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A Legislative View of the Public Service Function  
of State Supported Universities

presented by

Marylee Davis

has been accepted towards fulfillment  
of the requirements for

Ph.D. degree in Education

*Lawrence E. Fitzgerald*  
Major professor

Date May 3, 1974



## ABSTRACT

### A LEGISLATIVE VIEW OF THE PUBLIC SERVICE FUNCTION OF STATE-SUPPORTED UNIVERSITIES

By

Marylee Davis

A descriptive study was conducted to determine how state legislators in Michigan view the public service function of state-supported universities. The research sample was randomly selected and consisted of at least 30 percent of the membership of the legislative committees that work directly with higher education legislation. The legislative committees sampled include: House Appropriations Committee, Senate Appropriations Committee, House Education Committee, Senate Education Committee, and House Committee on Colleges and Universities.

A Legislative Questionnaire, the research instrument, was designed by the researcher and administered to each legislator via a personal interview in June 1973. The questionnaire included items about instruction, research, and public service--the three traditional functions of higher education.

Legislative responses were tabulated by number and percentage. The data were reported according to legislative house, committee assignment, political party, and length of legislative service.

A composite public service score was determined for each legislator. This score was based on the responses given during the interview and indicated the degree of verbalized support for public service.

As a result of the findings, the following major conclusions were reached concerning the attitude of legislators who served on the education and appropriations committees in Michigan:

1. The public service function of universities is an appropriate function of state-supported universities.
2. Universities should increase the amount of time spent on university-sponsored public services.
3. Universities should expand their public service responsibilities.
4. Many university-sponsored public services should be provided in the local communities as opposed to being located on the university campuses.
5. Supplementary state and local funding should be made available to universities that increase the number of significant public service activities offered.
6. Universities should take an active role in helping America to solve her social and economic problems.

Marylee Davis

7. An appropriate extension of the public service function of universities is to provide the opportunity for life-long education.

8. A public service option should be incorporated into the university procedures for faculty promotion, assessment and professional advancement.

A LEGISLATIVE VIEW OF THE PUBLIC SERVICE FUNCTION  
OF STATE-SUPPORTED UNIVERSITIES

By

Marylee Davis

A DISSERTATION

Submitted to  
Michigan State University  
in partial fulfillment of the requirements  
for the degree of

DOCTOR OF PHILOSOPHY

Department of Administration and Higher Education  
College of Education

1974

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Marylee Davis  
1974

This dissertation is dedicated to  
my parents

Harold and Lydia Lee

for their continuing love, support,  
and understanding.

## VITA

Personal Data Born in Tennessee in a political family-- Grandfather was a state legislator and father was Chairman of the First Congressional District of Tennessee.

Education Attended Furman University in Greenville, South Carolina and East Tennessee State University in Johnson City, Tennessee.

Bachelor of Science in Education from the University of Tennessee, Knoxville, area of concentration: Social Science.

Master of Science in Education from the University of Tennessee, Knoxville, Major: College Student Personnel; Cognate: Sociology, 1970.

Doctor of Philosophy, Department of Higher Education Administration at Michigan State University, Major: College Student Personnel Administration; Cognate: Psychology, 1974.

Significant Legislative-Related Experiences Congressional Staff Assistant in Washington, D.C. summer of 1971. Worked primarily with higher education legislation and drug abuse in the military and on campus.

Internship with the Executive Vice-President and Secretary to the Board of Trustees at Michigan State University, 1972. At MSU, this person functions as the official liaison between the university and the legislature.

Attended spring 1973 Michigan House Appropriations Committee hearings upon invitation of the chairman of the committee and heard presentations from MSU, University of

Michigan, Western Michigan, Wayne State University, Oakland University and other state-supported universities.

Practicums  
and  
Internships

Practicum in counseling University of Tennessee and Fulton High School in Knoxville.

Practicum in the Office of the Dean of Women, University of Tennessee.

Doctoral internship in the Office of the Vice-Chancellor for Student Affairs, University of Tennessee.

Doctoral internship in the M.S.U. Office of Volunteer Programs.

Doctoral internship in the Office of the Executive Vice-President & Secretary of the Board of Trustees at Michigan State University.

Judicial  
Experience

Student Discipline Specialist (First in history of UT-K.)

Student-Faculty Discipline Committee Member--UT-K.

Judicial Advisory Board, Chairperson, UT-K. Judicial Reform (1969-70) worked actively with Dean of Students, UT-K.

Student Protest and the Law--attended conference at Univ. of Georgia as representative of UT-K. Summer of 1970.

Graduate Assistant to Director of Judicial Programs MSU 1970-71.

Chief Justice Owen Graduate Center, MSU, 1970-1971.

Teaching  
Experience

Kingsport City Schools--James Madison School, Kingsport, Tennessee

Additional  
Professional  
Experiences

Resident Assistant and Assistant Head Resident UT-K 1969-70.

Head Advisor, Michigan State University, 1971-1972.

Associate Director, Owen Graduate Center, MSU, 1972-74.



Activities  
and  
Interests

Academic Affairs Committee of the U.T. Student Government Association; Kappa Delta Sorority; MSU Steering Committee on Women; Agenda Coordinator and Chairperson of the Student Concerns subcommittee; Committee Volunteers for International Programs Advisor, Lansing, Michigan; Girl Scout Advisor--Wing Scout Troop of high school young women (four years), member Tri-State Pilot's Club (Tenn.); officer in county political organization 3 years (Tenn.). International travel includes: Two trips to Europe, Africa, South America, and the Bahamas; Observer/appreciator and participant in music and drama.

Honors

Dean's List, "Dean's Award for Outstanding Scholarship" Tennessee University; Magna Cum Laude graduate from U.T.; Listed in Outstanding Young Women of America, 1970. Phi Delta Kappa, Professional Education Fraternity.

