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GRAPEVINE

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

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"A strong case can be made for very low (or zero) student fees in the community colleges. These institutions are intended primarily to broaden opportunity for those who may not have the means, the motivation, or the preparation to attend conventional four-year institutions."

-- Howard R. Bowen, President of the University of Iowa.

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THE TWO-YEAR COLLEGE AND FREEDOM OF EDUCATIONAL AND OCCUPATIONAL CHOICE

In any populous state there is a question as to the suitable balance of enrollments between the big state universities and the public two-year colleges.

Of course the balance will change gradually as the junior colleges (and two-year university branches) become more numerous and more fully developed. The real issue is that of whether the state is justified in attempting to hasten that change by interposing barriers against enrollment in the first two years of the universities and other 4-year and 5-year state institutions.

The policy of "diverting" some 50,000 students a year by 1970 into the junior colleges was written into the California "master plan" (but not written into law). In 1965 Frank Kidner, a vice president of the University of California, wrote a very perceptive comment:

"It is possible by a variety of means, some appropriate and some less so, to deny admission to the University (or the State Colleges); but it is not demonstrably possible to assure that those thus denied will in fact go to the Junior Colleges. The combination of circumstances, motivations, and wishes which direct a prospective University (or State College) student to begin his work in the Junior College is not wholly understood...."

He was not deprecating the work of the junior colleges; but "I doubt," he said, "whether (apart from the adoption and maintenance of Master Plan admissions requirements) efforts should be

made to "divert" a measurable number of students to the junior colleges."

He continued: "I do believe it to be appropriate in the University (and in the State Colleges) that increasing emphasis be placed upon the development of programs at the upper division level.

"I would expect, moreover, that the University would continue its long-standing practice of calling to the attention of the prospective student the possible advantages to him of beginning his collegiate work in the Junior College. I would expect, too, that the University will continue to seek all reasonable means of enhancing the ease of transfer. But there, I think, the matter should end."

Such is an urbane view, duly regardful of freedom of choice in educational and occupational options.

Are Repressive Measures Necessary?

In California and in Illinois the argument has been heard that education in junior colleges is less costly to the taxpayers than in the first two years of state universities or colleges. In general, this is not true.

A commuter to a nearby junior college saves \$1,000 a year for himself and his parents; but provides no saving for the taxpayers who support the college, if both local and state taxpayers are taken into account.

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Freedom of Choice Is A
Prized Liberty

Christopher Jencks and David Riesman, authors of the outstanding book of 1968 on higher education -- The Academic Revolution (Doubleday) -- declare (page 490): "The cost of educating a given freshman at a two-year college does not appear to be significantly less than the cost of educating him at a four-year college or a big public university... The savings, such as they are, go to those students who get to live at home, rather than to the taxpayers."

My own experience and knowledge of relevant statistics support that view. Especially is it true of the big universities, where much of the freshman and sophomore teaching is done by meagerly paid part-time Teaching Associates who thus partly finance their own advanced graduate studies. They are paid often much less than the salaries of junior college teachers; and it must be remembered that at this level of instruction considerably more than half the cost is for the compensation of teachers.

Other factors in the situation are also important. At the university the freshman is always within easy walking-distance of one of the world's great libraries. At the junior college the library is always comparatively small and in many instances shamefully deficient. Few if any of the teachers have gone beyond the level of the master's degree, and some of them are weary or retired high school teachers who have never taught in college.

At the university there is always a leavening of professors of worldwide distinction. A freshman may not often be taught by one of these, but he is a member of the same academic community with them and may occasionally hear lectures by them. All in all, the opportunities daily available to him are distinctly superior to those at even the best of junior colleges. My contention is simply that a student who has the means, the ability, and the desire to enter his state university as a freshman or sophomore, should not lightly be denied.

All this is not to derogate the two-year college, whether locally based or a university branch. We should move forward toward the goal of placing such an institution within commuting-distance of the home of every citizen in every state.

The two-year college is not necessarily an inferior institution with inferior students. In fact, some of the most capable boys and girls to be found anywhere are in two-year colleges either because they prefer that or because their financial means are insufficient to allow them to go elsewhere.

But a two-year college is not a university, nor can it offer facilities remotely approaching those taken for granted in state universities. It is thus a miscarriage of justice as well as an economic error to think of "diverting" prospective university students to the junior colleges. Literally, it is an impossibility, as Frank Kidner pointed out. The idea seems to be based first on a sadly nostalgic notion that state universities can be "too big," abetted by the erroneous and deceptive contention that education at this level costs the taxpayers less in junior colleges than in universities.

In Illinois these notions produce the proposal that freshman and sophomore enrollments in the state universities should be "frozen" at whatever figure they reach in 1970. It is certainly not necessary or wise or humane for the state to be so rigidly or ruthlessly authoritarian in a matter such as this. The public junior colleges of Illinois will inevitably grow and improve and attract more students without the aid of any Establishmentarian barriers at the gates of the universities. The creation of such barriers would deflate the morale of some students, distort some occupational ambitions, and cause some long-term economic loss to the state, all needlessly.

