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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 the long run, our hope can only lie in education: in a public educated about the meanings and limits of science and enlightened in its use of technology; in scientists better educated to understand the relationships between science and technology on the one hand, and ethics and politics on the other; in human beings who are as wise in the latter as they are clever in the former."

-- Leon R. Kass, executive secretary, Committee on the Life Sciences and Social Policy, National Research Council and National Academy of Sciences, Washington, D. C.

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STATE TAX SUPPORT OF LOCAL PUBLIC COMMUNITY COLLEGES, STATE JUNIOR COLLEGES,
AND VOCATIONAL-TECHNICAL SCHOOLS

For some or all of the first two years of formal education above the high school, it may be said that students attend five types of public institutions.

(1) The local public community college is based on a local taxing district, from which it derives "primary" financial support, but also receives state aid. It has its own local governing board but is subject to varying degrees of state central control in different states. The nomenclature is not uniform. Some of these institutions are called "junior colleges," but "junior" tends to fall into disuse. A more recent trend is toward naming them simply "college." Whatever the name, the general ideal is that of the "comprehensive two-year college," having a liberal arts or college-parallel division, a vocational-technical division, and an adult division. The approach is currently in varying stages in different states and in different localities within states. Another perceptible tendency is for the proportion of state support to increase, and in Minnesota and Washington the former local public junior colleges have become state junior colleges. This change is also in process in Colorado.

(2) The state junior college does not depend on any local taxing subdivision for operating support, but gets its tax support from the state in a manner comparable to that of other state colleges and universities. It has no local governing board with plenary authority, but sometimes has a local advisory board. Governance comes wholly from a central state authority. In some states the county or other local subdivision or combination of subdivisions is expected to provide the site and the initial physical plant as a "starter."

(Continued in next column)

(3) Area vocational-technical school is the generalized designation of schools offering occupational and sub-professional courses of two years or less to student bodies composed in increasing proportion of high school graduates and adults above that age. These institutions vary widely in that respect, from those serving largely lower-school dropouts and adults without high school diplomas, to those serving mainly high school graduates; but the trend is generally upward. This circumstance makes it impossible to draw a fine line between high school and higher education. Some 15 states, when asked to report state tax support of higher education, have included substantial sums appropriated to this type of school.

The exact nomenclature is not uniform. It may be simply "technical college" or "vocational-technical school." In Wisconsin, which has one of the oldest and probably one of the best such systems, it is "vocational and adult school." The statewide system is under the wing of a special state board and executive staff, though Wisconsin has no general state board of education. For many years the schools were based on 60 or more local taxing districts overlapping or coextensive with general public school districts. Recently the number of such districts has been greatly reduced by consolidations.

Nationwide, this type of school generally receives special federal subsidies under the federal vocational education acts. GRAPEVINE's table of state support (Table 102) is not to be taken as all-inclusive or nationally comprehensive.

(4) University branch campuses are operated by one or more state universities in many states. They are often called

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regional campuses or "university centers," or sometimes "community colleges" as in Kentucky. Generally they offer two years beyond high school, with perhaps more emphasis on college-parallel instruction than on the technical side, though some strenuously assert that the aim is to do both.

Local conditions (principally concentrations of population in growing cities) have caused these types of institutions to be developed into four-year degree-granting colleges, as in Indiana and two outstanding instances in Wisconsin. At this point it is also well to remember that some of the larger state universities, though perhaps having no outlying two-year branches, do have one or more branch institutions that are full-fledged four-year colleges, or undergraduate-and-graduate schools, or graduate-professional schools. This is the case with a considerable number of the nation's medical colleges. The University of Illinois, the University of Texas, and the University of Tennessee come immediately to mind. Our concern in this present discourse is with only branches limited to the first two years beyond high school.

We offer no tabulation of campuses of this type, because their support for annual operating expenses is usually a part of the internal budget askings of the parent university, not reported separately; and the appropriation acts often leave the allocation of appropriated funds to the discretion of the university governing board. In short, GRAPEVINE's data on separate two-year university branches are so scanty that a tabulation would be so fragmentary as to be virtually useless.

This carries no pejorative implications regarding university branches. Numerous, vigorous, and growing systems of state university branches are operated in Pennsylvania, Ohio, Kentucky, Wisconsin, and South Carolina, to name some of the leaders. In many other states smaller numbers of this type of institution are serving well.

(Continued in next column)

(5) Lower divisions (freshman and sophomore years) of public and private colleges and universities continue to accommodate the majority of all students at this level, on their "main campuses." Here again no tabulation of state tax support for annual operating expenses can be provided, because figures cleanly separating the first two years from the upper-division and graduate units of the institutions are difficult to maintain and almost never circulated.