Membership in  
Professional  
Organizations

American Association for Higher Education  
American College Personnel Association  
American Personnel and Guidance Association  
National Association for Women Deans,  
Administrators, and Counselors  
NAWDAC Committee of Research and Current  
Issues (1972-74).

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## CHAPTER I

### THE PROBLEM

#### Introduction

The politics of education, although recognized as an area of increasing importance to both educators and political scientists, has inspired relatively few significant studies of legislative educational issues. Educators generally have regarded the study of the political process relevant to educational policy as a taboo.<sup>1</sup> Political scientists likewise have not aggressively pursued the study of the politics surrounding education. For example, Ferguson in his study of state legislators, described how the topic of school needs evolved. The decision to use education as the discussion topic developed in an attempt to select an area that legislators would agree was a salient issue. The chosen topic was not the result of the researchers having "any particular interest in educational research."<sup>2</sup>

Although in 1965 Goldhammer stated that "political scientists . . . suddenly discovered political science,"<sup>3</sup> a survey of the literature reveals only a few legislative

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studies that ask questions which address the issue of public service in higher education. The present study was designed specifically to determine the attitude of state legislators toward the role of university public service.

The absence of a significant amount of research in the area of the legislature and the state-supported universities creates a serious void in the understanding of university administration. Both the legislature and the state-supported universities share similar service functions within the state. Legislators, as elected officials, are held accountable by the general public for decisions related to the efficiency and effectiveness of the services which are provided for the citizens within the state. Legislators must also determine in which areas appropriations should be made and just how many tax dollars to allocate to each area. The struggles, battles, and compromises involved in determining priorities for legislation is called a "transitory truce."<sup>4</sup> University administrators who lobby for better higher educational legislation must have a keen understanding of the legislative process and of their role in the "transitory truce" process.

In Michigan, as early as 1896, state-supported universities were designated as the fourth branch of government.<sup>5</sup> Both the legislature and the state-supported

universities derive their power from the constitution. The state universities are also considered to be an arm of state government.<sup>6</sup> As an arm of the state government, the state-supported universities must determine the manner in which they will serve the citizens of the state. It is important that the universities have an awareness of how legislators view the university public service responsibility as each university defines the role of public service within its institution.

#### Purpose of the Study

The purpose of this study is to ascertain how legislative educational leaders in the Michigan House of Representatives and the Michigan Senate perceive the public service role of state-supported universities. Research data should provide information on the attitudes of legislators in the following areas:

1. Is the public service function of universities appropriate?
2. What priority should universities give to the public service function when compared with university instruction and research?
3. Should universities increase the services provided for citizens within the state?

4. Can certain university-sponsored public services more appropriately be located off-campus, i.e. in the community the service is designed to benefit?
5. How should university-sponsored public services be financed?
6. Should the university assume the responsibility for leadership in solving social and economic problems?
7. Is the community service function an appropriate rationale for life-long education?

#### Statement of the Problem

In the early 1970's, in the midst of increasing pressures and turmoil, the American university began a transitional period in order to respond to the rapidly changing needs of society.<sup>7</sup> The need for university involvement in providing solutions to America's social and economic problems was especially felt in the areas of transportation systems, race relations, pollution control, and more recently the energy crisis.

The three traditional functions of American higher education are instruction, research, and public service. The public service function was developed in the United States and makes the American university distinctive.

State legislators also have a public service function. Each legislator must make decisions which provide services, including higher education, for the citizens of the state. Legislators, as the elected representatives of the people within the state, should be in a position to speak personally and for their constituents concerning their perceptions of the appropriate role of the university in public service.

State legislators should be able to provide information concerning the degree of public service involvement considered desirable for a university. For example, is consultation adequate or insufficient? Is the administration of a facility or service appropriate or is such direct service inappropriate? Also, who is the public--does the university stop at the state line? Always?

The value of knowing how legislators who work on the committees directly related to higher education view the public service responsibility cannot be over-emphasized. Such knowledge is necessary for the university in making sound decisions within the university and for both the legislature and the university in working more harmoniously with each other in terms of long-range planning for public service and for the supporting appropriations. This study will attempt to analyze legislative responses in the area

of public service to be of utmost usage to university administrators and legislators alike.

### Definition of Terms

In order to insure maximum clarity, the following critical terms are defined as used in this study:

Functions of Higher Education--"Activities of the university or higher educational system that are functionally related to other social systems."<sup>8</sup>

Instruction--the transmission of knowledge. Activities included are those which relate to the preparation and presentation of classroom lectures, discussion groups, and academic advising.

Legislative Educational Leaders--those members of the Michigan legislature who currently serve on one or more of the following legislative committees: House Appropriations, House Colleges and Universities, House Education, Senate Appropriations, and Senate Education.

Public Service--the application of knowledge. Activities which are designed primarily to benefit the greater society. Both departmental (faculty) public service activities--such as: consultation, urban counseling, agricultural extension, etc., and institutional public service--

such as: radio broadcasting, alumni relations, university publications and continuing education are included.

Research--the search for new knowledge. Included are activities, both laboratory and non-laboratory, which relate to a research project, i.e. research design, experimentation, and write-up.

State-Supported Universities--the four year degree granting universities which depend primarily on state appropriations for their operating funds. Excluded are state colleges and all other post-secondary institutions.

Traditional Functions of American Higher Education--instruction, research, and public service.

### Importance of the Study

This study is important for several reasons. It is a timely study. During the 1970 legislative session, the Michigan legislature established minimum per week student contact hour requirements for faculty in the state-supported institutions of post-secondary education. For example, Section 12 of #83 Appropriation for Higher Education states that faculty members at graduate institutions are required to have a minimum of ten contact hours per week with students.<sup>9</sup> If the decision to establish such



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faculty guidelines was the result of legislative misunderstanding or disapproval of faculty involvement in public service, then such attitudes should be revealed through the personal interview in this study. This study is also timely because educators during the early 1970's, have been studying the concept of life-long learning.<sup>10</sup> Information regarding how legislators view the public service function of state-supported universities will add an important perspective to the already existing literature on life-long learning.