APPROPRIATIONS OF STATE TAX FUNDS AS STATE AID FOR OPERATING EXPENSES OF LOCAL PUBLIC TWO-YEAR COLLEGES, FOR FOUR ALTERNATE FISCAL YEARS BEGINNING WITH 1962-63, IN TWENTY-NINE STATES

Table 44. State tax-fund appropriations as state aid for operating expenses of local public junior colleges, for fiscal years 1962-63, 1964-65, 1966-68, and 1968-69, with dollar gains and percentage gains over the most recent two-year period, in twenty-nine states, in thousands of dollars.

States	Year 1962-63	Year 1964-65	Year 1966-67	Year 1968-69	2-year gain	Percentage gain
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Calif.	\$33,900	\$48,000	\$66,000	\$96,310	\$30,310	46 %
Fla.	7,409	15,767	26,802	53,461	26,659	99½
N.Y.	7,100	12,711	25,000	34,400	9,400	37½
Wash.	6,630	11,330	29,442	32,733*	3,291	11
Texas	7,000	8,284	13,931	26,508	12,577	90½
Mich.	5,677	7,685	16,706	24,629	7,923	47½
N.C.	462	850	12,814**	24,480**	11,666	91
Ill.	3,250	6,759	11,600	22,536	10,936	94
Pa.	0	500	3,400	8,874	5,474	16
Ore.	840	1,425	4,737	7,924	3,187	67
N.J.	100	1,700	7,492	7,686	194	2½
Mo.	350	1,839	4,362	7,312	2,950	67½
Ariz.	585	3,858	7,836	6,810***	-1,026	-13
Ohio	0	461	1,680	6,766+	5,096	303
Ala.	-	-	-	6,747	-	-
Miss.	2,363	2,850	5,000	6,185	1,185	23½
Iowa	791	840	4,000	6,000	2,000	50
Md.	869	1,512	4,033	5,236	1,203	30
Colo.	1,339	1,523	3,277	5,844++	2,567	78
Kan.	385	480	1,467	2,333	866	59
Idaho	-	-	-	1,500	-	-
Wis.	-	-	-	1,248+++	-	-
Wyo.	317	360	622	1,108	486	78
Ark.	-	-	-	900	-	-
Ga.	NR	300	690	900	210	30
Neb.	-	-	-	693	-	-
N.D.	119	250	415	581	166	40
N.M.	-	-	-	240	-	-
Okla.	-	-	-	100	-	-
Total	80,545	130,692	251,306	397,192	137,320	53½

Weighted average (approx.)

- * Washington junior colleges are in process of becoming fully state-supported.
- ** The North Carolina figure includes appropriations for area vocational schools as well as junior colleges, and hence is considerably overstated.
- *** The decrease from 1966-67 indicates that a plateau was reached in that year.
- + This figure includes \$1,400 for technical institutes.
- ++ Colorado junior colleges are in the process of becoming state institutions.
- +++ The Wisconsin figure is for college-level work in the Vocational & Technical Schools, and the County Colleges (formerly county normal schools). The figure is understated because it does not include sums appropriated for adult education.

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Table 45. SEVEN STATE UNIVERSITIES FOR WHICH \$40 MILLION TO \$50 MILLION OF STATE TAX FUNDS WERE APPROPRIATED FOR OPERATING EXPENSES FOR FISCAL YEAR 1968-69.

State universities	1960-61 year	1966-67 year	1967-68 year	1968-69 year	Apparent 8-yr gain \$	%
(1)	(2)	(3)	(4)	(5)	(6)	(7)
S U N Y at Buffalo*	**	36,437	45,505	49,491	-	-
U of Kentucky	12,203	38,553	41,909	47,287	35,084	287½
Louisiana State U	20,194	39,933	44,106	46,391	26,197	129½
U of Iowa	18,850	31,764	42,299	42,299	23,449	124½
U of Florida	22,868	32,231	28,411	41,748	18,880	82½
U of Mo (Columbia)*	NR	30,327	35,100	41,604	-	-
Texas A & M System	11,452	24,881	35,398	40,597	29,145	254½
Totals	-	234,126	272,728	309,417	-	-
Weighted average percentage of gain over eight years						155

* Main campus of the multi-campus organization already entered in Table 40, above.

