

GRAPEVINE

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NOTES on measures already planned or pre-drafted for the 1960 legislative session in your state should be sent to GRAPEVINE immediately for inclusion in the December and January issues. About twenty state legislatures will be in session in 1960. Keep us informed!

THE VOICE OF THE PEOPLE

In New Jersey the proposed bond issue of \$66,800,000 for buildings at 8 state institutions of higher education was approved by popular vote November 3. A legislative act authorizing the issue was approved by the Senate and sent to Governor Robert B. Meyner November 23. Nearly half of the total sum is allocated to Rutgers, the State University.

In New York the proposed constitutional amendment to permit New York City to issue bonds in excess of the debt limit (up to \$50 million a year for ten years, if matched by bonds issued in equal amount within the debt limit) for school buildings failed of adoption at the polls November 3.

NOTES FROM THE STATES

CALIFORNIA. The "Master Plan Survey" requested by the 1959 legislature is organized and under way. Chairman of the survey team is Arthur G. Coons, president of Occidental College. With him are the three members of the joint staff of the Liaison Committee: Thomas C. Holy for the University of California, Arthur D. Browne for the state colleges, and Howard A. Campion for the junior colleges. Four additional members are Dean E. McHenry of UCLA, for the University; Glenn S. Dumke of San Francisco State College, for the state colleges; Henry T. Tyler of the California Junior College Association; and Robert J. Wert of Stanford, for the private colleges.

This team is assisted by six technical advisory committees, on (1) enrollment projections, (2) selection and retention of students, (3) adult education, (4) California's ability to finance higher education, (5) costs of higher education,

and (6) institutional capacities and area needs.

The report will be considered by the Board of Regents of the University of California and the State Board of Education during December, and presumably will be forwarded to the legislature prior to the beginning of the 1960 session in February.

FLORIDA. President John S. Allen of the University of South Florida at Tampa writes: "Your October 1959 newsletter containing a report on voluntary statewide coordination causes me to give a report on progress in Florida.

"The four state universities are each headed by a president who reports directly to the Florida State Board of Control of Institutions of Higher Education. The Board has asked the four presidents to form a Council of Presidents, which meets regularly and discusses the common problems

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FLORIDA. (Cont'd.) of coordination and relationships between the institutions and statewide needs for services which the universities might render. The Board also asked the Council of Presidents to consider state needs which go beyond what the state institutions can now render.

"Recently, this Council of Presidents sponsored a meeting with the presidents of all private degree-granting colleges and universities in the state to discuss common problems and statewide needs. It was agreed that this meeting should be repeated probably on a semi-annual basis.

"This is another illustration of statewide coordination."

Fall enrollment, 1959, in twenty junior colleges in Florida (17 public and 3 private) is reported as 15,849. Of these students, 7,536 are regular full-time Freshmen and Sophomores. Adult and vocational enrollment is 3,415. Total college-level enrollment is 12,434.

ILLINOIS. The 1959 legislature approved a proposed bond issue of \$195 million for academic buildings at the state institutions of higher education, subject to ratification by the voters of the state in November 1960. If passed, the allocations of amounts for specific buildings at the various institutions will be made by the legislature.

MARYLAND. The 1959 legislature created a commission to study the problem of the expansion of the University of Maryland. The commission is now at work on its assignment.

MASSACHUSETTS. State appropriations for operating expenses of higher education for the fiscal year 1959-60 appear in Table 53.

Table 53. Appropriations of state tax funds for operating expenses of institutions of higher education in Massachusetts, fiscal year 1959-60.

| Institutions (1) | Sums appropriated (2) |
|----------------------------|--------------------------|
| U of Massachusetts | \$9,261,000 |
| State teachers colleges | 5,526,000 |
| Technological institutions | 2,139,000 |
| Maritime academy | 454,600 |
| Total | 17,380,600 |

Total for capital outlays was \$11,188,000, including \$1,570,000 for the University, \$8,081,000 for the teachers colleges, \$1,500,000 for the technological institutions, and \$37,000 for the maritime academy.

