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The University of Michigan
Ann Arbor, Michigan

GRAPEVINE

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A newsletter on state tax legislation; state appropriations for universities, colleges, and junior colleges; state support of public school systems; legislation affecting education at any level. There is no charge for GRAPEVINE, but recipients are asked to send occasional timely newsnotes regarding pertinent events in their respective states.

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ARKANSAS. The Legislative Council, charged with studying the state budget and recommending appropriations to the legislature, has approved an increase of 22 $\frac{1}{2}$ % over the 1959-60 level for operating expenses of the University of Arkansas and the 7 state colleges. The General Assembly convened January 9 for its 60-day biennial session.

Under consideration is a projected proposal for a bond issue of \$50 million for capital improvements for the institutions of higher education, the Arkansas

State Hospital, and the Children's Colony for Exceptional Children. Higher education would receive \$42 million; and of this, the University of Arkansas would get approximately \$17 million. Plans for financing the bond issue include a 1-cent-per-bottle tax on sales of soft drinks.

If approved by the legislature, the question of the bond issue would then be submitted to the people at a special election.

COLORADO. The governor's recommendations for state tax fund appropriations for operating expenses of higher education for fiscal year 1961-62 are as in Table 13.

Table 13. Governor's recommendations for state tax-fund appropriations for operating expenses of the 7 state institutions of higher education in Colorado, for fiscal year 1961-62, in thousands of dollars.

Institutions (1)	Sums recommended (2)
<u>U of Colorado</u>	
(Boulder campus and extension)	\$8,153
Sch of Medicine	1,680
Colo. Genl Hosp	2,775
Colo. Psych Hosp	1,195
Nurse training	363
Dentistry	90
<u>Colorado State U</u>	4,181
Extension Serv	664
Ag Experiment Sta	996
Colo State College	2,524
Colo Sch of Mines	1,910
Western State Coll	1,089
Adams State Coll	984
Fort Lewis A & M Coll	422
<u>Total</u>	<u>27,027</u>

The total of \$27 million recommended would mean an increase of somewhat above 15% over the comparable appropriations for the current fiscal year 1960-61.

For detailed comparisons with the 1960-61 appropriations, faithful filers of GRAPEVINE may inspect Table 63 on page 104. See also page 176, this issue.

FLORIDA. At a recent meeting of the State Legislative Council's Committee on Education, Dr. J. Broward Culpepper, Executive

Secretary of the Board of Control, reported that more than 70,000 college students are enrolled in Florida institutions this year; and, according to prior forecasts that have proved accurate, 158,000 are expected by 1970. For the ensuing biennium the Board of Control is asking \$95½ million for the operation of the institutions under its supervision, and \$45 million for 66 items of capital outlay. Dr. Ralph Miller, veteran member of the Board of Control, said the cost to the state of operating Florida's institutions of higher learning amounts to less than the equivalent of one pack of cigarettes per week per person of the state's population.

Dr. Lee Henderson, of the Division of Community Junior Colleges in the State Department of Education, pointed out that Florida's junior colleges are the fastest-growing in the nation, both in number of institutions and enrollments. They are now operating in 14 areas of the state, accessible to over half the population. An estimated total of 25 to 30 would be necessary to provide reasonable accessibility to all people of the state. Three new ones are now projected, at a capital cost of \$4 million. For the ensuing biennium the Division is requesting about \$11½ million for operating expenses and \$18½ million for buildings.

MISSOURI. The State Chamber of Commerce is advocating an increase in the general sales tax, to step it up from 2% to 3% and bring in about \$60 million of new revenue annually.

NEBRASKA. The 1961 legislature has before it two state budgets; one recommended by outgoing Governor Burney, and one recommended by incoming (Continued on page 171)

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NEBRASKA (Continued from page 170)
Governor Morrison. The two budgets do not differ greatly in total, but are rather different in the allocation of funds among the major state services.

Ordinarily the recommendations of the incoming governor would take precedence, and this may well occur in the present instance. A peculiarity of the situation, perhaps unprecedented, is that the outgoing governor is now lieutenant governor, presiding over the unicameral legislature, which is known as the Senate.

