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TIMELY DATA CIRCULATED WHILE CURRENT

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

IN THIS ISSUE

- FORTY BIG CONGLOMERATES IN PUBLIC HIGHER EDUCATION. . . . 1644
- SEVENTEEN LARGE CONSOLIDATED STATEWIDE SYSTEMS IN 1980. . 1645
- TWENTY-THREE LARGE MULTI-CAMPUS PUBLIC UNIVERSITIES . . . 1647

Illinois State University seeks assistant or associate
professor of higher education 1648

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"Much remains to be done both by individual institutions and by public policy to assure universal access to higher education for all persons and to enlarge the creative capacity of our society, through higher education, to solve its many problems. . . Great public purposes remain to be served."

--Carnegie Foundation for the Advancement of teaching.

* * * * *

"The higher education industry might well double or triple in size during the balance of this century and a totally new kind of society might be created in which the level and the depth of education and the richness of culture would surpass that ever before achieved or even imagined."

--Howard R. Bowen, professor of economics and education at the Claremont Graduate School.

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FORTY BIG CONGLOMERATES IN PUBLIC HIGHER EDUCATION

Over the last three generations, since South Dakota set up a single governing board for all its state universities and colleges early in this century, the nationwide picture of the organization and governance of public higher education has come to include about twenty states which abolished institutional governing board and set up one consolidated board to govern all or at least several of the state's public colleges and universities.

Statewide Governing Boards

Most definitely at this point we are not talking about statewide *coordinating* boards, which are not authorized or expected to *govern* any institutions, but are superimposed above institutional or system governing boards within the state, and given limited power, in some instances no more than advisory or consultative, to effect some semblance of a unified statewide system.

In a few states there is a *governing* board that is statewide or practically statewide in a geographic sense, but exists in the same state with another board which governs another system of public universities of a different type.

Thus California has the Trustees of the State University and Colleges (19 institutions) side by side with the Regents of the University of California (9 campuses). Both the Regents and the Trustees are *governing boards* for separate statewide systems.

Multi-campus Universities

For convenience in this story we are going to call the University of California a *multi-campus university*, because its Regents have existed as an entity since its beginning when it was only one campus at Berkeley; while we call the Trustees of the California State Universities a statewide governing board, because they form an entity which was superimposed upon a statewide group of different institutions as recently as 1960. Hewing to that line of distinction, we shall examine first the systems having *superimposed governing boards*; then the large *multi-campus state universities*.

The Dollar Criterion

So great is the diversity of the scene we are peering into, that it is necessary to apply a minimum cut-off point of \$100 million of net state tax funds appropriated for annual operating expenses for fiscal year 1980.

Using this criterion, and using the two-fold classification mentioned above, we shall be dealing with forty entities altogether.

This will enable a tabulation of easily manageable and comprehensible size to be provided for each category.

(Continued on page 1645)

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Preliminary Comments

It is desirable to know at the beginning that a majority of the *statewide systems* embrace only universities and four-year colleges, while others also include two-year community colleges or technical institutes, as in New York, Georgia, West Virginia, Utah, and Hawaii.

Among the *multi-campus universities*, the branch campuses range from two-year institutions to full-fledged doctoral

universities.

In only a small handful of states can it be said that one statewide governing board actually governs *all* public higher educational institutions in the state.

Beware of chaotic inconsistency in the titles of the governing boards. A "board of regents" may be a *governing* body in one state, and only a coordinating board in another; and the same is true of "boards of higher education."

SEVENTEEN LARGE CONSOLIDATED STATEWIDE SYSTEMS OF HIGHER EDUCATION IN 1980

Here are 17 systems of public higher education, each under a single governing board created to take over management of pre-existing institutions whose former boards were abolished.

Eleven of these "big boards" are statewide in the sense that their respective states have no other consolidated system of comparable scope and academic level.

The other six of these 17 systems are not statewide in that sense, because each is in the same state with another important entity which governs a separate cluster of universities of a different type.

Two "Big Boards"

In both New York and California the "sister entity" is a multi-campus university: the 18-campus City University of New York, and the 9-campus University of California.

(We distinguish "consolidated systems" from "multi-campus universities" because the former are agglomerations of pre-existing institutions, while the latter, like spreading oaks, grew from the acorn of an original single campus.)

