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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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NINE MULTI-CAMPUS MEGIVERSITIES, IN DESCENDING ORDER OF STATE TAX FUNDS APPROPRIATED FOR OPERATING EXPENSES FOR FISCAL YEAR 1970-71, AND COMPARISONS WITH EARLIER YEARS.

Megaversities	1960-61 year (2)	1968-69 year (3)	1970-71 year (4)	Apparent 10-yr % gain (5)
State U of N Y	49,972	277,382	458,639	818
U of California	122,357	291,084	337,167	167
U of Illinois	55,905	251,438	167,053	200
U of Texas System	26,314	86,076	114,258	342
U of Wisconsin	25,194	96,027	107,162	325 1/4
(City U of N Y)	(19,300)	(75,480)	(95,125)	(393)
U of N C (Consolid)	21,772	60,658	90,723	316 1/2
U of Minnesota	31,045	72,803	89,922	189 1/2
U of Missouri	16,884	73,246	80,702	377
	371,743		1,570,751	344

COMMENT: These are the largest multi-campus public universities in the nation, as measured by appropriations of state tax funds for annual operating expenses for fiscal year 1970-71.

Details of their different multi-campus anatomies were sketched in GRAPEVINE Table 19, page 868 (January 1970), and will not be repeated here.

The ten-year rate of gain (Column 5) of the State University of New York is more than twice that of any other entry in this small tabulation. This may be accounted for by the fact that even as late as 1960, a full dozen years after its beginning, this ungainly conglomerate was accurately referred to by the Heald-Folsom-Gardner Committee (Governor's Committee on Higher Education in New York State) as a "limping and apologetic enterprise", and was receiving less than half as much state tax support as the University of California, and less than the University of Illinois.

The University of California, already at a high position in 1960, had the lowest rate of gain over the ensuing ten years of any of these megaversities. Comparatively small rates of gain were also made by the University of Minnesota and the University of Illinois

The other five megaversities all had rates of gain within the range of 300 to 400 per cent. Each one could provide a fascinating history of expansion and improvement, for which we have no space here.

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CALIFORNIA. Additional breakdowns, amplifying Table 58, GRAPEVINE page 917 for fiscal year 1970-71.

Table 66. State tax-fund appropriations for operating expenses of the University of California, fiscal year 1970-71, in thousands of dollars as allocated to the several campuses by the Board of Regents of the University.

Institutions	Sums allocated
(1)	(2)
U of California	
Berkeley	\$73,835
Los Angeles	76,483
Davis	47,421
San Diego	27,318
San Francisco	25,722
Santa Barbara	25,580
Riverside	20,000
Irvine	17,995
Santa Cruz	9,839
Agricultural Sciences	10,591
All-University admin	2,383
Subtotal, U Cal -	\$337,167

ILLINOIS. Allocation of appropriated funds to the component campuses of the University of Illinois for fiscal year 1970-71:

Table 67. (Supplementing Table 54, page 911. Figures in thousands of dollars.)

Institutions	Sums allocated
(1)	(2)
U of Illinois (all units) -	
Urbana-Champaign Campus	\$89,966
Medical Center (Chicago)	39,531
Chicago Circle Campus	32,647
Genl Univ Admin (incl Div of Univ Extension)	4,908
Subtotal, U of I -	\$167,053 *

* This is \$2,013 less than the total previously reported in Table 54, because an appropriation of that amount for health education was subsequently vetoed by the governor.

MISSOURI. Additional breakdowns, amplifying Table 55, GRAPEVINE page 912 for fiscal year 1970-71.

Table 68. State tax-fund appropriations for operating expenses of the University of Missouri, fiscal year 1970-71, in thousands of dollars, as allocated to the several campuses.

Institutions	Sums allocated
(1)	(2)
U of Missouri	
Columbia	\$46,854
Kansas City	11,793
Rolla Campus	8,986
St. Louis	5,444
University-wide	7,625
Subtotal, U of Mo -	\$80,702

OREGON. CORRECTION: An error was made in Column 5 of the 50-state summary table for fiscal year 1970-71 (GRAPEVINE page 932).

The percentage of gain for Oregon over the most recent two years, which appears as "53", should be "34".

The error was in computing the amount of change between the two dollar figures for Oregon in Columns 3 and 4. We have received reports indicating that Columns 3 and 4 should be corrected to read "\$71,894" and "\$96,578", thus showing the two-year increase to be about 34 per cent.