Each of the budgets totals close to \$329 million. Incoming Governor Morrison would, however, be much more generous with higher education, especially the University of Nebraska. For the University he recommends \$45½ million for operating expenses for the biennium 1961-63, as against Burney's recommendation of \$43 million. In the first case the increase would be over \$5 million; in the second, only \$2½ million. For the 4 state colleges, both budgets are near a total of \$11½ million, with Morrison \$116,000 higher than Burney.

Governor Morrison shaved Burney's budget recommendations for the State Department of Education and for the State Board of Control and the penal and eleemosynary institutions governed by it. He could outdo his predecessor in soil and water conservation expenditures.

Justifying his proposed increases for higher education, Governor Morrison is quoted as saying "Education is the most important single function of organized society." He praised the Board of Regents of the University of Nebraska and the State Normal School Board, saying their budget askings evidenced a "high degree of responsibility."

The figures mentioned above include non-tax income such as dormitory charges, and are therefore not comparable with the appropriations of state tax funds alone, which aggregated about \$30½ million for the biennium 1959-61, as shown in Table 44. GRAPEVINE page 63, and in Table 7 on page 146.

tax and no income tax. Outgoing Governor Burney recommended a sales tax, but incoming Governor Morrison says he will appoint a tax study committee. Presumably this means he will not recommend a sales tax this year.

NEVADA. The governor's budget requests for state tax funds for operating expenses of the University of Nevada are \$4,862,677 for 1961-62 and \$5,299,065 for 1962-63. Actual appropriations for 1960-61 were \$4,106,667. The governor's proposals represent an increase of a little more than 29% over the two year period 1960-62. "Substantial increases for the University of Nevada," said he, "will enable it to keep pace with the ever-increasing number of students."

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STREAMLINING UPCOMING

This is your third notice that GRAPEVINE'S mailing-list will be combed in April, 1961.

The best way to keep GRAPEVINE coming to you is to send a letter on pertinent developments in your state, with appropriate enclosures. Failing that, a request to keep your name will suffice.

GRAPEVINE does not "shoot into the air." It makes a "completed pass" to the man at the other end.

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NEW YORK. In mid-January two proposals regarding the development of higher education in the immediate future were made public. The Regents of the University of the State of New York recommended on January 17 that beginning April 1, 1961 the state should pay to each student who is a resident of the state and enrolled in a private college the sum of \$100 per semester (\$200 per academic year). This is designed to accomplish substantially the

NEW YORK (Continued from page 171)
that the state pay directly to the private colleges from 6% to 10% of their annual operating costs for each student enrolled; but it is thought it would obviate the serious question as to the constitutionality of the Governor's Committee proposal. (See GRAPEVINE, page 158).

The Regents' proposal would be an "across-the-board scholarship" or "universal stipend" for every student enrolled in a private college. Its purpose is reported to be to enable the private colleges to raise their fees to the extent of \$200 a year without placing any additional burden on the student. It would cost the state about \$18½ million a year.

A second major recommendation of the Regents is that the number of Regents' scholarships, now sufficient to be available to only 5% of the annual crop of high-school graduates, should be doubled, and thus made available to 10% of the graduating students. The maximum scholarship grant would be increased from the present \$700 a year to \$1,500 a year, and the minimum (awarded as a token or prize to meritorious students not in financial need) would be reduced from \$250 to \$100. This program, reaching full operation after 4 years would cost the state about \$28 million a year.

On January 18 the Trustees of the State University of New York, heading 46 public institutions of higher education of various kinds, including 2 medical schools, 11 colleges of education, state colleges at Ithaca, Alfred, and Syracuse, 6 agricultural and technical 2-year institutes, and several 2-year community colleges, as well as other types of institutions, released its revised "master plan" for the development of public colleges and universities.

The Trustees recommend that the programs of graduate study now offered at the contract colleges at Cornell University and Alfred University and the College of Forestry at Syracuse should be greatly expanded; and that four new centers of graduate study through the doctoral level should be established at Stony Brook (Long Island), Binghamton, Albany, and

the regular full-time sessions of all the state colleges of education, all of which should also be authorized to offer liberal arts programs at the senior college level.

Consideration should be given, say the Trustees, both to the possibility of the state's acquiring and expanding another private medical school, and to the possibility of establishing one new medical college in an area not now adequately served. New 2-year community colleges should be immediately established in five localities; the counties of Monroe, Onondaga, Jefferson, Ulster, and Warren-Washington.