** This institution existed only as the private University of Buffalo prior to September 1, 1963.

Table 46. TWELVE UNIVERSITIES FOR WHICH \$30 MILLION TO \$40 MILLION OF STATE TAX FUNDS WERE APPROPRIATED FOR OPERATING EXPENSES FOR FISCAL YEAR 1968-69

Universities	1960-61 year	1966-67 year	1967-68 year	1968-69 year	Apparent 8-yr gain \$	%
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Rutgers, St U of NJ	13,939	28,816	33,697	39,292	25,353	182
U of Georgia	8,961	20,167	34,149	38,577	29,616	330½
U of Cal (Davis)*	NR	28,764	33,510	38,494	-	-
Wayne State U (Mich)	15,799	32,319	33,556	38,176	22,377	141½
U of Texas (Austin)*	NR	28,794	33,065	35,668	-	-
U of Massachusetts	9,999	23,602	29,853	33,920	23,921	239½
U of Tennessee	10,493	24,473	30,070	33,721	23,228	221½
(Temple University**)	NR	(20,107)	(28,061)	(33,441)**	-	-
U of Connecticut	8,590	19,482	28,363	33,137	24,547	286
Texas A&M (Coll Sta)	11,452	24,881	28,421	32,069	20,617	180
(U of Pittsburgh**)	NR	(19,757)	(27,634)	(32,003)**	-	-
U of Hawaii	7,374	23,863	31,984	30,987	23,613	320
Totals	-	-	-	419,485	-	-
Weighted average percentage of gain over eight years						223

* One campus of a multi-campus organization already entered in Table 40, above.

** Temple University and the University of Pittsburgh are state-subsidized private universities. For many years the Pennsylvania legislature has appropriated sums to them in aid of their general operation, and also specific sums in support of their respective medical schools. These subsidies are continued, but since 1966 they have been exceeded in amount by sums known as tuition reduction supplements which enable these two private universities to reduce their student fees to about the level of those of state universities, without loss of operating income. Acts of 1965 and 1966 designated these two private universities as "state-related" and specified that 12 members of the 36-member board of trustees of each institution would be appointed by state authorities. Regardless of all this, these two universities, in their legal identity, are the same private corporations that they were before; and it is a gross error to speak of them as state or public institutions. They are state-subsidized private universities.

Table 47. TWENTY-FOUR UNIVERSITIES FOR WHICH \$20 MILLION TO \$30 MILLION OF STATE TAX FUNDS WERE APPROPRIATED FOR OPERATING EXPENSES FOR FISCAL YEAR 1968-69

Universities	1960-61 year	1966-67 year	1967-68 year	1968-69 year	Apparent 8-yr gain \$	8-yr gain %
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Iowa St University	11,890	21,244	28,833	28,833	16,943	142½
U of N C (Chapel Hill)*	9,870	22,144	26,431	28,741	18,871	191
U of Colorado	12,268	22,416	26,525	28,334	16,066	131
Washington St U	13,387	22,572	27,796	27,796	14,409	107½
U of Nebraska	12,648	17,566	27,319	27,319	14,671	116
West Virginia U	8,800	21,353	25,418	26,941	18,141	206
NY St Colls at Cornell*	-	22,530	25,208	26,862	-	-
U of Kansas	12,855	20,847	22,400	25,939	13,084	101½
No. Illinois U	4,998	16,249	25,027	25,027	20,029	400½
U of Arizona	8,828	16,754	20,063	24,271	15,443	175
St U of NY (Stony Brook)*-	-	12,791	18,641	23,984	-	-
U of Arkansas	11,204	16,873	21,327	23,823	12,619	112½
San Jose St Col (Cal)	10,876	18,916	21,396	23,765	12,889	118½
Los Angeles S C (Cal)	7,473	15,099	19,519	22,935	15,462	207
N C St U at Raleigh*	10,026	11,601	21,668	22,917	12,891	128½
U of Cal (San Fran)*	-	18,942	19,144	22,741	-	-
San Diego St Coll (Cal)	7,239	15,747	18,766	22,682	15,443	213
St U of NY (Albany)*	-	13,411	18,640	22,359	-	-
U of Oregon **	11,494	19,129	21,942	21,919	10,425	90½
NY Downstate Med Ctr*	3,862	13,439	17,444	21,877	18,015	466½
Long Beach St C (Cal)	6,388	15,767	18,391	21,594	15,206	238
U of Cal (Santa Barbara)*-	-	16,105	18,433	21,323	-	-
Florida State U	8,537	12,765	19,005	20,816	12,279	144
University of Virginia	5,335	14,693	15,747	20,392	15,057	282
Totals	-	418,953	525,083	583,190	-	-
Weighted average percentage of gain over eight years	-	-	-	-	-	162

* One campus of a multi-campus organization already entered in a previous table of this series.

** The figures include the medical and the dental school, both of which bear the name of the university, but are not administratively a part of it.

FURTHER NOTE REGARDING NEW YORK STATE COLLEGES AT CORNELL:

These are four state colleges (Agriculture, Home Economics, Veterinary Medicine, Industrial and Labor Relations), plus the Agricultural Experiment Station at Geneva, all state-supported but entrusted for local administration to the Trustees of Cornell University, a private charitable corporation. For many years this group of "contract colleges" constituted New York's only approximation of a state university.

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