

GRAPEVINE

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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 newsnotes regarding pertinent events in their respective states.

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SOME ELECTION RESULTS

Arizona approved by a very wide margin a constitutional amendment to permit the state institutions of higher education to employ aliens.

California adopted the amendment authorizing the legislature to make the terms of members of the governing board of the State College System as long as 8 years, beginning March 1, 1961.

Colorado voters rejected a proposed constitutional amendment which would have empowered cities and counties to impose local sales taxes. Denver already levies a 1-cent sales tax under its power as a "home rule" city. The defeated measure was intended to permit all governmental subdivisions in the metropolitan area to adopt a sales tax, and a uniform rate of 2 cents was contemplated.

In Florida, voters of Duval County (Jacksonville) approved a \$35 million school bond issue; and voters of Hillsborough County (Tampa) authorized a \$12 million in bonds for school purposes.

Georgia adopted a constitutional amendment which will permit revenues from motor vehicle license fees to be expended for non-highway purposes. This in part repeals an amendment of 1952 which required both gasoline tax revenues and vehicle license fees to be dedicated to highway purposes only. (See background story on GRAPEVINE page 102). This partially loosens the stranglehold of the "highwaymen" on state revenues.

Illinois approved a \$195 million state bond issue for capital improvements at the six state universities. (See page 152, this GRAPEVINE). (Continued on page 150)

Statement of ownership and circulation of GRAPEVINE appears on page 150 (reverse hereof).

SOME ELECTION RESULTS (Continued from page 149)

Rhode Island approved a bond issue of \$6 million for capital improvements at the University of Rhode Island.

Michigan adopted a state constitutional amendment, to have a life of 10 years, to replace a similar measure which expires in 1962. The state's credit is pledged (thus enabling bonds to be sold at lower interest rates than otherwise) to the payment of local school district bonds issued by districts which have insufficient funds to pay principal and interest after levying 13 mills for debt service, provided that the bonds are within the class defined as "qualified" by the legislature. Presumably the intent is to allow the legislature to establish a definition which will exclude bonds for swimming pools or other "frills" if it so determines.

Michigan also approved a constitutional amendment authorizing the legislature to raise the 3-cent sales tax to 4 cents. If the legislature does so, the estimated new revenue is \$120 million a year-- not enough to assure operation of the state's services on the scale which has now become necessary. State income taxes, or perhaps authorization for counties to enact income taxes, are sure to be needed soon.

Footnote: California, always colossal, adopted a measure which will permit issuance of \$1 billion and 750 million in bonds to construct water development works intended to control floods in the northern part of the state and provide water to the arid areas in the central and southern parts. Planned to be completed within about 30 years, the system will include a giant earth-filled dam on the Feather River and a vast complex of canals, levees, aqueducts, and pumping-stations to carry water from north to south. The bond issue is the largest ever authorized by a state.

AMONG THE CITIES

Baltimore authorized borrowing of \$22 million for school construction.

Los Angeles approved school bond issues aggregating \$153 million.

In St. Louis, a \$30 million school bond proposal failed to receive the required two-thirds vote.

SOME NEW GOVERNORS

Governor-elect Terry Sanford of North Carolina is a law graduate of the University of North Carolina at Chapel Hill. Governor-elect Norman A. Erbe of Iowa has B. A. and J. D. degrees from the State University of Iowa. Governor-elect Donald G. Nutter of Montana has a law degree from Montana State University. Governor-elect John M. Dalton of Missouri has his law degree from the University of Missouri.
(More next time)

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CALIFORNIA. A report of a 2-year study of public elementary and secondary education in the state has recently been submitted to the Legislative Joint Interim Committee on the Public Education System by the California Citizens' Advisory Commission on the Public Schools.

Among many recommendations, the report urges local school boards to lengthen the school day and increase the number of class periods in high schools; proposes that each high school diploma have a transcript of the courses taken and grades received on its reverse side; and suggests that the state institutions of higher education should make public the collective or composite record of the graduates of each high school, but keep the record of each individual confidential.