The total plan is estimated to require, in addition to the \$353 million for capital expenditures already programmed through 1965, an additional \$232 million for capital outlays, not including the creation of new medical school facilities, by 1970.

The annual operating cost level (for instructional costs only, and excluding central administration, research, and extension services) for 1970 is roughly estimated at \$156 million, about triple the current comparable costs for the State University in its present form. Full-time enrollment is expected to rise from 41,787 in 1959 to approximately 145,000 by 1970.

OKLAHOMA. A committee of 9 legislators known as the Special committee on Higher Education Code, and the Governor's Commission of Higher Education composed of 13 citizens headed by O. A. Rockwell, joined to form a Joint Study Group on Higher Education which submitted a 7-page final report to the Executive Committee of the State Legislative Council on November 18, 1960.

In brief, the recommendations are that a highly qualified appointee be found to succeed the retiring Chancellor M. A. Nash; that the chancellor's salary be made as high as necessary to procure such a man; and that the chancellor's professional staff be substantially increased by the addition of experienced specialists.

A proposal that was rejected out-

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OKLAHOMA (Continued from page 172)
governing boards of Oklahoma College for Women, Northern Oklahoma Junior College, and Oklahoma Military Academy, and placed the Oklahoma College for Women under the Board of Regents of Oklahoma Colleges and made it coeducational; and placed the Northern Oklahoma Junior College and the Oklahoma Military Academy under the Board of Regents of the University of Oklahoma. This same rejected proposal would also have reorganized Langston University and the Oklahoma Military Academy as coeducational junior colleges.

Apparently recognizing the limitations of a lay board for the administrative and quasi-legislative oversight of a large group of diverse institutions (Oklahoma has 18), the Joint Study Group recommended creation of an "advisory-liaison committee" to attend all meetings of the Regents for Higher Education. This committee would consist of the chairmen of the Senate and House standing committees on higher education; a representative from the University of Oklahoma and Oklahoma State University; a representative from the 4-year colleges; and a representative from the executive branch of the state government.

In view of the fact that the Board of Regents for Higher Education is a constitutional board, the constitutionality of the proposed addition of advisory members required to attend all its meetings may perhaps come into question, as it did in a somewhat similar instance in Nevada. In 1948 the supreme court of Nevada, by a 2 to 1 decision in the case of King v. Board of Regents of University of Nevada held void a statute of 1947 creating an "advisory board of regents" of not more than 7 members, to be nominated by the Board of Regents itself and appointed by the governor, and to have all the privileges of Regents except the right to vote. The case is cited as (Nev.), 200 P. 2d 221 (1948).

As to the distribution of functions among the several institutions, the Joint Study Group wisely recommended that the University of Oklahoma and Oklahoma State University be the principal institutions for organized research, programs of study

leading to the doctorate, and programs of university extension or higher adult education.

As to the allocation of funds, the Group recommended that state tax funds going to the institutions "be based on student credit hours produced and that formulas incorporating student credit hours as the basis for allocation be developed in sufficient detail to insure equity among the several institutions." For this purpose it suggests the identification of instructional costs at 4 levels: lower division, upper division, Master's level, and doctoral level; and 18 types of instruction, including 3 divisions within the Liberal Arts and 15 different professional fields.

This would apparently be somewhat of an improvement over the rudimentary formula hitherto used in Oklahoma for the purpose of estimating the number of faculty members needed by applying pre-determined student-faculty ratios to 3 types of institutions: junior colleges, 4-year colleges, and major universities. The recommended new formula would probably accomplish a rather more accurate approximation of the current output of each institution.

GRAPEVINE could go right along with this, provided the recommendation included at least a few words of caution to the effect that decisions in high-level educational policy for a state can not be reduced to a push-button operation. Unhappily it contains no such words; and it appears to leave an implication that the answers can come right out of the mechanical computer. This sort of practice would be a calamity for higher education in Oklahoma or any other state.

Assuredly the Group should have explicitly advised that the application of a formula properly provides only a tentative beginning basis for budget-making, and that there is always great danger that the use of the formula will anchor the policies of the future to the practices of the past and tend strongly to freeze the whole state system into an outdated mold. The real work of budget-making involves forecasts of (Continued on page 174)

OKLAHOMA (Continued from page 173)
 future enrollments and accounting for rising costs, as well as alertness to provide for needed new services which do not appear in any "formula." May Oklahoma add the application of statesmanlike judgment and continuous study to its use of a formula!

