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National Association of State Universities and Land-Grant Colleges Circular Letter No. 15, September 13, 1973

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NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES

Office of the Executive Director
Suite 710, One Dupont Circle
Washington, D.C. 20036

Circular Letter No. 15

September 13, 1973

TO: Heads of State Universities and Land-Grant Institutions

FROM: Ralph K. Huitt, Executive Director
Christian K. Arnold, Associate Director and Editor

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1. GAO SAYS IT WILL BACK STUDENT AID OFFICERS' DECISIONS ON LOANS

In correspondence with Representative James G. O'Hara, Chairman of the Special House Subcommittee on Education, United States Comptroller General Elmer B. Staats has said that the General Accounting Office recognizes "the need for student aid officers to deviate from the student need formulas in providing financial assistance" and that GAO auditors will back decisions by the aid officers where "reasonable documentation exists."

One of the problems this year with the guaranteed student loan program has been the reluctance of student aid officers to depart from the computer printout in recommending the amount of aid needed by any one student because they were uncertain whether their decisions would stand up under an HEW or GAO auditing (see Circular Letter No. 13). The Staats' letter, following that of Commissioner of Education John R. Ottina, provides at least some assurance that an institution will not be penalized if its student aid officer exercises some flexibility in determining the amount of aid needed. However, both the Ottina and the Staats letter stress the need for "documentation."

The Staats letter follows.

COMPTROLLER GENERAL OF THE UNITED STATES
Washington, D.C. 20548

B-164031(1)

August 29, 1973

The Honorable James G. O'Hara, Chairman
Special Subcommittee on Education
Committee on Education and Labor
House of Representatives

Dear Mr. Chairman:

We refer to your letter dated August 6, 1973, written jointly with the Honorable John Dellenback, concerning the role of General Accounting Office auditors in reviewing the Office of Education's Guaranteed Student Loan program.

Your letter of July 27, 1973, to the Commissioner of Education, John R. Ottina, referred to Mr. Herrell's correspondence dated July 23, 1973, to student aid officers throughout the Nation. Mr. Herrell stated that student aid officers can exercise flexibility in determining the amount of an individual student's financial need, and that "if reasonable documentation exists, there should be no concern as to exceptions that may be taken in the future by auditors."

We have always recognized the need for student aid officers to deviate from student need formulas in providing financial assistance. Our concern has been that student aid officers had not always maintained adequate documentation to support such decisions.

We believe your July 27, 1973, letter to Commissioner Ottina and his August 1, 1973, response provide useful and definitive guidance to all auditors as to the type and nature of documentation expected to be maintained by student aid officers. You may be assured that we will continue to monitor the Guaranteed Student Loan program in conformance with the congressional intent.

Sincerely yours,

s/s Elmer B. Staats
Comptroller General
of the United States

cc: The Honorable John Dellenback

2. NIE TO ALLOCATE 10-15% OF BUDGET TO R&D

The National Council on Educational Research, at a meeting held Aug. 6, adopted a policy that the new National Institute of Education is to allocate 10 to 15 per cent of its budget to a project-grant research program. The Council is legislatively mandated to establish general policies for the Institute and to oversee its operation. The House has approved an appropriation of \$142.7 million for the Institute for fiscal 1973. The Senate has not yet reported its version of the bill.

In announcing the research allocation policy, the Council noted that there are three main goals legislatively established for NIE: "to improve the equality of opportunity for all persons to receive an education of high quality; to improve the quality of education received by persons of all ages; to improve knowledge about the processes of learning and education."

These goals are to be furthered through the pursuit of four "objectives": "1. to help solve or alleviate the problems and achieve the objectives of American education; 2. to advance the practice of education as an art, science and profession; 3. to strengthen the scientific and technological foundations of education; 4. to build an effective R & D system." In relation to the first of these, the adopted policy does not state what steps will be taken to define the "problems" or to determine the "objectives."

To carry out the function of the "development of new knowledge which strengthens our understanding of the scientific and technological foundations of education," individual scholars and research institutions will be invited to propose research projects "which address the fullest range of educational problems relevant to American education." The Institute itself will "identify concerns of priority interest and make special efforts to seek and support research which will yield significant results in those areas," with one such area being "the education of persons from low-income families and minority communities...."

Among the factors relating to the policy to allocate 10 to 15 per cent of the NIE budget was that "review panel findings (showed that) among the approximately \$1/4 billion in research proposals received for fiscal 1973 about \$18 million in projects were 'approvable' on the basis of technical quality and relevance." That's about seven per cent. The Council also noted that "experience of other agencies ... (indicate) that higher quality proposals and a larger number of proposals will be received in the second year" of the program. The Council said that "special attention" will be given to "larger research proposals" to make certain that "the review system does not reject such proposals."

The announcement said that detailed announcements and guidelines for the research program will be issued this month, prospectuses are to be submitted by November, proposals based on approved prospectuses are to be submitted by January, and grants will be awarded in "late spring" of 1974.

3. NIE AWARDS \$11.3 MILLION IN RESEARCH GRANTS

The new National Institute of Education has announced its first research project award grants -- 206 grants (out of a total of 3,126 proposals) totalling \$11.3 million (out of proposed total of "about" \$250 million). (See another article in this Circular Letter.)

The Institute invited researchers to submit proposals in either a "general" or a "small" grants category, or "prospectuses" in the selected disciplines of political science, anthropology, law, or economics. The authors of the most highly rated selected-discipline prospectuses were then invited to submit full proposals. Some 1,680 proposals were received in the general grants category and 1,289 in the small grants category. Of 704 prospectuses submitted, 157 were invited to submit proposals. All prospectuses were first screened by NIE staff. Those surviving that screening were reviewed by panels of "nongovernment experts." NIE Director Thomas K. Glennan, Jr., made the final awards on the basis of panel and staff decisions.

