GRAPEVINE

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

IN THIS ISSUE

Georgia.......161
Illinois.......161-162
Iowa............163-165
Kansas.........166-168
Massachusetts...166
Minnesota.......166-167
New York........167
Washington.....167-168

With bright new 1961 GRAPEVINE begins its third year. As an infant should, GRAPEVINE is growing rapidly in capacity for service, thanks to the alertness of many key persons in 50 states.

This is the season of survey reports to governors and legislatures. In this issue you will find reviews (with gloves off) of important reports in Iowa, Kansas, and Washington. You will also find timely newsmotes from several other commonwealths, from New England to the Pacific, and from Georgia to Minnesota, as indicated above. The forthcoming sessions of 47 state legislatures offer an exciting prospect.

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GEORGIA. Four constitutional amendments having bearings on education were on the ballot November 8, 1960. Two were approved: (1) to increase 15-mill limitation on property by counties for support of education to 20 mills; and (2) to require an appropriation by the legislature for payment of rentals under leases of the State School Building Authority and the University System Building Authority.

Two were defeated: (1) to increase the membership of the State Board of Education from 10 to 16 members; and (2) to make the Commissioner of Agriculture a member ex officio of the Board of Regents of the University System of Georgia.

ILLINOIS. The State Commission of Higher Education, a body of 9 laymen (prominent citizens) set up by statute in 1957 to make studies and recommendations regarding the biennial budgets of the 6 state institutions, and in general about the development of higher educational facilities in (Continued on page 162).

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Statement of ownership and circulation of GRAPEVINE appears on page 162 (reverse hereof).
ILLINOIS (Continued from page 161)
The state was originally intended to be a permanent body. Its office is at 160 North La Salle St., Chicago 1. Robert Johns served as full-time Director until September 1960, when he accepted a vice presidency at the University of Miami (Florida) after which he served only a minor fraction of his time. Harry S. Manley is Deputy Director.

The legislature of 1959 directed the Commission to produce, by April 1961, a "plan for unified administration" of state-supported higher education in Illinois. Under this mandate, the Commission has recently released a 1,500-word draft of a proposed statute, and an 1,800-word statement concerning its recommendations.

The proposed statute would create a Board of Higher Education of 11 members appointed by the governor and senate for overlapping terms of 6 years. Tenure would be limited to 2 terms (12 years), and no member of the governing board of any state institution would be eligible until after 1967.

A provision that no more than one member shall have been an undergraduate, and no more than two members shall have been a graduate student in any one institution may at first blush seem innocuous, but on second glance would seem almost to guarantee that the University of Illinois and Southern Illinois University would be under-represented in proportion to their size and importance. So-called "equity" among several institutions seems always to operate to the disadvantage of the one or two principal state universities.

The proposed board would be a planning agency, with power to veto any and all plans of the institutions. It would be an agency of budget review, with authority to revise institutional budgets and recommend total budget to the legislature.

One section prohibits any representative of any of the universities to have any official relations with any committee of the legislature except by or through the new board. In effect, it seems that when the board presented its case in a committee hearing, adversarial witnesses would be excluded. This will bear some careful thought.

In its statement, the Commission states briefly but clearly four choices which faced it. It could have recommended (1) Abolition of all existing institutional governing boards, to be supplanted by one governing board for all the institutions; (2) continuing the existing governmental boards, but with their powers sharply clipped by a new superimposed board in command of planning and budgeting; (3) continuing the present structure exactly as it is, with a non-coercive superimposed commission; or (4) devising and encouraging a system of wholly voluntary inter-institutional liaison and statewide coordination.

