

TIMELY DATA CIRCULATED WHILE CURRENT

SINCE 1958
Number 210

EIGHTEENTH YEAR
January 1976
Page 1343

GRAPEVINE
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Reports on state tax legislation; state appropriations for universities, colleges, and junior colleges; legislation affecting education beyond the high school.

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ACROSS THE BOARD: MORE STUDENTS ON CAMPUS EACH YEAR;
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"As various economists have noted, even if tuition were free, students and their families would bear at least two-thirds of the real total cost of higher education."

-- Russell I. Thackrey, long-time executive director of the National Association of State Universities and Land-Grant Colleges.

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Statement of ownership and circulation of GRAPEVINE is on page 1344 (reverse hereof).

MICHIGAN. On October 29, 1975, the state supreme court decided in favor of the historic autonomy of the state universities. The suit, brought jointly by the three principal universities (U of Michigan, Michigan State U, and Wayne State U), had been in litigation for approximately eight years, having been decided in favor of the universities in the trial court and the intermediate appellate court, but in each instance appealed by the state board of education, which was seeking to establish for itself mandatory authority in several matters. The lower court decisions were reported in earlier issues of GRAPEVINE at appropriate times.

The gist of the matter is that the state board of education has no mandatory authority over the universities. Its relation to them is no more than advisory to their governing boards and to the legislature.

This relationship is sufficiently clear in the Michigan constitution of 1963. Intelligent readers may well wonder why the long-drawn litigation was necessary. The main reason for it was the current fad for exaggerated statewide centralization in public higher education. Added to that was the appetite of the Michigan state board of education for its own bureaucratic aggrandizement.

Among the specific results of the decision: the Michigan state universities are autonomous in developing their own educational programs. They do not need the consent or approval of the state board of education for changes or additions. Of course the legislature has the authority for state tax funding; but it does not control the use of the funds after they have been appropriated in lump sum to each university. Each university governing board has exclusive control of that.

The decision also declares that the universities do not need the consent of
(Continued in the next column)

the state board of education nor of the legislature for the construction of self-liquidating buildings (income-producing projects which eventually pay for themselves, such as dormitories, dining halls, and various other facilities for which substantial charges are made to students and the public, or both; and buildings, facilities, or funds acquired by gift).

The courts say the universities may be required to report at reasonable intervals their plans and progress in the foregoing matters, for the information of the state authorities and of the public; but prior approval or consent are not necessary.

For the portion of their funds that come from state appropriations, it is, of course, essential that the universities submit annual budget requests with supporting facts.

MINNESOTA. Additions and substitutions for Table 59, page 1313 of GRAPEVINE (August 1975). Allocations to the state universities were not available when Table 59 was published.

Table 90. Allocation of appropriated funds for operating expenses of the state university system in Minnesota, fiscal year 1975-76, in thousands of dollars.

State universities - *	
Mankato	12,735
St. Cloud	11,285
Moorhead	6,642
Bemidji	6,218
Winona	5,343
Southwest	4,214
Metropolitan	1,138
Computer rental	1,759
Student loan match	175
General research	25
Board office & central account	7,197
<u>Total</u>	<u>56,731</u>

*Formerly called state colleges.

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TUITION FEES AND STUDENT FINANCES IN OTHER NATIONS

GRAPEVINE does not report student fees. It excludes them from state appropriations for operating expenses of higher education. Much less is it a vehicle of international comparative higher education. Hitherto it has been strictly limited to the fifty American States.

No deviation from those practices is contemplated. But in all the vast volume of talk and reams of publication regarding tuition fees over recent years in the United States, rarely if ever is found any references to fee practices in other developed nations.

In Britain and the other countries of Western Europe, as well as in the Soviet Union and Eastern Europe, the prevailing policies are markedly different from ours. Nothing can justify willful ignorance of what goes on in neighbor nations overseas.

What Goes on in the World

The gap in the literature is partly filled by one of the Carnegie Commission documents, the book on Higher Education in Nine Countries, by Barbara Burn of the University of Massachusetts, published by McGraw-Hill in 1971. One can learn about more recent developments by reading the Times (of London) Higher Education Supplement and several other British journals of higher education, as well as others coming out of France, West Germany, Belgium, and the Netherlands.

First a few broad generalizations. The world over, possibly 25 million persons out of a total population of 4 billion are this year students in higher education of one type or another; whereas a quarter of a century ago the number was only about 5 million.