Secondly, one of the most important aspects of this research is to determine whether or not state legislators see the public service function, as it is presently being performed, as being consistent with their perception of an appropriate function of the university.

Thirdly, the results of this study should enable university administrators to plan more realistically in the area of public service and community development. Information about the opinions of legislators should serve as a key to more appropriate decision-making in several areas. Knowledge of the position of legislators toward public service is of tremendous importance not only in the more obvious area of university-sponsored community service, but such information may also assist the universities in the staffing and administration of public service projects.

For example, should university-sponsored public service projects be staffed solely by professionals or should such projects exist to aid in the education of students and should the university or the community administer the public service activity?

Finally, state-supported universities are continually interested in improving their public image. It is obvious that everything that will promote better public relations between the legislature, the taxpayers, and the university will be welcomed by university administrators and legislators alike. By interviewing state legislators, an indication of public knowledge of and support for university-sponsored public service will be obtained.

#### Limitations of the Study

The study will be confined to legislators who are educational leaders as determined by their assignment to the various education or appropriations committees of the Michigan House of Representatives and the Michigan Senate. It is recognized by the researcher that it is quite possible that certain legislators who are regarded as educational leaders by their legislative colleagues do not presently serve on an educational committee or an appropriations committee and lacking such formal appointments are not included in the population of this study.

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All questions asked will refer to the incorporated four-year state-supported universities within the state of Michigan. All other post-secondary institutions will be excluded from this study. It must be recognized that this study is not designed to determine the proper role of the legislature in controlling and influencing the university, but rather to determine the attitude of educational leaders within the legislature toward the role of the university in public service.

The study will be limited to a great extent by the ease with which the legislators are able to answer the questions as completely and openly as possible. Each legislator will be informed both in the initial letter of introduction and at the outset of the interview of the procedures which would be used to guarantee anonymity. Although every effort to assure complete anonymity will be made by the researcher, some legislators might be reluctant to completely express their feelings on some of the more controversial aspects of the discussion.

Finally, a major limitation of the study lies in the difficulty with which one can compare a legislator's political performance in the area of public service with his or her responses in the interview.

### Organization of the Study

This dissertation has five chapters which are organized according to the following plan:

Chapter I includes an introduction, statement of the problem, the purpose of the study, the importance of the study, a definition of terms, the limitations of the study, and the organization of the study.

Chapter II contains a brief description of the historical development of university public service and a review of the literature related to this study.

Chapter III describes the design and the methodology of the study. A description of the research population, the sampling procedures, the research instrument, the method of data collection, and the procedure for analyzing the data are included in this chapter.

Chapter IV contains an analysis of the data in both tabular and explanatory form.

Chapter V provides a summary of the study with final conclusions, implications and recommendations for further research.

## CHAPTER II

### REVIEW OF LITERATURE

#### Introduction

Unfortunately, a survey of the literature provided little insight regarding how state legislators view the public service function of state-supported universities.

As a matter of fact, only a few books have been written about how legislators view the state-supported universities. The American tradition of public service, however, is revealed throughout the literature and thus establishes the uniqueness of the American state university.

According to Perkins, it was after the Morrill Land Grant Act of 1862 that the dream of Franklin and Jefferson for universities to apply knowledge to the world and to serve the nation was first accomplished.<sup>11</sup> Since that time, America has witnessed an expansion of the public service function of universities. Not only can one find agricultural extension centers and home demonstration centers sponsored by universities, but some universities are beginning to expand the public service concept to include continuing education divisions and urban development

programs. The history of the expansion of the public service concept is a history of the American university today.

For the purpose of this study, the literature which was selected for review in this chapter is reported under the following divisions:

1. Public Service as a Function of Higher Education
2. The Role of Public Service in the State-Supported Universities
3. A Brief History of University Public Service
4. Current Issues in University Public Service
5. The University and Society
6. The University and the State Government
7. Legislative Educational Studies

The order of presentation begins with an explanation of the public service function as it compares with the instruction and research functions and ends with a review of the legislative educational studies considered most relevant to this study.



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Public Service as a Function  
of Higher Education

The American university as an institution has had three primary educational functions: instruction, research, and public service.<sup>12</sup> Perkins describes the relationships between the three aspects of knowledge and the three missions of the university in the following manner: "The acquisition of knowledge is the mission of research; the transmission of knowledge is the mission of teaching; and the application of knowledge is the mission of public service."<sup>13</sup> Perkins warns that the integrity of the university involves the resistance to over-expansion of any of the three traditional institutional purposes. A part of this institutional integrity is the requirement that each institution select and develop its own unique specialization.<sup>14</sup> As stated in The Capitol and the Campus, state-wide planning for post-secondary education involves the determination and allocation of "appropriate functions for the various types of institutions within post-secondary education, including degrees to be granted, research activities, and public service functions."<sup>15</sup>

Ewald Nyquist further contends that, "postsecondary institutions should increase their capacity and willingness to be change agents in our society. . . . Their [the universities] functions of service, teaching and research are all closely tied to the concept of accountability to

society."<sup>16</sup> In order to effectively plan university public service activities which involve accountability to society, one must first establish a basic understanding of what is meant by the public service mission of a university.

University public service has no universally accepted definition. When discussing the three traditional functions of a university, educators often seem to elaborate on the specifics of instruction and research with the implication that everything not included in their definitions of instruction and research should be classified as public service. Such an inference about public service activities could be quite misleading! Webster, 1967, describes public service as the granting of a commodity or service to various members of the community.