To continue with the consolidated systems: the Pennsylvania State Colleges and University include only 14 institutions and do not include the large

multi-campus Pennsylvania State University; and the Tennessee State Universities and Community Colleges embrace 17 institutions but omit the multi-campus University of Tennessee.

The Louisiana State Colleges and Universities number ten institutions, but are exclusive of two multi-campus universities: Louisiana State University and Agricultural and Mechanical College, and Southern University.

The other consolidated system which contains only some of the public institutions in its state is the Regency System in Illinois, which consists of three universities: Illinois State, Northern Illinois, and Sangamon State universities; and has as "sister entities" two multi-campus universities (University of Illinois and Southern Illinois University), as well as another consolidated system of five universities which is below the \$100-million cut-off point set for this story.

The 17 systems can also be classified as to whether or not they have two-year colleges within their jurisdiction. Twelve of them do not. Generally in such instances the state has a separate system of community colleges, each of which is based on a local taxing subdivision and has its own locally-elected governing board. Usually there is also a statewide board of community colleges, which, regardless of its title, is a *coordinating* board,

(Continued on page 1646)

Table 48. SEVENTEEN CONSOLIDATED SYSTEMS, EACH UNDER ONE GOVERNING BOARD, GET OVER \$5 BILLION NET STATE TAX FUNDS FOR OPERATING EXPENSES IN 1980.

	Year 1969-70	Year 1977-78	Year 1979-80	2-yr gain per cent	10-yr gain per cent
(1)	(2)	(3)	(4)	(5)	(6)
State U of New York	381,791	650,032	820,398	26	115
California State U & Colls	288,194	637,814	819,474	28	184
Governors, U of N Carolina sys	257,031	350,454	429,648	23	67
U of Wisconsin system	155,568	327,369	386,340	18	148
State U system of Florida	134,906	304,360	381,482	25	183
State U system of Georgia	123,007	297,633	379,745	28	209
Iowa Board of Regents	89,235	190,738	234,329	23	163
Kansas Board of Regents	76,374	173,507	218,338	26	186
Arizona Board of Regents	56,962	178,563	202,012	13	255
Pa Directors St Colls & U	68,041	172,700	195,000	13	187
Oregon Board of Higher Ed	75,161	147,303	193,074	31	157
Miss Trustees of Inst Hi Learn	39,269	140,403	175,606	25	347
West Virginia Bd of Regents	55,005	136,191	158,684	17	188
Tenn Regents, St U & Comm Coll	43,831	108,527	154,672	43	253
Utah Board of Higher Ed	40,000	117,146	145,384	24	263
La Trustees for St Coll & U's	41,928	88,901	118,959	34	184
Regency system in Illinois	58,794	87,250	108,707	25	85
Totals	1,986,097	4,108,891	5,121,852		
Weighted average percentages of gain				25	158

not a governing board, and therefore outside the purview of this story.

The five systems that do include two-year colleges are those in New York, Georgia, West Virginia, Tennessee, and Utah. It could be added that in Georgia, Tennessee and Utah the two-year colleges are units in the statewide system of higher education, on the same basis as the state universities and colleges, and do not get local tax support from local taxing subdivisions.

The Dollar Picture

Table 48 indicates that the 17 systems named (as above the arbitrary cut-off point of \$100 million) have an aggregate of well over \$5 billion in net state tax funds appropriated for annual operating expenses in fiscal 1980.

Thus a little more than one quarter (about 27 per cent) of all net state tax funds appropriated for operating expenses of all higher education in the fifty states for 1980 was channeled to these 17 entities or to institutions under their governance.

The total number of institution concerned is approximately 230--perhaps 15 per cent of the roughly 1,500 public institutions offering programs of two years or more duration in the United States. The 230 range from some renowned universities to some new and small community colleges.

An appropriate final descriptive remark might be that some of these 17 consolidated systems are under the oversight (but not governance or management) of statewide *coordinating boards*, not to be confused with the governing boards listed in Table 48.

M. M. Chambers, Illinois State University, Normal, Illinois 61761

Table 49. TWENTY-THREE MULTI-CAMPUS UNIVERSITIES GET FOUR AND A HALF BILLION DOLLARS NET STATE TAX FUNDS FOR OPERATING EXPENSES IN FISCAL 1980.