The Commission wisely rejected No. 1, but veered close to that end of the spectrum by recommending No. 2, and rejecting Nos. 3 and 4 out of hand. This is a vote of no confidence in non-coercive methods. One may wonder whether the Commission is sufficiently familiar with the merits of systems that are either non-coercive or wholly voluntary, as demonstrated in California, Michigan, and Minnesota, each of which is far famed for one of the world's most distinguished universities as well as for a superior system of lesser state institutions. Voluntary coordination is also a success in Indiana and Ohio, as well as in Washington and Colorado. There are many who are fearful of the ultimate results of looking a major state university (Continued on page 163)
ILLINOIS (Continued from page 162)

into a tight statewide bureaucracy. It may be no accident or coincidence that the state universities of California, Michigan, and Minnesota have demonstrated an esprit unexcelled anywhere, a devotion to excellence that is unsurpassed, and accomplishments in science and the humanities that are virtually without parallel. These have substantial endowment funds and large fractions of their plant assets derived from non-tax sources, and have long been accorded a large measure of autonomy—never regarded as just another branch of another state department, but as unique "developmental arms" of the state" meriting freedom in their own planning. Can this idea be foreign to Illinois?

IOWA. Pursuant to the act of 1959 directing the Legislative Research Bureau to study the needs for public and private higher education, and appropriating $25,000 for the purpose, Raymond Gibson, professor of higher education at Indiana University, was employed to conduct the study. His summary report, Resources and Needs for Higher Education in Iowa, is a 38-page pamphlet well illustrated with some 60 graphs and charts in color.

The document boils down to 30 specific recommendations, of which 10 are addressed to the legislature, 14 to the boards, administrators, and faculties in colleges and universities, and 6 to the State Department of Public Instruction.

Regarding community colleges, the report urges that the legislature adopt a plan of organization and support, including authorization for regional colleges in locations where at least 500 students appear to be available. (This is reminiscent of Iowa's haphazard unhappy experience in recent decades, when at times too many junior colleges were hastily begun on a too-slimy population and financial base, and hence could not succeed.) A significant added feature of the recommendation is that the state should pay at least half the costs of the community colleges, for capital outlays as well as for annual operations.

Another would remove the limitation on the number of alumni of each state institution who may serve on the Board of Regents (present law limits this to one alumnus of each of the 3 institutions). The best current theory is that the appointing power should be allowed wide discretion in selecting appointees without restrictions of this kind.

Outstanding is the explicit recommendation that the legislature should appropriate sufficient funds to raise the salaries of professors by an average of $3,000, those of associate professors by $2,000, and those of lower ranks by $1,000 for the year 1961-62, and provide for a further increase of 6% in all instructional salaries for the year 1962-63.

Few will quarrel with the recommendation that the legislature should adopt a long-range building program for the 3 major state institutions. (The prediction is that their undergraduate enrollment will increase to 55,000 by 1970, plus 8,000 graduate students, making a total of 44,000 students.)

Considering statewide college enrollments as a whole, the prediction is that undergraduate enrollments will rise from 45,000 in 1960 to 76,000 in 1970, an increase of 70%. Graduate enrollments will rise from 4,000 in 1960 to at least 8,900 by 1970, an increase of 122%. This forecast that the rate of growth in graduate enrollments will outpace the rate of growth in undergraduate enrollments is very probably correct. It takes account of the fact that the "center of gravity" in higher education is moving upward. It is noteworthy, too, that nearly all of
in the world (present enrollment, 91,000 students).

Much of the proposed structure is already in existence and operation. The principal new feature would be a program of advanced graduate study leading to the Ph.D., and eventually some new graduate professional schools, probably including a medical school. Among the present students, 7,800 are already Master's candidates. The upward development is essential, says the Committee, with much cogency, to attract federal, state, and private money to the support of graduate education and research; and is needed not only to educate more people to higher degrees, but also to strengthen and upgrade the excellence of the undergraduate colleges.

WASHINGTON. The study of education at all levels, authorized and financed by an appropriation of $75,000 by the 1959 legislature, proceeds under the auspices of the legislature's Interim Committee on Education, with James F. Nickerson of Montana State College as Study Director. Five subcommittees composed of prominent citizens have submitted their reports and recommendations to the Interim Committee, which is also advised by a 15-member Governor's School Advisory Council headed by Charles E. Odegard, president of the University of Washington.