Donald Kline in discussing the history of the public service function of universities, provides his interpretation of public service:

Moreover, the Congress established the third basic mission of higher education by expressing the desire that the intellectually based expertise in higher education be used to solve problems being brought about by a rapidly expanding agricultural and industrial society. Thus, the idea that a college or university should engage in service of the application of knowledge to the solution of societal problems was established.<sup>17</sup>

Public service has been defined by Miller as "working with community groups, serving on statewide or

national committees, and working with poverty groups . . . ."<sup>18</sup> Miller also states that in order for public service to count as a professional activity, the activity should relate to one's profession.<sup>19</sup>

Although Perkins believes that, "everyone owes a part of his life to his society for public service, whether or not this service is directly connected with his profession," he also argues that for an outside activity to qualify as a legitimate university public service activity, it must relate to the research interests of the professor and to his or her classroom instruction responsibilities.<sup>20</sup>

Public service has also been defined as a part of instruction. According to Ashworth:

The public service aspect of instruction relates to issues . . . such as the increasing audience reached through extended educational opportunity, the quality and nature of education necessary for the specialists required in our society, and the concern for providing all graduates with general education required to maintain a free society devoted to the betterment of all mankind.<sup>21</sup>

Kerr in Uses of the University, suggests that extension work is actually becoming "life-long learning." He also states that, "the campus and society are undergoing a somewhat reluctant and cautious merger . . . ."<sup>22</sup> If this is true, can it be concluded that life-long learning will become a societal goal as well as a university goal? Acceptance of this mutual goal could redirect the

thinking of the nation's educators concerning the role of the university.

The role of public service in universities will be explored in the following section.

### The Role of Public Service in Universities

As would be expected, each individual university must determine its own unique position regarding the role of public service within its institution. This section attempts to provide an understanding of the general direction in which university public service should move.

James Perkins in The University in Transition discusses the function of the modern university in public service. He maintains that, historically "the idea that a university should be useful required a society that would put it to use."<sup>23</sup> This movement of universities into new fields of responsibility involving the application of knowledge in such areas as community service and urban development, as well as rural and agricultural extension, shows the rapid expansion of the public service function on campuses today.<sup>24</sup>

The land-grant institutions met in 1955 to discuss their role in public service. The Role of the State Supported University in Continuing Education was the topic

of the Centennial Symposium at the Kellogg Center for Continuing Education in East Lansing, Michigan. Addresses were presented by James C. Worthy, Mark Starr, J. L. Morrill and Henry Steel Commager. The primary discussion centered around the land-grant institution in a modern day.

Mark Starr, Educational Director of the International Ladies Garment Workers' Union (American Federation of Labor) emphasized the fact that citizenship training and understanding of social institutions was a part of the early land-grant institutions.<sup>25</sup>

During the same conference J. L. Morrill, President of the University of Minnesota, reaffirmed the position of the land-grant philosophy. "The Land-Grant College was committed to the education of citizens better fitted 'to manage their own affairs' and better able, thereby to manage the affairs of the nation."<sup>26</sup>

Certain limitations are suggested by Ashworth as he defines and defends the role of public service. "University involvement in public service which grows out of its teaching and research functions and feeds back into them can strengthen, not harm, the university's unique position in and contribution to society."<sup>27</sup>

In dealing with long-term public service commitments, Ashworth again suggests that the major question that

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should be asked is: "Does the program or project grow out of on-going teaching and research functions and does it feed back into and support them?"<sup>28</sup> An affirmative response to the question shows that a project is consistent with Ashworth's definition of an appropriate public service activity.

The role of university public service, as defined by Ashworth seems compatible with the definition of "General Education" which the 1947 President's Commission on Higher Education developed. The Commission stated that:

General education undertakes to redefine liberal education in terms of life's problems as men face them, to give it human orientation and social direction, to invest it with content that is directly relevant to the demands of contemporary society. General education is liberal education with its matter and method shifted from its original aristocratic intent to the service of democracy.<sup>29</sup>

A controversial area related to the role of university public service centers around the appropriateness of research application. Perkins sees the relationship between instruction and public service as analogous to the connection between thought and action or between theory and results.<sup>30</sup> At the same time, Perkins points out the difference between giving advice and providing the assistance in completing a project. He reminds the reader that although an engineer is the designer of a bridge, he is not involved in the actual construction of the bridge.



It has been further established that certain individuals are fearful that as research has been expanded from basic to applied and further extended from applied research to application itself, the university has forgotten its original mission. Kerr feels that this cautionary measure is ungrounded. He further maintains that often new knowledge is discovered at the borders of basic and applied research and at the borders of applied knowledge and application.<sup>31</sup>

It is interesting to note that applied research has been defined by one writer as "the application of new knowledge to the solution of societal problems."<sup>32</sup> This definition of applied research is similar to the definition Perkins gives for public service.<sup>33</sup>

The appropriate degree of involvement in research application is not the only controversial point regarding the role of university public service. There is also a concern for where public service activities can best be performed. Dr. Earl Klapstein in "Continuing Education and Community Service Programs" suggests that much too often whenever community services have been offered, they are provided on an invitational basis for those who need a service to come to the campus to receive the service.<sup>34</sup> He advocates offering more services in the communities where the problems are located.

In order to more adequately describe the role of the university in public service, the next section provides an historical perspective of the public service function of universities.

### A Brief History of University Public Service

The public service function of universities has a rich and colorful history--not dissimilar to the development of the American university itself. In many ways the kind of determination and pioneer spirit which history portrays of the early leaders in America mirrors the dynamic spirit of the American state university.

The historical development of the public service function of state-supported universities will be reported in the following manner:

1. First, a brief chronological summary is presented.
2. Secondly, a summary of three important books on the history of the American university is provided.
3. Thirdly, a critique of the 1871 Convention of Friends of Agricultural Education is given.

The following events establish an historical perspective of the public service function of universities.

(See Table 1.)