	Year 1969-70 (2)	Year 1977-78 (3)	Year 1979-80 (4)	2-yr gain per cent (5)	10-yr gain per cent (6)
University of California	329,828	736,094	907,666	23	175
U of Texas system	118,141	359,276	488,012	36	313
University of Illinois	152,144	254,055	314,868	24	107
University of Minnesota (City U of New York)*	81,309 (92,493)	186,998 (156,393)	221,680 (181,271)	19 (16)	173 (96)
Louisiana State U system	48,252	130,482	179,689	38	273
Ohio State University	71,955	137,232	168,273	23	134
University of Michigan	67,317	136,264	164,303	21	144
University of Missouri	80,702	136,014	162,959	20	102
Indiana University	62,934	132,038	153,283	16	144
Texas A & M system	45,212	119,376	150,280	26	232
University of Maryland	57,675	126,685	142,727	13	147
University of Tennessee	42,229	110,759	142,392	29	237
University of Massachusetts	39,754	109,210	124,880	14	214
Pennsylvania State U	69,163	106,759	120,118	13	74
University of Hawaii	41,782	109,642	119,073	9	185
University of Kentucky	51,706	88,637	117,854	33	128
Southern Illinois University	75,477	97,820	117,687	20	56
University of Nebraska	40,733	101,010	115,966	15	185
Purdue University	51,090	93,781	111,464	19	118
Rutgers, State U of New Jersey	47,320	94,808	110,431	16	133
University of Alabama	24,294	88,594	109,937	24	353
University of Arkansas	27,775	80,764	108,667	35	291
Totals	1,719,285	3,692,691	4,533,480		
Weighted average percentages of gain				23	164

*Municipal university which receives a large amount of state aid.

TWENTY-THREE LARGE MULTI-CAMPUS PUBLIC UNIVERSITIES IN 1980

Less than a century ago a university was thought of as a single campus. Now there are many, especially among the state universities, which have expanded by adding units at other locations.

Many Branch Campuses

The total number of branches (sometimes called by the somewhat more dignified title of "regional campuses") belonging to our 23 universities is approximately 110; but this is by no means the aggregate of all such campuses in the nation, for there are half again as many owned and operated by other public universities not included among our 23 because of the \$100 million cut-off.

Table 49 indicates that these 23

multi-campus universities have in excess of \$4½ billion of appropriated state tax funds for annual operating expenses in fiscal 1980.

Column 6 of both Table 48 and Table 49 shows; for the decade 1970-80, ten-year gains of 158 per cent for the statewide systems and 164 per cent for the multi-campus universities; no great difference, but this level of gains is notably different from that of all higher education in the fifty states, which turns out to be 207 per cent.

Too many variables are involved here to allow for any one-line interpretation. Why are the 40 big conglomerates lagging in the rate of increase in their state tax support? There are probably many answers.

Illinois State University

-1648-

Department of Educational Administration
and Foundations

NOTICE OF FACULTY POSITION

- POSITION: ASSISTANT OR ASSOCIATE PROFESSOR OF HIGHER EDUCATION ADMINISTRATION
(Tenure track position)
- EMPLOYMENT DATE: August, 1980
- RESPONSIBILITIES: The position involves the following responsibilities:
- Teaching upper-level graduate courses in higher education; desired areas of specialization include governing boards, institutional research, and public finance and administration of higher education.
 - Serving on doctoral committees of students specializing in the administration of higher education.
 - Advising graduate students, supervising their programs and their research.
- SALARY: Salary will be based on qualifications and experience. This is an academic year appointment.
- THE UNIVERSITY: Illinois State University has a full-time undergraduate and graduate student population of 19,000 and faculty of 1,200.
- THE COLLEGE: The College has a large established doctoral program in Educational Administration, a developed doctoral program in Curriculum and Instruction, and an emerging doctoral program in Special Education. In addition, there are various programs within the departments of the college leading to masters' degrees.
- THE DEPARTMENT: The position will be assigned to the Department of Educational Administration and Foundations which has approximately 25 faculty members.
- QUALIFICATIONS: Candidates must have:
- An earned doctorate with emphasis in higher education administration or related disciplines.
 - Evidence and/or potential for research and scholarly activities.
 - Demonstrated competence in teaching.
 - Administrative experience in higher education.
- APPLY TO: Dr. John R. McCarthy, Chairperson, Screening Committee
Department of Educational Administration and Foundations
331 DeGarmo Hall
Illinois State University
Normal, Illinois 61761
- DEADLINE: A letter of application, credentials, vita and three letters of recommendation must be received by Monday, March 17, 1980.