

VIII

THE TWO-YEAR COLLEGES IN THE EAST NORTH CENTRAL STATES

The comprehensive community college is an "open door" college; admission restrictions are few, if any; tuition fees and other fees are lower than in any other type of college; part-time students and students of all ages above 18 are welcomed; the student can continue to live at home and avoid the expense of travel and separate maintenance at a distance; many of the students are persons who could not otherwise attend any college. All these are great gains.

VIII

THE TWO-YEAR INSTITUTIONS IN EACH OF THE FIVE STATES

The first two years of formal education above high school, once ridiculed as "glorified high school," have come to constitute a major segment of the nationwide scene in higher education. Currently they enroll nearly one-third of all students. In different places and in varying proportions, they offer in general three programs: (1) "college parallel" or liberal courses; (2) vocational-technical or occupational courses; and (3) adult programs for persons wishing to upgrade themselves either culturally or occupationally or both.

Nationwide there are some 1,200 such institutions, of which about 1,000 are public. Their spread was so rapid during the 1960s that some fifty new ones were established in a single year late in that decade—an average of one new two-year college each week.

Each of the five East North Central states has this segment as an important feature of its statewide higher educational picture, but in each state it varies as to size, organization, division of state and local support and leadership, and policies.

Community Colleges in Illinois

Illinois is often credited with having the first formalized junior college, originating early in this century at Joliet. Today the state has approximately fifty two-year college campuses, located in thirty-nine community college districts. Nine campuses, known collectively as Chicago

City Colleges, are in the community college district embracing the city of Chicago. Several others are single-campus districts covering the nearby suburbs.

Each community college district is a public corporation within which the voters elect a board of trustees and constitute a local taxing unit which provides roughly half of the tax support for the operating expenses of the district. The other half is from state tax funds appropriated annually by the legislature of Illinois. Other relatively small sources of operating income for the community colleges are tuition fees, federal grants, and occasional private gifts.

Two-Year Colleges in Indiana

In contrast with Illinois, the state of Indiana has not established a statewide system of comprehensive community colleges. Instead, the principal universities (Indiana and Purdue) each developed a system of branch campuses at sizeable cities at various points in the state. These started as two-year campuses but within a few decades gradually developed into full four-year institutions, retaining their connection with the "mother university" in each instance. Thus what was once a network of two-year campuses has evolved into a system of four- and five-year university branches—seven of Indiana University and four of Purdue University.

Under the aegis of a state-created central office named Indiana Vocational Technical College and waggishly known as "Ivy Tech," Indiana has established thirteen two-year occupational colleges at various towns and cities. The only comprehensive-community-college type of two-year institution now extant in the state is Vincennes University at the town

INDIANA. Vocational Technical College Regions



Source: Trustees of the Indiana Vocational Technical College, Trustees Handbook with Respect to Authority and Powers and Other Related Information, November 1978, page 45.

of that name. It has a unique history: beginning very early in the nineteenth century as a private college, it had many vicissitudes and periods of suspension, but survives as a public institution supported by county and state, but largely by the state.

Two-Year Colleges in Michigan

A statewide network of local public state-aided comprehensive community colleges has grown up over approximately a half century in Michigan. The current number of community college districts is twenty-nine, with thirty-three campuses. In general the districts provide about 40 percent of annual operating expenses, while the state supplies about 50 percent.

Michigan and Illinois are markedly similar in that all their local public two-year institutions are comprehensive; that is, they include college-parallel and vocational-technical programs and both of these types are available to adults and other part-timers, in evening as well as day classes. In such comprehensive colleges the vocational-technical division is eligible for the federal aid to vocational education at this level through various special channels that have been developed over half a century. As yet this federal support is not great, amounting usually to no more than 10 percent of the annual operating expenses of the college.

It is important, however, that the vocational-technical division of the comprehensive community college fills the role of the separate vocational-technical institutes as they exist in other states. Michigan and Illinois do not maintain separate systems of vocational-technical colleges. All their public two-year colleges are comprehensive community

colleges. This is a desirable situation, contributing to the all-important accessibility of educational choices to all residents of the state.

Two-Year Colleges in Ohio

Traditionally Ohio has two-year university branches dependent upon each of the five older and larger state universities. At a recent time there were as many as thirty such branch campuses in the state. Currently their number is reported as twenty-four, appended not only to the long-established state universities, but also to such newer establishments as Cleveland State University, Youngstown State University, and Wright State University. These branches are said to be generally comprehensive in the sense that they are not strictly limited to college parallel courses, but to some extent provide technical and semi-professional instruction. Four of the twenty-four, however, are reported as exclusively college parallel. All twenty-four are carried in the budgets of the respective parent universities and are in that sense tax-supported wholly by the state.

Next in number are Ohio's sixteen two-year technical colleges, of which all but one are financed by the state and get no operating support from any local taxing districts. These colleges are much of the same nature as the vocational-technical institutes in Indiana and a majority of the technical, vocational and adult schools in Wisconsin; that is, confined to vocational instruction, and make no claim to be comprehensive two-year institutions.

Ohio also has eight comprehensive community colleges, five of which began a decade or more ago in large urban counties. This was under

a statute which authorized community college districts to be organized only in areas mustering 100,000 people or more—a very restrictive provision. These colleges get their operating expenses about 30 percent from their local taxing districts and about 50 percent from state appropriations. More recently three "general and technical" colleges (comprehensive community colleges) have been established in additional locations, without local tax support, and hence could be called state community colleges.

Thus Ohio's "network" of two-year colleges consists of three or four fragments of net thrown down on the map with some overlapping and some uncovered gaps. Considering the financing of annual operating expenses, Ohio comes much nearer to full support of two-year colleges with state tax funds than does any of the other four states of the East North Central region except Indiana; and while this trend in financing is inevitable, Indiana's seeming leadership is of small consequence because it has no network of comprehensive community colleges, and only a sparse network of vocational-technical colleges with a total of only 25,000 students, constituting only 11 percent of all higher education students in the state. The critical issue is accessibility (geographic) of two-year college facilities to all residents of the state.

Two-Year Colleges in Wisconsin

The situation in Wisconsin somewhat resembles Ohio's, but has a longer and different history. The University of Wisconsin at Madison long had a network of extension centers, in pursuance of its well-known slogan "the state is our campus." Since the reorganization of 1973,

these form a system of "university centers" of which there are fourteen, under the administration of a chancellor who reports to the president of the statewide University System of Wisconsin. The fourteen university centers are said to offer largely if not wholly liberal arts or college parallel instruction, and to be more in the nature of "university feeders," not merely to the university at Madison, but to the respective regional universities (former normal schools) in whose area of the state they are located. In this connection they are sometimes spoken of as satellites of the various universities, though that relationship could be overstressed. It is safe to say, however, that the University Centers are not comprehensive community colleges. As to annual operating support, they receive annual appropriations of state funds as a segment of the total legislative appropriations to the total statewide University System.

Another important element in the Wisconsin picture is the statewide system of Vocational, Technical, and Adult Schools, now based on seventeen local public districts covering the state, and under the oversight of the State Board of Vocational Education. These districts are taxing subdivisions of the state, electing their own governing boards and, generally speaking, operating one central vocational, technical and adult school of some size and importance, and an average of about one lesser center elsewhere in the same district, so that the current total number of campuses is about thirty-three.

Begun more than half a century ago, this statewide system of vocational schools was apparently originally wholly at the high school level and largely intended for high school dropouts who could not stomach the academic secondary school programs of that day. At one time there were

as many as sixty-eight of these local vocational school districts, in keeping with the general practice of that era of organizing local school districts of relatively small size as compared with present-day standards in the era of motor transportation and abundant highways.

Most important is that over the decades the clientele of these schools continually tended to include more and more persons who were high school graduates or equivalent, more competent working persons well above traditional high school age, and a generally higher level of maturity, so that they have come to be considered as institutions largely on the level of the two-year post-secondary college. This is not to say, by any means that they are comprehensive community colleges. Most of them are largely limited to vocational and technical instruction; but a few, especially of the older and larger ones, have for many years offered substantial programs of studies acceptable for transfer to the universities.

The very large Milwaukee Area Technical College is the leader in this respect. Among others are the Madison Area Technical College, the Gateway Technical Institute (with campuses at Racine and Kenosha), and the Nicolet College and Technical Institute at Rhinelander. This Wisconsin vocational system is not as totally narrowly vocational as the Indiana and Ohio vocational networks; but yet, the Wisconsin two-year college scene appears to shape up at present pretty much as a binary system, wherein never the twain shall coalesce. Wisconsin has nothing named a community college or junior college, let alone a comprehensive community college.

