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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.

IN THIS ISSUE

- Alaska creates Commission on Postsecondary Education. . . 1272
- Arizona raises sales tax rate; limits state appropriations to 8.4 per cent of personal income 1272
- Hawaii prohibits gubernatorial veto of appropriations to legislative or judicial branches. 1272
- Michigan removes sales tax from food and prescription drugs. 1272
State Board of Education proposes legislation greatly enlarging its powers in higher education. . 1273
- Montana turns proceeds of severance taxes into a state permanent fund to reach at least \$100 million. . . . 1272
- New York Board of Regents (State Board of Education) issues Postsecondary Education in Transition, a forerunner of the statewide plan due in 1976 . .1274-1275
- South Carolina lowers age of majority to 18 1272
- Virginia constitutional amendment authorizes state scholarship grants to students in private colleges; another authorizes reciprocal abolition of non-resident fees for students from states within the Southern Regional Compact. 1272
- Washington constitutional amendment forbids item veto of legislative language other than items of appropriation 1272
- Wyoming constitutional amendment permits a severance tax on oil, coal, gas, and shale. 1272

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"Life is painting a picture, not doing a sum." -- Oliver Wendell Holmes

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ALASKA. The 1974 legislature created a Commission on Post-Secondary Education, obviously in response to the federal urging of "1202 commissions" in every state.

ARIZONA. Referendum measures were adopted at the election of November 5, 1974 to limit state appropriations to a maximum of 8.4 per cent of total personal income; and to raise the general sales tax rate to 5 per cent (from the former 4 per cent) but to remove it from sales of food.

The limit on the total of state appropriations (a regrettable precedent) is reminiscent of a recent attempt by Governor Ronald Reagan of California similarly to throttle the fiscal operations of that state, which met with defeat at the hands of the voters.

HAWAII. A constitutional amendment adopted November 5, 1974 limits the governor's power of "item veto" by providing that there can be no veto of any sums appropriated to the judicial or legislative branches of government.

MICHIGAN. The sales tax has been removed from food and prescription drugs.

MONTANA. A new constitutional amendment provides that proceeds from severance taxes on irreplaceable natural resources shall go into a state permanent fund until it reaches \$100 million.

Montana also took the backward step of making regular sessions of the legislature biennial and limited to 90 days, instead of the recently adopted plan of annual sessions of not more than 60 days each.

SOUTH CAROLINA. The age of majority is lowered to age 18, except for alcoholic beverage consumption.

VIRGINIA. The 1974 legislature enacted a provision permitting Virginia state institutions of higher education to allow out-of-state students to pay only the same fees as in-state students, if they reside in a state which is a member of the Southern Regional Education Compact, and which has a reciprocal provision.

Virginia also adopted a constitutional amendment at the election of November 5, 1974 to permit state scholarship grants to students attending private colleges in the state.

WASHINGTON. A new constitutional amendment limits the governor's item veto power to line items in appropriation acts, and does not permit item vetoes of other legislative language.

WYOMING. A new constitutional amendment allows a 1½ per cent severance tax on oil, coal, gas, and shale. Proceeds are to be allocated to local subdivisions.

Another new amendment provides that if a state income tax is enacted, taxpayers under it must be given full credit for all sales, use and ad valorem property taxes already paid.

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Address communications to M. M. Chambers, Department of Educational Administration, Illinois State University, Normal, Illinois 61761

M. M. Chambers, Illinois State University, Normal, Illinois 61761

MICHIGAN. Bearing in mind that this state has no authoritative coordinating board for higher education, and most certainly no statewide governing board for its entire system of thirteen state universities and colleges and some 28 local public community colleges, it is only necessary to remember that constitutional autonomy for its state universities and colleges has been fixed in the law and policy of Michigan for 125 years.

The constitutional convention of 1961-62, though faced with heavy pressure to abandon that policy, reconfirmed and extended it to embrace not only the three major universities, but also each state university or college then existing and such others as might be created in the future. Thus reads the Constitution of 1963. It also designates the state board of education as a statewide "coordinating body" for education at all levels from kindergarten through graduate school; but the context makes clear that this can be no more than an advisory function so far as the constitutionally independent state universities and colleges are concerned.

