very adequate, and that there was a good cooperation between the General College and the University Law School on faculty arrangements. The general reaction to faculty by students and former students who were interviewed by the Visitation Team was very favorable.

V. Admissions and Student Services

The admission procedures and student services offered to the students in the Legal Assistant Program are described in the Self-Evaluation Report as follows:

The General College has a basic policy of open admissions, requiring only a high school diploma or its equivalent. Since students are not formally admitted to the Legal Assistant Program until their sophomore year, the overall quality of the work during
their first year, the specific performance in the prerequisite courses, and their general interest in a career as a legal assistant are the selection criteria used. Applications for the program are submitted to an admissions committee made up of four faculty members directly involved in the program and who serve as advisors for the enrollees. In addition, students are asked to arrange a personal interview with one of the program advisors.

Students are admitted to the program with advanced standing for academic work done elsewhere. Every attempt is made to avoid duplication of previous work. Similarly, the College will give credit for work experience or other experience which appears to be a valid substitution for parts of the formal program.

Special qualifying exams may be administered by an instructor as a basis for exempting a student from a course.

We expect to graduate approximately 25 students per year from our formal program. Due to the part-time status of many students and the inclusion of some students intending to take only a few selected courses, the total participation in the specialty training is approximately 50 students per year. In addition, legal specialty courses are offered on an evening school basis through the Extension Division. Some of those students will complete all the requirements for the degree. The majority, however, are in-service legal personnel enrolling in selected courses only.

We do not anticipate significant increases in the enrollment in the program.

The orientation to the program is informal, based upon discussions and an interview with the faculty members primarily responsible for the program. We do not feel that this orientation has been adequate and are proposing a 1 or 2 credit orientation designed to better acquaint students with the para-professional field.

The General College of the University of Minnesota has a Division of Student Personnel Services staffed with the equivalent of five full time counselors who are available to assist students in program
design, vocational counseling, and personal matters. Routine program planning is performed by regular faculty members, each assigned 25 or 30 advisees. An attempt is made to assign each student to an advisor knowledgeable in his area of interest. Enrollees in the Legal Assistant Program are, in the main, assigned to members of the Business Studies faculty.

The General College has a comprehensive testing program. Students are tested upon admission to the College for diagnostic purposes and to aid in program planning. A second administration of the examination is used to measure achievement as the student nears the end of his academic program. Performance on this latter exam is one of the determinants in awarding the Associate in Arts degree. Admission to the University of Minnesota, regardless of the college in which the student is going to enroll, requires a rather elaborate battery of examinations. The counseling staff can best answer specific questions about University examination procedures.

The University of Minnesota has a full range of services and activities available to students of all colleges. Various student organizations and associations are described in the General Information Bulletin which is included in the material accompanying this report. In the General College students are appointed to most standing committees.

The General College has a staff member in charge of placement. However, placement of graduates of the Legal Assistant Program is handled mainly by the Program Coordinator and his colleagues associated with the program. A strong effort has been made to acquaint the local legal community with our program and to encourage them to inform us of job opportunities.

As previously noted, a function of the advisory committee is to assist us in the placement of our graduates.

Of the 26 graduates of our program, seven of them have not sought placement, but are continuing at the University in pursuit of a bachelors degree. Ten of the graduates are employed in law offices, three of the graduates are employed in other legally related occupations (i.e. Attorney General's office or corporate legal departments), three are employed in non-legally related jobs, and three are
unemployed. Of the three unemployed graduates one is being considered for employment by two different law firms. One graduate is married and has not sought a position, and one we have not yet been successful in placing.

VI. Library

The General College has an excellent cooperative arrangement with the University of Minnesota Law School for full use of the Law School library by students in the Legal Assistant Program. The legal research class is given instruction in the proper use of a law library and spend a good portion of their class time actually working in the library. The Visitation Team had an opportunity of visiting an evening legal research class and observed the class being given instruction in the classroom and then moving as a group to the library where the students were doing research work with access to the services of the instructor throughout the balance of their session in the library.

VII. Physical Plant

Classroom scheduling for the Legal Assistant Program is apparently on the same basis as for all other General College courses. The classrooms observed in use by the Visitation Team appeared to be suitable and adequate.

Although the Visitation Team did not visit any of the offices of the faculty members working with the Legal Assistant Program, the program coordinator has indicated in the Self-Evaluation Report that office space for regular faculty in the General College is adequate, and that most regular faculty members of instructor rank or above have private or semi-private offices. Adjunct faculty have no assigned office space, but when needed, temporary space can be arranged for them by the coordinator.

The Legal Assistant Program has available to it most of the audio-visual equipment available to other General College courses, and the College has a full-time coordinator of media resources to assist faculty members in these matters.