The Two-Year Colleges of the East North Central
Region as a Whole

First, counting two-year colleges and their branch campuses, it appears that there are 198 two-year college campuses in the region. Let's say approximately 200. Among the states, they range from 14 in Indiana to 51 in Illinois, and 54 in Ohio. Michigan has 33; Wisconsin has 46 (Table 23).

Aggregate enrollment of 835,000 students is 41 percent of all college students at all levels in the entire region. This percentage of grand total enrollments in all higher education varies from 11 percent in Indiana to 53 in Illinois and 55 in Wisconsin. In Ohio it is 31 percent; in Michigan, 43 percent (Table 25).

These seemingly bland statistics are not a collection of useless information. They are of great consequence toward achieving accessibility to higher education for all worthy residents who want it. One of the very important and little recognized facts that has not yet been precisely quantified is that a large proportion of students in two-year colleges are persons who would not otherwise have gotten any formal education above high school at all.

The elements that generate this fact are, or ought to be, well-known: the two-year college is within commuting distance from the student's home; it is hospitable to part-time students; it welcomes students of all ages above eighteen; the student can continue to reside at home and avoid undergoing the expense of travel and separate maintenance in a college or university town at greater or lesser distance away; tuition fees and other fees are usually lower than in any other type of college;

admission restrictions are few or nonexistent—these colleges are "open-door" colleges.

Tables 23-27 are intended to provide a few numerical clues to the chaotic, or at least widely diverse, picture of the numbers and types of public two-year institutions in each of the five states.

Apparently the ratio of full-time to part-time students varies from 1 to 1.17 in Indiana to 1 to 2.74 in Illinois. Thus the five states bracket the ratio reported nationally for all fifty states, which is 1 to 1.79 (Table 24).

The percentage of all higher education students enrolled in two-year institutions ranges from 11.1 in Indiana to 55.5 in Wisconsin (Table 25).

Table 26 compares the total state appropriations for annual operating expenses of the two-year colleges for fiscal year 1980-81 with the total headcount enrollments reported for the preceding year. This produces a macro-statistic: appropriations per headcount student, which is of limited usefulness because it does not distinguish among the different types of institutions, nor among differing ratios of full-time students to part-time students, nor among differing proportions of their tax-paid operating income received by two-year institutions from state revenues and from local tax revenues. These latter may vary from as little as 30 percent from state funds to as much as 90 percent or more, depending on the state statute and the type of two-year college. Despite these limitations, the "appropriation per headcount student" has certain usefulness in comparing states as units.

Table 27 simply breaks down the data of Table 26 by types of two-year institutions in each of the five states.

Table 23. Two-Year Institutions: Number of
Institutions and Campuses in
Each of Five States

State (1)	Institutions (2)	Campuses (3)	Total Campuses (4)
IL	Institutions	39	
	Campuses	51	51
IN	Vocational-Tech Inst	13	
	Vincennes U	1	14
MI	Institutions	29	
	Campuses	33	33
OH	Community Colleges	7	
	Campuses	9	
	Technical Colleges	16	
	University Branches	10	
	Campuses	29	54
WI	University Centers	14	
	Vocational/Tech/Adult	16	
	Campuses	32	46
	Total Campuses		198

Table 24. Two-Year Institutions: Full-Time and
Part-Time Enrollments as of October 1979

State (1)	Full-time (2)	Part-time (3)	Total (4)	Ratio Full-Part (5)
Illinois	82,074	224,717	329,791 [†]	1 to 2.74
Indiana	11,536	13,519	25,055	1 to 1.17
Michigan	59,151	146,982	206,133	1 to 2.48
Ohio	53,588	85,236	138,824 [†]	1 to 1.59
Wisconsin	56,340	78,934	135,274	1 to 1.40
50-st total	1,534,880	2,751,468	4,334,344 [†]	1 to 1.79

[†]Discrepancies in the totals occur when an institution reports total enrollment but does not show the full-time, part-time breakdown.

Table 25. Percentage of Students Enrolled in Two-Year Institutions

State (1)	Two-Year Enrollment (2)	Total Enrollment (3)	Per- cent (4)
WI	135,274	243,876	55.5
IL	329,791	616,209	53.5
MI	206,133	481,767	42.7
OH	138,824	452,754	30.6
IN	25,055	224,992	11.1
	835,077	2,019,598	41.3

Table 26. State Tax-Fund Appropriations for Annual Operating Expenses of Two-Year Colleges in Five States, 1980

State (1)	State Appropriations (2)	Headcount Enrollment (3)	Per Headcount Student (4)
Indiana	\$ 22,695,000	25,055	\$905.81
Ohio	93,790,000	138,824	675.60
Michigan	134,646,000	206,133	653.20
Illinois	135,251,000	329,791	410.11
Wisconsin	55,220,000	135,274	408.21
Totals	\$441,602,000	835,077	\$528.82

Source of enrollment data for the two-year colleges is: Gilbert, Fontelle (Ed.), 1980 Community, Junior and Technical College Directory. Washington, D.C.: American Association of Community and Junior Colleges.

Table 27. Two-Year Institutions in Five States

States (1)	Type of Institution (2)	Total Enroll- ment (3)	Appropri- ation 1980 (4)	Per Headcount Student (5)
IL	Community colleges	330,783	\$134,364	\$ 406.20
IN	Two-year colleges	25,055	22,695	905.81
MI	Community colleges	206,133	134,646	653.20
WI	Univ. Center System	8,708	13,853	1,590.84
WI	Vocational & Tech., & Adult Education	126,566	55,220	436.29
OH	Community colleges	55,446	40,331	727.39
OH	Technical colleges	37,402	33,416	893.43
OH	University branches	45,891	20,043	436.75

Table 28, which follows, sets forth the names, locations, and statistics of enrollment for 1979 of some 200 public two-year colleges of various types in Indiana, Illinois, Michigan, Ohio, and Wisconsin.

The enrollment figures are confined to three columns, showing full-time, part-time, and total.

The exhibit is adapted from 1980 Community, Junior, and Technical College Directory, edited by Fontelle Gilbert for the American Association of Community and Junior Colleges, One Dupont Circle, Washington, D.C. 20036.

The data may not in every instance be identical with similar data found in other documents bearing other dates and issuing from other sources.

Table 28. Two Hundred Two-Year Institutions in Five States

INDIANA

Institutions	Location	Enrollment, 1979		
		Full Time	Part Time	Total
Indiana Vocational Technical College	Indianapolis			
Central Indiana Region	Indianapolis	1,587	2,326	3,913
Columbus Region	Columbus	626	750	1,376
Eastcentral Region	Muncie	812	1,118	1,930
Kokomo Region	Kokomo	639	966	1,605
Lafayette Region	Lafayette	373	582	955
Northcentral Region	South Bend	696	1,254	1,950
Northeast Region	Fort Wayne	524	1,698	2,222
Northwest Region	Gary	781	966	1,747
Southcentral Region	Sellersburg	570	442	1,012
Southeast Region	Madison	151	247	398
Southwest Region	Evansville	522	836	1,358
Wabash Valley Region	Terre Haute	626	478	1,104
Whitewater Region	Richmond	368	481	849
Vincennes University	Vincennes	3,261	1,375	4,636