The first book to be reviewed, The On-Going State University by James Lewis Morrill, addresses itself immediately to the importance of the land-grant concept in the development of the American university. "The land-grant tradition . . . has more than any other influence shaped the pattern of higher education in America today."<sup>35</sup> He continues, "the land-grant philosophy has been America's most fundamental contribution to higher education."<sup>36</sup>

Morrill describes the American university as the product of three influences--British, German, and the American state university. He maintains that other than the British influence of the liberal arts professions and the pre-World War I German influence of research, seminars, and laboratory science, the state university has been the greatest influence--"especially the land-grant state university."<sup>37</sup>

Morrill discusses the concept of knowledge for use and the idea that a state university should be accessible to all the people. "Each of the land-grant state universities is committed to the belief that its true campus covers the entire state it serves."<sup>38</sup> Be he reminds the reader that knowledge does not stop at state lines.

TABLE 1

IMPORTANT DATES IN THE DEVELOPMENT OF PUBLIC  
SERVICE IN AMERICAN UNIVERSITIES

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1785

University of Georgia founded as the first state university.

1787

Birthday of the state university movement in America,  
July 23rd.<sup>39</sup>

1802

Establishment of West Point Academy.

1855

Governor of Michigan signs bill creating the nation's first  
agricultural college.

1857

Dedication of the Michigan Agriculture College by its  
first president, Joseph R. Williams.

1862

Morrill Act; which set aside 17 million acres for land-  
grant institutions whose teaching would include  
agriculture and mechanical arts.

1887

Hatch Act; which furnished funds for agricultural extension  
stations and experimental work. This act provided  
the first federal support for research.

1890

Morrill College Endowment Act; this additional endowment  
provided for cooperative extension and guaranteed  
that blacks would benefit from the endowment.  
(This was a separate, but equal, clause.)

1914

Smith-Lever Act; provided aid for home economics and agri-  
culture instruction to persons not attending or  
in residence at colleges. This act was developed

TABLE 1 Continued

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in cooperation with the U.S. Department of Agriculture and it was at this time that cooperative extension was given national recognition.

1916

National Defense Act; established military training in civilian schools and land-grant colleges.

1917

Smith-Hughes Act; provided for high school teacher preparation in agriculture and home economics and established aid for vocational education.

1925

Purnell Act; established monies for research studies relating to the rural home.

1935

Bankhead-Jones Act; additional sums were given for land-grant education.

1962

Manpower Development and Training Act; federal funds were set aside for continuing education.

1964

Housing Act, Title VIII; provided for higher education training of specialists in the area of Community Development and Urban Problems.

Higher Education Act; provided for the Administration of the Community Services and Continuing Education Program by the Office of Education.

1966

Adult Basic Education Act; established additional funds for continuing education.

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Dr. William O. Thompson, who was president of the Ohio State University is quoted, "an institution is to be operated for the good it can do; for the people it can serve; for the science it can promote; for the civilization it can advance."<sup>40</sup>

It is apparent that Morrill agrees with Thompson when he contends that no intellectual service is too undignified to be performed<sup>41</sup> and that "practical utility, not snobbish academic respectability or any notion of intellectual aristocracy, must be the test of institutional integrity."<sup>42</sup>

In discussing the mission of the state university, Morrill emphasizes knowledge for use. "The purpose of the state university is the threefold task of teaching, research, and public service; and in each of these three duties the emphasis has been on the usefulness and relevance of all learning to a better life and to the maintenance of a free and democratic society."<sup>43</sup> Likewise, Morrill later identifies the interdependence of public service on research and instruction.<sup>44</sup>

Morrill stresses that the public relations director of the university can not do everything that is necessary-- "but only presidential encouragement and direction can spread through the countless campus channels the awareness

of total institutional integrity as the source of each specialized service and competence."<sup>45</sup>

In summary, Morrill develops the concept of knowledge for use and establishes its legitimacy and importance within the American University.

Another volume dealing with the history of the American state university is The State University and Democracy by Allan Nevins. According to Nevins, from the beginning in the United States the concept of universities having a regional function was a reality. He states that the nation "was so practical minded that the spirit of academic work became in increasing degree utilitarian."<sup>46</sup>

He continues, "finally, the mid-century concept of democracy included a belief that men learned by doing; that the best instruction came from setting their aims high and accepting tuition from trial and error; . . ."<sup>47</sup>

Nevins offers the following historical account. During 1850 higher education needed to be brought into harmony with the needs of a practical, growing people.<sup>48</sup> Jonathan Baldwin Turner published a letter in the Prairie Farmer early in the 1850's advocating the use of the nation's vast public domain for industrial education.<sup>49</sup> Justin S. Morrill, a congressman from rural Vermont, believed in Turner's idea and ultimately was responsible

for the Morrill Act of 1862 which established the land-grant institutions.

The concurrent revolt which developed against the classics was "compounded primarily of four elements: rejection of the tyranny of classical and theological studies, championship of science, insistence on attention to agriculture and the mechanic arts, and--most important of all--a demand for greater democracy in education."<sup>50</sup>

The two basic curricular changes which Nevins reports are the specialization<sup>7</sup> of university work to furnish professional preparation and an emphasis on thinking and analysis as opposed to rote instruction.<sup>51</sup> The University of Michigan, according to Nevins, led the way in forward movement between 1890 and 1920 in combining progressivism and sound traditional standards.<sup>52</sup>

The primary innovations attributed to the publically supported universities as compared with the privately endowed schools were:

1. Co-education was slowly becoming universal
2. Engineering
3. Agriculture
4. Exclusion of church or chapel
5. Compulsory drill
6. Absense of high tuition charges



7. Extension activities--distribution of information and ideas to the total public
8. Strong link between state universities and the high schools
9. Atmosphere of the state university derived an idiosyncratic quality from the state (loyalty to the state emerged).<sup>53</sup>

With the innactment of the Hatch Act, research was lifted "from local and immediate tasks to great fundamental problems--that is, from applied science to pure science."<sup>54</sup>