The huge influx of students over the recent 15 to 20 years is not unique to the United States. Every nation in the world has had a somewhat similar phenomenon, on a scale corresponding to its own circumstances and conditions.

The expansion of higher education is unquestionably a universal worldwide movement, not a freak happening in one or a few countries. Considering that the results can scarcely begin to be estimated or appraised until after half a century has passed, this thread of recent history almost certainly portends enormous advances in mankind's beneficent elevation of civilization.

No nation has as large a percentage of its total population engaged in higher education as has the United States-- about 4.5. The Soviet Union is second, with perhaps 2.0 per cent, and Japan is probably third with about 1.5 per cent.

Surprisingly, the percentages are generally even smaller in Western Europe and Eastern Europe.

The statistics should not be taken too literally, because it is impossible to be unerringly accurate about the equivalencies of different levels of instruction and diverse types of institutions in various countries.

Add to this the diversities in the framework and operation of the national economies, and the propensity of national currencies to fluctuate in value in a chaotic world monetary scene, and you understand some of the difficulties of making accurate and intelligible comparisons. Nevertheless the figures provide useful general indications of some basic elements in the picture.

In Great Britain

Professor Gareth Williams of Lancaster University in England wrote in the Higher Education Bulletin for Autumn 1974 (p. 27):

"Nearly all full-time home students (meaning non-foreign students) in British universities have their fees paid by the public authorities and receive some grants towards their maintenance (meaning board, room, and other necessities). This

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FEES AND FINANCING (From page 1345)

In France

maintenance grant varies between 50 pounds for children of better-off families (a figure which has remained constant for two decades despite inflation) to a figure calculated as providing at least a subsistence level of income for the student during the two-thirds of the calendar year he spends at his university or college."

The new Labor government made an increase of approximately 25 per cent in the amounts of the standard grants, beginning in September 1974. For student in the London area, the grant was to be 665 pounds, and "elsewhere," 605 pounds. Former distinctions whereby Oxford and Cambridge students could receive sums larger than "elsewhere" were abolished, as was also discrimination against married women students living in the husband's home, who formerly received only 295 pounds--95 pounds less than married women living in their own or their parental homes. Both were raised to 475 pounds. College of education students in residence were raised from 220 to 260 pounds; and maintenance for study abroad was raised to 665 pounds, with an additional 100 pounds for certain high-cost countries, instead of the former flat 520 pounds. At the rate of exchange prevalent at the time, the named sums ranged from the equivalent of about \$650 to about \$1,650.

Students from families having annual incomes of 1,600 pounds (\$4,000) or less were eligible for standard grants; and fractional grants were available to those from families having after-tax income up to 3,000 pounds (\$7,500). Grants are now reviewed annually, with a more comprehensive review every four years.

No change was made in the rates of pay of postgraduate students doing part-time teaching or research, although the rates were said to vary erratically from 75 pennies to 2.5 pounds per hour. The National Union of Students recommended a uniform 1,025 pounds per year.

Barbara Burn wrote in 1970 that university fees for French students were 140 francs for the year 1969-70. No fees were charged to about 150,000 holders of scholarships in French universities at the time (about one-fourth of the total enrollment). As early as 1965 the maximum stipend for a student living away from home and receiving no financial aid from his family varied according to which of the three cycles of his university academic career he was in: first cycle, 2,664 francs; second, 3,411 francs; third, 4,230 francs.

In addition, students in teacher-education institutions and in some other grandes écoles for professional or business training receive the equivalent of civil service trainee salaries if they commit themselves to ten years of public employment after graduation. Public service bursaries are available to students in law, medicine, and pharmacy who promise five to ten years of public service.

Other forms of student compensation include the famous heavily subsidized meals in university restaurants, extremely low-cost housing for all students who can be accommodated (about one-fourth of all students live in university residence halls, and three-fourths of all students can take advantage of low-cost meals in university restaurants).

Other Compensations

Low-cost health insurance is obtained by making small contributions to the Mutuelle Generale des Etudiants de France, a heavily state-subsidized agency of the National Union of French Students. Low-cost travel rates are provided for students; and there are tax-reductions for parents of students.

The aggregate of all these forms of compensation does not seem to be reported, but it is large, so that it may be said that a large majority of all French students pay either no fees or only nominal fees; and receive part pay from tax sources, through numerous channels.