Institution	Location	Enrollment, 1979		Total
		Full Time	Part Time	
Belleville Area College	Belleville	2,391	5,851	8,242
Black Hawk College	Moline			
East campus	Kewanee	373	527	900
Quad Cities campus	Moline	1,887	4,672	6,559
Carl Sandburg College	Galesburg	1,011	2,541	3,552
City College of Chicago	Chicago			
Chicaco City-wide College	Chicago	1,228	5,992	7,220
Chicago Urban Skills Institute	Chicago	665	28,706	29,371
Kennedy-King College	Chicago	4,160	3,576	7,736
The Loop College	Chicago	1,696	5,707	7,403
Malcolm X College	Chicago	1,975	2,204	4,179
Olive Harvey College	Chicago	1,800	2,173	3,973
Richard J. Daley College	Chicago	1,572	5,131	6,703
Truman College	Chicago	1,910	3,117	5,027
Wilbur Wright College	Chicago	2,716	3,870	6,586
College of Dupage	Glenn Ellyn	4,839	12,899	17,738
College of Lake County	Grayslake	2,238	7,974	10,212
Danville Area Community College	Danville	1,340	2,169	3,509
Elgin Community College	Elgin	1,487	3,941	5,428
Highland Community College	Freeport	709	928	1,637
Illinois Central College	East Peoria	2,957	9,093	12,050
Illinois Eastern Community Colleges	Olney			
Frontier Community College	Fairfield	143	2,407	2,550
Lincoln Trail College	Robinson	609	975	1,584
Olney Central College	Olney	817	1,260	2,077
Wabash Valley College	Mt Carmel	1,105	2,130	3,235
Illinois Valley Community College	Oglesby	1,520	2,435	3,955
John A. Logan College	Carterville	996	907	1,903
John Wood Community College	Quincy	1,003	1,688	2,691
Joliet Junior College	Joliet	2,578	6,685	9,263
Kankakee Community College	Kankakee	700	2,873	3,573
Kaskaskia College	Centralia	971	1,610	3,573
Kishwaukee College	Malta	947	2,150	3,097
Lake Land College	Mattoon	1,897	1,895	3,792
Lewis and Clark Community College	Godfrey	1,373	4,029	5,402
Lincoln Land Community College	Springfield	1,905	4,167	6,072
McHenry County College	Crystal Lake	711	2,524	3,235
Moraine Valley Community College	Palos Hills	2,972	7,001	9,973
Morton College	Cicero	935	2,451	3,386
Oakton Community College	Morton Grove	1,943	4,358	6,301
Parkland College	Champaign	2,667	4,137	6,804
Prairie State College	Chicago Heights	1,458	4,263	5,721
Rend Lake College	Ina	917	2,197	3,114
Richland Community College	Decatur	497	2,031	2,528
Rock Valley College	Rockford	1,657	4,392	6,049
Sauk Valley College	Dixon	880	2,194	3,074
Shawnee Community College	Ullin	518	1,779	2,297
Southeastern Illinois College	Harrisburg			23,000
Spoon River College	Canton	574	1,546	2,120
State Comm College of East St. Louis	East St Louis	876	1,008	1,884
Thornton Community College	South Holland	2,200	7,249	9,449
Triton College	River Grove	4,601	13,981	18,582
Waubonsee Community College	Sugar Grove	1,054	4,226	5,280
William Rainey Harper College	Palatine	4,096	13,098	17,194

MICHIGAN

Institution	Location	Enrollment, 1979		
		Full Time	Part Time	Total
<u>Community Colleges</u>				
Alpena Community College	Alpena	854	841	1,695
Bay De Noc Community College	Escanaba	845	406	1,251
Charles Stewart Mott Comm Coll	Flint	2,451	7,303	9,754
Delta College	University Center	3,608	5,416	9,024
Glen Oaks Community College	Centreville	617	690	1,307
Gogebic Community College	Ironwood	885	423	1,308
Grand Rapids Junior College	Grand Rapids	3,677	4,157	7,834
Henry Ford Community College	Dearborn	3,504	13,861	17,365
Highland Park Community College	Highland Park	1,519	804	2,323
Jackson Community College	Jackson	2,191	5,717	7,908
Kalamazoo Valley Community College	Kalamazoo	1,688	4,834	6,522
Kellogg Community College	Battle Creek	1,476	5,314	6,790
Kirtland Community College	Roscommon	507	568	1,075
Lake Michigan College	Benton Harbor	912	2,395	3,307
Lansing Community College	Lansing	4,642	20,129	24,771
Macomb County Community College	Warren			
Center campus	Mt Clemens	1,241	4,588	5,829
South campus	Warren	3,940	16,022	19,962
Mid Michigan Community College	Harrison	651	966	1,617
Monroe County Community College	Monroe	696	1,298	1,994
Montcalm Community College	Sidney	513	1,009	1,522
Muskegon Community College	Muskegon	1,501	3,674	5,175
North Central Michigan College	Petoskey	595	1,232	1,827
Northwestern Michigan College	Traverse City	1,760	1,211	2,971
Oakland Community College	Bloomfield Hills			
Auburn Hills campus	Auburn Heights	1,169	5,269	6,438
Highland Lakes Campus	Union Lake	495	2,703	3,198
Orchard Ridge campus	Farmington	1,929	5,204	7,133
Southeast campus	Oak Park	678	3,236	3,914
St Clair County Community College	Port Huron	1,709	1,641	3,350
Schoolcraft College	Livonia	2,094	5,810	7,904
Southwestern Michigan College	Dowagiac	1,115	1,179	2,294
Washtenaw Community College	Ann Arbor	1,383	6,356	7,739
Wayne County Community College	Detroit	7,783	12,318	20,101
West Shore Community College	Scottville	523	408	931

Institution	Location	Enrollment, 1979		
		Full Time	Part Time	Total
<u>Community Colleges</u>				
Cuyahoga Comm Coll District -				
Eastern Campus	Warrensville Twnshp	695	3,741	4,436
Metropolitan campus	Cleveland	2,866	6,889	9,755
Western campus	Parma	2,671	9,123	11,794
Edison State Comm Coll	Piqua	397	1,555	1,952
Lakeland Comm Coll	Mentor	1,746	5,399	7,145
Rio Grande Comm Coll	Rio Grande	570	297	867
Shawnee State Comm Coll	Portsmouth	1,131	799	1,910
Sinclair Comm Coll	Dayton	4,070	12,262	16,332
Southern State Comm Coll	Wilmington	412	843	1,255
<u>Technical Colleges</u>				
Belmont Tech Col	St. Clairsville	485	663	1,148
Central Ohio Tech Coll	Newark	514	594	1,108
Cincinnati Tech Coll	Cincinnati	1,716	1,941	3,657
Clark Tech Coll	Springfield	1,094	1,269	2,363
Columbus Tech Inst	Columbus	3,289	2,851	6,140
Hocking Tech Coll	Nelsonville	1,552	973	2,525
Jefferson Tech Col	Steubenville	626	970	1,596
Lima Tech Coll	Lima	1,983	4,068	6,051
Marion Tech Coll	Marion	460	674	1,134
Michael J. Owens Tech Coll	Toledo	1,632	1,584	3,216
Muskingum Area College	Zanesville	633	705	1,338
North Central Tech Coll	Mansfield	690	838	1,528
Northwest Tech Coll	Archbold	295	476	771
Stark Tech Coll	Canton	865	1,232	2,097
Terra Tech Coll	Fremont	755	1,208	1,963
Washington Tech Coll	Marietta	305	462	767
<u>University Branches</u>				
Bowling Green U - Firelands campus	Huron	506	663	1,139
Kent State U -Ashtabula campus	Ashtabula	418	698	1,116
Kent State U -East Liverpool Reg campus	East Liverpool	283	331	614
Kent State U -Geauga campus	Burton	55	248	303
Kent State U -Salem campus	Salem	170	374	544
Kent State U -Stark Reg campus	Canton	916	1,055	1,971
Kent State U -Trumbull campus	Warren	731	808	1,539
Kent State U -Tuscarawas campus	New Philadelphia			915
Miami U -Hamilton campus	Hamilton	456	1,316	1,500
Miami U -Middletown campus	Middletown	619	1,360	1,979
Ohio State U -Ag & Tech Inst	Wooster	689	31	720
Ohio State U -Lima campus	Lima	643	209	852
Ohio State U -Mansfield campus	Mansfield	855	288	1,143
Ohio State U -Marion campus	Marion	534	231	765
Ohio State U -Newark campus	Newark	676	236	912
Ohio U -Belmont campus	St Clairsville	269	695	964
Ohio U -Ironton campus	Ironton	550	480	1,030
Ohio U -Chillicothe campus	Chillicothe	442	655	1,097
Ohio U -Lancaster campus	Lancaster	445	1,036	1,481
Ohio U -Zanesville campus	Zanesville	444	565	1,009
U of Akron -Comm & Tech Coll	Akron	1,995	2,747	4,742
U of Akron -Wayne Gen & Tech Coll	Orrville	213	653	866
U of Cincinnati -Clermont Gen & Tech	Batavia	349	874	1,223
U of Cincinnati -Ohio Coll of App Sci	Cincinnati	769	1,173	1,942
U of Cincinnati -Raymond Walters Gen & Tech Col - Cincin.	Cincinnati	1,114	2,350	3,464
U of Cincinnati -University coll	Cincinnati	2,860	119	2,979
U of Toledo -Comm & Tech Col	Toledo	1,692	1,848	3,540
U of Toledo -Western branch	Celina	243	496	739
Wright State U -Coll of App Sci	Youngstown	2,882	1,921	4,803