The budget requests for appropriations of state tax funds for the biennium 1961-63 for operating expenses of the 18 institutions are as in Table 14.

Table 14. Budget requests by the Oklahoma Board of Regents of Higher Education for appropriations of state tax funds for operating expenses of 18 institutions and 7 separately budgeted units for fiscal years 1961-62 and 1962-63, in thousands of dollars.

Institutions	1961-62	1962-63
(1)	(2)	(3)
U of Oklahoma	\$8,073	\$8,572
Oklahoma State U	8,340	8,866
Okla Coll fr Women	631	663
Panhandle	710	744
Langston U	670	690
Central State Coll	2,014	2,165
East Central S C	1,026	1,109
Northeast S C	1,571	1,683
Northwest S C	760	809
Southeast S C	925	978
Southwest S C	1,165	1,252
Cameron	580	622
Connors	311	334
Eastern A & M	435	461
Murray	335	346
Northeast A & M	513	553
Northern Jr Coll	359	371
Okla Military Acad	347	371
School of Medicine	1,304	1,304
University Hospitals	3,174	3,174
Geological Survey	292	292
Sch Veterinary Med	460	460
Ag Experiment Sta	1,989	1,989
Ag Extension Serv	2,128	2,128
Okmulgee Branch, OSU	1,009	1,009
Totals	39,122	40,945

PENNSYLVANIA. Governor David L. Lawrence presented his annual budget to the 1961 annual session of the legislature on January 16. The present requests for

higher education are in the same amounts, on a yearly basis, as were appropriated for the last biennium, increased by 8% to provide for a 13-month fiscal period because the state is now changing its fiscal year. The governor wants these provisions enacted quickly "as a base", and explains that he intends to make another presentation regarding the educational budget probably in March, after his Governor's Committee on Education has reported, and when the program of the federal government in this area will probably be better known.

"I will be sympathetic to every good proposal which will raise educational standards in Pennsylvania and broaden the opportunities of our young men and women," said the governor. "This is a world for the skilled and the talented; our success as a part of American society and America's success as a part of the world community will be largely determined by our ability to discover and develop the best of our human resources." Answering the advocates of retrenchment in the face of a sluggish economy, he asserted that this "is a time to do more-- not less."

At the same time he made it clear that augmented support of education will require new tax legislation. He proposed some relatively minor tax changes which would bring the budget into balance. One of these is a recommended 2% increase in the tax on gasoline, which would bring the special highway fund budget into balance.

The forthcoming report of the Governor's Committee on Education, and the governor's second budget message on education, will be anticipated with great interest.

Meantime we are afforded a glimpse of the "base" budget as recommended, and its allocations to different institutions, public and private. These appear in Table 15.

Table 15 is on page 175.

Table 15. Governor's "base" budget requests for state tax funds for operating expenses of higher education in Pennsylvania, for 13-month fiscal period, 1961-62, in thousands of dollars.

Institutions (1)	Sums requested (2)
<u>Public</u>	
Penn State U	\$18,215
Sch of Mineral Industries, and Industrial and Agricultural research	292
14 State Colleges	13,751
Public subtotal	\$32,258
<u>Private</u>	
U of Pittsburgh	2,872
Sch of Medicine	1,020
Library School	54
U of Pennsylvania	3,440
Sch of Medicine	1,429
Sch of Vet Med	654
Temple U	2,418
Sch of Medicine	1,405
Lincoln University	328
Women's Medical Coll	488
Jefferson Med Coll	1,808
Hahnemann Med Coll	1,048
Phila Coll Osteopathy	136
Franklin Institute	70
Phila Textile Inst	105
Moore Institute	42
Berean Training Sch	36
Downington I & Ag Sch	83
National Ag College	52
Johnson Industrial Sch	49
Williamson Trade Sch	36
Phila Commercial Museum	33
Phila Museum Coll of Art	105
Phila Acad Nat Sci	32
Carnegie Museum	32
Drexel Inst Technology	405
Dickinson Law School	54
Private subtotal	18,235
Total	50,493

WASHINGTON. The Washington State Census Board, based at 104 Smith Hall, University of Washington, Seattle 5, has issued a valuable mimeographed 20-page document, Enrollment Forecasts, State of Washington, 1961 to 1970, prepared by a group headed by Calvin F. Schmid.