MICHIGAN. The Regents of the University of Michigan at Ann Arbor have formulated and made public a budget request for 38.7 million in state appropriations for operating expenses for the fiscal year 1960-61. An increase of 500 to 1,000 students in the fall of 1960 is anticipated. Additional teachers numbering 126 are needed, and an increase in salaries of roughly 9% (not "across the board") has first priority.

Total operating expenses for 1958-59 were \$92.6 million, of which approximately one-third came from state appropriations. Student fees supplied \$9.5 million, and gifts and grants contributed nearly \$8.5 million. Large sums were also received from investment income, research services, and the operating revenues of self-supporting services such as hospitals, dormitories and dining halls.

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University of Michigan, Ann Arbor, Mich.

M. M. Chambers, U.H.S. 4200-G, University of Michigan, Ann Arbor,

MASSACHUSETTS NEEDS IN EDUCATION

by John Powers Mallan*

President Dwight D. Eisenhower, speaking recently in support of his request for additional funds for foreign aid, made the point that the United States cannot afford to be "the richest nation in the graveyard of history." The President emphasized that our national wealth has grown at such a rate over the past twelve years that we have the highest standard of living in history. The American people have more money left after taxes than ever before--because our income and production are growing at a more rapid rate than our taxes. In such a time, said the President, we cannot afford to slight government services which are vital to our well-being and our national survival, unless - as has happened before in history - we want to fall prey to poorer nations which are willing to devote a much larger share of a smaller income to their national needs and purposes.

"The Richest Nation in the Graveyard"?

As America is the wealthiest nation in the world, so Massachusetts is one of the wealthiest states in the nation. Furthermore, our people have much more money left over after state and local taxes than ever before in history--and also more than people in most other parts of the United States.

Any discussion of Massachusetts needs in education, or any other public service,

must begin with this fact--we have the resources to meet our problems. What is needed is a better understanding between sincere men who believe that we must guard our resources, and equally sincere men who believe that we must continue to meet our growing needs for education and other essential services.

The latest statistics published by the United States Department of Commerce show that Massachusetts is the eighth wealthiest state in the nation, in per capita personal income, and that our per capita income has risen sharply since World War II.¹ Today our total personal income is well over 11 billion dollars a year. Total employment and new industrial and commercial construction--all indices of economic prosperity--have also continued to rise sharply since the war.

Massachusetts citizens have a good deal more money left over after state taxes than those in most other states. We rank forty-first among the states in the percentage which state taxes take of available state income. Forty other states take a greater percentage of state income as taxes than we do.

It should be emphasized that our local property tax, per capita, is the highest in the nation--primarily because Massachusetts state government carries far less of the costs of local education than most other states. This is a situation which almost everyone believes must be corrected by more state aid to the localities. However, if state and local taxes

* John Powers Mallan is Executive Secretary of the Special Commission on Audit of State Needs, 367 Boylston Street, Boston 16, Mass. This paper is the first half of an address delivered at the American Assembly Conference on State Problems, at Tufts University, April 2, 1959.

¹ The statistics on state income and taxes in this section are taken from State Tax Collections in 1958, United States Department of Commerce, Bureau of the Census, August 25, 1958. Massachusetts personal income for the calendar year 1957 was estimated by the United States Department of Commerce to be \$11,361,000,000 a year. Per capita income was \$2,335. Per capita state taxes for 1958 were \$85.32, lower than the average for all states, \$87.93.

are taken together as a percentage of available state income, Massachusetts ranks only twenty-seventh among the states. In other words, twenty-six other states take a greater bite from personal income for state and local taxes than Massachusetts.

Our income is increasing in Massachusetts as in the nation, and our federal, state, and local taxes are leaving us more money for private purposes than ever before--because they are taking a bite out of a pie which is constantly growing. Massachusetts is extremely well off among the states. Our educational needs must be viewed in this context; we cannot afford to be a rich state with an educational graveyard of schools and colleges starved for necessary funds.

Can We Ignore 115,000 Babies a Year?

State and local governments in Massachusetts, as in every other state, are undoubtedly faced with the most difficult fiscal problems in twenty years because of the rising pressure of population on governmental services. Education is the governmental service which is most immediately affected by the growth in population; about 115,000 babies are now born each year in Massachusetts, and this figure is rising each year.