WISCONSIN

Institution	Location	Enrollment, 1979		
		Full Time	Part Time	Total
<u>University Center System</u>				
Baraboo-Sauk County campus	Baraboo	265	166	431
Barron County campus	Rice Lake	308	55	363
Fond Du Lac	Fond Du Lac	338	226	564
Fox Valley campus	Menaska	429	535	964
Manitowoc County campus	Manitowoc	257	134	391
Marathon County campus	Wausaw	678	309	987
Marinette County campus	Marinette	199	179	378
Marshfield-Wood campus	Marshfield	269	369	638
Medford campus	Medford	73	53	126
Richland campus	Richland Center	186	56	242
Rock County campus	Janesville	288	356	644
Sheboygan campus	Sheboygan	395	241	636
Washington County campus	West Bend	337	279	616
Waukesha County campus	Waukesha	893	835	1,728
<u>Vocational Technical & Adult Education</u>				
Blackhawk Technical Inst	Janesville	1,377	509	1,886
District One Technical Institute	Eau Claire	2,060	871	2,931
Fox Valley Technical Institute	Appleton campus	2,680	1,947	4,627
	Oakhosh campus			
Gateway Technical Institute	Elkhorn campus	158	369	527
	Kenosha campus	1,379	3,169	4,548
	Racine campus	645	1,647	2,292
Lakeshore Technical Institute	Cleveland	956	1,313	2,269
Madison Area Technical College	Madison	3,834	4,253	8,087
Mid-state Technical Institute	Marshfield campus	140	195	335
	Stevens Point campus	87	103	190
	Wisconsin Rapids	657	179	836
Milwaukee Area Technical College				
Central campus	Milwaukee	18,342	16,229	34,571
North campus	Mequon	2,440	9,653	12,093
South campus	Oak Creek	2,879	8,145	11,024
West campus	West Allis	2,649	10,735	13,384
Moraine Park Technical Institute	Fond Du Lac	1,033	7,631	8,664
	Beaver Dam campus			
	West Bend campus			
Nicolet College & Technical Institute	Rhineland	450	473	923
North Central Technical Institute	Antigo campus	1,495	1,180	2,675
	Wausau campus			
Northeast Wisconsin Technical Inst	Green Bay campus	1,809	1,629	3,438
	Marinette campus			
	Sturgeon Bay campus			
Southwest Wisconsin Technical Inst	Fennimore	731	461	1,192
Waukesha County Technical Inst	Pewaukee	1,706	2,736	4,442
Western Wisconsin Technical Inst	La Crosse	2,104	1,540	3,644
Wisconsin Indianhead VTAE District	Shell Lake			
Ashland campus	Ashland	292	52	344
New Richmond campus	New Richmond	285	46	331
Rice Lake Campus	Rice Lake	547	16	563
Superior campus	Superior	690	60	750

IX

GRADUATE, ADVANCED PROFESSIONAL, AND POSTDOCTORAL LEARNING

The markedly increased demand for graduate education expected in the next decade could be satisfied entirely by selective expansion of the programs of institutions already engaged in graduate education. However, each state and each metropolitan area with a population in excess of 500,000 should have graduate educational resources of high quality and of sufficient capacity to insure full contribution to cultural, social and economic development.

—From Toward a Public Policy for Graduate Education in the Sciences. Washington: National Science Foundation.

IX

GRADUATE, ADVANCED PROFESSIONAL, AND POSTDOCTORAL LEARNING

University study beyond the bachelor's degree is the spearhead of higher education. To use the military metaphor, as the columns of learners advance farther and farther into the unknown and sometimes hostile territory of ignorance, superstition, prejudice, and their numerous allies, they must put out far ahead strong "advance parties" to scout the terrain, "feel out" any obstacles encountered, and transmit frequent communications back to their main columns.

Ahead of the advance party goes the "point," a small patrol which goes forward with some caution and constantly reconnoiters. It will be the first to meet dangers or difficulties and relay intelligence to the advance party. Some distance ahead of the other scouts of the point patrol goes a "point soldier" who constantly advances into unknown territory farther than anyone else.

Graduate students, and doctoral and postdoctoral students, are the advance parties and point patrols in the advancement of learning.

Original Contributions to Knowledge

There are other apt metaphors. If the universe of human knowledge were one vast blackness in a limitless void, and a flashlight were focused at the center of a black vertical plane therein, the small spot of light would represent the present-day total of what mankind is thought to know. All around its circular boundary the light fades. On that foggy line is where graduate students and researchers in every field are working to push the frontier out.

Some have been described as "on their hands and knees with scalpels and microscopes, dissecting every blade of grass," while others may prefer to circle their terrain with a helicopter carrying cameras and field-glasses in an effort to see the forests without having their view obstructed by the trees. These, as well as many other strategies, all have their usefulness; and besides all that, many discoveries are made by serendipity, or by accidentally or inadvertently finding an important bit of knowledge that was not really being looked for at all. Such are the vagaries of science.

Graduate students and researchers have variously been accused of many faults, such as concentrating inanely on trivialities, using gobbledegook scientific or professional jargon that no one else can understand, and being so preoccupied with research that they do not communicate and do not teach, write, or speak well. But with all their alleged shortfalls, no knowledgeable person can fail to recognize that the advance of civilization and the upward progress of society depends very heavily on these people.

Graduate learning and research are ultimately the key to continual improvement in the theory and practice of more than a score of professions; in growing numbers of semiprofessions, subprofessions, and technical occupations. New discoveries reach into all walks of life: menial jobs are abolished (witness the hod-carrier, the elevator-operator, the push-cart street cleaner, and others that have disappeared); drudgery is reduced—the farmer is emancipated from the hoe and the scythe to the tractor and the harvester; the housekeeper is freed from the long hours of tedious handwork that gave rise to the saying "Woman's work is never

done." These connections can hardly be overemphasized.

An Example: Key to Improvement of
Schooling at All Levels

Expansion of doctoral and postdoctoral studies in all academic and professional fields is the key to improvement of schooling at all levels from infancy onward, and to the advancement of humane civilization. The paramount factor in improving schools is the provision of many more teachers, educated beyond the stages hitherto acceptable.

The earned doctoral degree is not the ultimate union card for university or college professors. It will be supplanted, gradually over a generation, by a record of substantial postdoctoral studies, continuous or recurrent. Greatly increased numbers of doctoral degree holders (both of the conventional research-oriented types and from newer more flexible interdisciplinary programs) will infiltrate the faculties of community colleges and all lower schools. In a sense the opportunity is greatest at the level of preschools and day-care centers, where crucial advances can be made in education, nutrition, good health practices, and general physical and mental development.

Thus expansion and betterment of doctoral and postdoctoral studies is the leaven for the advancement of all education. There will be a growing stratum of postdoctors having some of the qualities of generalists able to counteract the excessive fragmentation of knowledge in university instruction. Benefits will also accrue to governments at all levels and to the whole of society from a better-educated citizenry, and from a large and growing pool of expertise to seek solutions of complex economic and social problems.

Doctoral Degrees Conferred by Seventeen East
North Central State Universities, 1920 - 1974

It has been noticed in Section IV, Table 17, page 48, that the seven flagship state universities of the East North Central region ranked respectively first, fourth, fifth, seventh, fourteenth, fifteenth, and seventeenth among all the universities in the nation with respect to the numbers of Ph.D. degrees conferred over the 54-year period 1920-1974.

These are the comprehensive, cosmopolitan, large and long-established state universities of the region, each having been in existence for more than a century, and each known nationwide and worldwide.

Sections V, VI, and VII named and briefly characterized three other categories of East North Central state universities, nearly all of which are of much more recent origin (or at least younger in their current university embodiment). Seventeen of these were offering doctoral programs and conferring doctoral degrees, at least in small numbers, prior to 1974. Table 29 names each of these, together with the number of Ph.D. degrees reported as having been conferred up to that year.

Since then, three other state universities in the region are known to have inaugurated doctoral programs. They are Cleveland State University in Ohio; Southern Illinois University at Edwardsville; and Central Michigan University at Mount Pleasant.

Of these doctoral-granting state universities, Ohio appears to have eight; Illinois, five; Michigan, four; Indiana, two; and Wisconsin, one.