Since 1963 the state board of education has not always taken its assignment correctly, and has mistakenly tried to assert various elements of control over the affairs of the universities; but it has been decisively defeated in the courts on that issue.*

Its advisory function continues unimpaired. To assist and support it in its exercise of that function the Board of Education has a Council on Postsecondary Education. Selected members of the staff have been busy preparing proposed recommendations for the 1975 legislature. Six pieces of proposed legislation were submitted to the Council on October 28, 1974:

- (1) No funding by the legislature of any programs unless and until approved by the State Board of Education;
- (2) Development of a compulsory

"funding formula" based on a uniform instructional taxonomy;

(3) Review of capital outlay requests by the State Board of Education, with power of approval vested in the Board;

(4) Creation of a "planning information system," with additional new personnel in the Board of Education staff;

(5) Increased authority for the Board of Education over the alteration of community college districts; and

(6) Creation of a "Michigan Higher Education Student Loan Authority" under the State Board of Education.

Aggrandizing the State Board

The general tendency of the proposed acts is toward superordinating an augmented bureaucracy over Michigan's superb statewide system of public higher education, of which one inevitable result would be complication, delay, and harassment of the administration of each of the state universities, with little promise of either wide economies or gains in fiscal efficiency; and with much danger of deterioration of quality by insistence on mindless uniformity.

The spirit of the whole is essentially that of the persistent fad for overcentralization in control of public higher education, which began to show some signs of eventual decline as early as 1970, and hopefully will eventually be largely supplanted by a concern for advancing the quality of diverse institutions and programs, which will not be accomplished by emphasis on exact uniformity based on "cost studies" such as have a useful place in the operation of a profit-seeking bolt factory. A university is a unique type of institution whose output is immeasurable and where immediate dollar profits are not expected. It can only be hampered by being forced into the role of a branch office of a vast state bureaucracy, with loss to the broad-ranging educational purposes for which it was created and for which it exists.

*Regents of the University of Michigan v. State Board of Education, (Mich. App.), 208 N.W. 2d (May 16, 1973).

NEW YORK. The Board of Regents (State Education Department) has issued, under date of November 1974, a 111-page mimeographed document, Postsecondary Education in Transition. It also includes seven Appendices (unpaginated) adding approximately another 100 pages. The document is a kind of midterm forerunner of the next quadrennial Regents' Statewide Plan, which is due in 1976.

GRAPEVINE reproduces on pages 1274 and 1275 large parts of two selected pages (pp. 39, 40) from the New York document, showing projections of population and enrollments through 1990.

Population predictions suggest that the potential exists for continued growth in the enrollment of part-time students. While the number of high school graduates will stabilize and then decline, the number of persons beyond the traditional college-going age will continue to grow during the next two decades. Between 1970 and 1980, the 20-to-39 year-old population is expected to rise from 4.7 million to 6.1 million, an increase of 30 percent. A further rise of 11 percent, or nearly 700,000 people, is expected between 1980 and 1990. Part-time undergraduate enrollments will rise from 215,600 in 1973 to 249,400 in 1980 and to 260,000 in 1990, if the current age distribution is maintained, and if enrollments expand in proportion to population growth in New York State. These increases will be accommodated largely at institutions in or near major urban areas.

If institutions are able to initiate programs designed to meet specific needs of the adult population, the increase in part-time enrollments may be even more dramatic. A second and higher projection is presented based upon (1) a revision in public budgetary procedures to permit public institutions to expand part-time enrollments and (2) institutional responses to specific adult needs. (See table 9.) New York State.

NEW YORK STATE

Table 9. 20-39 Year Old Population and Part-Time Undergraduate Enrollment: Actual 1970 and 1973, Projected 1980 and 1990.

	Actual		Projected	
	1970	1973	1980	1990
20-39 Year-Old Population	4,676,000	5,054,000	6,095,000	6,767,000
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Part-Time Undergraduate Enrollment				
Low Projection	169,191	215,629	249,400	260,000
High Projection	169,191	215,629	300,000	341,000

Source: Postsecondary Education in Transition, p. 39. Albany 12230: State Education Department. 111 pp. + Appendices (mimeo.) November 1974.

The Regents project some decline in full-time undergraduate enrollments between 1973 and 1990. GRAPEVINE does not concur in that prediction, in view of (1) the accelerating upsurge of demand for opportunity on the part of women, (2) the strongly rising expectations of black persons and other ethnic minorities, (3) the long-time trend toward making opportunity accessible to all financially and socially deprived persons (most of whom are white), and (4) the steep increases in population aged 20-39.

(Continued on page 1275)

M. M. Chambers, Illinois State University, Normal, Illinois 61761
NEW YORK (Continued from page 1274)

D. Graduate and First-Professional Enrollment Projections

Graduate and first-professional enrollments tend to reflect (1) the number of students eligible for admission to graduate programs, i.e. the number of recent college graduates holding the baccalaureate degree, (2) the educational requirements of professional certification, and (3) the demand by industry and government for persons with graduate degrees. All of these factors currently point to an increasing demand for graduate and first-professional education.