It is almost impossible to summarize the awards made, which cover a wide range of research areas and of institutions. Probably the one most likely to receive major publicity is a grant of \$70,000 to a researcher at Yale University to study "bio-chemical correlates" of achievement. The study will analyze blood specimens obtained four times a year from West Point cadets to test whether "cadets who are high on serum uric acid and low on cholesterol will give evidence of high achievement and motivation...."

Perhaps a listing of the 20 largest grants will help:

University of California, Berkeley (Lyman A. Glenny) -- \$341,620: State Budgeting for Higher Education: Practice and Theory ("an intensive budget investigation will be conducted in 18 states, supplemented by a questionnaire survey in 50 states"). The Higher Education Daily noted that "this and another \$150,000 grant for a study of private versus public school vocational represent something of a come-back for UC/Berkeley and its Center for Research and Development in Higher Education, one of the few Federally funded education R&D centers almost totally wiped out after an evaluation by an NIE panel last fall."

University of Denver (David D. Parks) -- \$252,762: A Longitudinal Evaluation of the Effects of Open Schools on Fifth through Eighth Grade Children.

University of Rochester (Ralph N. Haber) -- \$244,385: An Information Processing Analysis of Reading (to "investigate the early perceptual stages of how readers acquire knowledge from the text they are reading").

University of Florida (Nathan W. Perry) -- \$217,813: Neural Predictors of Performance in Grades K-2.

American Institute for Research, Kensington, Md. (John C. Flanagan) -- \$211,100: Follow-up of 1,000 Project TALENT 30-Year-Olds.

Wayne State University (Kenneth S. Goodman) -- \$204,194: Reading of American Children whose Language is a Stable, Rural Dialect of English, or a Language Other than English.

Harvard University (David Perkins) -- \$199,849: Analysis and Training of Processes and Component Skills in the Arts (to "investigate the nature of artistic behavior and ... attempt to integrate a study of art, psychology, and education").

University of Georgia (David L. Mullen) -- \$194,718: A Diagnostic Study of the Human Organization in Schools.

University of Pennsylvania (Peter Kuriloff) -- \$179,457: Student Classification and the Law (to "consider the effects of recent court decisions and legislation concerning school classification systems").

Harvard University (Zvi Griliches and Richard Freeman) -- \$165,500: Schooling, Training, and Experience: Investigations of Determinants and Returns ("emphasis will be placed on the effects of interruptions and work experience on educational attainment and economic success of individuals").

University of Colorado (Bonnie W. Camp) -- \$159,585: Pilot Study of Aggression and Verbal Learning in Young Children.

Michigan State University (Charles F. Cnuddle) -- \$159,156: Complex Policy Models of Educational Achievement.

Portola Institute, Menlo Park, Calif. (Harry M. Levin) -- \$158,941: Educational Requirements of Industrial Democracy (to "study the implications of the movement toward 'industrial democracy,' concentrating on the demands it will place on the educational system and possible responses to those demands").

University of Michigan (Jerald G. Bachman) -- \$158,667: Dropouts and Grades Five Years after High School: a Resurvey of a National Sample of Young Men (a resample of a 1966-70 project with high-school dropouts).

Northwestern University (Gerald Zaltman) -- \$157,750 -- Assessment of a Structural Task Approach to Organizational development to provide schools with a structure consistent with the environment of educational systems, the professional capacities of school personnel, and the inherent demands of educational technology").

Massachusetts Institute of Technology (J. Michael Ross) -- \$156,966: Protest Politics and School Desegregation: A Proposal for a Longitudinal Study of Parents and Community Leaders.

University of California, Berkeley (Lyman Glenny and Wellford W. Wilms) -- \$150,305: Proposed Study of the Relative Effectiveness of Proprietary versus Public Vocational Education.

University of Chicago, (Donald A. Erickson) -- \$147,704: Legal Accountability of Public Educators for Providing a Minimum Standard of Professional Services.

Utah State University (Alan M. Hofmeister) -- \$146,181: Effectiveness of Parents as a Treatment Resource in Rural Areas (for "children with learning difficulties ... in which parents provide the major manpower resource").

University of Connecticut (David A. Wicklund) -- \$145,979: Preception and Retention in Children's Reading.

Eleven of these top 20 awards were made to state and land-grant universities, as were 99 of the 206 grants made.

Even though the awards were made strictly on a competitive merit basis, NIE presented a summary of the proposals and awards by the sex of the project director. The summary shows that 39 per cent of the proposals listed women as project directors, but only 12.3 per cent of the awards went to projects with women directors. No such summary was given for race, age, academic rank, or any other possibly relevant indicator.

4. POSTSECONDARY EDUCATION FUND MAKES FIRST AWARDS

The new Fund for the Improvement of Postsecondary Education has announced its first round of grants totaling \$9.3 million to 89 colleges, universities, state government agencies, and other institutions. According to the announcement, the recipients were selected from among more than 1,400 applications.

The announcement said that projects were chosen that were "designed to diversify approaches and increase productivity throughout postsecondary education." The projects fell into four categories: "(I) new approaches to non-traditional learners; (II) approaches toward individualized, integrated, and competency-based teaching and learning; (III) approaches toward faculty development and the revitalization of institutional missions; and (IV) approaches toward a more open system through improvements in information, assessment, and articulation." "Non-traditional" learners in the above classification is said to include such people as "homemakers and workers who cannot regularly attend schools, isolated rural populations, servicemen, inner-city minorities, and prison inmates."

A Board of Advisors, appointed by the Department earlier this year, assisted in the determination of funding priorities and in the review of awards in amounts

exceeding \$50,000. Forty-two such awards, totaling \$7.5 million, were made. Awards of under \$50,000 were made by staff assessment. Again, 42 such awards were made, totaling \$1.8 million.