The 5 subcommittee reports are contained in a 113-page printed document entitled Citizens' Committee Reports and Recommendations: Interim Study of Education, published by the University of Washington at Seattle 5. A 13-page printed condensation and abstract of the reports is also available.

There are 24 recommendations (some of them multiple) in the report on "Education Beyond the High School" (Pages 15-54 of the larger document). Two of these are especially refreshing: (1) "that the present state system for governing post-high school educational agencies be continued and that cooperative (voluntary) statewide coordination among such agencies be continued and encouraged;" (2) "that expansions of scholarship opportunities should take place community colleges be developed into a great within the framework of such existing pro-
WASHINGTON. (Continued from page 167)
Scholarship Foundation; and that a state-
financed scholarship, loan, or gift fund
is not the most desirable solution to the
financial problem." (Italics mine).

The first of these propositions evi-
dences an admirable aplomb and level-head-
eness in the face of the ill-considered
uproar now current in several states,
whipped up by the advocates of formal bure-
eaucratic "superstructures" to consolidate
or coordinate the control of state-support-
ed higher education in one huge monolith
in which the several institutions would be
more or less extensively subject to the
statutory coercive powers of a single state
wide "master board" or "super board," thus
keeping their institutional governing boards into obscurity (if not to abol-
ishing them altogether), and to reduce the
college and university presidents toward
the level of civil service clerks.

In making its recommendation against
a state scholarship system, the subcom-
mittee notes that the private colleges urge
not only state scholarships, but also a
state loan or gift fund; but specifically
rejects these pieces of advice. (Contrast,
for example, the fact that Gibson's report
to the Iowa Legislative Research Bureau
advocates a state "tuition scholarship"
system). For a digest of the Iowa report,
see this GRAPEVINE, pages 163-5. While
clearly declaring that state scholarships are not "the best solution", the Washington
subcommittee failed to say, so far as I
have discovered, what the "best solution"
is: namely, keeping public higher education accessible tuition-free or at only nominal
fees.

The subcommittee wants the 3 state
colleges of education to have their names
changed to "state colleges", and to con-
centrate on teacher-education and liberal
arts, with no aspirations to become uni-
versities; and it wants no new state
college established until the present ones
reach enrollments of 12,000 to 15,000
students or more.

Notable are the recommendations that
the University of Washington should pro-
vide enlarged programs of undergraduate
instruction in the evening; that the state
should support such programs; and that
all state institutions should increasingly
develop their summer sessions as regular
full-fledged parts of their programs,
with addition state support.

The subcommittee observes that in
1959 the private institutions (12 in num-
ber) were enrolling nearly one fourth of
the total college enrollment in the state;
noting that they are developing programs to
increase their capacity; and urges them to
"actively pursue their planned expansions in
order that they may continue to bear
their full share of the anticipated in-
crease in enrollment."

The State Census Board estimates that
Washington's population aged 18-24 will
reach 450,000 by 1970 (64% greater than in
1950), and that total college enrollment
in the state will exceed 90,000 by 1970,
as compared with 51,000 in 1959.

In 1959 the 10 public junior colleges
enrolled 5,500 full-time student-equiva-
lents, or 18% of the total college en-
rollment. A new junior college is sched-
uled to begin this year in Port Angeles.

The subcommittee rightly thinks that
"the orderly and controlled expansion of
junior colleges constitutes a major means
by which certain critical needs of post-
high school education can be met"; and
recommends, probably wisely, that the prac-
tical criteria for the establishment of
new junior colleges should be determined
and publicized by the State Board of Ed-
ucation, and not frozen into statutory
law. It recognizes expressly, however,
that junior colleges are institutions of
higher education, not to be regarded as
exclusively the concern of the elementary
and secondary school authorities. It be-
lieves substantial state aid to junior
colleges for operating expenses and for
capital outlays should be continued, and
that "steps should be taken to assure that
all funds allocated by the state to and for
junior colleges... and all funds from fees,
be expended only for junior college pur-
poses." The State Board of Education
should go on with a continuing statewide
survey of potential junior college areas.