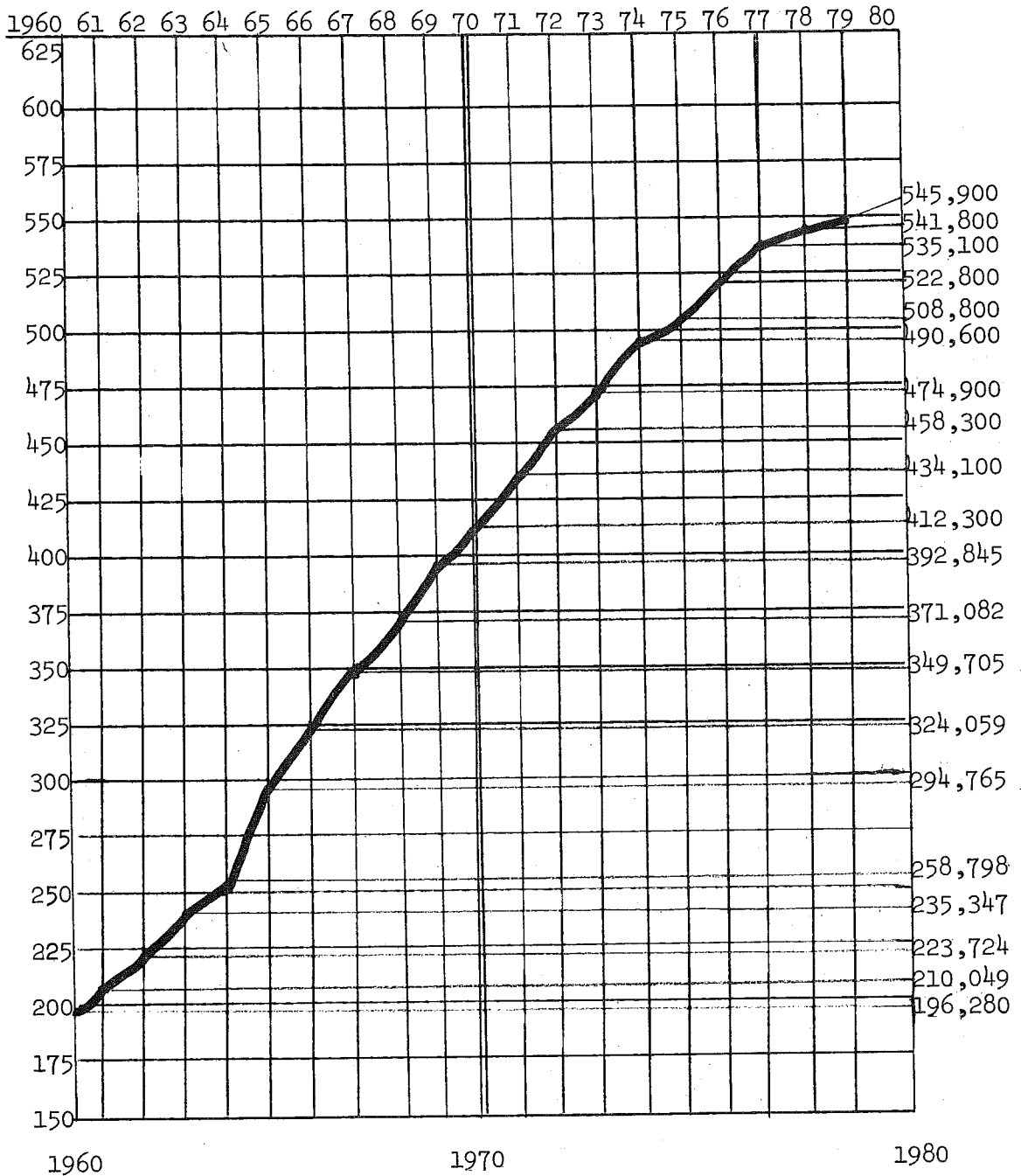
References to Oregon as one of the 16 leading states in two-year gains (on GRAPEVINE page 928) should be deleted. Oregon is not among the 16 leading states in that respect. In fact, Oregon is distinctly among the slow gainers, both over the most recent two years and over the past ten years.

GRAPEVINE regrets the error.

ON THE WAY TO 1980, WE ARE HALF WAY UP THE HILL IN 1970: ENROLLMENTS WILL GO UP

In recent issues GRAPEVINE has shown projections of change in enrollments in higher education for three states: Indiana, page 858; New York, page 866; Minnesota, page 872. Here we exhibit a similar projection published by the Commonwealth of Pennsylvania.

Pennsylvania's fall enrollment in institutions of higher education:
Actual 1960-69 and Projected 1970-79



Source: Page 9 of Projections: Selected Educational Statistics for Pennsylvania to 1979-80. Harrisburg: Pennsylvania Department of Education, 1970. 32 pp.

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TREND TOWARD SEPARATE GOVERNING BOARDS FOR EACH STATE COLLEGE OR UNIVERSITY

Since 1960 at least twenty-four state colleges and universities, in six states, have been removed from the governance of boards set over more than one institution, and given separate governing boards. This has occurred in Alabama, Indiana, Michigan, New Jersey, Texas and Virginia.

There are other instances wherein new state institutions of higher education have been given their own governing boards, and not "born in bondage" to a distant board governing a multi-glomerate congeries of colleges and universities. This has occurred in Michigan (Grand Valley State College, Saginaw Valley State College, and Lake Superior State College); Kentucky (Northern Kentucky State College); and Washington (Evergreen State College). It also takes place for two new state colleges in New Jersey (Stockton State College and State College of North Jersey); and for Missouri Southern and Missouri Western, two new state colleges in Missouri.