Some concern has been expressed by HEW officials and by the members of the Board of Advisors over the relatively small number of applications from major universities. It is true that experienced awards-lists watchers will be surprised both at the names of many of the institutions receiving awards and in the descriptions of many of the projects for which awards were made. For instance, the top five awards went to Community College of Vermont (\$750,834 over two years to support teams of coordinators, counselors, and supportive administrative personnel in providing individualized education in non-traditional settings to rural Vermonters); Grand Valley (Mich.) State Colleges (\$330,206 for the development of an auto-instructional modularized curriculum as part of the establishment of a new college); Ottawa (Kans.) University (\$568,553) over two years for the "second stage" of transition into a fully experimental college utilizing contract learning, competency-based curricula, faculty development contracts, and non-disciplinary models of organization and supportive services); Dayton-Miami Valley Consortium (\$255,548 for needs assessment and the development of experimental, home-based programs for two communities wired for cable television); and Syracuse University (\$321,472) for (1) the provisions of a network of counseling, facilitative, and examining services to non-traditional learners by the Regional Learning Service of Central New York and (2) the definition of educational competencies in non-occupational areas.

Thirteen NASULGC institutions received awards totaling \$678,927: University of Massachusetts (\$50,000 to develop a model program for the educational rehabilitation of offenders at the Berkshire County House of Correction, utilizing inmates, guards, correctional administrators, and faculty); University of Montana (\$49,378 to increase educational opportunities in isolated communities by establishing a network of learning centers in regional libraries); University of California, Riverside (\$49,925 to develop a competency-based certificate program in the area of human services, education, and public safety); University of Georgia (\$45,999 to develop video-taped self-instructional materials for a new learning Resource Center in the Department of Chemistry); University of Massachusetts, Boston (\$58,929 to develop a competency-based curriculum at a new College of Public and Community Service); University of Minnesota (\$29,330 for individualized instructional curriculum in college mathematics); University of Pittsburgh (\$85,646 to integrate a student initiated minority enterprise assistance project into the institutional framework of the Graduate School of Business); University of New Hampshire (\$49,831 to establish community-based educational centers which serve the preceived educational goals and needs of a population in a participatory and collaborative mode); Florida State University (\$49,386 for determining three content areas which have the highest probability of changing from a time based to an attainment-based curriculum, and defining competencies and assessment techniques in these areas); Pennsylvania State University (\$49,947 to develop video-tape materials for career counseling in innovative settings); Purdue University (\$60,596 for reducing the attrition of women students in the sciences); University of North Carolina at Chapel Hill (\$49,000 to assist in the planning, execution and evaluation of an Institute for Undergraduate Curriculum Reform for 20 to 30 postsecondary educational institutions in North Carolina); and the University of Puerto Rico (\$50,000 to develop plans for the implementation of a system of credential validation through the cooperative efforts of the Caguas Sub-Regional Hospital and the University of Puerto Rico).

The recently appointed director of the Fund, Virginia B. Smith, formerly associate director of the Carnegie Commission on Higher education, said the guidelines

for fiscal year 1974 awards will be issued this fall, with the deadline for proposals set for January 15, 1974.

5. ANTI-RIOT PROVISIONS UNCONSTITUTIONAL, NOT TO BE ENFORCED

An Illinois court has ruled unconstitutional the anti-riot provisions of the Higher Education Amendments of 1968, and U.S. Commissioner of Education John Ottina has ordered colleges and universities "to cease enforcing, executing, administering, or in any way giving effect to..." those provisions.

The 1968 Act provided, among other things, that any student or employee of an institution of higher education is convicted of "the use of (or assistance to others in the use of) force, disruption, or the seizure of property" at the institution that prevented "officials or students in such institution from engaging in their duties or pursuing their studies, and that such crime was of a serious nature and contributed to a substantial disruption of the administration of the institution..." the student or employee is to be denied Federal assistance for a period of two years.

In the case, *Rasche v. the University of Illinois*, a three-judge district court ruled that the anti-disruption provisions were unconstitutional and the University was ordered to clear the plaintiff's records of any reference to the charges against her under those provisions. The court also ordered the U. S. Commissioner of Education to notify "all persons and agencies" involved in administering the act that the anti-disruption provisions are "unconstitutional and void, and that such persons and agencies are to cease enforcing, executing, administering or in any way giving effect to..." those provisions.

No appeals are planned, and Mr. Ottina's memorandum was issued to comply with the court order.

Actually, the section of the act declared unconstitutional was repealed by the Education Amendments of 1972 prior to the decision of the court, but it was reenacted by the same act in essentially the same form. Therefore, Mr. Ottina's memorandum said, "we construe the court's decision as, in effect, holding ... (the new provisions) as unconstitutional and void." He also said that the companion section, which calls for the withholding of Federal assistance from those refusing to "obey a lawful regulation or order" and by doing so "contributed to a substantial disruption," was also to be considered null and void.

The National Science Foundation authorization act contains anti-disruption provisions almost identical with those in the education act.

6. DEFUNIS "REVERSE" DISCRIMINATION CASE APPEALED TO U.S. SUPREME COURT

The DeFunis-University of Washington "reverse discrimination" case has been appealed to the U.S. Supreme Court, setting the stage for what could be a landmark decision related to the operation of affirmative action programs at colleges and universities.

In the case (see 1972 Circular Letter No. 8 and 1973 Circular Letter No. 7), a University of Washington student (Marco DeFunis) charged that he would have been admitted to the UW law school had he not been "bumped" by members of minority groups with academic credentials lower than his as a result of the law school's affirmative action program. This action, he claimed, violated his rights under the 14th Amendment and under the provisions of the United States code stating "no person ... shall,

on the ground of race, color or national origin, be excluded from participation in, be denied the benefits of, or be subject to discrimination under any program or activity receiving federal financial assistance."

The lower court agreed that this was a case of "reverse discrimination" violative of DeFunis' constitutional rights. On appeal, the state supreme court, in a 7-2 decision, reversed the finding of the lower court: "Even viewed in a light most favorable to the plaintiff, the 'preferential' minority admissions policy administered by the law school is clearly not a form of invidious discrimination." The state supreme court later denied a petition for a rehearing, leading to the appeal to the U.S. Supreme Court.

