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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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"It is in the interest of the American taxpayer and the long time security and survival of our country that through our educational system at all levels we develop to the maximum the potential brain power and skills of the youth of each generation. An adequately financed education system in all states will always repay many times over into the local, state and federal treasuries the costs of the education."

-- Wayne L. Morse, Chairman of the National Commission on the Future of State Colleges and Universities, and former U. S. Senator from Oregon.

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ADVANCED GRADUATE EDUCATION SHOULD BE CONTINUED AND EXPANDED

Important aspects of the case against cutting back advanced graduate programs leading to doctoral degrees, now widely advocated and beginning to be practiced in private universities and in some state systems of higher education, are lucidly stated by a distinguished scientist, Dr. William Trager of Rockefeller University, in a letter published in SCIENCE, Vol. 174, No. 4011, pp. 771-772 (19 November 1971).

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**Need for Graduate Education**

It may well be true that fewer Ph.D.'s will be needed in the next decade as teachers in our colleges and universities (see 9 April, p. 139). To conclude from this that the extended training of gifted and highly motivated young people interested in scholarly careers should therefore be curtailed shows, however, a lack of imagination. Such people are needed as never before, not only in the natural sciences, but in all fields of learning.

Those of us who appreciate how little men yet know and how much there is to find out should not throw up our hands and agree with the cost accountants and some of the politicians that graduate education should be curtailed. Rather we ought to begin now to provide the means for employment

of more scholars in careers of research.

Solutions to the cancer problem, to the still larger medical problem of heart disease, or to the many problems of pollution associated with a high standard of living are not going to be found by untrained individuals. The great advances in biology in recent years may be directly correlated with the support given by certain foundations and by the National Institutes of Health, support that made it possible for universities to maintain men committed in large part to research. It was this kind of support, for example, that resulted in a vaccine against polio and thereby saved millions of dollars that would otherwise have had to be spent for hospitalization and therapy of people crippled in youth by this disease. It is this kind of support that now permits some to contemplate a "final push" against cancer.

Rather than curtail training programs,

we should work for future increases in job opportunities. One way to do this is to establish graduate universities and research institutions affiliated with them. The latter might be centered on practical problems but could approach these problems with a long-range view and in an interdisciplinary way. The Woods Hole Oceanographic Institution and its new graduate school of oceanography affiliated with the Massachusetts Institute of Technology provide an excellent working example.

It is already clear that such research and training centers are needed in diverse fields. They have to be staffed with scientists who have an equivalent of the Ph.D. A sharp curtailment in training of Ph.D.'s now will leave us short of the young people we will need.

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ALABAMA. CORRECTIONS for Table 34, GRAPEVINE page 1025:

(1) The following appropriations are to be added to the table:

Tuskegee Institute	\$750
Marion Institute	200
Walker County Jr Coll	200
Southern Union J C (for branch)	240
Patrick Henry J C (for IBM)	15
Regional education	123
Total to be added	1,528

(2) Of all the figures in the original table, unspecified parts making a total of \$4,756,661 are in the form of conditional appropriations, with no immediate assurance that they will be paid.

(3) The inclusion of \$10,291,000 appropriated for vocational-technical schools as a new item causes a substantial overstatement of the rate of gain for statewide higher education over the two-year period from 1969-70 to 1971-72, especially in view of the fact that the comparable appropriation for 1969-70 was \$10,766,394, and not then included as higher education.

Thus the revised statewide total for fiscal year 1971-72, after adding \$1,528,000 and subtracting \$4,757,000 and \$10,291,00 as indicated above, becomes \$91,759,000; and the two-year gain 26 1/2 per cent.

GRAPEVINE's sequences from year to year within a given state are on occasion somewhat "bumpy" because of the changing status of vocational-technical schools in different states. Opinions will differ on this point, and sometimes the decision has to be somewhat arbitrary. When a change is made, as in Alabama this year, we are not about to revise and recirculate our statewide and nationwide totals over the past thirteen years! We shall, however, very probably continue in future years to carry the appropriations for vocational-technical education in Alabama; and the "bump" will largely smooth itself out with the passage of a few years.

GEORGIA. Some prophets and statisticians have advised the Southern states to cut down their production of doctoral degrees. GRAPEVINE thinks such advice is folly. It therefore gives us pleasure to note that the Regents of the University System of Georgia have just authorized the University of Georgia at Athens to inaugurate a new doctoral program in ecology.