Table 29. Number of Ph.D. Degrees Granted by 17 State Universities
in Five East North Central States, 1920-1974

(omitting the seven flagship universities, Section IV)

State (1)	Institutions (2)	Number Granted (3)
MI	Wayne State U, Detroit	2,584
OH	U of Cincinnati	1,994
IL	So. Ill. U, Carbondale	1,272
OH	Ohio University, Athens	775
OH	Kent State U	629
IN	Ball State U, Muncie	471
IL	Northern Ill. U, DeKalb	411
OH	Bowling Green State U	262
OH	U of Toledo	252
OH	U of Akron	245
MI	W. Michigan U, Kalamazoo	175
OH	Miami University, Oxford	162
IL	Illinois State U, Normal	139
WI	U of Wisconsin, Milwaukee	136
IL	U of Ill., Chicago Circle	103
IN	Indiana State U, Terre Haute	97
MI	Michigan Tech. U, Houghton	41

Source: National Research Council, Commission on Human Resources, A Century of Doctorates (Washington, D.C., 2101 Constitution Avenue, NW).

Graduate and Postdoctoral Students, 1980

Table 30 speaks not of doctoral degrees granted, but of aggregate headcount enrollments of post-baccalaureate students as of Fall 1980 in some twenty state universities of the region, and of the numbers of post-doctoral students.

This table is the result of a quick survey and does not purport to be all-inclusive, but only a partial representation for illustrative purposes. It includes a majority of the universities in each of the first two categories (Sections IV and V, pages 43-59) and samplings of the universities in the other two categories (Sections VI and VII, pages 60-74).

Reports of numbers of postdoctoral students are in nearly all cases approximations, because this level of study is not yet routinely recorded and credentialed or officially certificated. There is, and probably will not be, any necessity for formal degrees higher than the doctorate; but this does not detract from the increasing significance of postdoctoral study.

University governing boards and administrators could well take more official notice of their postdoctoral students and give them more recognition as a small but growing element of present and future importance. They tend to raise the level of maturity of the entire university community. They are generally exemplars of intellectual effort who lend inspiration to the student body and exhibit qualities of scholarly curiosity and integrity worthy of emulation.

Table 30. Graduate Student Enrollments and Postdoctoral Students, 1980, in 24 State Universities in the East North Central States

State (1)	Institution (2)	Head- count graduate students (3)	Percentage of university enrollment (4)	Approximate number post doctor- ates (5)
WI	U of Wis., Madison	13,600	33	550 ^a
MI	U of Mich, Ann Arbor	13,172	37	163
OH	Ohio State University	12,977	22	5
MI	Mich State U, Lansing	10,535	22	34
MI	Wayne State U	10,239	31	6
IL	U of Ill, Champaign/ Urbana	8,314	24	NR
IL	Northern Ill., DeKalb	7,820	30	10
IN	Indiana U	7,500	24	NR
IN	IUPUI, Indianapolis	6,717	29	10
IN	Purdue University	5,234	16	120
WI	U of Wis., Milwaukee	4,468		10
OH	U of Akron	4,055	23	0
IL	So. Ill. U, Carbondale	3,744	16	0
IN	Ball State U, Muncie	3,727	12	0
IL	U of Ill., Chicago Circle	3,462	17	10
MI	Western Michigan U	3,426	17	0
MI	Central Michigan U	2,971	16	0
OH	Bowling Green State U	2,638	13	18
MI	Oakland U	2,400	20	0
IL	Ill. State U, Normal	2,092	10	0
OH	Ohio U	2,000	10	20
IL	So. Ill. U, Edwardsville	1,986	20	0
IN	Indiana State U	1,754	14	1
OH	U of Cincinnati	1,551		2

^aIncludes postdoctoral trainees, fellows, and research associates; excludes long-term postdoctoral research staff.
NR=Not reported

Unit Costs of Graduate Instruction

The typical variance among unit costs of instruction at different academic levels and in different types of programs is illustrated in Table 31, "Unit Costs of Instruction in Illinois Public Universities for Selected Major Disciplines, 1977."

These data are shown in graphs on pages 28 and 29 of An Executive Summary: A Profile of Enrollments, Degrees, Faculty and Finances for Public and Private Higher Education Institutions in Illinois, published in June 1978 by the Illinois Board of Higher Education, 4 West OldCapitol Square, 500 Reisch Building, Springfield, IL 61701 (Pp. 43). In this section the data in Table 31 are adapted from the original graphs.

The fact that unit costs are much higher in advanced graduate instruction than at lower academic levels sometimes gives rise to questionable notions, such as that all students should be charged fees in proportion to the cost of the instruction they receive. This could become the practical equivalent of "a cash-register in every classroom" or "admission charges to every library or laboratory." The whole idea is foreign to the spirit of a university and is negated by the recognition that the public benefits derived from this stage of education greatly outweigh its cost.

Away With Defeatism

There is afloat over public higher education a dense cloud of timidity and pessimism which can only be temporary. Counsel of surrender to an alleged "wave of extreme conservatism," sensational media

Table 31. Unit Costs of Instruction in Illinois Public Universities, for Selected Major Disciplines, 1977

Levels of Instruction (1)	Disciplines (2)	Dollars per Credit Hour (3)
Graduate II (Advanced Graduate, Doctoral)	Biological Sciences	255
	Business	145
	Education	158
	Engineering	240
	Fine and Applied Arts	190
	Health	220
	Letters	240
	Psychology	265
	Public Affairs	148
	Social Sciences	270
Graduate I (Masters' and some professional)	Biological Sciences	208
	Business	100
	Education	100
	Engineering	180
	Fine and Applied Arts	170
	Health	140
	Letters	150
	Psychology	120
	Public Affairs	120
	Social Sciences	160
Undergraduate II (Upper division, third and fourth years)	Biological Sciences	87
	Business	52
	Education	80
	Engineering	120
	Fine and Applied Arts	95
	Health	120
	Letters	70
	Psychology	60
	Public Affairs	60
	Social Sciences	70
Undergraduate I (Lower division, first and second years)	Biological Sciences	45
	Business	35
	Education	65
	Engineering	80
	Fine and Applied Arts	60
	Health	50
	Letters	50
	Psychology	30
	Public Affairs	30
	Social Sciences	40

stories magnified by uninformed and exaggerated gossip about a "tax-payers' revolt," and a flood of writing and of talk among faculty members, administrators, and board members to the general effect that institutions must be decapitated, faculties decimated, and the whole enterprise shrunk and shriveled to a specter of its healthy self, abound.

Universities are expected to study "the management of decline;" this is supposed to be "the new depression in higher education;" enrollments are supposed to drop drastically because there will be somewhat fewer 18-year olds in the total population during the ensuing few years; universities are adjured to forget quantity and to stress "quality" in lieu of growth and development; they are told they must "do more with less," and worry about a long siege of austerity, such as they experienced for a century until they emerged from it partially about thirty years ago. This is unwarranted panic. It does not comport with the eminent good sense of the American public. It is telling the bare-footed little black girl she must lift herself by her bootstraps.

An unprecedented cultural sea-change is under way, bringing into higher education more women, more blacks, more Chicanos and persons of other minority races and national origins; more persons of all ages twenty-five and above; more part-time students; more persons handicapped physically or financially. In the long movement toward universal higher education, the half-way mark has yet hardly been passed.

STATEWIDE STRUCTURE OF GOVERNANCE

Michigan's Constitution provides autonomy for each of its state universities and colleges. There can be no statewide governing board or coordinating board with power of mandate over all. Wisconsin has a central statewide governing board with full powers of governance over all its state universities and university centers. Illinois, Indiana, and Ohio each has a statewide coordinating board with limited authority.

STATEWIDE STRUCTURE OF GOVERNANCE

The five East North Central states present diversity in their structures of governance for the statewide systems of higher education. Deserving first mention is Michigan, known for more than a century as the "mother of constitutionally independent state universities." It was first stipulated in the Constitution of 1850 that the University of Michigan at Ann Arbor has "exclusive control of the expenditure of university funds," meaning that neither the governor of the state nor the legislature nor any other state authority could interfere with the prerogative of the regents of the university to control and manage the affairs of the university.

Constitutional Independence in Michigan

Since 1850 a series of decisions by the supreme court of Michigan has upheld this principle against various challenges, and it was written into the totally new Michigan Constitution of 1963, which also took pains to confer similar autonomy on each of the other state institutions of higher education in Michigan, "and such others as may be established" in the future.

Similar but not always identical degrees of autonomy have been bestowed on the institutional governing boards of their respective principal state universities by the constitutions of Minnesota, Idaho, California, Arizona, Colorado, Nevada, and half a dozen other states, and generally sustained by one or more decisions of the respective state supreme courts.

