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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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In some quarters today, it is fashionable to belittle education, to talk about fading job markets, to forget the direct relationship between education and the progress of our country and our people. Education is still the way to personal fulfillment, to the development of talent and skill, and to the building of a better society for ourselves and our children. Education remains the open door to opportunity and to the good life we all seek.

We who serve at public universities, where open admissions is the policy, have special obligations to see that the promise of the open door does not become a cruel hoax. That danger is ever present.

-- Harold L. Enarson, President, Ohio State University

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THE TEN-YEAR RECORD OF THE TEN MOST POPULOUS STATES

The ten most populous states have more than half the entire population of the United States. Each year they appropriate more than half of all the state tax money that is destined for annual operating expenses of all higher education.

In descending order of population, the states are California, New York, Texas, Pennsylvania, Illinois, Ohio, Michigan, Florida, New Jersey, and Massachusetts. The figures range from nearly 6 million to about 22 million, with the median at between 11 and 12 million.

The Empire State (New York) was for many decades the largest, but some years ago it was overtaken and surpassed by the Golden State (California). These two, at 19 and 22 million, are super-states, each more than 50 per cent larger than any other.

Grouped closely around 11 and 12 million are Texas, Pennsylvania, Illinois, and Ohio. The remaining four are below 10 million.

Location

California is the only one on the West Coast, and Texas is the only other west of the Mississippi. Both, together with Florida, which is both an East Coast and a Gulf state, are witness to the "Southern tilt."

Meantime the main center of gravity continues where it has been for a long time--in the Northeast quadrant of the nation, east of the Father of Waters. Four of these states touch the North Atlantic Coast, and three more touch the Great Lakes.

Rankings in Ten-Year Gains in State Tax Support of All Higher Education

Over the ten years 1968-78 the ten-year gains of these ten states ranged from 146 per cent to 349 per cent, with Texas the highest and Illinois the lowest. Contemplate a few of the conditions that contributed to these results.

Texas. During these ten years Texas overtook and passed Pennsylvania for third place in population. It expanded and improved the state tax system and swiftly enlarged the public system of higher education, becoming in 1978-79 the third state (after California and New York) to pass the \$1 billion mark in annual appropriations of state tax funds for operating expenses of higher education.

Texas' ten-year rate of gain of 349 per cent, 1968-1978, is approximately the same as the average ten-year gains accumulated by all fifty states during the decade 1960-1970. This would seem to indicate that Texas' expansion peaked a few years later than did that of some other states, if it may be said to have peaked at all.

In 1976 Texas' immediate prior two-year gain was a remarkable 72 per cent. It was 27 per cent in 1977 and 13 per cent in 1978. This is a breathing-spell. Texas will continue upward at a good rate.

Massachusetts was second in ten-year rate of gain, with 337 per cent. After centuries of main dependence on its concentration of prestigious private colleges, the Old Bay State has made strides in developing regional community colleges, the ten long-starved state colleges, the technological universities, and the multi-campus University of Massachusetts.

Besides the main campus at Amherst, a new vigorous and growing university branch campus is in Boston, and a full-fledged medical campus is in Worcester.

Massachusetts was the last among the fifty states to have half or more of all its students in private colleges. It is now largely rid of the ancient erroneous notion that only private colleges can be worthy, and that public universities and colleges are only a species of third-class "cow-college" mop-up squad, to do what the lordly race of private colleges can not do or refuse to do.

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New Jersey was third, a ten-year gain of 307 per cent. Once notorious for "exporting" student to other states, it, too, has developed county community colleges, added two four-year state colleges, and a second state college of medicine and dentistry, and expanded the multi-campus Rutgers, State University of New Jersey.

Long-noted for too-heavy dependence on property taxes and stubborn refusal to enact the newer broad-based state taxes, New Jersey made tax news in 1977 by enacting a state income tax after a dozen or more years of struggle.

Florida was fourth, with 282 per cent. This scene includes very rapid growth of total population; a system of 29 community colleges, very largely state-supported but locally controlled; and nine state universities in a system whose flagship is the University of Florida at Gainesville, one of the nation's major centers of higher learning.

Not to be overlooked is the phenomenal expansion and upgrading of Florida State University at Tallahassee, once a small old-fashioned women's college, and of the newer University of South Florida at Tampa.

Pennsylvania was fifth with 277 per cent gain over ten years 1968-1978. Although this state shared the early reluctance of its neighbor northeastern states to support a great public system of higher education, Pennsylvania State University has now become one of the nation's leading state universities; and 14 state colleges, once stepchildren, are slowly developing. (One has been given the name of university--the improbable Indiana State University of Pennsylvania, at the town of Indiana.)