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FEES AND FINANCING (From page 1346)

In the Federal Republic of Germany

In the Soviet Union

Barbara Burn confirms the well-known fact that 75 to 80 per cent of all undergraduate students in the Soviet Union, and all post graduate students, are paid the equivalent of a "living wage" while full-time students. This is on the simple and sensible theory that they are doing work which is highly essential in the public interest--that they are engaged in a form of public service as worthy of a living wage as other work. The pay is not regarded as a "scholarship or gift or grant," but as a stipend for work performed. A student who fails one or more courses in a given year is removed from the payroll. About 8 per cent of undergraduates are said to meet this fate.

Some 12 per cent of undergraduates are reported to be not eligible for pay because their families are at comparatively high levels of income and affluences in the Soviet society. There may have been some vestiges of the older European system of tuition fees; but since 1956 no student in the Soviet Union has been charged any fee for tuition.

The stipends vary considerably according to the student's academic level and other factors. First-year students get only the equivalent of the legal minimum wage in industry. Students earning excellent grades get a 25 per cent bonus. Students sent by the state-owned agricultural or industrial enterprises in which they are employed also receive larger stipends than others. Graduate students are paid about twice as much as undergraduates. Students in mathematics, engineering, and medicine receive larger stipends than those concentrating in the social sciences or humanities.

Textbooks and other study materials are free of charge. All students get free medical care. Sanatoriums and summer vacation resorts, operated by student trade unions, are available at nominal charges.

Student fees in the universities and other institutions of higher education in West Germany are so negligible that they furnish only 3 to 4 per cent of the operating income. The state of Hesse (one of the eleven federated states or *länder*) has completely eliminated student fees for its own residents. Other states may follow.

German students receive large indirect benefits in the form of low-cost meals and lodgings and reduced travel rates, all subsidized out of tax funds. The Deutsche Studentenwerk has branches at all universities, and supports student restaurants and residence facilities, with cost paid in part from public moneys.

The Verband Deutscher Studentenschaften (German National Union of Students) advocates provision of student housing for at least one-third of all students. Capacity was actually doubled between 1960 and 1966, and has grown greatly since then.

The Upshot of It

The point is clear that in the principal developed nations of Europe, including the Soviet Union, tuition fees do not exist or are so small as to be negligible.

Widely and increasingly prevalent is the idea that the student in higher education is not to be charged with the cost of his instruction--not to be looked on merely as a private purchaser of a consumer's good, but as a productive worker in the interest of the whole society. This is in sharp contrast with the hard-nosed views too frequently found in the United States, typified by the expressions "everything has a price-tag," "there is no free lunch," and "there ain't no Santa Claus."

Higher education is a prime public service to the whole society, properly paid for by the whole society for the optimum benefit of all.

**ACROSS
THE BOARD:
MORE STUDENTS
ON CAMPUS**

GRAPEVINE does not collect statistics of enrollment; but since 1970 GRAPEVINE has from time to time refuted the gloomy predictions and projections of decline which have flooded the literature of higher education. Thus far these forebodings of doom have proved erroneous. Although nationwide Fall enrollment figures had not yet been released from Washington when this issue went to press, it was already certain that the nationwide total would surpass all previous years.

The popular business-oriented newsmagazine U. S. News & World Report at pages 45 and 46 of its issue for November 10, 1975 carried an article under the title "That Slack Year in Colleges--Why It Isn't Happening," presenting graphs of enrollment increases over the five-year period since 1970, for five different types of schools and levels of instruction, and speculations concerning the causes thereof. The facts as shown are more important than the speculations.

Table 91. CHANGES IN NATIONWIDE TOTAL ENROLLMENTS, 1970-1975, AS GRAPHED IN U. S. NEWS & WORLD REPORT, NOVEMBER 10, 1975

Types	Fall 1970	Fall 1975	Per cent change
Two-year colleges	1,630,000	2,335,000	UP 43%
Four-year colleges	6,290,000	6,993,000	UP 11%
Graduate schools	1,031,000	1,232,000	UP 19%
Law schools	82,498	115,000	UP 39%
Medical schools	40,238	55,500	UP 38%

The nationwide increase over the five years for all types-levels of higher education would appear to be about 18 per cent. No year has shown a decline. Some changes in the age and sex composition of the student population, yes. But little credibility is lent to "studies" and speculations prophesying "diminution of the value of college" or "flagging of interest in higher education." Having progressed half-way toward universal higher education, it is unlikely that we shall halt at that point and slip backward.