Finally, Nevins argues that if the Morrill Act had not been passed, it would have only been a short time until every state would have had its state-supported university since Virginia, Missouri, and Michigan had paved the way. The Morrill Act simply provided the motivation and resources with which to establish the state-supported universities.<sup>55</sup>

The third book, Colleges for Our Land and Time is devoted primarily to the establishment of the land-grant institutions. In discussing Jonathan Turner's master plan for a state industrial institution in Illinois, Eddy remarks that the plan has been called the "common man's educational Bill of Rights."<sup>56</sup> Eddy also reports that there is no record of an "intimate relationship between Turner and Justin S. Morrill."<sup>57</sup>

In presenting the sequence of events leading to the present day higher education institutions, Eddy discusses the growth of teacher-training, engineering, veterinary medicine, research, and even the development of the 4-H program. From 1938-1956 he states that the emphasis was on "the student's capacity to think, to judge critically and without bias, and to make intelligent decisions."<sup>58</sup>

Eddy reports that by 1951 several institutions had developed centers of continuing education to coordinate all university extension.<sup>59</sup> Furthermore, in the years following World War II, two new areas of service emerged--educational television<sup>60</sup> and international programs to assist developing nations.<sup>61</sup>

The democratic principle of the importance of the individual is supported by Eddy. "The Land-Grant Colleges thus are committed to the concept that the state and the nation prosper in proportion to the development of the individual."<sup>62</sup>

In concluding that there is no room for an ivory tower on a land-grant campus Eddy quotes President John A. Hannah, former President of Michigan State University, "it [the confidence of the people] must be cultivated and fertilized--cultivated through continuing useful services and fertilized with new ideas, new programs, new developments, to meet the ever changing public need."<sup>63</sup>

The proceedings of the "Convention of Friends of Agricultural Education" August 24-25, 1871, re-creates the tremendous concern felt by the early leaders of the land-grant institutions about the future emphasis which these institutions should take. Discussions centered around whether or not agricultural instruction should be regarded as an art or as a science, the appropriateness of student labor, the value of forming a continuing organization to deal with mutual problems, the merits of admitting women scholars, and creative new agricultural experiments.

It is inspiring to note the conscientiousness of that dedicated constituency which met in 1871 and to see the future implications of their report. For example, one of the resolutions concerning agricultural experimentation was later adopted by the establishment of the Hatch Act of 1887 which created the agricultural experimental stations. The resolution read as follows:

Resolved, that a committee, consisting of one from each of the several states in which an institution founded on the national grant has been organized, be appointed by the president, whose duty it shall be to memorialize Congress and the several state legislatures for the speedy establishment of such stations throughout the country.<sup>64</sup>

Another recommendation was enacted in 1887 when the Association of State Universities and Land-Grant Colleges was established.

In summary, the transcript of the proceedings of the 1871 Convention offers a realistic insight into the goals and dreams of those courageous leaders in American higher education.

The interested reader is referred to Alfred Charles True for an excellent account of the history of agricultural extension work from 1785-1923.<sup>65</sup> Although this reference was useful in understanding the importance and establishment of agricultural extension work, it was not considered essential to the development of the present literature review.

A history of the development of the public service function in universities has been presented in this section. The following division will discuss the current issues and future priorities that must be established in the area of university public service.

#### Current Issues in University Public Service

One of the major issues regarding university public service is to determine the appropriate level of university involvement in the greater community. Several authorities have chosen to discuss the future of university-sponsored public service. According to Nyquist, "increasingly our higher education institutions will find a closer interdependence and interrelationship with society, and this is

particularly true for urban institutions."<sup>66</sup> Kerr comments on the "reluctant merger" of campus and society, but fails to explore the idea of community development.<sup>67</sup>

Swanson and Lindley chose to expand the concept of public service and suggest that community development continues beyond simple individual skill development--which is often the goal in university and continuing education programs. Community development, in contrast to conventional public service, is concerned about the social consequences of skill development. Likewise, community development focuses on training "individuals to accomplish planned changes in community relationships."<sup>68</sup>

A major question which must be answered is whether or not university public service should be broadened as Kerr suggests to a concept of "life-long learning"<sup>69</sup> or expanded to a community development concept? It must also be determined whether such concepts are mutually exclusive. And, if not mutually exclusive, can a commitment to community development parallel, or perhaps enhance, a commitment to life-long learning?

Another critical issue centers around who should finance university public service and university-sponsored community development projects. According to Knight in "The Final Report of the Seventeenth American Assembly,"<sup>70</sup>

the government alone should pay all of the costs--direct and indirect--for the service it requests.

Ewald Nyquist contends that the "financing of higher education community service . . . must come primarily from government."<sup>71</sup> It will be noted that Nyquist does not limit his comment to services initiated by the government as did Knight in the preceding paragraph.

Finally, Nyquist addresses the issue that is most relevant to this study. He fears that university community service does not have high priority among legislators.<sup>72</sup> If he is correct, could it be that educators have failed to enlighten their legislative colleagues as to the increasing importance of university-sponsored public service?

Although Eulau found "strong support" for university-sponsored public service activities in his research for the Carnegie Commission, the literature lacks a study designed solely to elicit legislative attitudes toward the public service mission of state-supported universities.

The next section is designed to highlight the relationship between the university and society and to discuss the mutual expectations of each.