7. \$13.7 MILLION FOR WATER RESOURCES RESEARCH IN '74

The Senate and the House have agreed to an appropriation of \$13,689,000 for the operation of the Office of Water Resources Research in the Department of the Interior for fiscal 1974. This is \$540,000 more than the budget request, but \$2.6 million less than the fiscal 1973 appropriation.

According to the Senate committee report, this figure is expected to provide a \$10,000 increase in the \$100,000 per state research center allocation and initial grants of \$10,000 each to centers in the District of Columbia, Guam, and the Virgin Islands. Additionally, \$3 million is for matching grants and \$3.1 million for direct project grants under Title II of the Act.

8. SEA GRANT AUTHORIZATION SET AT \$120 MILLION OVER THREE YEARS

Both Houses of Congress have passed and President Nixon has signed into law H.R. 5452 to extend the authorization for the Sea Grant College and Program Act for three more years, with funding authorization set at \$30 million for fiscal 1974, \$40 million for '75, and \$50 million for '76.

In addition, the act authorizes \$200,000 for a study of "international marine technology transfer" to find out if the program should be expanded to provide advisory services and technology to developing countries. According to the committee report, the study was prompted by "a growing concern over serious problems developed in oceanographic research because of the predominance of several developed countries, including the United States, in marine research and applied marine technology." The developing countries, according to the report, "without the ability to use the results of marine exploration and research, have become increasingly suspicious of and unreceptive to free and unrestricted ocean research off their shores. This threat to continued freedom of scientific inquiry in ocean waters led the United States ... to promise an effort to share the results of research and marine technology, so that developing countries could share in the benefits...."

The act was also amended to permit the Secretary of Commerce to waive or reduce the one-third matching requirement for activities intended to benefit or service the entire Sea Grant College system. The waiver is not to be applied to more than one per cent of the funds appropriated for any one year.

Last year, with an authorization of \$30 million, only \$21.2 million (the amount of the budget request) was appropriated. Even though the President had requested the \$21.2 million, \$1.7 million of the appropriation was impounded. If funding is not increased for fiscal 1974, five institutions already approved for designation as sea grant colleges will not get that recognition and the priority on Federal funds that the designation carries with it. At present, there are seven officially designated

sea grant colleges, all members of NASULGC: University of Hawaii, Oregon State University, University of Rhode Island, Texas A&M University, University of Washington, University of Wisconsin, and University of California.

9. \$2-1/4 MILLION FOR UNIVERSITY MASS TRANSPORTATION RESEARCH

Conferees for the Department of Transportation appropriations bill (H.R. 8760) have allowed \$35.05 million for urban mass transportation research, development, and demonstrations and university research and training for fiscal 1974. This is \$5.3 million more than the House had allowed but \$4.75 million less than the Senate proposed.

Of this amount, \$2.25 million, splitting the difference between the House and the Senate versions, is earmarked for university research and training.

10. THREE REPORTS REVIEW MINORITY STUDENT PROGRAMS

Youths from financially disadvantaged or minority backgrounds still find themselves frustrated from realizing college goals despite nearly a half decade of growing efforts to provide open access and support for them, according to three recently published reports.

The reports note that steps such as accelerated recruitment, government grant-in-aid programs, open admissions policies, ethnic studies programs and reorientation measures for special students are still offset by patterns of unequal distribution of minority students among the various kinds of institutions and by a persisting gap in the college completion rate of students from high and low income backgrounds. The reports, however, also found breakthroughs in opportunity being realized by students with disadvantaged backgrounds who survive undergraduate work and go on to graduate study, especially students who apply for doctoral study in public universities.

The reports also point out that public community and four-year institutions still carry a disproportionate burden in providing for disadvantaged students and developing supportive programs needed to retain special students.

Inequities Cited by CEEB Panel

But flagrant inequities persist and are common to most of the institutions that comprise the higher education system, as the report of the Panel on Financing Low-Income and Minority Students in Higher Education argues. Toward Equal Opportunity for Higher Education, published by the College Entrance Examination Board, which, through its College Scholarship Service convened the 11-member panel, found that only 36 per cent of the students from families earning less than \$3,000 a year actually finish college while 80 per cent of students from families earning \$7,500 or more realized college goals.

The panel found that "minority students continue to have far less chance of entering and remaining in college than majority students," and generally found an attendant lack of social commitment to the goal of helping the poor beyond levels of performance already attained.

The study was sharply critical of the lack of educational options among the disadvantaged and deplored an attitude that public institutions, more open to the poor, are too often regarded as the "first rung up a ladder of institutional types," toward the prestigious school representing an enclave for students that can afford such schools.

The panel laced its report with examples of such underrepresentation. A youth from a lower economic group, for instance, was more likely to enroll in a two-year college than a youth from better circumstances. Disadvantaged students in community college programs were found far less likely to complete four year programs.

The report disclosed that 37 per cent of the youth from families earning less than \$4,000 attend two-year public institutions, most of whom do not advance beyond the associate of arts degree; 20 per cent attend public four-year colleges; nine per cent attend private two-year schools and 17 per cent attend private four-year institutions. This compares with the 30 per cent of students from higher income families attending private four-year colleges.

Inequities were noted in comparisons of ability levels and admission opportunities. High school graduates with less ability but coming from the top socioeconomic quarter were almost three times more likely to be enrolled in a college than more "deserving" students from the lowest two quarters.

The rate of part time enrollment among the disadvantaged was found to be twice that of students from higher income families.

The panel also found inequities in the Federal support of students. Estimates of the average annual subsidies per student by income level reveal that students from families with incomes of less than \$4,000 receive \$165 compared to the \$261 received by students from families whose incomes exceed \$30,000. Indeed, students from the highest income quarter receive 58 per cent more subsidies than students from the lowest income quarter.