Adding all the foregoing produces a total of 33 institutions in nine states that have recently emerged with their own separate governing boards.

Twenty-four Changes

Putting the new institutions aside for the moment, the following facts can be marshaled regarding the changes in structure for the governance of 24 long-established institutions.

Michigan's four "regional universities"-- Eastern, Central, Northern, Western-- were all governed by the State Board of Education until the Constitution of 1963 gave each its own Board of Control.

In 1964 Virginia took Longwood College, Madison College, and Virginia State College from the State Board of Education and gave each a separate governing board. In the same year Radford College was removed from the Board of Visitors of the Virginia Polytechnic Institute and given its own board.

In 1965 Indiana created a separate board of trustees for each of its re-

gional universities-- Indiana State and Ball State-- both of which had theretofore been under a single board.

In 1966 New Jersey removed the six state colleges from the State Board of Education and gave each a board of trustees in a statute which contains strong words about the powers and autonomy of these boards, though they are within the framework of the newly-created State Department of Higher Education and continue to be in some degree entangled with other state administrative and fiscal agencies.

In 1967 Alabama simultaneously redesignated as state universities the four state colleges at Florence, Jacksonville, Livingston, and Troy; removed them from the State Board of Education, and gave each its own governing board.

In 1969 Texas removed from the "Board of Regents, State Senior Colleges" three institutions designated as state universities: East Texas at Commerce, West Texas at Canyon, and Stephen F. Austin at Nacogdoches, and gave each its own governing board. Also the James Connally Technical Institute, at first under the wing of the "Texas A & M University System", was taken from that jurisdiction and placed under a new separate governing board.

Scattered from Newark, New Jersey to Canyon, Texas; from Livingston, Alabama to Sault Ste. Marie, Michigan; from Olympia, Washington to Petersburg, Virginia, 33 institutions acquired separate governing boards. Interesting questions leap out. Why were the changes made in the structure of governance of 24 long-established institutions in six widely separated states? What are thought to be merits or disadvantages of the change, if any? Is the trend likely to spread, in these states or in other states?

Other Tendencies

Another somewhat similar decentralizing trend occurs, when a cluster of state colleges is removed from the governance of the State Board of Education and placed under a new board (State

(Continued on page 938)

(Separate Governing Boards Continued from preceding page.)

College Board) which continues to govern them collectively. This took place in California in 1961 (14 state colleges, now 19), and Vermont in 1963 (four small state colleges).

The late nineteen sixties saw a revival of the moribund counter-trend: abolishing all institutional boards and transferring plenary powers to one new statewide governing board. In 1969 Utah and West Virginia took this drastic step. Utah abolished the separate boards, supplanting them all with a new State Board of Higher Education which is a plenary governing board of the totally centralized system.

West Virginia abolished the Board of Governors of West Virginia University and removed Marshall University and the eight state colleges from the governance of the State Board of Education, placing all under a single new Board of Regents. In 1966 New Hampshire consolidated the control of its two small state colleges with that of the University of New Hampshire by abolishing the two small boards of trustees and reconstituting and enlarging the Board of Trustees of the University of New Hampshire as governing body of all three institutions. A somewhat similar change was made in Maine in 1968, merging the governance of five small state colleges into that of the University of Maine.

The foregoing occurrences in a sense counterbalance the movement toward separate governing boards. The numbers of institutions involved are smaller, however; and the systems recently consolidated are comparatively small, while the institutions recently "liberated" are for the most part substantially larger. Measured by appropriations of state tax funds for operating expenses for fiscal year 1969-70, the former aggregate about \$125 million, while the latter come up to \$160 million.

Thus the liberation movement has an edge over the consolidation trend, over the ten-year period covered. The rusty consolidation band-wagon moved in creaky fashion, but really lost more ground than than was gained during the decade, if the trend toward separate boards is noticed.

Overcentralization is Undesirable

An exaggerated notion of the alleged merits of total centralization continues to persist in some places, but there are signs of recognition that a state university or college is best not deprived of its own governing board, under which it can operate autonomously as a corporate entity, while functioning as a cooperative member of a team of different types of state institutions of higher education. Over-centralization of administration strongly tends toward needless escalation to the statehouse of problems and decisions that should be settled by the institutions for themselves, thus leading to "apoplexy at the apex, and paralysis at the periphery."

A pertinent statement on the point: "Each institution should have its own governing board, with the maximum of autonomy that can be provided to it... only as the board has authority to act can there develop the community of consensus which for higher education is an essential of governance." *

This paper speaks of governing boards; not of coordinating boards, councils, or commissions of closely limited authority (often wholly advisory) which can perform important statewide services of research, planning, liaison, and public information regarding a statewide system of higher education.

* Thad L. Hungate, at p. 226 in Management in Higher Education. New York: Teachers College, Columbia University, Bureau of Publications, 1964. 348 pp.