Coexistence of Different Types in the Same States

Every state has facilities of Type 5 (above). Many states have Type 4 (university two-year branches) in greater or lesser numbers. Probably every state has Type 3 (vocational-technical schools); but apparently in a majority of the states these schools straddle the line between education beyond high school and lower education in such manner as to leave the emphasis on the "lower" side, at least so that they are not locally reported as "higher education."

There is heavy pressure from one element of the citizenry to impress the majority of youth into vocational schools at the earliest practicable stage in their schooling, with the sole aim of providing simple short courses in manual skills which would enable them to go into wage-earning status as quickly as possible; and with their education for other than mercenary purposes ignored or at least indefinitely postponed. Opposed to this is the idea that all youth should have open access to liberal or humane education, with emphasis on intellectual growth, at least two years beyond high school as we know it today.

Without entering any of the controversies implicit in any of the foregoing, it is interesting to note that South Carolina has recently placed its state vocational schools under a newly created Board of Technical and Compre-

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Table 1. State tax-fund appropriations as state aid for operating expenses of local public junior colleges for fiscal years 1970-71 through 1972-73.

States	Year 1970-71	Year 1971-72	Year 1972-73	2-year gain	2-year % gain
(1)	(2)	(3)	(4)	(5)	(6)
California	\$149,832	\$179,310	\$215,849	\$66,017	44
Florida	81,139	85,455	110,922	29,783	36 3/4
New York*	68,000	95,700	90,900	22,900	33 3/4
Illinois	48,835	55,549	68,118	19,283	39 1/2
North Carolina	42,230	58,542	58,542	16,312	38 1/2
Michigan	46,266	52,665	57,383	11,117	24
Texas	39,312	47,133	55,787	16,475	42
New Jersey	20,000	24,425	29,548	9,548	47 3/4
Maryland	17,216	23,599	27,778	10,562	61 1/4
Oregon	13,502	18,400	21,000	7,498	55 1/2
Pennsylvania	11,500	15,409	18,235	6,735	58 1/2
Iowa**	10,400	12,170	13,800	3,400	32 3/4
Arizona	10,954	11,432	13,696	2,742	25
Missouri	8,733	11,336	13,415	4,682	53 1/2
Ohio**	9,565	10,608	12,817	3,252	34
Mississippi**	8,922	10,350	11,385	2,463	27 1/2
Colorado* **	4,482	3,917	5,600	1,118	25
Oklahoma*	1,775	3,449	4,486	2,711	152 3/4
Kansas	3,147	3,196	3,916	769	24 1/2
Georgia*	1,500	2,131	2,280	780	52
Arkansas	1,700	1,240	1,940	240	14
Idaho**	700	1,025	1,305	605	86 1/2
Indiana**	530	929	1,048	518	97 1/4
North Dakota*	750	1,034	1,034	284	37 3/4
Nebraska	950	785	947	-3	
New Mexico	245	250	250	5	1/4
Totals	602,185	730,039	841,981	239,796	-
Weighted average 2-year percentage gain					39 3/4

* Also included in Table 2, GRAPEVINE page 1103.

** Also included in Table 3, GRAPEVINE page 1104.

Table 1 (Column 4) shows a total of approximately \$842 million as state tax support of annual operating expenses of local public junior colleges in 26 states, for fiscal year 1972-73. The rate of gain over fiscal year 1970-71 (two years earlier) is nearly 40 per cent-- substantially higher than the gain of 23 per cent over the same two-year period for all tax-supported higher education in all fifty states.

The local public junior colleges, close to the people in their respective localities, are continuing to add new institutions at a brisk rate, and are able to gain state tax support for annual operating expenses on a steeper upward curve than the long-established large state universities with their great graduate and graduate-professional schools. This is true because public junior college facilities are not yet available within reasonable commuting distance of the homes of many eligible students in many states.

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Table 2. State tax-fund appropriations for operating expenses of state junior colleges in sixteen states, fiscal years 1970-71 through 1972-73.