CEEB Panel Recommendations

In its recommendations for "a more equitable financing for the disadvantaged," the panel recommends a substantial Federal commitment underwriting, equal access accompanied by equality of choice and greater equity in the distribution of minority and poverty students by providing options that fit individual interest and ability.

To achieve this, the panel recommends:

- A Federal program that entitles students to direct grants as a matter of right. Over the short term, this would amount to a \$2.4 billion outlay. The grants would total up to \$2,000 a year and be coupled with a "strong" loan program. This would allow a poverty student to "choose the kind of instructional program appropriate to his needs, further enabling him to make reasonable financial plans to cover the costs of a four year degree program."

- Long term loans open to all students regardless of financial background would be flexible, allowing borrowers to determine the "size, amount and terms of loans." The government would act as the agent insuring these loans against default over a 30 to 40 year repayment period.

- Provisions of funds for special services tailored to the needs of the disadvantaged student. These funds would provide incentives for the schools involved to begin or continue special programs for the disadvantaged.

Graduate Education Report

As undergraduate higher education grapples with continuing problems to accommodate the disadvantaged student, the nation's graduate schools seem to be making some

headway in bringing this student closer to his dreams of educational and professional fulfillment.

The Graduate Record Examinations Board report, Graduate School Programs for Minority/Disadvantaged Students, by I. Bruce Hamilton reveals advances in poverty and minority student accommodation in the graduate schools.

Hamilton's survey was conducted to obtain information on procedures and programs developed for minority students in the graduate schools. Although many graduate schools do not maintain records of ethnic and racial composition, Hamilton was able to elicit a fair response to a survey questionnaire. His study reveals an educational process in transition toward the disadvantaged, particularly among graduate schools in the public sector. If many schools are increasing enrollments by active recruiting and admissions, many have yet to develop clear policies for dealing with new entrants, or for providing special funding to retain new applicants.

Hamilton's findings include:

- Of 75 responding institutions, 29 or 14.9 per cent report increases in minority enrollments between 100-200 per cent over a four year period ending in 1971-72; 16 report increases of 200-300 per cent; and 11, up to 500 per cent. Of public institutions responding, 17 or 13.7 per cent report a 100-200 per cent enrollment increase; eight report a 200-300 per cent increase; and only three report a decrease or no increase.

- Of responding public universities, 55 reply that they maintain a special policy with regard to the enrollment of minorities, but more than half said they have no policy at all.

- Of all responding institutions, 53 per cent claim special efforts to recruit poverty and minority students. The public schools have a better record. Of 124 public universities surveyed, 68 maintain special efforts to recruit the disadvantaged.

- Hamilton found that 45 per cent of responding public universities make special efforts to admit minorities compared to 38 per cent of private graduate schools. Up to 70 per cent of public PhD granting institutions make special efforts to enroll the disadvantaged compared to 54 per cent of private PhD institutions.

- Up to 46.5 per cent of PhD granting institutions maintain special programs designed to fit the needs of special students.

- While public PhD granting graduate schools with small departments maintain good records to enroll, develop special programs and provide good special funding for the disadvantaged, Hamilton found that public schools limited to masters programs tend not to develop adequate incentives for minority and poverty students. He found that 43.6 per cent of PhD public institutions provide special funding for minority students in contrast to 21.7 per cent of public institutions limited to the masters program.

Hamilton found that, taking all schools together, 62.8 per cent provide for minority and poverty students out of university operating funds, 14.5 per cent from Federal funds and 13.7 per cent from foundation funding. "This funding demonstrates that the often heard remark that an institution cannot make special efforts for the minority student without Federal or foundation support is not supported by the data, ..." Hamilton points out.

The author concedes that most institutions with graduate programs for minorities have articulated policies to maintain these students; but once policy has been adopted "it must be coordinated above the departmental level - by the Dean of the Graduate School," Hamilton recommends.

He also recommends that:

-Minority recruitment be a cooperative effort between the graduate school and the departments.

-Good recruitment efforts include effective definition of the type of student sought and the geographical region on which to focus effort.

-An effective program be maintained for the admission of students with a history of disadvantaged educational backgrounds.

-Services tailored to meet specific needs of special students be provided, including housing, adequate financial support for tuition, room and board; special programs to buttress performance; counseling programs emphasizing cultural and intellectual heritage of the minority students involved; and an ethnic or cultural center giving a natural surrounding.

-An effective program providing for continuous evaluation.

Examples of Successful Ideas in the South

The report The College and Cultural Diversity: The Black Student on Campus for the Southern Regional Education Board reveals that many predominantly white senior colleges are implementing Hamilton's views on creating an effective institution for the minority student.

The Board's report shows what these colleges are doing to improve opportunity for black students and includes many references to state and land grant institutions. Some follow.

In efforts to facilitate recruiting and admissions, the University of North Carolina at Chapel Hill reports on a Joint University Student Visitation Program which has sponsored two to three weekend visits a year to the campus of 50 to 100 black high school seniors over the past three years. These black seniors attend classes, meet student groups and faculty members, and gain familiarity with the University.

Auburn University is developing a University-wide program at identifying and recruiting high-potential, disadvantaged students. Florida State University has had an outreach program for three years, designed to recruit, select and admit disadvantaged students who would not otherwise have had the chance to attend college.

The University of Kentucky offers a summer College Preparatory Program designed to motivate minority students to attend college. Instruction includes study skills, library usage, basic English and black history.

The University of Maryland has established a Multicultural Center to "increase the knowledge and understanding of foreign cultures through research and study of the inter-relations among the seven major cultures housed." The University has also established the Black Student Educational Services office to function as a clearing

house, referral service, coordinating office and information exchange for matters concerning black students.

Louisiana State University created the LSU Student Foundation "in an attempt to make the campus experience more meaningful to all students."