It appeared to the Visitation Team that there is a very close and excellent cooperation between the Legal Assistant Program of the General College and the Law School of the University. This cooperation includes the use of the Law School library by students in the legal research classes, use of Law School professors in
teaching some of the classes, and a cooperative program in the training of law students to work with and utilize paraprofessional students, which program is coordinated by a clinic supervisor on the Law School staff.

Comments and Recommendations

The Legal Assistant Program at the General College of the University of Minnesota appeared to the Visitation Team to be a well established and excellently administered program. All members of the team are in agreement that the program is in substantial compliance with the guidelines for the approval of Legal Assistant Programs of the American Bar Association. It appeared to the Visitation Team that the Legal Assistant Program is receiving strong support from the administration of the General College and also from the administration of the Law School. While the program is still considered by the administration of the General College to be an experimental program, it appeared to the Visitation Team that it is a program that is likely to continue as a permanent part of the University educational system.

The Visitation Team appreciated the opportunity to confer with students and former students of the program, and feel that this conference would have been even more helpful had it occurred near the beginning of the visitation rather than towards the end. Some observations from this group of students and former students may be of assistance to the administration of the program in its efforts to constantly improve the program towards the end of better serving the legal community. Some of the more pertinent student reactions are as follows:

1. Several felt that more emphasis is needed in teaching the law of evidence.
2. The feeling was expressed that more work needs to be offered in terms of legal drafting and on the use of legal procedures and forms.
3. Some of the students felt that the litigation course lacks substance.
4. There was universal feeling that the program would be strengthened if the internship program and the placement program could both be improved.
5. All of those with whom the Visitation Team conferred were in agreement that there needs to be additional stress and training on the matter of legal ethics and the confidentiality of the lawyer-client relationship.

While in agreement that the current Legal Assistant Program of the General College substantially meets the requirements of the guidelines, the Visitation Team makes the following comments concerning observed
weaknesses in the program and areas of training which should receive greater emphasis:

1. Greater involvement and use of the advisory committee is needed.

2. The legal specialty courses are still suffering from lack of good text materials, and every effort should be made to improve this situation at the earliest possible date.

3. More emphasis is needed in training students with regard to ethics and professional responsibility. It is suggested that second-year students might all be required to participate in a seminar course which would focus around "problems in the legal profession." Such a seminar would deal not only with questions of ethics and professional responsibility, but also with real live problems which the legal profession must cope with on a day-to-day basis.

4. The program still needs better Bar Association involvement, and a closer liaison with the local legal community.

5. The program now appears to be largely oriented towards training students to serve the private sector of the law profession. Additional emphasis will be needed in the future towards also serving the public sector.

6. It did not appear to the Visitation Team that the students are being given training in the use of and development of written procedures in the handling of detail work in the private and public law office. Perhaps greater emphasis should be put on this phase of their training, which can best be done by lawyer faculty members who are actually making proper use of legal assistants in their own law offices.

7. The internship program appears to be a strong feature, and should be strengthened, if possible, rather than curtailed in any way.

8. Greater involvement of the Minnesota State and the local Bar Associations should result in an improvement in the placement program of the College. Greater emphasis is needed in establishing the legal assistant as a career in itself and not just a stepping stone to entering law school.

As previously stated in this report, the Visitation Team is in complete agreement that the Legal Assistant Program offered by the General College of the University of Minnesota satisfies the "guidelines for the approval of legal assistant education programs," and it is felt that
when application is made by the General College for formal approval of its program, such application should receive the approval of the Committee and be submitted to the House of Delegates with recommendation for approval.

Respectfully submitted,

Visitation Team Members
Part II: Self-Evaluation Report

I. General Information  (Omitted: see Evaluation Report)

II. Organization and Administration  (Omitted: see Evaluation Report)

III. Educational Programs  (First Part Omitted: see Evaluation Report)

The focus of these legal specialty courses is on down-to-earth, nuts-and-bolts matters. The objective is to prepare the students to do the jobs the instructors themselves would expect their legal assistants to do. Classes are kept small to facilitate discussion. Lecturing is minimized and a problem solving approach is used. For example, in the real estate course, the topics may be drawing deeds, preparing title opinions and preparing agenda for the closing of a real estate transaction. After discussing related matters in class and going through a sample problem with the instructor, students are assigned a problem requiring them, on their own, to draft the deed, title opinion, and detailed closing agenda based on information provided by the instructor. Part of the following class is then devoted to discussing the problem, analyzing the work of the students and clearing up the difficulties they encountered.

In general, courses in the General College curriculum are first introduced on an experimental basis, then reviewed by the Curriculum Committee or a designated sub-committee and eventually voted upon by the faculty for inclusion as a permanent part of the curriculum. This procedure has not been precisely followed to date for the legal specialty courses. They were designed by the adjunct faculty selected to teach them, and their specific technical nature has made it difficult for the curriculum committee, made up of regular faculty members, to evaluate them. The first activity of our advisory committee is to review and evaluate these courses and to make appropriate recommendations to the Curriculum Committee.