In Michigan in 1965 a Citizens' Committee on Higher Education appointed by Governor George Romney recommended voluntary institutional coordination (not coerced by statute) and said: "A second way is for the legislature to assign the institutions their respective roles by law. The Michigan Constitution has rejected this way, and this Committee would reject it.

"It is believed that the system used in Michigan should retain the flexibility that now exists and encourage diversity and initiative more than can be the case when institutional roles are fixed by law.

"A third way is to have an all-powerful state board of education whose coordinating orders have the effect of law. This is rejected by the Michigan Constitution, and it has never worked in any state whose educational system has become at all complex."

A university is an organism which grows and changes its form to meet the exigencies of its environment; and not a lifeless mechanism which has to have new mechanical attachments affixed to it by artisans from the outside. This concept belies the necessity, the effectiveness, and even the possibility of subjecting the development of state universities wholly to bureaucratic planning centralized in a statehouse agency. Under its decentralized statewide structure, Michigan has a flexible, adaptable system of higher education wherein initiative and intellectual effort and high morale are fostered to a degree not possible under centralized bureaucratic systems.

Central Governing Board In Wisconsin

Very different is the current situation in Wisconsin, where in 1973 some 28 state institutions of higher education were placed under the sole governance of a new Board of Regents of the University of Wisconsin System by a legislative act. Prior to that time the state had for about fifteen years a statutory Coordinating Board with little more than advisory duties, which made praiseworthy efforts to advance the cause of higher education in the legislature and among the public, but was given a generally rough ride by the growing factions demanding a "unified" system of governance, and was finally pushed aside and superseded.

Insights into some events of the three years immediately following July 1, 1973, the final effective date of Wisconsin's consolidation of governance of all public universities and their associated branch campuses, were provided in a 10,000-word paper by Donald E. Percy, senior vice president of the new system.

Entitled "Coping with Government in the Governance of Universities: The Impact of State-Level Policies," the paper was delivered at the 1976 annual meeting of the National Association of State Universities and Land-Grant Colleges. Not only did Wisconsin's state universities have to sustain the shock of drastic administrative reorganization at the statewide level; they also had to survive some immediate retrenchment imposed by a governor who had won his fight for statewide consolidation.

The governor determined to apply a two and one-half percent "productivity savings" to the budgets of all state agencies, including the state universities. This deprived the universities of more than \$21

million over a biennium, and necessitated some nonrenewals of probationary staff members, and some lay-offs of tenured staff members. A simultaneous complication was the state-mandated shifting of some funds from some campuses to others because of changes in enrollment. Fortunately, the state was persuaded to provide \$1 million in "transitional relief" to avoid violation of required prior notice in contracts of terminated staff members.

Such stresses, as is well known, wreaked heavy damage on the morale of all faculties; and the amount of loss in quality of teaching and research, as well as in the all-important general spirit of the universities, can never be quantified. It is also very difficult to estimate the degree of subsequent recovery. For the biennium 1975-77 the "productivity" cut was reduced to \$9 million. Nearly all the tenured faculty members laid off have been reinstated or relocated; and a wide effort at renewing and enhancing the education and effectiveness of faculty members is in progress.

The governor's questionable rationale for his "productivity savings" was alleged to have been based on an outdated U.S. Bureau of Labor Statistics report purporting to show that private industries (excluding service industries) had in recent years achieved annual "productivity gains" of two and one-half percent, while the service industries, private and public, were said to have zero "productivity gains." The fallacy is that while in fabricating or extractive industries actual output per man-hour has crucial meaning and can be calculated with precision, no such measurement of output is possible in higher education, where quality of output is the main consideration,

and must be nurtured by leadership which takes careful account of morale factors.

The governor subsequently confronted the University System with a demand for a plan for reduction of its total scope by eliminating some of the 27 institutions. Accordingly, a laborious President's Scope Study was made and reported in 1976, revealing, among other things, that any such dismantling of public higher education would have heavy negative impacts on the economy of the state, not only in the future, but immediately; and it turned out that no institutions were abolished, even though some of the governor's eager advisors had persuaded him to mark prematurely certain ones for immolation. (What could be a worse incubus on morale?)

Nevertheless, "enrollment target controls" were put into effect on all campuses, and Wisconsin, always hitherto a leading exemplar of expanded higher educational opportunity, was placed in the position of denying access to some of its own qualified citizens.

Vice President Percy's paper mentions other grueling demands made upon the University System in the years following the consolidation, but recognizes that some tension between state governments and state universities are inevitable in our day, and tends to agree with Stephen Bailey that some stresses are not only unavoidable, but, indeed, desirable, as compared with a condition of unalterable fixity.

Concluding his perceptive, wise and witty treatment of the subject, Percy said the remedy is continual good-humored efforts to cultivate the understanding of power-laden politicians and budget analysts about the nature and necessities of public higher education. The analysts, though they may be a swiftly-changing and slow-learning breed,

are improving; and never-ceasing efforts to educate their political superiors must constantly be made. Percy would use many meetings involving many faculty members as well as administrators, thus keeping the inevitable tensions benign and productive of light as well as heat, insofar as that is possible.

Statewide Coordinating Boards In Illinois, Indiana, and Ohio

These three states are "middle-road" between the ends of the spectrum discussed in the immediately preceding pages: Michigan with all its state institutions of higher education possessing autonomy by virtue of the state constitution; and Wisconsin with all its state universities and university centers governed by one central governing board—the Regents of the University of Wisconsin System. (This board does not control the statewide system of vocational, technical, and adult schools, which enroll 55 percent of all headcount students in higher education in the state.)

Illinois, Indiana, and Ohio have statewide coordinating boards. They are styled respectively the Illinois Board of Higher Education, the Indiana Commission for Higher Education, and the Ohio Board of Regents. They are superimposed above several institutional and system governing boards in their respective states.

Coordinating boards, especially during the first decade or so, usually have a difficult time. The hope of forcibly cutting back university expenditures generally plays a large part in the motivation of the board's creation; often the partisans of parsimony first advocated a single statewide governing board, but had to settle for a coordinating

board as a compromise, and hence find it hard to see anything good in the coordinating board or its performance. The board is variously expected to act as a Simon Legree overseer of the universities, or as a shield for the universities against budget-cutting lobbyists and uncomprehending or self-seeking politicians in the executive and legislative branches.

The people of the universities are likely at first to resent the presence of the board as an "absentee landlord" and to deplore its apparent failure to produce wonders by representing their interests to the governor, the legislators, and the public. Under such stresses as these, coordinating boards and their staffs are almost invariably prone to (1) reach out for more power than the statute gives them; and (2) fail to gain the respect of their constituency by neglecting the staff duty of research, dissemination, and public information.

In Illinois. The story of one example of (1) was well summarized by an editorial writer in the Chicago Tribune for September 8, 1973: Noting that the Illinois Board of Higher Education had issued directives regarding a new type of format for budget askings which it had devised or borrowed, and styled by the slogan-toned "Resource Allocation and Management Program (RAMP)" and now sought to impress upon thirteen state universities, the Tribune pointed out the futility of pretending to attain absolute uniformity in so large and complex a field, and said: "RAMP impinges on two different interests—both respectable, both necessary, but not easily reconciled."

On-campus executives are on the scene, said the editorial, and they bear responsibility for the institutional programs. They have

better knowledge of faculties and students than BHE personnel can have. Distance from all the campuses may lessen insight as well as discourage favoritism. University presidents, deans, and department heads prefer to make their own decisions on matters for which they are responsible. Said the editorial: "Insofar as RAMP tempts the BHE to do more than it should, by unnecessarily impairing the autonomy of the public universities, it could have adverse effects. The public interest will be best served if the BHE resists temptation to reach for new authority."

In Indiana. The Hoosier state has been known for a generation for amicable and efficient allocation of state tax resources among the several institutions of higher education, involving continuing careful collaboration by the executives and staffs of the four principal state universities (Indiana, Purdue, Ball State, and Indiana State). For years there was a spirit of cooperation and mutual understanding, and occasional rotation of personnel, between these four staffs on the one hand, and a small state budget commission on the other, which provided a shorter and less tortuous pathway to final decisions on the budget requests for higher education than is the case in many other states.