States	Year 1970-71	Year 1971-72	Year 1972-73	2-year \$ gain	2-year % gain
(1)	(2)	(3)	(4)	(5)	(6)
Washington	\$50,748	\$58,745	\$58,745	7,997	15 3/4
New York*	33,984	39,943	34,966	982	2 3/4
Virginia	17,612	22,767	34,291	16,679	94 3/4
Massachusetts	16,108	19,730	23,507	7,399	46
Minnesota	14,597	16,857	18,431	3,834	26 1/4
Connecticut**	12,451	14,254	17,070	4,619	37
Georgia*	10,226	10,930	12,353	2,127	20 3/4
Alabama**	9,542	12,376	11,834	2,292	24
Colorado* **	11,508	12,478	11,586	78	1/2
Tennessee	5,847	7,839	10,222	4,375	74 3/4
Rhode Island	2,615	3,340	7,170	4,555	174 1/4
Delaware	3,270	3,602	4,201	931	28 1/2
Oklahoma*	3,789	3,810	3,881	92	2 1/2
W Virginia	-	979	1,864	1,864	-
Nevada	175	737	1,098	923	527 1/2
N Dakota*	410	602	602	192	46 3/4
Totals	192,882	228,989	251,821	58,939	-
Weighted average 2-year percentage gain					30 1/2

* Included in Table 1, GRAPEVINE page 1102.

** Included in Table 3, GRAPEVINE page 1104.

State Tax Support of Two-Year Colleges

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hensive Education. Types 1 and 2 (above) coexist happily in New York; Types 1, 3, and 4 in Connecticut. Types 1, 3, and 4 are alive and well in Ohio; Types 1 and 4 in Pennsylvania. Types 3 and 4 are strong in Wisconsin; Types 3 and 4 in Kentucky. There are a great many other examples of statewide systems that are not rigidly uniform, but flexibly diversified.

All are agreed that some form of institution for the first two years above high school should be made more generally accessible than is now the case. Such institutions will continue to develop in varied types throughout the nation, and this is well.

Table 2 indicates that sixteen states appropriated slightly more than one quarter of a billion dollars of state tax funds for annual operating expenses of state junior colleges for fiscal year 1972-73. The rate of gain over the most recent two years is 30 1/2 per cent, placing this type of institutions between the 23 per cent of gain for all tax-supported colleges and universities and the 40 per cent rate of gain for the local public junior colleges.

As to trends among the sources of support, it seems clear that the share of state tax funds in the total support of local public junior colleges will increase; and undoubtedly federal support will eventually enter the picture more massively than hitherto, though perhaps not on a great scale in the immediate future.

Table 3. State tax-fund appropriations for operating expenses of state vocational-technical institutions in fifteen states, fiscal year 1970-71 1972-73, in thousands of dollars.

States	Year 1970-71	Year 1971-72	Year 1972-73	2-year \$ gain	2-year % gain
(1)	(2)	(3)	(4)	(5)	(6)
Wisconsin	\$11,454	\$15,526	\$22,775	\$11,321	98 3/4
Mississippi@	8,800	9,840	11,200	2,400	27 1/4
South Carolina*	8,660	9,291	11,187	2,527	29 1/4
Alabama@@	10,526+	10,291	10,841	315	3
Ohio@	3,692	6,428	9,582	5,890	16
Colorado@ @@	6,119	7,113	7,172	1,053	17 1/4
Iowa** @	4,950	5,275	5,275	325	6 1/2
Indiana@	3,000	4,056	4,736	1,736	57 3/4
Connecticut@@	4,042	4,548	4,617	575	14 1/4
Maine	3,000	3,302	3,939	939	31 1/4
New Hampshire	n/r	2,564	2,623	-	-
Idaho@	487	1,605	2,150	1,663	341 1/2
Louisiana	1,642	1,862	1,889	247	15
Montana	n/r	1,675	1,775	-	-
Vermont	1,180	1,180	1,125	-55	-4 3/4
Totals	67,552	84,556	100,886	-	-
Weighted average 2-year percentage gain				-	42 3/4++

* Institutions under the governance of the new Board of Technical and Comprehensive Education, some of which may eventually become comprehensive junior colleges.

** The state support of vocational training is to the vocational-technical divisions of the "area schools," which are also comprehensive junior colleges.

+ Estimated in absence of actual appropriation figure.

++ Computed on 13 state total (New Hampshire and Montana omitted).

@ Also included in Table 1, GRAPEVINE page 1102.

@@ Also included in Table 2, GRAPEVINE page 1103.

Table 3 shows a total of more than \$100 million appropriated by 15 states for annual operating expenses of vocational-technical institutions, mostly at the above-high-school level, for fiscal year 1972-73. Most of these institutions admit high school dropouts and high school graduates in varying proportions, so that it is not possible to draw a sharp line to show what parts of the funds are for education or training beyond high school.

This table is not held forth as presenting a nationwide comprehensive picture. The types of education or training represented here, however, are increasingly moving into the above-high-school level, and can not be left out of the total purview of public higher education.