As an example of institution-wide planning to create a total institutional response to the minority student, Auburn University has offered a prospectus to:

- Establish a university office for the coordination of all programs involving the educational needs of the disadvantaged student.

- Authorize the development of new elective courses for credit under the pass-fail option.

- Obtain extramural funds to support the development and operation of "Summer Institutes for Disadvantaged Junior and Senior High School Students for Post-High School Education and Training.

- Obtain extramural funds for the development of summer institutes for teacher in-service training both for teachers of disadvantaged and disadvantaged teachers.

- Develop and initiate a university-wide program to identify and recruit high potential disadvantaged students, to be motivated to compete in Auburn's regular undergraduate program.

- Develop and expand programs in the area of general extension at Auburn dealing specifically with the problems of the disadvantaged. The University would develop services in cooperation with state agencies to serve Alabama's disadvantaged.

Toward Equal Opportunity for Higher Education may be obtained by writing the College Entrance Examination Board, New York. Graduate School Programs for Minority/Disadvantaged Students may be obtained by writing the Graduate Record Examinations Board, Princeton, New Jersey 08540. For The College and Cultural Diversity: The Black Student on Campus, write the Southern Regional Education Board, 130 Sixth Street, N.W., Atlanta, Georgia 30313.

11 ACCOUNTANTS URGE MORE COST ANALYSIS IN HIGHER EDUCATION

A report on managing the finances of colleges and universities has suggested that institutions that are hard pressed for "hard" money should "consider looking to tuition and fees as the major, if not the only, source of funding the basic educational program, and possibly a partial source of capital expansion funds."

The study, published by the New York accounting firm of Coopers and Lybrand, concentrates on suggestions for improving accounting and management practices so that administrative officers and deans will always have a firm grip on the financial status of the institution and each of its components.

Variable Tuition Could Result

Its authors, Philip J. Taylor and Granville K. Thompson, suggest that by using the techniques for analyzing costs that they suggest, universities and colleges can better determine the costs of particular programs. The information from such cost analysis, they say, could be used if an institution decided to introduce variable

tuitions, a concept that has been discussed in several other recent reports, including the recent Carnegie Commission on Higher Education report; "Higher Education: Who Pays? Who Benefits? Who Should Pay?"

"Many colleges and universities have some programs of such outstanding and recognized academic excellence that substantial fee increases would probably not adversely affect enrollment," Taylor and Thompson comment.

"In other cases," they say, "the field of study is so much in demand that the same circumstances would apply. Law is currently a classic example of this latter case."

"Conversely, many institutions have courses for which, in spite of academic excellence, there is a low student demand thereby making the course costly if measured on a per-student cost basis. Course in Chinese or Russian might be representative of this situation," they note.

"Under these circumstances," Taylor and Thompson suggest, "variable tuition rates related to the economics of the situation might be one answer to improving an institution's financial position. On the other hand, many educators would argue that pricing based on cost or demand could keep highly qualified students with limited ability to pay from selecting high priced courses or programs even though it would be in their best interests to do so."

"In any event," the report urges, "the economics and costs of institutional operations should be known so those who are responsible for the institution's administration and governance can deal with these problems in an intelligent and business-like manner."

"Proper analysis might reveal that the costs of some programs and services constitute such a serious financial drain as to warrant their abandonment, with a resultant lesser need to increase the charges for other services," they suggest. "Cost determination, cost reduction, and cost control efforts are necessary, then, to any realistic examination of tuition and other charges."

The report titled "Financial Management of Higher Education," apparently considers the tuition question primarily from the point of view of private institutions confronted with difficulty in raising "hard," or readily spendable, money from donations in the face of higher costs for faculty salaries and other expenses. There is little specific discussion of public institutions and their particular problems, except for an assertion that state government contributions to higher education are expected to increase in coming years.

Reforms Advocated in Educational Accounting

Most of the accounting practices suggested could presumably be applied to both public and private institutions, however.

The authors lay much of the blame for the relative lack of precise information about education costs at the feet of the underlying philosophy of how educational funds are accounted for.

Institutions, the report says, view their responsibility "as one of stewardship in receiving and accounting for the disposition of funds entrusted to them, with little accountability for the effectiveness with which the funds are put to use."

"Revenues and profits bear little relevance to the educational environment," the authors acknowledge, but, they say, "the same cannot be said of cost minimization. Consequently, the emphasis on stewardship and the absence of the profit incentive have resulted in a number of shortcomings in educational accounting."

The basic problem, they say, is that most institutions keep separate accounts for each function of the university, so that money given for a specific purpose can be accounted for. This may serve the purpose of stewardship in the traditional sense, they say, but it makes it harder to determine the financial position of the institution as a whole.

"Perhaps the greatest resulting handicap is not the loss of some precision in reporting, but rather its contribution to a dearth of 'cost consciousness' as evidenced by the lack of cost analysis in many institutions."

"Because colleges do not have to maximize revenue in comparison with expenses, but need only report the purposes for which their money was spent, the system of reporting does not promote adequate concern for getting the most out of the costs incurred," the report contends.

Finally, Taylor and Thompson argue, "the lack of precision in accounting or actual costs incurred and the inadequate analysis of the effectiveness with which money has been spent do not provide the information necessary for effective determination of the ways in which money in the future will be spent. In other words, there appears to be insufficient attention to a search for the best ways of allocating the limited resources available."

They suggest that "stewardship" be defined to imply "concern with how funds are put to use, not simply where they are expended."

The report makes a number of suggestions for revising current accounting procedures, critiquing many of the accounting principles laid down in what they call the "bible" of education accounting, the volume College and University Business Administration:

- 1) Long-term budgets providing broad outlines of priorities, should be used to give administrations better control of expenditures.
- 2) Internal management devices should be used to give up-to-date, periodic information on the financial status of each segment of the institution. They suggest a system of regular reports on four different levels: expenses of each department; expenses of each division; revenues and expenses of "each income-producing segment," and revenues and expenses of the total university.
- 3) Universities should explore such "modern management techniques" as systems planning, institutional research, simulation or "modeling" studies, management audit, human resources management, and efficient scheduling of classes and maintenance.