A proposal given considerable prominence is for a mandatory statewide testing program for elementary and high schools, intended to provide a means of testing the progress of every pupil and of appraising the quality of every school.

Concerned about maintaining and strengthening the role of parents, the Commission believes parents should be given a veto over the testing of their children's attitudes, behavior and personalities, and that schools should be required to obtain parental consent before certifying a pupil for outside psychological or psychiatric treatment:

THE BEST CHRISTMAS GIFT

YOU COULD SEND TO GRAPEVINE WOULD BE AN
INFORMATIVE LETTER ABOUT DEVELOPMENTS IN
YOUR STATE, WITH A CLIPPING OR A DOCUMENT
TUCKED IN.

GEORGIA. The State Board of Education has formulated a plan for allocating state funds to local school districts which would involve a total of about \$60 million. Recipient districts would have to show need and demonstrate local effort. About \$20 million of the state funds would be absorbed by a grant of \$50 a year for each

state-allotted teacher. This money could be used for capital improvements and would not have to be matched by local funds unless used for auditoriums or gymnasiums, in which case local matching dollar for dollar would be required.

Any district having had increases in average daily attendance since 1951-52 would be entitled to about \$18 of state funds for each additional pupil. Such a district need not match the state money if it has outstanding at least half of its bonding capacity; if not, it must match the state funds dollar for dollar. It is estimated that about 90% of the state money would go to the metropolitan areas surrounding the principal cities of the state, where most of the increases in school population have occurred.

Seeking to get competent young people into teaching, the 1960 legislature authorized expenditure of \$150,000 a year for scholarships for future teachers, somewhat similar to the program for future physicians which has been in operation several years. The money is initially a loan to the student, but the debt may eventually be entirely cancelled by serving as a teacher in the state for a specified period. The average amount is \$750 a year, with a maximum of \$1,000, obtainable only upon showing of need, as well as standing in the upper 20% of the high school graduating class, plus a specified minimum score on a college aptitude test.

Georgia also makes grants to public school teachers, under stipulated circumstances, toward their expenses incurred by attendance at college and university summer schools. The sums are \$300 for a 6-week term or \$450 for a complete summer session.

The Board of Regents of the University System of Georgia approved in September 1960 a bond-financed construction program costing \$12½ million and involving 12 major projects at 10 institutions, among which are a \$3 million sports coliseum and a \$1.6 million pharmacy building for the University of Georgia, and a \$2½ million chemical and ceramic engineering building at the Georgia Institute of Technology. At this latter institution a contract has been let for the construction and housing

GEORGIA. (Continued) of a major nuclear reactor, costing \$3 million and scheduled for completion in 2 years.

ILLINOIS. Authorization of a \$195 million state bond issue for capital improvements at the six state universities was voted by the people November 8. Although the exact ballot count is not yet complete, it is assured that the measure was approved by the required majority of the votes cast for members of the legislature.

Allocation of the proceeds will be made by the legislature, probably in close accord with the budget askings. The capital budget of the University of Illinois for the 1961-63 biennium totals about \$86½ million, most of which would come from the bond issue. This sum includes \$42½ million for the relocation of the University's Chicago Undergraduate Division from Navy Pier to a permanent site in Chicago; about \$8 million for the Chicago Professional Colleges of the University; and about \$36 million for the Urbana-Champaign campus.

Southern Illinois University at Carbondale requests \$25 million for development of its new branch campus near Edwardsville in the vicinity of East St. Louis. A mass meeting of citizens of the region assembled on the new campus October 1 to hear addresses in favor of the state bond issue, stressing the need of populous Southwest Illinois for higher educational facilities in the present and near future.