Two sets of projections are presented. The first assumes that the increased demand for graduate places will tend to follow the growing number of baccalaureate degrees awarded. The second set is based upon the assumption that a larger proportion of 4-year college graduates will seek graduate and first-professional study. Table 10 displays these projections.

In the low series of projections, full-time graduate and first-professional enrollments are expected to rise from 60,250 in 1973 to 70,900 in 1980, and then decline to 66,600 students in 1990. In the same series, part-time enrollments are expected to increase from 119,900 in 1973 to 142,700 in 1980, and to 163,000 students in 1990.

The second and higher series is approximately 7 percent above the low series for 1980, and 6 percent above for 1990.

NEW YORK STATE

Table 10. Graduate and First-Professional Enrollment for New York State Colleges and Universities; Actual 1973, Projected 1980 and 1990

Type of Attendance	Graduate and First-Professional Enrollment		
	Actual	Projected	
	1973	1980	1990
<u>Low Projection</u>	180,176	213,600	229,600
Full-Time	60,250	70,900	66,600
Part-Time	119,926	142,700	163,000
<u>High Projection</u>	180,176	228,900	244,400
Full-Time	60,250	75,600	71,000
Part-Time	119,926	153,300	173,400

Source: Page 40 of Postsecondary Education in Transition. Albany 12230: State Education Department. 111 pp. + Appendices (mimeo.) November 1974.

Tables 9 and 10 are as numbered in Postsecondary Education in Transition and are not numbered in the GRAPEVINE series. They have been selected from among many other detailed projections in the New York State Education Department document. GRAPEVINE concurs in and applauds the projection of increased population aged 20-39 (Table 9), and its probable effect upon graduate and professional enrollments.

GRAPEVINE'S LIBRARY

After sixteen consecutive years of operation, one of many valuable byproducts of GRAPEVINE is a carefully organized library of documents and correspondence from fifty state capitals and many administrative offices of many public institutions of higher education.

This collection requires about 45 linear feet of shelf-space. It includes, from each state, such items as reports of central agencies regarding higher education, reports of special study commissions and task-forces, and copies of significant new legislative acts. Also present are occasional book-length treatments of higher education in a particular state, as well as several journal articles dealing with particular institutions and particular states.

There is also personal correspondence with university and state officers, often including pertinent newspaper clippings, tear-sheets, or fugitive mimeographed releases, besides the annual or biennial statements of appropriations of net state tax funds for each state as a whole, and for each institution or other agency of higher education.

A Valuable Resource

Possession of the resource just sketched is one of the principal enabling factors facilitating GRAPEVINE'S accomplishment of several recurring tasks and services:

(1) Production of the annual 30-page offset-printed document, Appropriations of State Tax Funds for Operating Expenses of Higher Education, reproduced and widely circulated each year by the National Association of State Universities and Land-Grant Colleges.

(2) Preparation at intervals of substantial published volumes, such as Higher Education in the Fifty States (1970) 452 pp.; and Higher Education and State Governments (1974) 290 pp. These are published by a commercial publisher, the Interstate Printers and Publishers, Inc. at Danville, Illinois 61832.

(3) Publication in various educational journals of occasional articles on prog-

ress in state support of higher education, the evolution of structures and techniques for optimum partnership between universities and state governments, and related topics.

(4) Response to frequent inquiries by mail and telephone regarding a great variety of matters relating to state support of higher education. These include, among many others, queries concerning new, recent, or prospective legislation in various states; and timely information about sums appropriated to particular institutions and agencies.

Trends and Tendencies

It is encouraging to observe over a period of a decade and a half that there is a perceptible trend away from short-sighted provincialism among legislators, governors, and principal state administrative and fiscal officers.

More and more broad concepts of the long-term well-being of all the people of the states and the nation come to the forefront.

More and more the diverse public benefits of universal higher education are seen to outweigh the older idea of petty and selfish private gains to the individual, under which education beyond the high school was considered only as a private investment or as a private purchase of a consumers' good.

In the new light it becomes the obligation of the whole public to provide and improve expanding and diversified facilities and opportunities for higher education, not only for the young, but for persons of all ages; and the duty of each person to pursue the opportunity to the upper limits of his capacity to benefit thereby himself and in turn the whole society.

The expanded and improved opportunities will be provided largely from the proceeds of reformed and updated state and federal tax systems, supplemented by philanthropic private donors. Thus higher education becomes not a private investment or a private purchase, but a public service.