It might be added that studies made by the Special Commission on the Audit of State Needs show that the need for other state and local governmental services is also directly affected by the over-all growth of our population. There has been a constant increase both in the number and the proportion of older people in Massachusetts; we now rank fourth in the United States in the percentage of our people 65 and over, and this group now numbers over 500,000 people. There is also a rise each year in the number of mentally ill people seeking admission to our state hospitals and clinics, and in the number of retarded children who require special state and local services; these groups are also increasing primarily because of the over-all

growth in population. Education, mental health, and programs for the aging together account for a very large part of all state and local expenditure in Massachusetts; and other governmental services ranging from transportation to urban renewal are also affected by the constant growth in the number of people.

The increase in the numbers of children and young people, however, is the most striking fact in our population growth, and is the greatest single factor in the pressure on levels of state and local spending.

The problem of educational needs is further complicated by certain long-range trends; there was a very limited amount of new building for education in the nineteen-thirties, because of the depression. There was also very little new construction during World War II, because of the shortage of materials and labor. As a result, we came in the 1954-58 period faced on the one hand with a quite unexpected and almost fantastic growth in population, and with a twenty-year backlog in educational building and development which would have had to be made up in any case.

Two excellent studies of present and future needs in elementary and secondary education were made in 1954 and 1955 by the Massachusetts Department of Education, the former in cooperation with the United States Office of Education.² These studies show without question that we are not providing adequately for our present school population, either in terms of facilities, adequate numbers of teachers at adequate salaries, or plans for the training and recruitment of enough additional teachers.

The 1955 study showed that approximately half the public school buildings in Massachusetts were more than thirty years old, and that one-fourth were more than fifty years old. Furthermore, about a third of the public school buildings in the state were found to some degree to be

² Massachusetts Department of Education, Massachusetts Public School Facilities Survey, August 15, 1954; Ibid., Future Public School Enrollments and Teaching Staff in Massachusetts, August, 1955.

----- M. M. Chambers, U.H.S. 4200-G, University of Michigan, Ann Arbor -----

fire hazards because of age, materials, or for other reasons, and a substantial number were considered to be "definite" fire hazards.

This survey also emphasized that rising school construction costs in Massachusetts show a fair correlation with the rise in personal income, so that these costs--as I have stressed in this paper--represent a fairly constant slice of a growing pie of available income. The study found, however, that there is not such a fair correlation between funds available from the local property tax, and expenditures for new educational construction.

It should be mentioned here that a recent study by the Massachusetts Legislative Research Bureau found that a total of \$447,200,000 has been spent for local school construction during the past decade, over a third of it by the state. At least \$215,000,000 more, the Bureau estimated, will be spent for this purpose during the next five years. Another \$140,000,000 will be needed, the Bureau reported, to replace an additional 572 school houses found in the 1955 survey to be unsafe or obsolete.³

The 1954 study made by the Massachusetts Department of Education particularly emphasized the rapid growth of enrollments in the elementary and secondary schools, on the basis of children already born at that time. They found that by 1960 there will be about 87,000 more children in public elementary schools than in 1954, an increase of about 17 per cent. By 1960 there will be about 55,000 more children in our public high schools than in 1954--a 32 per cent increase -- and by 1967 there will be about 100,000 more high school students than in 1954, an increase of 59 per cent.

Actually, these figures are minimal, since the number of children being born each year has continued to rise; the simplest way to put our local school problems is to say that almost every new school built in the Commonwealth since 1945 has been found to be too small almost before it was opened. The financial problem of this lag in planning for adequate facilities is also a serious one; the cost of educational construction in Massachusetts rises, on the average, about 5 per cent each year, so that every year's delay on a building which may cost \$1,000,000 to \$4,000,000 or more adds substantially to the taxpayer's burden.