The 2-year operating budget of the University of Illinois for 1961-63 has been formulated. The proposed appropriation from state tax funds is \$142½ million, as compared with about \$112 million for the current biennium 1959-61. The institutional income of the University is estimated as \$14 million, to bring the total operating budget up to \$156½ million. Most of the increases proposed are occasioned by increased enrollment and increased costs of operation to maintain present levels of services. One of the major items consists of salary adjustments for all staff, amounting to \$10½ million for 1961-62 and \$4 million for 1962-63.

MICHIGAN. The Michigan Council of State College Presidents, an entirely voluntary organization representing the nine state universities and colleges, is reported in

the daily press of November 19 as having completed plans to provide the members of the legislature with informative data concerning the operations and plans of all the institutions. Some legislators have occasionally voiced dissatisfaction with the information obtainable in past years.

Victor F. Spathelf, president of the Ferris Institute at Big Rapids, and current chairman of the Council of State College Presidents, is reported as saying: "I must emphasize that the institutions, all of them, are seriously resolved to advance the concept of voluntary coordination."

Three committees, each headed by a designated administrative officer of a different institution, are working on different aspects of the general problem of reporting enrollments, institutional loads, and costs of operation.

Four other committees, similarly composed of representatives of the staffs of the several institutions, are studying the concept of "total credit-hours taught", unit cost concepts and procedures, uniform budgetary and accounting concepts, and utilization of plant space.

A too-literal and incurious interpretation of numerical expressions involving students, without careful regard to the levels and types of instruction, could place in a bad light the best and most essential activities of the universities; and similar results could flow from a too-rigid construction of such words as "uniform" and "comparable", unless accompanied by the most painstaking exposition of the real character of the instructional or research activities being considered. However, an important service will be performed if the committees and the Council succeed in making available to the legislature and the public such data as will throw continuous light on the necessarily diverse and ever-changing work of the several institutions. The task is extremely difficult, because even a single large university (of which Michigan has three) is by its very nature complex and diverse almost beyond human comprehension; but a university has nothing to conceal from the public, and its very existence almost depends upon improving public understanding of its manifold and multiform activities.

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NEW YORK. Events follow each other swiftly in the populous Empire State. One of the most recent is the divulging of the contents of the report of Governor Rockefeller's Committee on Higher Education, headed by Henry T. Heald, president of the Ford Foundation, which occurred November 15.

I must withhold comment until I have seen a copy of the full text of the report. Here I am able to mention only some three features of it as recently reported in the daily press; (1) expansion and strengthening of the State University of New York, by the addition of several new community colleges and by enlarging and improving the liberal arts offerings of the state teachers colleges; (2) urging the charging of \$300 a year tuition fee at the municipal colleges of the City of New York, which have hitherto been free; and (3) recommending direct appropriations of public funds to private colleges, including denominational institutions, on the theory that all types of colleges must be aided, though the state constitution is presently interpreted as forbidding this practice.

The recommendation of \$300 tuition fees touched off an immediate storm of protest at the municipal colleges, particularly at City College, which has been free since 1847. Student leaders and organizations staged demonstrations and protested in their campus publications; faculty members circulated a petition calling upon Governor Rockefeller to reaffirm the principle of free public higher education; and both student and faculty protests were publicly backed by President Buell G. Gallagher. Several leaders in the public high schools of New York City declared that many of their best students would be deprived of opportunity for higher education unless the municipal colleges continue free.

The issue of appropriations of public money to private colleges, especially denominational schools, also has potentialities of bitter controversy. It may be guessed that the legislative session of 1961 may have its exciting moments, if and when the Heald Report is considered and debated.

Another report recently released is

the 80-page printed conclusions of a City College faculty committee appointed more than a year ago to consider the feasibility of inaugurating advanced graduate work. City College now has about 5,000 students studying for masters' degrees, but offers no doctoral work. The report recommends that the masters' offerings be rapidly extended to other departments, and that doctoral offerings be made available in ten departments with a total of about 250 doctoral candidates to be enrolled at first, but with steady expansion contemplated.