The state colleges are called, in Pennsylvania parlance, "state-owned." Then there is the category of "state-related" which includes Penn State, two big private universities (Temple and Pittsburgh), and the predominantly black private Lincoln University. The latter three, though private are heavily and

increasingly subsidized annually by the state by direct appropriations.

A third category is "private institutions, state-aided," which includes the big private University of Pennsylvania; Drexel University; four independent medical colleges in Philadelphia; and some half-dozen other small specialized private colleges.

The state also currently appropriates about \$12 million annually for direct grants to other private colleges, and about \$75 million for state-paid student aids, and \$35 million as state aid for local public community colleges.

Pennsylvania currently appropriates at least one-third or more of its approximately \$700 million annually directly to private institutions of various types--a larger proportion than does any other state. Progress in both sectors contributes to its slightly above-median ten-year percentage of gain.

California was sixth, with 267 per cent--slightly below the median. This is accounted for in part by the fact that California was in a high position before the beginning of the decade 1968-78; that in the complex and diverse picture of state-local financing of its more than 100 community colleges during that decade, the state contribution to operating expenses was in general a minor fraction.

For 1978-79 the state's apportionment to community colleges was increased by half, becoming approximately as large as the annual state support of each of the other two large segments of public higher Education.

California is far in the lead in public higher education in many respects. For example, in a recent year it had 8.3 per cent of its total population actually attending institutions of higher education, while the nationwide average is only between 5 and 6 per cent; and 80 per cent of its high school graduates go on to college, whereas the nationwide figure is not far above 50 per cent.

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Ohio was seventh, with 266 per cent. For a generation or more Ohio has been a laggard among the seven states wherein are the Big Ten universities of the mid-west. Comparatively low in total numbers of students and parsimonious in tax support, Ohio's higher educational enterprise was always smaller than that of Michigan, which has considerably smaller total of population and wealth.

Since the mid-1960's Ohio has expanded the number of state universities from six to 12, created a new state medical college, and gradually set up an odd mixture of community colleges, technical institutes, and university branches which largely supplants the older scheme of about 30 university branches, some of which were of minor consequence.

New York was eighth, with ten-year gain of 201 per cent. From 1968 to 1978, state tax support for all higher education was a trifle more than tripled.

Although established in 1948, in charge of a statewide conglomerate of state college campuses, the Trustees of the State University of New York refused to have any advanced graduate school until the early 'sixties, when they acquired the formerly private University of Buffalo and made it one of four designated "University Centers," the other three being at Albany, Binghamton, and Stony Brook.

At the same time the Board of Higher Education of New York City, governing several four- and five-year city colleges and some city community colleges, developed them into the City University of New York, at first with no doctoral-granting center, but eventually established an advanced graduate school in mid-Manhattan.

Statewide, thus there were by 1978 five state-supported comprehensive advanced graduate campuses, and the state had partially rid itself of the notion that graduate schools should be in private universities, exclusively.

Michigan was ninth, with ten-year gain of 185 per cent. This relatively low rate is quite largely due to the fact that public higher education in Michigan had a triumphant prior history, and was so far in the lead in 1968 that immediate further swift progress could scarcely be expected.

For example, in 1960, in magnitude of appropriations for higher education, Michigan was second only to California. Michigan appropriated \$102 million, exceeding New York's \$94 million, Illinois' \$90 million, Texas' \$72 million, Ohio's \$45 million, and Pennsylvania's \$43 million, though smaller in population than any of these states.

Illinois was tenth, with a ten-year gain of 146 per cent. The reasons for the low rate are somewhat the same as in the case of Michigan. In fiscal 1960 Illinois was in third place in magnitude of appropriations for higher education, and by 1970 had made a ten-year gain of 348 per cent, to a total of \$405 million, and held third place, after California and New York. By 1978 Illinois had continued up to \$740 million, but had yielded third place to vigorous Texas, which broke the \$1 billion line in that year.

If Illinois' long history of generous support of higher education is a good indication, it is due soon for another upward surge.

A Refreshing Focus

The foregoing thumbnail sketches are all much too brief to be entirely satisfactory. A valuable monograph could readily be written on each of the ten states touched.

The small sketches can serve only as hasty and incomplete mini-introductions. They do, however, afford a gesture toward focusing attention on statewide and nationwide higher education from perspectives apparently rarely used in the literature, or in colloquia or conversations today.

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Table 76. APPROPRIATIONS OF STATE TAX FUNDS IN AID OF LOCAL PUBLIC COMMUNITY-JUNIOR COLLEGES FOR OPERATING EXPENSES, FISCAL 1979 AND TWO PRIOR FISCAL YEARS, IN THOUSANDS OF DOLLARS.