Here we quote from the System Summary (244 Washington Street, S. W., Atlanta, Georgia 30334), Vol. 7, No. 11 (November 1971), page 2:

"The University of Georgia received authorization to offer a program leading to the Doctor of Philosophy degree in Ecology, to become effective in the 1972 winter quarter. This interdisciplinary doctoral program is an outgrowth of the Institute of Radiation Ecology, which was established on the University campus in 1961 with the support of the U.S. Atomic Energy Commission.

"The purpose of the Institute was to coordinate and extend the University's program of research and graduate training in the environmental aspects of atomic energy. In 1966 the name was shortened to Institute of Ecology, and the interdisciplinary scope was broadened with the support of a training grant from the National Institutes of Health.

"The Institute has offered, since its inception, opportunities for research and education to selected advanced students as part of their regular academic programs. It is now felt that the establishment of a doctoral program in Ecology is necessary for the broadened development of the Institute's interdepartmental program."

The history appears to provide a good example of how units of inquiry and instruction gradually develop in large universities to serve the public interest.

## MICHIGAN RECOGNIZES AUTONOMY OF STATE UNIVERSITIES

The framers of the Michigan Constitution of 1850 were convinced that the University of Michigan was not prospering because it suffered from petty interference by each successive session of the legislature. Therefore they made the Regents of the University a constitutional corporation, and specified that the Regents were to have "exclusive control of all the University funds."

This merely means that the general policy is that the legislature will support the University with appropriations in lump-sum; and that beyond that point neither the legislature nor the governor nor any other state functionary will be allowed to hamper the Regents in the educational use of the University funds from any and all sources.

It does not relieve the University of the duty of presenting annual budgeted askings for state tax funds, in such form as the statutes may specify. Nor does it prevent the University from receiving other funds restricted to special purposes, from any other sources such as private donors, student fees, or the earnings of invested funds, as many universities do.

Nor does it relieve the University of making annual financial reports of all its operations; nor of obtaining annual post-audits to show that its disbursements over the fiscal period covered have been lawful and its accounting and reporting correct.

### Safeguard Against Petty Harassments

It means, however, that the University need not contend with such wasters of time and money as required pre-auditing of all its disbursements by some statehouse office, compulsory

central purchasing, and a host of related petty controls such as inability to transfer small funds from one category to another when changed conditions require it, without obtaining permission from some statehouse functionary.

A similar measure of constitutional autonomy was given to Michigan State University at East Lansing when the state constitution was revised in 1908. Again in 1959, when a three-year transition period had transformed the former Wayne University of Detroit into a state university, and amendment giving it a similar degree of autonomy was added to the state constitution by popular vote.

Finally, when the constitution was rewritten during 1961-62 and adopted in 1963, it not only continued the constitutional autonomy of the three large state universities, but also embodied a clause bestowing this same benefit on all other state universities and colleges in Michigan, including those then in existence and such other as might be later established.

This was accomplished by a majority of the delegates who were aware of nearly a century and a half of higher educational history in Michigan, and keenly conscious of the advantages to the public of shielding state universities from political and petty fiscal interference with their internal affairs. It was accomplished over the strong opposition of a minority of the delegates who apparently believed the whole statewide system of higher education should be tightly centralized in the statehouse, or who were enamored of the siren incantation of "coordination," irrespective of any credible evidence of any substantial unwise or extragant use of university funds in the past.

In deference to this latter sentiment, a clause was written into  
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the new constitution making the new State Board of Education a "coordinating body for all levels of education." In the face of the constitutional autonomy unmistakably conferred on the governing boards of each of the state universities and colleges, it seems quite impossible to suppose that this coordinating function can be anything more than advisory.

Since 1963 the new State Board of Education has indeed on occasion submitted well-founded advice to the legislature, and has had a strong hand in bringing into existence at least one new four-year state college in a place where it is needed. It seems that in recent years repeated efforts to infringe upon the autonomy of the universities have come from within the legislature itself, despite a series of rebuffs of such efforts by the supreme court of the state extending over a century.

Decision of the Trial Court Is Favorable to the Universities

It seems that the three large universities instituted a suit in Ingham County Circuit Court as long ago as 1967 with intent to defend their constitutional prerogatives; but the suit has not been pressed to a swift decision partly because university administrators are naturally reluctant to become open adversaries of members of the legislature, and partly because each new legislative session has brought new harassments to be added to the frequently amended complaint. Finally the State Board of Education was allowed to intervene in the case, asking the court to declare the Board invested with authority to prevent any of the universities from developing any new programs or from establishing or expanding any branch campuses.

(continued in next column)

On or about December 7, 1971 Judge Marvin J. Salmon of the Ingham County Circuit Court rendered a decision which was reported in the daily press, and which is now on appeal to the intermediate appellate court.