The report is available, apparently at no cost, from Coopers and Lybrand, 1251 Avenue of the Americas, New York, N.Y. 10020.

12. NEW ECS TASK FORCE TO STUDY GRADUATE-STUDY PROBLEMS

The Education Commission of the States has announced the formation of a new task force to seek "answers to the critical problems besetting the nation's graduate schools." The project, funded by a \$28,820 grant from the Exxon Foundation, will be headed by Gov. Christopher Bond of Missouri.

The 15-member task force, according to the announcement, "will consider various approaches, alternatives and proposed solutions to the problems of graduate education as a state and federal resource." The "problems" to be considered will include "an oversupply of Ph.D.'s, masters degrees and professional doctorates in some fields while there still exists serious shortages in other areas"; "in many institutions, plans for additional graduate programs are being proposed and activated"; "in some states there is little evidence that as many graduate programs as now exist are necessary to meet foreseeable manpower, teaching or research needs"; and "Graduate education is expensive and federal funds to support it have diminished substantially over the past three years."

The announcement states that the task force "will consider the respective roles of the federal government, of state governments, of colleges and universities, foundations and of business and industry in light of limited funds, manpower needs and institutional resources" in order to make recommendations to the states, the federal government, and institutions of higher education.

Members of the task force, in addition to Governor Bond are: New Jersey Senate President Raymond H. Bateman; Dean David R. Deener of the Graduate School, Tulane University; Prof. May Diaz, Center for Continuing Education of Women, University of California, Berkeley; Chancellor Glenn S. Dumke of California State University and Colleges; Robert W. Eisenmenger, senior vice president of the Federal Reserve Bank of Boston; Harold L. Enarson, president of Ohio State University; and John K. Folger, executive director of the Tennessee Higher Education Commission.

Also: James M. Furman, executive coordinator, Council on Higher Education, State of Washington; the Rev. Robert J. Henle, president, Georgetown University; Dean Sterling W. McMarrin of the University of Utah Graduate School; John Meyer, president, National Bureau of Economic Research in New York; Oklahoma Senator George A. Miller; J. Boyd Page, president Council of Graduate Schools in the United States; and Chancellor Prince Woodard of the West Virginia Board of Regents.

13. GLENNY THESIS ON ANONYMOUS UNIVERSITY LEADERSHIP "INCREDULOUS": HOLMER

In an article printed in the January AGB (Association of Governing Boards of Universities and Colleges) Reports, Lyman A. Glenny, Director of the Center for Research and Development, University of California, Berkeley, developed the thesis that "the real leadership roles of the president and the board (of colleges and universities) are very badly eroded," with this role largely taken over by "... host of faceless civil servants and professionals who have no direct responsibility for the institution's welfare." (See Circular Letter No. 8.)

Freeman Holmer, Vice Chancellor of the Oregon State System of Higher Education, read the article "with incredulity.... It is based on false administrative premises and reaches equally false political conclusions." And he wrote an article printed in the April issue of AGB Reports to explain why he thought so.

He agreed that "without question, the presidents of institutions of higher education, bear responsibility to an enormous array of constituencies. Governing boards are required to make difficult decisions on a similarly bewildering set of subjects." This "very real challenge," however, is not peculiar to institutions of higher education, nor is it "either unique or nefarious...." "In any large and complex enterprise," he points out, "accountability rests with the chief executive and the policy-making body. But because the enterprise is large and complex, performance of its tasks -- even the formulation of policy alternatives and preparation of

its tasks -- even the formulation of policy alternatives and preparation of the data to support policy decisions -- is influenced by persons who may be 'faceless, without name, and without legal responsibility.' This is not accidental, it is necessary. What is also necessary is that executives and boards recognize the fact of complexity and take the courses of action that will permit them to respond effectively to the demand for accountability."

"Repeatedly," he says, "we are warned not to allow computer programmers or budget officers or business managers to make policy. It can happen; it has happened. But it can happen only when the responsible decision-maker abdicates--either wittingly or unwittingly. It can happen only when an executive or a governing board fails to recognize a policy issue or refuses to insist upon the presentation of alternatives and effective means of evaluating them and thus allows policy-making to become the province of staff members or outsiders."

"Because of the complexity of most institutions and the pressures of time, neither executives nor boards can fully master the full range of the policy alternatives and their implications. They must, then, depend upon (anonymous) staff to provide the staff studies that provide the basis for their policy decisions. This dependence upon staff is not abdication, it is delegation. And it does not relieve the board from the responsibility for probing the analysis or recommendations to assure that the staff work has been thoroughly and competently performed. And if this responsibility is faithfully discharged the resulting policies are not produced anonymously, in any real sense of the word."

Much the same thing is true of the "outside" persons who may be "anonymous": "It is true that governmental employees who share the work may make decisions or recommendations that affect institutions of higher education -- but only when they are ratified by responsible legislative or executive officers or are in the nature of delegated administrative implementation of legislative or executive policy. In a democratic society, it could hardly be otherwise."

Mr. Holmer concludes that "the real leadership of higher education will come from those executives and boards that make internal policy on the basis of sound (if anonymous) staff work and exert as effective influence as they can over the external policies developed by agencies outside the institution. The 'most telling leadership for public higher education today' cannot be anonymous so long as executives or boards behave as though they were accountable. They are."

14. QUOTE DU JOUR

"Scientific activity cannot be turned on and off like a faucet. The withdrawal of support disperses highly trained research teams, closes vital facilities, loses spinoff benefits, and disrupts development momentum. The current Administration has even struck at the lifeline of our future progress -- science education.... Especially hard hit in the reductions is aid for post-doctoral students, who serve as graduate student instructors. The decline of science education is the most damaging indictment of present Administration policy; it threatens to cripple the national effort in science for years to come."