IV. Faculty

A. 1. The Program Coordinator is delegated authority by the Dean of the College for the day-to-day operation of the Legal Assistant Program. He initiates proposals involving curriculum matters, but action is not taken without consultation and approval by the faculty members of the Division, the College curriculum committee, and the program advisory committee. Major curriculum additions or changes require majority approval by the entire college faculty.

2. The Program Coordinator has primary responsibility for securing staff to provide the technical instruction for the program.
In doing so, however, he consults with the advisory committee and the Division Head. Final appointments to the faculty are made by the Board of Regents of the University of Minnesota upon the recommendation of the Dean of the College.

3. The Division Head, in cooperation with the Program Coordinator, determines budgetary requirements for the program and submits the request to the Dean of the College who has responsibility for final preparation of the annual budget.

B. There is not a fixed policy in terms of student-staff ratio. The overall faculty-student ratio for the College is 1 to 18. In terms of class size, the legal specialty courses are limited to 25 students per class. Regular full-time faculty members whose primary responsibility is teaching, teach approximately 10-15 contact hours per week. The Program Coordinator is allowed some released time for program-related activities. His teaching load is roughly three-fourths of full time.

C. The selection of faculty for the legal specialty courses is based upon their experience and expertise in a specific field of law. They are practicing attorneys who have been suggested to us by their colleagues in the profession, the staff of the University of Minnesota Law School, or the local bar associations. Except for the instructors in Criminal Law and Domestic Relations, who are regular full-time faculty members of the Law School, all of the instructors are part-time, non-regular appointees. The Program Coordinator is a regular full-time faculty member with full professorial rank. He is not an attorney, but has been directly involved with the program since its inception, and has served as a consultant to the American Bar Association Special Committee on Legal Assistants.

D. University-wide, there is great variance in selection procedures, salaries, and the academic rank accorded adjunct faculty. We feel, however, that in these matters the legal specialty instructors are treated equitably in relation to adjunct faculty in other units of the University.

E. The evaluation of faculty performance within the University varies from department to department. In general, however, new faculty are formally evaluated during their probationary period, less formally later on. The criteria most often applied are teaching proficiency, research activity, publications, and community service. In the case of the adjunct faculty teaching the legal specialty courses, formal evaluation has not yet been undertaken. However, the instructors are encouraged to ask for reactions and suggestions from their students, seek help from experienced faculty members, and strive in every way to improve their teaching performance.
V. Admissions and Student Services

(Omitted: see Evaluation Report)

VI. Library

Students enrolled in the General College Legal Assistant Program have free access to the University of Minnesota Law School Library. In their Legal Research class they are given instruction in the proper use of a law library and spend a major portion of their class time in the library.

VII. Physical Plant

A. 1. Classroom scheduling is on an all-University basis. Therefore, the classrooms assigned to the legal specialty courses vary quarter by quarter. In general, classrooms for the specialty courses have been suitable. Where original room assignments have not been satisfactory, changes have been easily arranged. Conference rooms are available, but not plentiful. When scheduling is done in advance, however, suitable conference space can be arranged.

2. Office space for regular faculty in the General College is adequate. Most regular faculty members of instructor rank or above have private or semi-private offices. The adjunct faculty teaching the legal specialty courses are not assigned regular office space, but when needed, temporary space can be arranged for them by the program coordinator. Most of the instructors use their regular classrooms for meetings with students before and after class.

3. The General College has available most of the audio-visual equipment needed by the instructional staff. The College has a full time Coordinator of Media Resources to assist faculty members in these matters. In addition, special equipment can be secured from the Department of University Audio-Visual Services. That department can also provide guidance in the use of these resources.

B. A somewhat unique facet of the Legal Assistant Program in the General College of the University of Minnesota is the opportunity to relate directly with a major law school. For example, in 1972 the Council on Legal Education for Professional Responsibility (CLEPR) awarded to the University of Minnesota Law School a two-year CLEPR grant of $30,000 for partial support of a clinical education program in the training of law students to work with and utilize paraprofessional students. In conjunction with the General College,
the clinic gives field experience to legal paraprofessional students who team up with clinic law students and receive academic credit for their clinic work. A clinic supervisor coordinates this program. This clinic arrangement establishes direct ties to the University Law School, thus making available to us additional guidance on curricular matters, use of clinical staff from that school to expand our offerings in legal specialty areas and a source of additional, valuable internship experiences for our students. Of most potential benefit, however, is the opportunity to introduce law students to the use of legal paraprofessionals during their own training.