Noting that the state of New York has as yet spent comparatively little on advanced graduate work, the report suggests that the state should be the principal support of the expanded graduate program, with the city and private sources also contributing. Initial cost is estimated as about \$1,800,000 a year.

The principal reasons for having advanced graduate work at City College, the report indicates, are a growing demand and an insatiable need for persons having advanced specialized education; the advantage of having a program available near to the homes of hundreds of qualified applicants in the metropolitan area, thus enabling them to complete their formal education at a minimum of personal expense; but chiefly to improve the quality of education at City College itself by preventing it from "going to seed" by affording new faculty members facilities for research, opportunities to associate with distinguished specialists, and working conditions conducive to creative research.

The report, bearing the indorsement of the president of City College, is now in the hands of the Board of Higher Education.

Still another report recently appearing on the scene is Savings and Economies in New York State Education, presented to the State Education Department by a New York University School of Education team headed by Dean Walter A. Anderson, with George D. Stoddard, chancellor and executive Vice President of New York University, as consultant in the study. (Cont'd. p. 154)

NEW YORK. (Continued from page 153)
 The report, described by Dean Anderson as "Bitter medicine" likely to be unpopular both with business men and with educators, contains many specific recommendations. One is that \$9 to \$10 million a year in interest payments could be saved if the state would put its credit behind the bonds of local school districts, thus enabling districts with low credit ratings to sell bonds bearing greatly reduced interest rates. Another is that the state should pay its aid quota in one lump sum when a building is completed. This would save nearly $\frac{1}{2}$ million in interest payments on a building costing \$1 million over a period of 20 years, says the report.

The survey team also looked at school insurance and concluded that savings of 10% to 20% could be had by "securing competitive bids on a total insurance program for each district"; but this is overshadowed by the recommendation that the state should assume the fire risk for all its schools as it now does for state buildings, through a state school insurance fund. Local fire insurance rates are often entirely out of keeping with the actual risks involved; but no doubt many local school boards will want to cling tenaciously to this juicy bit of local patronage.

Merger of the elementary and secondary education divisions of the State Education Department is recommended, as is also fiscal independence for the six big city school districts: New York City, Albany, Buffalo, Rochester, Syracuse, and Yonkers. Probably all these issues will have some attention from the governor and the 1961 legislature. The report has been received by Commissioner James E. Allen and passed on without comment to members of his department and to the administrative officers of local school districts for study by them, after which the Commissioner will study their reactions.

NORTH CAROLINA. The State Board of Education estimates that \$364 million of state funds will be necessary to operate local public schools at present levels of quality during the biennium 1961-63. It proposes program improvements costing \$106 million

in state money. These include 1,400 additional teachers, and some expansion of library services and clerical assistance in schools. Principal item is a proposed salary increase of about 20% for teachers and administrators, costing \$71 million.

Beginners would start with \$3,600 instead of \$2,946, and teachers with graduate degrees and 12 years' experience would get \$5,600 instead of \$4,556.

THIS NOTICE

INFORMS you that a periodic streamlining of GRAPEVINE'S mailing-list will be made in April 1961.

Recipients from whom no communication has been received since October 1960 will be carefully identified.

A mere request to be kept on the list is enough; but a letter about developments in your state, with appropriate enclosures, is better.

Streamlining is done at frequent intervals to assure that GRAPEVINE goes only where it is wanted and read-- not where it is an unwanted nuisance.

UTAH. The issue of whether public school teachers should be paid in accord with a rigid schedule of automatic increments or on a flexible basis according to ability and demonstrated merit is now under scrutiny by the subcommittee on education and welfare of the Utah Legislative Council.

The Utah School Merit Study Committee, after a 6-year investigation of the subject, has presented a report saying that good teaching can be measured and can be properly rewarded with salary increases.

The Committee reports, however, that inaugurating such practices would cost substantial sums, and therefore recommends that it be tried at first not on a statewide basis, but only in a few districts, on their own initiative and at their option. The 1961 legislature will consider the matter.

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