### The University and Society

Are the goals for universities and society mutually exclusive, supportive, or essentially the same? Knight

takes the position that goals for education are essentially goals for the nation.<sup>73</sup> Nyquist believes that through community service, the university and society may accomplish common goals. He states that:

Community service and continuing education are one of the best vehicles available for higher education's overall attempt to relate to society and to help in solving its many problems--for improving town-gown relations, involving students in meaningful educational experiences, providing mid-career and inservice educational programs for public officials and para-professionals to mention only a few.<sup>74</sup>

Three leading educators have addressed themselves to the mutual influence exerted by the university and the greater society. According to Chambers, "higher education is a public obligation because society as a whole is its principal beneficiary."<sup>75</sup> McGrath maintains that the university as a part of a dynamic society, must continually be evaluated and modified in order to more adequately meet the changing needs of society.<sup>76</sup> Kerr reports that following the growing pressures facing American higher education during the 1960's, a period of reassessment and transition emerged which enabled the university to respond to the needs of a rapidly changing society.<sup>77</sup>

During the late 1960's universities began to re-examine their traditional goals and purposes in light of the changing attitudes of society. During the early 1970's

Young advised university administrators to re-assess the lawful aims and purposes of universities and then to determine the rules and regulations that were necessary to reflect those aims and purposes.<sup>78</sup> Kerr states that during the period of transition following the 1960's, various task forces and commissions were established "to examine the goals and structure of higher education in its rapidly changing context."<sup>79</sup>

The need was further seen by McGrath to include all social organizations in the reassessment by calling for "a re-examination of traditional purposes, programs, and procedures" in each social organization.<sup>80</sup>

The university as a dynamic social institution must be continually evaluated and modified in order to meet the needs of its individual constituency as well as the needs of the greater society. The findings of studies conducted within individual university communities provide university officials with an important tool for establishing a more realistic basis for decision-making. These findings should be studied, evaluated, and then, according to McGrath, "basic change should be proposed."<sup>81</sup>

As the needs of the citizens of the state are changing, the university must be open to the accompanying changes it must make. The Capitol and the Campus--State Responsibility for Post Secondary Education reports that



the goal of meeting the needs of the citizens of the state for training beyond the high school has been expanded.<sup>82</sup>

Meeting the needs of the citizens now means:

1. Training for greater proportions of the populations.
2. Training of citizens over more of their lifetime.
3. Broader ranges and alternative choices in types of training.
4. Higher levels of training.<sup>83</sup>

Further state and societal demands include expertise that will aid in solving today's social problems. According to Rosenberg, "when higher education becomes oriented toward public objectives, it is likely that the functions of our institutions will change and perhaps the institution as we know it today will also change."<sup>84</sup>

To the skeptic who may be worried about the desirability of greater participation by society in institutional matters, Kerr offers reassurance. He does not believe that increased societal involvement in university affairs means loss of internal institutional control. Quite the contrary, Kerr maintains that today, society is more desirous of objectivity and more tolerant of freedom than ever before.

As a consequence of having a more objective and tolerant society, Kerr states that universities should not fear that further involvement by the society at large will cause the university to lose its objectivity and freedom.<sup>85</sup>

The Committee on Government and Higher Education in 1959 stressed the importance of societal participation at the governing board level. According to the report, the freedom and autonomy of universities is best protected if management is put "in the hands of an able independent lay board of trustees, who themselves are held accountable to the people of the state for wise and effective action."<sup>86</sup>

The public service role of universities which involves consulting and advising society is strongly supported by Knight,

. . . colleges and universities move constantly through the unexamined life, the abortive opinion, the blind prejudice. They make the condition of frontier thinking possible for their world, not only are they wise servants of their society, but in this respect they are its advisors as well.<sup>87</sup>

The societal relevance of university public service is also evidenced by the Rutgers University urban agent program which is based on the rural cooperative service concept. "The focus is on action--how best to utilize the knowledge of social scientists and the experiences of others to bring about desirable changes in society."<sup>88</sup> Thus, society and the university form a unique partnership as they establish their relationship with one another.

One can not discuss the relationship between society and the university without a thorough understanding of the relationship between the government of society and the university. The next section deals with the state government and the university.

### The University and the State Government

The university, while working with government offices and agencies, joins with the government to accomplish mutual societal goals. In The Efficiency of Freedom the preceding statement is supported:

The essential freedom of higher education is wholly compatible with the effective operation of democratic government. Indeed, agencies of the state government and the state's educational institutions form an indispensable partnership, and help or harm to either affects all of society. Both share a common purpose--service to society, the constant advancement of human welfare.<sup>89</sup>

Both the university and the legislature are committed to the principle of public service. The university approaches its public service function by applying the knowledge and skills developed and transmitted by the institution. The Michigan legislature by definition is composed of elected public officials whose job it is to pass suitable laws in all matters relating to the "general welfare of the people of the state."<sup>90</sup>

The exact relationship between the legislature and the universities has been an area of constant debate and continual interpretation. Mitau maintains that: "In the nineteenth century when most state universities were established in the belief that higher education was a proper public concern, legislatures proceeded to create boards of regents to manage the affairs of these new institutions as agencies of state government."<sup>91</sup> The people then established "a pattern of limited internal university autonomy combined with clear-cut responsiveness to the public will as expressed by the political branches of state government."<sup>92</sup>

Mitau continues that although the university has not been subjected to strict legislative supervision, "most state universities nevertheless, were not permitted to forget that their budgets, personnel and policies were as a matter of public law ultimately subject to legislative oversight and control."<sup>93</sup>

Today there is growing support for the position expressed by Gould:

That the public universities of today and tomorrow should have their basic freedom of action guaranteed to them by constitutional authority; that they should use their power under such authority only when necessary as a protection; and that they should deal responsibly, perceptively, and realistically with all elements of State government, seeking thereby to create a climate of understanding and trust which will make recourse to legal defenses unnecessary in all but the most extraordinary circumstances.<sup>94</sup>

The university must continually address itself to the important role played by the state government in the area of financial support. "Dependence on public support unavoidably brings a state university close to the legislature and governor."<sup>95</sup> Certainly one would not deny that the legislature, as guardian of the purse strings for higher education, plays a key role in the progress and planning of the state-supported universities.

The outside influence on higher education is real. "No state college or university" according to Georgia's former Governor Effis Arnall "can be completely free from political control."<sup>96</sup> Even a state which guarantees constitutional immunity to its universities is subject to some governmental influence.