In 1971 the legislature, having rejected out of hand two years earlier a proposal for an all-powerful single governing board, established a mild type of statutory coordinating board, styled the Indiana Commission for Higher Education. The statute says: "The management, operation, and financing of state educational institutions shall remain exclusively vested in the trustees or other governing boards of these institutions." This is reminiscent of the fact that though the Indiana universities have no protection in the state constitution against

interference in their affairs by the legislature (such as exists in Michigan), nevertheless, the Indiana legislature has a long history of refraining from harassing them with unnecessary meddling. There are those who say this explains in part the development of the two flagship universities (Indiana and Purdue) to a high level of national renown and of usefulness to the state, even though Indiana has only half the population of either of the adjacent states to the east and west.

A legislative austerity year was 1973, bringing only minuscule increases in appropriations to Indiana's two flagship universities, and controversy over raising student fees and deciding by whom student fees should be controlled. An outspoken newsman, civic affairs editor of a Bloomington daily and columnist for a regional newspaper, criticized the relatively new Commission for Higher Education: "It has come up with no really creative plan to make the state-supported universities more accessible to more people," and "The Commission is supposed to be a coordinating body, but there's little doubt now that it is trying to horn in on the actual management of our public universities.

"We question the composition of the Commission because it is topheavy with names from the business world. Tax-supported schools should not be left in the hands of corporate executives. Public institutions depend on subsidies—not profits. Education is not an assembly-line operation. Knowledge imparted to people at all age-levels, in new, exciting, stimulative, creative ways, can mean the difference between dull, routine existence and meaningful living. We fail to see how the Indiana Higher Education Commission has thus far made any substantial

contribution to the furtherance of this concept of education."[†]

In Ohio. The Ohio Board of Regents was not without its harassments from the legislature and other sources during the 1970s. In 1972 the legislature directed this coordinating board to institute and pursue a comprehensive, all-inclusive, and minutely detailed program of management improvement in all the public universities.

Sensing the futility of this measure, president Harold L. Enarson of the Ohio State University said in 1973: "Has the managerial revolution made for the hiring of better teachers, for more inspired teaching, for more creative research, for better organized curriculum, for better career counseling, for a sharper sense of intellectual purpose? It has not. In my considered judgment, the managerial revolution creates the exact reverse of the goals that are sought. The impact of multiple sources of regulation on the University is to discourage flexibility, cripple initiative, dilute responsibility, and ultimately to destroy true accountability.

"The university is an intensely human enterprise. It is not so much managed as it is led. The work that we do defies measurements that matter. . . . It is an intellectual tradition that we transmit; it is professional competence that we demand; it is the sense of human possibility that we communicate; it is insistence on intellectual rigor, in art and in science, that we proclaim. If this is conceit, make the most

[†]John Fancher, in Bloomington Herald-Telephone, August 7, 1973.

of it. For the university is not, cannot be, the prisoner of the new managers."[†]

Colleges and Universities Do Not Operate on
Monthly and Yearly Dollar Profits

This fact limits the usefulness of such measures as dollar cost per student per academic year (full-time and part-time), dollar cost per semester credit hour, student-faculty ratio, and related efforts at quantification, because dollar figures may and do state the pecuniary cost of providing the higher educational services of different types and levels, but they do not purport to depict the value of the process or the long-term worth of the experience, either to the student or the family, or to society as a whole.

Colleges and universities are not expected to produce monthly, quarterly, or annual dollar profits. What they exist to produce is gain in a much more permanent sense—that of a profit to the individual, the family, the state, and the world, over decades, generations, and centuries. Many of these gains, obviously, cannot even be known in our time; and many of them, now and in the future, have not and perhaps can never be dealt with in pecuniary terms. The folk-saying has it "The best things in life cannot be bought." The priceless long-term results of higher education ought not to be forgotten or belittled in preoccupation with the day-to-day pecuniary income and outgo. Petty financial bookkeeping ought not to dominate academic planning and management of a

[†]Harold L. Enarson, What's So Very Special About a University? Columbus: Ohio State University News Service. 14 pp. mimeo.

college or university or a state system of higher education, though broad financial limitations may temporarily present problems for solution by educational statesmanship with some aid from cost accounting.

This is not to say the financial affairs and records of institutions or systems need not be managed with the utmost skill and integrity; but only that financial administrators should not dominate the whole; that they ought not to insist exclusively on views and practices suitable only for private profit-seeking enterprises; and that they should be experienced and assiduous in the specialized profession of higher educational accounting and reporting.

Many Other Agencies of Statewide Control

Some of the foregoing sketches of statewide boards of higher education have afforded some inklings that state governors and legislatures sometimes intervene in a bull-in-the-china-shop manner. The full story of these happenings, even if confined to the five East North Central states, is far beyond the possibility of inclusion in this brief report.

Since early in the twentieth century a series of reorganizations in practically all the fifty state governments has taken place with a prominent aim of centralizing power over all state functions, particularly in the hands of governors and their cabinets. Especially an appointed officer usually titled state director of administration and finance almost invariably tries to dictate higher education finances by remote control.

There are hundreds of instances of costly, duplicative, inept, and unwarranted intervention and attempts at control of state university

and college affairs by state auditors, state architects, state engineers, departments of public works, state editors and printers, and other varieties of state administrative functionaries. The history is fascinating, but would fill several volumes.

This section has been only introductory to the statewide structures specifically for higher education. The next section sketches some additional aspects of the statewide boards of higher education and their staffs.

THE STATEWIDE BOARDS AND THEIR STAFFS

The institution (campus) is the agency which carries on the instruction, research, and public service for its clientele. With great deference to the history, traditions, repute, and planning carried forward by each institution, the centralized agencies can confine themselves largely to studies, consultations, and dissemination of information bearing upon the whole systems, eventually looking forward to broad consensuses arrived at concerning long-term issues and aims.

XI

THE STATEWIDE BOARDS AND THEIR STAFFS

This section is concerned with, first, the staffs and the current annual operating expenses of the principal statewide boards of higher education discussed in Section X, immediately preceding; next with the governing boards of multicampus universities in the five states; and finally with any statewide boards for the oversight of systems of local public state-aided two-year colleges.

The Principal Statewide Boards

A generation ago, when the idea of a statewide coordinating board was in one of its periodic surges, it was widely thought that such a body should be composed partly of laymen or "public" members having no connection with any university or college, but more or less randomly representing various interests among the public such as banking, business and industry, the legal profession, organized labor, with perhaps a light seasoning of blacks and women; plus substantial representation of individual members or chairmen of university governing boards, as well as of presidents of universities within the coordinating jurisdiction, in order to have the advantage of the experience and expertise of these latter.

An opposite view is that members of governing boards and presidents of universities within the coordinating jurisdiction should be rigidly excluded from membership on the coordinating body, because they would always be special pleaders for their own institutions, and thus would constantly constitute a dividing and disruptive influence. That

view holds that all members of a coordinating body should be "public" members, and especially that university presidents should be excluded or at most allowed to be nonvoting members, and kept in a position of subordination.

Table 32. Statewide Boards of Higher Education
In the East North Central States

MI	No board; only a small division of higher education in the State Department of Education, with no more than advisory and research duties; no power of mandate. (The State Board of Education is nominally a "coordinating body for education at all levels;" but court decisions make clear that it has no authority over higher education.)	Under the Michigan Constitution, each state university or college has autonomy with its own board.
IL	Illinois Board of Higher Education	Coordinating
IN	Indiana Commission for Higher Education	Coordinating
OH	Ohio Board of Regents	Coordinating
WI	Board of Regents of the University of Wisconsin System (This is a single statewide governing board for all state universities and university centers.)	<u>Governing</u>

NOTE: The boards named for Indiana, Illinois, and Ohio are coordinating boards having somewhat similar but varying scopes of responsibility, but not having the plenary powers of management that attach to the governing board of a state university or state university system, such as the board named for Wisconsin.

Table 33. Statewide Boards for Higher Education in Four States:
Staff Members and Salaries

State (1)	Board (2)	Staff			Salary of Chief Execu- tive (6)	Number of Salaries over \$20,000 (7)
		Total (3)	Profes- sional (4)	Non- profes- sional (5)		
IN	Commission for Higher Education [†]	15	10	5	65,000	9
IL	Board of Higher Education [†]	45	30	15	63,000	22
OH	Board of Regents [†]	64	31	33	65,000	19
WI	Regents of U of Wisconsin System ^{††}	215	144	71	65,800	115

[†] A coordinating board, without plenary powers of governance.

^{††} A governing board, with plenary powers to govern 27 state institu-
tions.