--Richard M. Nixon, October, 1968

15. ITEMS OF INTEREST

With the help of a \$500,000 Ford Foundation grant, a Center for Civil Rights has been established at Notre Dame University under the leadership of the former

chairman and staff director of the U.S. Commission on Civil Rights. Rev. Theodore M. Hesburgh, president of Notre Dame was a member of the U.S. Commission on Civil Rights from 1957 until 1972; he was chairman from 1969, and resigned last fall at President Nixon's request. The Center's director is Howard Glickstein, who was a U. S. Commission staff member from 1965 to 1971 and its staff director from 1969 to 1971. The Center will house the papers Father Hesburgh amassed during his tenure on the Commission, engage in public policy analysis, prepare a history of civil rights developments from 1957 to 1962, sponsor conferences and lectures, and serve as a clearinghouse for civil rights information. One reason for the center's establishment, Hesburgh said, is that "our nation is now in retreat from the civil rights advances of the last 20 years...."

Some 200 federal and state court decisions announced since 1968 and affecting the rights of college faculty and staff are summarized in The Colleges and the Courts: Faculty and Staff Before the Bench by M.M. Chambers. This newly published 260-page book is the eighth volume in Chambers' series, the Colleges and the Courts. Topics dealt with in the book include contracts and terminations; tenure; promotion; salaries; leaves of absence; moonlighting; discharge; suspension; resignation; retirement; discrimination; freedom of speech, assembly, expression and petition; loyalty oaths; faculty organizations and collective negotiations; non-academic staff members; the president; administrative staff; and board members. The volume is indexed, contains a table of cases and a bibliography. Copies are available for \$8.75 from the Interstate Printers and Publishers, Inc., 19-27 N. Jackson Street, Danville, Illinois 61832....

The National University Extension Association (NUEA) has published a "Directory of U.S. College and University Degrees for Part-Time Students." The 118-page summary is divided into categories of degrees available to residents of the United States and abroad, those restricted to residents in particular states or locales, and those restricted to employees of particular organizations or professional associations. Copies of the publication are available for \$1.95 each from the NUEA, One Dupont Circle, Suite 260, Washington, D.C. 20036....

Colleges of podiatry and pharmacy, challenging President Nixon's spending cutbacks, have won the first round in a Federal court in Washington in their effort to force the Administration to spend appropriated funds for capitation grants in the current fiscal year. U.S. District Court Judge George Hart ordered the funds to be obligated so that they will be available if the courts ultimately rule in favor of the colleges. Under President Nixon's cutback policies, these funds, applying to health profession schools, were reduced to 50 per cent of the amount allocated for the last year. The first capitation grants, awarded in 1972, made possible enrollment increases, curriculum revision, and educational training aids. Pharmacy schools were also required to implement interdisciplinary clinic training programs....

With an initial grant of \$100,000 from the National Science Foundation, the Massachusetts Institute of Technology is establishing an M.I.T.-Industry Polymer Processing program aimed at helping the plastics industry. According to the announcement, the project is aimed at "testing a method (M.I.T.) hopes will infuse new technology into small U.S. industries suffering from foreign competition." It is called a "university-based, industry-specific research and development" program which the University hopes will become "the prototype for university-based R&D organizations serving other specific industries."...

The Law Enforcement Assistance Administration has awarded the California Lutheran College \$137,625 to help fund a center whose purpose is to aid prosecutors in a nation-wide crackdown on obscene literature and films. Some of the activities of the center include writing local municipal anti-obscenity laws for small communities; providing "model pleadings and court orders" for use in litigation; compiling a manual, conducting conferences, and producing a "training film" for instructing local prosecutors in trial preparation; and mailing of legal briefs to judges in obscenity litigation....

Ohio State University has filed a preliminary protest with the General Accounting Office to the award by the National Institute of Education of \$151,000 to Northern Illinois University for the support of a new Career Education Clearinghouse. The protest claims "inconsistencies and discrepancies" in the contract award. The award is intended to close out and consolidate the work of the ERIC Clearinghouse on Vocational and Technical Education, for six years located at Ohio State, and the Adult Education Clearinghouse at Syracuse University....

Purdue University has been awarded a \$179,000 NASA-Ames grant for developing hardware and software techniques for computers. The research project is under the direction of Dr. Richard Garrett....

The University of Arizona has added a new graduate program in geriatric nursing, the first of its kind in this country. As the nation's life expectancy increases by another ten years to 80, the problem arises of how to maintain a level of health so that old people can be independent in their own homes. This will be the major thrust of the one year courses and will lead to a master of science degree in nursing. Scholarship funds are needed to replace traineeships formerly available through federal funds....

The Department of Commerce announced that the University of California has been selected as the seventh Sea Grant College. The Sea Grant program at the University of California is managed at Scripps Institution of Oceanography. It provides services to the entire state, and utilizes the talents available throughout the university system with the advisory service drawing particularly upon the facilities and organization of the Cooperative Extension Service at UC....

Meanwhile, Texas A&M University, one of the seven sea grant colleges, has been awarded a \$1,080,000 grant by the Department of Commerce. It will be used to continue major research activities in the production of commercial pond-grown shrimp for market and the study of the aquaculture of shrimp and other fish species....

The University of Michigan has been awarded a \$567,200 sea grant by the Commerce Department to continue its development of an environmental model of the Lake Michigan region which could be used by state planners to project effects of proposed changes in the area. This grant will provide the University with its fifth year of Sea Grant support.

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Northwestern University (Gerald Zaltman) -- \$157,750 -- Assessment of a Structural Task Approach to Organizational Development in School Systems (to "further refine an approach to organizational development to provide schools with a structure consistent with the environment of educational systems, the professional capacities of school personnel, and the inherent demands of educational technology").