Among the many predictions, it appears that the University of Washington will grow from 18,143 students in 1960 to about 30,000 in 1970. The percentage of graduate students in the student body, now about 19%, will increase more rapidly than the over-all enrollment figures.

Total enrollments in the 5 major state institutions of higher education will go to about 54,000 by 1970. The ten local public junior colleges are not included in the forecasts. It may be hoped that a supplementary study of their probable future enrollments will be made, for they constitute an important and rapidly growing element in the statewide picture of higher education.

WISCONSIN. Governor Nelson's tax study committee has recommended a new 2% general sales tax, with food exempt. It also proposes moderate increases in the state income tax rates, especially on the lower levels of income, and advocates a withholding plan.

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A Good Article
on Student Fees

Dr. Irvin F. Coyle, Assistant to the President, University of Missouri, has published a superb short article entitled "Should Higher Education Be A Special Privilege for the Higher Income Group?" in the November 1960 issue of the monthly periodical School and Community.

After convincingly refuting the arguments for high fees in public universities and colleges, he concludes: "Education is the chief means by which any generation refines and adds to the accumulated knowledge of the past, and teaches it to the youth of today that they may build a better world for tomorrow. Who among us would say that the way to accomplish this would be to build an 'upper crust' on society by making higher education available, for the most part, only to the wealthy?"

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Thumb-nail Review of
The Campus and the People

Saul Sack of the University of Pennsylvania has this to say about The Campus and the People, the 75-page pamphlet by M. M. Chambers, just published by the Interstate Printers and Publishers, Inc., Danville, Illinois (\$1.80 single copy; \$1.44 each for 2 or more copies):

"The Campus and the People is an eloquent plea for increased aid to state universities. M. M. Chambers has composed a persuasive brief (a compilation of previously published articles) in support of the thesis that the material and social benefits that will accrue to society as a consequence of an expanded and strengthened state university system will more than offset the additional expenditures required for its realization.

"Though wary of the control that may accompany enlarged state and federal aid, Dr. Chambers insists that such control is not inevitable and points to a number of encouraging signposts that would indicate a growing tendency on the part of government to respect university autonomy.

"Extended research of a primary nature lends support to Dr. Chambers' contention that control is not the preordained bridegroom in the wedding of state and university.

"The history of state aid to higher education in Pennsylvania reveals that at no time has the state made curriculum changes or the adoption of specified administrative policies preconditions for the awarding of funds. (See Saul Sack, "The State and Higher Education," Pennsylvania History, 26: 226-249 (July 1959)).

"The Campus and the People adds a strong and convincing voice to those who are joined in the conviction that the future of higher education in the United States rests, in large measure, on the increased beneficence of state and federal sources."

Education Beyond High School
in Colorado

The Colorado Legislative Committee for Education Beyond High School issued in January its Committee Study No. 2, a mimeographed document of about 200 pages, in 3 parts: I. Finance; II. Enrollments; and III. Faculty Preview. The principal staff members are John J. Coffelt, Director, and Elaine C. Homan, Assistant Director.

The Committee recommends legislation authorizing, subject to local election, the establishment of 6 new local public junior college districts: 1 in each of the four counties in the Denver metropolitan area (Adams, Arapahoe, Denver, and Jefferson); 1 in El Paso County, and 1 in the area comprising Boulder, Larimer, and the western part of Weld County.

Minimum requirements for a junior college district at time of organization, says the Committee, should be an assessed valuation of \$60 million and at least 400 students enrolled in Grade 12. Local public junior colleges should continue as 2-year colleges, not to be transformed into 4-year institutions.

No new four-year campuses will be needed before 1970, and none should be authorized prior to 1965. This would allow a 5-year lead-time. The Committee defers any recommendation regarding the proposal that the Denver Center of the University of Colorado be converted into a 4-year degree-granting institution."

Belief is expressed that the voluntary approach to statewide coordination of the state-supported institutions of higher education may be most appropriate in Colorado, and accordingly confidence is expressed in the Association of State-Supported Institutions of Higher Education, and it is urged that this agency accept the responsibility and be given opportunity to demonstrate what it can achieve.

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