Table 34. Statewide Boards for Higher Education in Four States:
Total Budgets for Operating Expenses

State (1)	Board (2)	Total Budget (3)	Salaries (4)	Other Expenses (5)
IN	Commission for Higher Education [†]	787,700	429,200	358,500
IL	Board of Higher Education [†]	1,440,600	1,034,800	405,800
OH	Board of Regents [†]	2,404,000	1,514,180	889,820
WI	Regents of U of Wisconsin System ^{††}	6,634,252	6,282,606	351,646

[†] A coordinating board with limited authority; not plenary powers of
governance.

^{††} One board with full powers of governance over 27 state institutions
of higher education.

Multicampus University Governing Boards

The historic prototype of American university governance is the governing board having jurisdiction to manage and control the affairs of one institution. Before these plenary powers began to be eroded by state statutes directing or allowing some of them to be modified or taken away under various schemes of consolidation or coordination, or usurped by financial or administrative agencies under control of the governor, these plenary powers represented one of the nearest approaches to absolutism to be found in American jurisprudence.

Historically each such board was a "body politic and corporate" having, subject to the state constitutional provision or state statute creating it, practically complete quasi-legislative and executive power of management. It even had quasi-judicial power to hear and determine internal disputes, but only subject to recourse to the courts.

Such boards had their strengths and weaknesses, their virtues and their occasional shortcomings; but on balance their record is generally good.

Each one of the seven flagship state universities mentioned in Section III has its own governing board, except the University of Wisconsin at Madison. Its former board has been abolished and superseded by one board which governs 27 universities and university centers.

The present single boards of Indiana University, Purdue University, the University of Michigan, Ohio State University, and the University of Illinois now each also governs its own smaller multicampus flotilla. In each case the same board governs the main campus as always, plus its branch campuses. For the latter, it commonly has an

administrative office headed by a vice chancellor. The Board of Trustees of Michigan State University at East Lansing now governs the main campus as always. Recently for a few years it had responsibility for Oakland University, which has now become "free-standing" with its own governing board.

The multicampus type of governance also operates in Illinois in another instance, at Southern Illinois University at Carbondale; and also in another instance in Indiana, at Indiana State University at Terre Haute, which has a branch campus at Evansville.

In Ohio not only the flagship university (Ohio State at Columbus), but also some eight of the other state universities each have a handful of branch campuses—all of which, however, are two-year branches; and in each case it seems that the main campus and the outlying branches are governed as a unit by the same governing board that has governed the main campus for decades. Hence, for the sake of brevity and to avoid redundancy in this section, only the Ohio State University is listed here as the central illustration.

Illinois re-enters the scene with a variation: the Illinois Board of Regents, governing three universities, none of which is designated as "main campus" is not a multicampus university, but a "system within a system." The same is true of the Illinois Board of Governors of State Colleges and Universities, which governs five other mostly smaller or younger state institutions of higher education. Thus Illinois has four "university systems": the University of Illinois system, the Southern Illinois University system, the Regency system, and the Board of Governors system.

If the foregoing seems unconscionably complex and confusing, one has only to remember that it is largely the historic result of long-continued efforts to provide the people of the East North Central states with appropriate higher educational institutions and facilities.

Table 35 marshals nine governing boards, each of which governs more than one campus, and mentions eight others in Ohio whose branch campuses are all no more than two-year institutions. This is also the case with two of the branch campuses in Indiana. All the branch campuses in Michigan and Illinois, and most of them in Indiana, are four- or five-year, or graduate-professional, institutions. An approximate numerical summary would say: Of the 67 university campuses in the region, some 17 are large or medium-large with main campus and one or more branch campuses. Of the remaining 50, approximately half are branch campuses offering programs of four years or more; and the remaining half are single-campus, single board entities.

One Governing Board:One Campus

This is today's vestige of the traditional concept of the legal and social identity of a university or college. Without arguing for the preservation or destruction of that concept, hear an anecdote on a part of its meaning:

Perhaps the best definition of the function of university trustees was uttered half a century ago by Edward Charles Elliott, then president of Purdue University: "These are the men of common sense who guard the gates of the places of uncommon sense." He meant that the trustees work to maintain and increase financial support and public

Table 35. Governing Boards of Multicampus State Universities or "University Systems" Within the East North Central States

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- IN Board of Trustees of Indiana University: main campus at Bloomington and regional campuses at Fort Wayne, Gary, Kokomo, Indianapolis, New Albany, Richmond, and South Bend.
 Board of Trustees of Purdue University: main campus at West Lafayette and regional campuses at Fort Wayne, Hammond, Indianapolis, and Westville.
 Board of Trustees of Indiana State University (Terre Haute), and Indiana State University's branch campus at Evansville.
- IL Board of Trustees of University of Illinois: main campus at Champaign-Urbana and branch campuses at Chicago Circle (Chicago); professional campus (Chicago).
 Board of Trustees of Southern Illinois University: main campus at Carbondale (medical school at Springfield), and second campus at Edwardsville (dental school at Alton).
 Illinois Board of Regents: the Regency System: Illinois State University (Normal); Northern Illinois University (DeKalb); Sangamon State University (Springfield).
 Illinois Board of Governors of State Colleges and Universities: Eastern Illinois University (Charleston); Western Illinois University (Macomb); Northeastern Illinois State University (Chicago); Chicago State University; Governors State University (Chicago).
- MI Board of Regents of University of Michigan: main campus at Ann Arbor and branch campuses at Flint and Dearborn.
- OH Board of Trustees of Ohio State University: main campus at Columbus and branch campuses at Lima, Mansfield, Marion, and Newark.
 (Each other state university has its own separate governing board. Eight of these boards also govern a main campus, and a varying number of two-year branch campuses, with a total of 21 university branches in the state.)
- WI There is no formal university system in Wisconsin other than the entire collectivity of state universities and university centers governed by one central Board of Regents of the University of Wisconsin System.
 (The statewide system of two-year vocational, technical, and adult schools is governed by 17 local district boards, under the oversight of the State Board for Vocational and Technical Education.)
-

esteem for universities; and that they work to damp down surges of popular hysteria that sometimes harass and threaten the best of professors and researchers.

A classic example of this latter service is the steadfast defense by Herman B. Wells, during his presidency of Indiana University, of the innovative work of the Institute for Sex Research, which at first caused an unwarranted popular uproar against the University.

There will always be occasional transient tensions between universities and their clientele. These are inseparable from the nature of the university as an explorer of the frontiers of knowledge.

Two System Boards in Illinois That Are in Positions Different from Usual Multicampus University Boards

The customary image of a multicampus university is that of a main campus plus one or several outlying branch or regional campuses located elsewhere. Historically, the main campus is usually much older than the others of the group, and its official name often designates the whole as the "X University System;" and the original main campus governing board continues to govern the entire system, often using a separate central system executive and staff, as already observed. Illinois has two such systems; plus two others composed of three and five institutions, respectively, wherein there is no "main campus." These two boards are the Board of Regents of the Regency System, governing three universities; and the Board of Governors of State Colleges and Universities, governing five institutions. Facts about these two boards appear in Table 36.

Table 36. Two System Boards in Illinois

Board (1)	Staff			Salary Chief Execu- tive (5)	Number of Salaries Over \$20,000 (6)	Total Budget (7)	Salaries (8)	Other Expenses (9)
	Total Staff (2)	Pro- fes- sional (3)	Non pro- fes- sional (4)					
Regents	13	9	4	57,300	6	542,114	382,156	159,958
Governors	22	12	10	56,865	11	755,400	562,000	193,400

Table 37. Statewide Agencies for Oversight of Two-Year Colleges in the East North Central States

IN	Trustees of Indiana Vocational-Technical College Governing 13 institutions
	Trustees of Indiana University Governing Indiana U East, at Richmond
	Trustees of Purdue University Governing Purdue U North Central, at Westville
	Trustees of Vincennes University Governing Vincennes University at Vincennes
	Trustees of I V-T have liaison with State Board for Vocational Education
	All boards of trustees named have liaison with State Commis- sion for Higher Education, the statewide coordinating agency
IL	Illinois Community College Board Heads one "system" within purview of Illinois Board of Higher Education, the statewide coordinating agency. Two-year colleges are based on local districts having their own governing boards.
MI	No board: Only a coordinator in the office of the State Board of Education. Two-year colleges are based on local dis- tricts having their own governing boards.
OH	Ohio Board of Regents, the statewide coordinating agency, has a vice-chancellor for two-year campuses
WI	Wisconsin Board for Vocational-Technical and Adult Education heads a system of 17 local districts, each having its own governing board. The separate system of University Centers is governed by the Regents of the U of Wisconsin System, the statewide governing board, which has a vice-Chancellor for the Univ. Center System.