States	Year 1976-77	Year 1977-78	Year 1978-79	2-yr gain per cent
(1)	(2)	(3)	(4)	(5)
California	461,408	509,435	815,765	77
Texas	151,361	201,856	216,358	43
Florida	162,550	180,261	193,304	19
New York	156,808	164,067	158,738	1
Illinois	113,881	121,057	126,239	11
North Carolina	107,838	108,433	139,335	29
Michigan	101,575	110,251	120,508	19
Maryland	41,848	46,173	47,669	14
New Jersey	33,877	47,950	47,120	39
Oregon	36,000	43,862	43,862	22
Ohio*	31,821	35,288	39,357	24
Pennsylvania	32,532	35,090	38,790	19
Iowa*	29,800	32,714	37,050	24
Arizona	30,797	29,398	31,243	1
Mississippi*	17,706	24,700	29,000	64
Missouri	26,045	27,600	28,366	9
Kansas*	11,276	12,469	16,248	44
Wyoming	9,237	11,289	13,571	47
Arkansas	8,364	8,645	9,749	17
Colorado	5,242	5,282	6,112	17
Indiana**	5,141	4,749	5,343	4
Georgia	5,040	5,274	5,281	5
Idaho*	2,788	3,176	3,465	24
Montana	1,375	1,856	1,992	45
North Dakota	1,384	1,818	1,818	31
New Mexico	310	293	283	- 9
Oklahoma	212	228	281	33
Totals	1,586,216	1,773,214	2,176,847	
Weighted average percentage of gain				37

*Figures do not include appropriations for vocational-technical institutes which were reported separately.

+For Vincennes University, a two-year community college largely supported by the state but partly by the county.

Tables 76 and 77 should be read together, because some states, such as New York and Georgia, have separate systems of *local public state-aided* community colleges and others that are state-supported two-year institutions. Such states appear in both tables.

See also the extended comment following Table 77.

Table 77. APPROPRIATIONS OF STATE TAX FUNDS FOR ANNUAL OPERATING EXPENSES, FISCAL 1979 AND TWO PRIOR FISCAL YEARS, OF STATE COMMUNITY-JUNIOR COLLEGES, IN THOUSANDS OF DOLLARS.

States	Year 1976-77	Year 1977-78	Year 1978-79	2-yr gain per cent
(1)	(2)	(3)	(4)	(5)
Washington	99,772	118,450	118,450	19
Virginia	64,029	68,602	86,777	36
New York	49,283	49,921	54,120	10
Massachusetts	40,242	44,021	49,905	24
Alabama*	29,050	33,050	40,000	38
South Carolina	28,103	31,755	39,334	40
Oklahoma	22,875	27,544	32,516	42
Minnesota*	23,474	30,724	31,478	34
Georgia	22,935	26,520	27,709	21
Tennessee*	21,879	24,181	27,577	26
Connecticut*	21,760	24,364	27,047	24
Colorado*	24,055	23,967	24,693	3
Rhode Island	10,230	11,074	15,680	53
Nebraska	13,000	14,100	15,540	20
Delaware	9,658	10,672	12,351	28
Nevada	6,885	6,951	7,603	10
West Virginia	4,865	5,314	5,627	16
New Mexico**			1,999	
Totals	492,095	551,210	568,501	
Weighted average percentage of gain				16

*Figures do not include appropriations for vocational-technical institutes which were reported separately.

**Newly created in 1978-79.

The states mentioned in Tables 76 and 77 indicate a total of two and three-quarters billion dollars of state tax funds appropriated for fiscal year 1979 as state assistance to community colleges in those states.

This is not the complete nationwide picture. For example, neither Kentucky nor Wisconsin appears in either table. Kentucky has 13 two-year college branches of the University of Kentucky, whose state appropriations are lumped with those of the University and not reported separately to GRAPEVINE.

Wisconsin does not use the name "community college," but has a substantial and well-developed system of "Vocational, Technical, and Adult Schools," many of which perform functions of community colleges.

Pennsylvania's system of local public state-aided community colleges does not include numerous two-year branches of Pennsylvania State University, whose appropriations are not reported separately from those of the University.

These omissions, and occasional similar ones, make it probable that the total of state tax funds for community colleges (broadly defined) is well in excess of \$3 billion.

Another point of uncertainty is that of vocational schools in several states which are deemed to be primarily of secondary level, but which admit varying numbers of high school graduates. To determine what proportions of their income is for "higher education" is beyond the capability of GRAPEVINE.