Judge Salmon was reported to have held that there is no shred of authority in the constitution for the State Board of Education's asserted mandatory "program review" over the universities. On the issues directly between the 1971 legislature and the universities, as presented in several "rider" sections of the 1971 appropriation act, he struck down six sections and upheld five.

He ruled that the three big universities have the right to decide the numbers of out-of-state students and to fix their fees; and to prescribe the minimum numbers of class hours to be taught by members of the faculty. The prohibition against using university money for the education of students convicted of certain offenses, or the payment of faculty members similarly convicted, is unconstitutional. The universities are also authorized to use state-appropriated general funds to operate buildings not expressly authorized by the legislature.

It is proper, said Judge Salmon, for the legislature to review the capital outlay projects of the universities for its own information; and to require that the universities make annual financial reports. To these requirements, few would object.

The foregoing is incomplete and based only on press reports. It seems probable that if this decision is eventually affirmed by the Michigan supreme court, it will be another landmark in the long history of constitutional autonomy for state universities, and will clear away much of the confusion that has existed in Michigan on this point since 1963.

OHIO. Appropriations of state tax funds for operating expenses of higher education, biennium 1971-73, by separate fiscal years:

Table 37. State tax-fund appropriations for operating expenses of higher education in Ohio, biennium 1971-73, by separate fiscal years, in thousands of dollars.

Institutions (1)	Sums appropriated	
	1971-72 (2)	1972-73 (3)
Ohio State U	\$64,146	\$64,881
Univ Hospitals	8,400	9,410
Ag Research Ctr	5,400	5,600
Cooperative Exten	3,000	3,000
<u>Subtotals, O S U - *</u>		
U of Cincinnati +	19,068	20,221
Cincinnati Hospt	3,000	3,000
<u>Subtotals, U of C - **</u>		
Kent State U ++	22,234	21,835
Ohio University	18,917	18,826
Bowling Green St U ++	15,472	15,665
University of Akron	14,578	16,294
University of Toledo	12,754	13,771
Miami University	12,275	12,275
Cleveland St U	11,311	12,711
Youngstown St U	9,756	11,102
Wright St U	8,109	9,240
Central St U	3,807	3,958
Med Coll of O at Toledo	4,500	4,900
Toledo Hospital	3,000	3,000
<u>Subtotals, MCOT - ***</u>		
Case Western Reserve +++		
Medicine	2,250	2,250
Dentistry	430	430
<u>Subtotals, CWR - @</u>		
Community Colleges (4)	10,608	12,817
University Branches (22)	10,086	12,329
Tech Institutes (18)	6,428	9,582
Instructional grants	15,160	16,160
Library Grant #	580	-
Ohio Board of Regents	545	625
Special Projects	580	520
Rental Payments	8,000	20,700
<u>Totals</u>	<u>293,677</u>	<u>325,105</u>

\* \$80,946 and \$82,891

\*\* \$22,068 and \$23,221

\*\*\* \$7,500 and \$7,900

@ \$2,680 and \$2,680

+ State-affiliated university, receiving full state subsidy for graduate programs and subsidy for lower division students equivalent to that of a community college

(Continued in next column)

OHIO. (Footnotes cont from precedng colmn)

++ Received a special additional grant because of inability to raise student fee charges in September, 1971.

+++ The appropriation law authorized the Board of Regents to arrange a subsidy to Case Western Reserve University, a private university, for education in dentistry as well as in medicine.

# The appropriation law authorized a one-time grant to the Ohio College Library Center, a consortium of public and private colleges and universities in Ohio, to pay part of the initial expense of computer cataloging for all member institutions.

OHIO. In December 1971, after a long impasse in the legislature, this state enacted its first individual and corporate income taxes. These measures will raise nearly \$1 billion in new revenue during the 18 months between January 1, 1972 and June 30, 1973.

The personal income tax is graduated at rates from 1/2 of one per cent to 3 1/2 per cent. The corporation net income tax is 4 per cent of profits up to \$25,000 a year, and 8 per cent on profits above \$25,000 a year.

The cigarette tax is also raised by 3 cents a pack, to produce \$61 million in 18 months. A new severance tax on the extraction of minerals will bring in \$6 1/2 million. There are additional 1-mill taxes on domestic insurance companies, financial institutions and dealers in stocks and bonds.

The same measure also provides for an across-the-board reduction of 10 per cent of taxes on all types of real estate, which will result in a loss of about \$129 million in revenue during the next 18 months. Another loss will come from a graduated homestead exemption for elderly homeowners, to begin with the December 1972 tax bills, and estimated to cost the state \$30 million a year.