Massachusetts ranks only forty-fourth among the states in the percentage of state financial aid for local education.⁴ Massachusetts state government supplies only 15.2 per cent of the funds for local education, compared to a national average of 40.6 per cent, as of 1957-58. In Michigan, 47 per cent of the costs of local education are met by the state; in Pennsylvania, 48 per cent, and in New York, 38 per cent. This startling figure helps to underline once more that the Massachusetts local property tax is carrying far too much of the costs of government to provide adequately for education or other local services and that a basic readjustment of our state tax system, including large increases in state aid, is essential for meeting our educational needs.

The facts about the shortage of teachers, and the relatively low salaries paid to our teachers, should by now be familiar to everyone. The Department of Education estimates that we are now training only about one-third of the additional elementary and secondary teachers we need each year. Furthermore, an increasing percentage of our state teachers college

³ Massachusetts, Legislative Research Bureau, School Construction Costs and Uniform Architectural Plans, Senate, No. 675, February 26, 1958.

⁴ National Education Association, Rankings of the States (Washington, December, 1957).

graduates--over 20 per cent in 1957 and 1958-- are now going out of state to teach because salaries are considerably higher in many other states, including Connecticut, New York, and New Jersey.⁵

Until about 1950, our ten state teachers colleges--the oldest, in some cases, in the country--had been literally starved for funds for a great many years. Since that time, partly as the result of a series of studies by the League of Women Voters, the "Baby Hoover" Commission, and a special legislative commission in 1954, the situation has considerably improved. These colleges have roughly tripled their enrollments since 1945, and hope almost to double again by 1967-70, provided that enough funds are made available both for construction and operation. They are still, however, very much in need of funds for purposes ranging from the proper repair and maintenance of buildings to faculty salaries and more adequate faculty recruitment procedures.⁶

The ten state teachers colleges were forced to turn away more than 4,000 Massachusetts residents seeking admission last fall; this year, despite additional facilities, the figure will probably be larger. It must be emphasized that the Commonwealth cannot hope to provide adequately for elementary and secondary education at the local level without also making major provision for the further expansion of the teachers colleges at the state level.

Summary

Our elementary and secondary school population will continue to grow, and our local and state costs to expand, because no one has found a satisfactory way to ignore over 115,000 new babies a year. Our school buildings were overcrowded and obsolete before the population expansion began; some of them are fire hazards. We

have spent over 400 million dollars on school construction in the past ten years, and must spend from 200 to 350 million more in the next five, according to the estimates of the Massachusetts Legislative Research Bureau. We rank very low--forty-fourth among the states--in state aid to local education, and are relying far too much on the local property tax. Our teachers are underpaid as compared to many competing states--who are winning them away--and our ten state teachers colleges are also starved for funds for staff and facilities to provide for the additional teachers our elementary and secondary schools demand.

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NEW HAMPSHIRE. The legislature adjourned September 17, after the longest session in history. The gasoline tax was raised from 6 cents to 7 cents per gallon. Total appropriations for operating expenses for state-supported higher education for the biennium 1959-61 are reported as \$7,934,000, an increase of more than 32 $\frac{1}{2}$ % over the \$5,996,000 appropriated for the preceding biennium. The dollar increase for the two-year period is nearly \$2 million.

State tax funds appropriated to the 3 institutions for operating expenses for the fiscal year 1959-60 appear in Table 54.

Table 54. Appropriations for operating expenses of 3 state institutions of higher education in New Hampshire, fiscal year 1959-60.

| Institutions | Sums appropriated |
|-----------------------|-------------------|
| (1) | (2) |
| U of New Hampshire | \$2,244,137 |
| Plymouth Teachers Col | 3 331,961 |
| Keene Teachers Col | 393,158 |
| Total | 3,969,256 |

Capital outlay appropriations for the full biennium were \$1 million to the University of New Hampshire, \$60,500 to Plymouth, and \$38,100 to Keene.

⁵ Massachusetts Teachers Association, Boston, March 5, 1959; see also Boston Globe, March 15, 1959.

⁶ For further information about the state teachers colleges, see the report of the Special Commission on Audit of State Needs, Needs in Massachusetts Higher Education, Boston, March, 1958, and the 1955 report of the Special Commission on State Teachers Colleges, House No. 2770 of 1955.