The Michigan legislature was the first state legislature to grant the coveted status of constitutional autonomy to a state university. In 1850 the state of Michigan demonstrated its unprecedented position regarding the desirability of assuring constitutional autonomy to a state university. In 1896, the Michigan court ruled that state universities officially are the fourth branch of the state government.<sup>97</sup>

In 1908 and 1959, Michigan State University and Wayne State University respectively were granted the same

constitutional status shared by their sister institution, the University of Michigan. As a result of the constitutional revisions of Article VIII in 1963, each of the remaining Boards of Control of Michigan public-supported four year institutions of higher education was established as a body corporate. Article VIII also states that any future institution of higher education which has the authority to grant baccalaureate degrees in Michigan "shall be a body corporate" and therefore shall possess this unique status shared by institutions in only nine other states.<sup>98</sup>

A former controller of the State of Michigan, John W. Lederle, offers several suggestions, see Appendix A in Moos, on improving legislative-university ties in Michigan. Among his recommendations are the following:

1. The university should become sensitive to the dilemma of the state government: "As the level of services which people demand of their state governments rises, the competition for limited revenues becomes more severe."<sup>99</sup>
2. The universities should coordinate their lobbying efforts: "If public higher education in Michigan could agree and present a common front, some of the fumbling, inept

questions raised by budget officers and legislators would never be asked."<sup>100</sup>

3. Improvements must be made in the university education for future government administrators:  
"First you should look at your campus educational role, and improve programs in public administration so as to raise the level of public service and turn out better potential government administrators."<sup>101</sup>
4. University consultation with the professional associations of government officials, such as the State Purchasing Officers, should be attempted.

Another reference supports the idea that:

The university might be prudent to help cultivate the legislative specialist in higher education, not in the selfish hope of co-opting him but to provide the interested and perceptive legislator with policy information that all legislators would not or could not absorb, thus building depth of understanding within the legislature.<sup>102</sup>

As previously mentioned, cooperative legislative-university planning is essential in the area of university public service. If the state government allocates additional funds for public service, the university will need to be more open to planning suggestions from the government. The

necessity of openness by the university and cooperative planning with the government is the thesis of the article on "College and Community" by Swanson and Lindley.<sup>103</sup>

It has been stated that today the city hall and state capitol are being drawn to the university as never before and vice-versa.<sup>104</sup> Much can be said about the need to make this mutual attraction into a mutually constructive relationship. The fact that the university and the legislature will always have tensions is affirmed by Goodall who feels that the inevitability of such tensions is the result of the university and the legislature having different perspectives and responding to different pressures.<sup>105</sup>

Senator David Kret establishes the ideal outcome of a working relationship between a university and the legislature. "After all, both legislators and educators should be able to work together to achieve the desirable benefits of higher education at the lowest cost to the public."<sup>106</sup>

The final section of Chapter II is a critique of the findings of the Legislative Educational Studies which deal most directly with the present study.

### Legislative Educational Studies

The literature reviewed in this final section includes the published research which has the most direct application to the present study.



There are three major legislative studies which are most related to the topic of state government and higher education. In a seventeen month study reported in The Efficiency of Freedom, both government officials and educators were interviewed in thirty-nine states--with an average of eleven interviews per state.

This research was confined to the relationship between the state government and the state colleges and universities. Specifically, the goal of the groups of prominent statesmen and educators--The Committee on Government and Higher Education--was to define the relationships that should exist and to identify areas where the state government has too much control.<sup>107</sup>

Data collection techniques consisted of questionnaires, personal interviews, correspondence and special meetings with government officials and educators.

The interview was described as informal and followed the following procedure: A description of the study was presented, then an explanation of the types of problems was given and finally the official described the governmental-educational relationship as he or she saw it.

It was stated that extensive notes were taken at the conclusion of each interview but generally not while the respondent was present.

The report concludes that:

The essential freedom of higher education is wholly compatible with the effective operation of democratic government. Indeed, agencies of the state government and the state's educational institutions form an indispensable partnership, and help or harm to either affects all of society. Both share a common purpose--service to society [emphasis supplied], the constant advancement of human welfare.<sup>108</sup>

Malcom Moos and Francis Rourke, political scientists, assisted the committee by preparing reports which they published in the impressive companion volume--The Campus and the State.

This second report, published under the guidance of the Committee on Government and Higher Education, involved 344 educational institutions and required twenty-six months for completion. The thesis of this volume is the impact of state administrative controls upon the management of state colleges and universities.

In reporting the data, Moos and Rourke grouped the responses of the 440 state and educational officials interviewed into three categories. They found that most respondents "spoke freely but not intimately" and seemed to want to present an accurate picture of the situation. The second group of respondents "used the interview as an opportunity to 'tell all' about their problems . . . ." Those in the third category "obviously had much to say but declined to provide information because of their fear that

its publication, even without identifying the source, would do violence to the status of the official or the cause he served."<sup>109</sup>

Only one chapter in The Campus and the State was devoted to problems of higher education and the legislature. According to Moos and Rourke, ". . . it is the executive rather than legislative officials who are today regarded as representing the chief threat to the independence of institutions of higher education."<sup>110</sup>

A more recent major legislative study conducted in higher education used the personal interview method of gathering data. Heinz Eulau and Harold Quinley in State Officials and Higher Education report their research for the Carnegie Commission on Higher Education. This book summarizes the findings of the interviews given to legislators and other state officials most closely connected with legislation or appropriations for higher education in each of nine states. The interviews ranged from one-and-a-half to two hours in length and consisted of both open-ended questions and agree-disagree items. It was reported that each author and all interviewers were impressed "with the relative accessibility, the cooperative attitude, and the frank and open responses" of the respondents in all of the states.<sup>111</sup> According to Eulau and Quinley, in their opinion, it was important that the interviewer be perceived

as a professional interviewer on staff of the "State Legislative Project."<sup>112</sup> The complete interview was taped where there were no objections; however, the authors reported difficulty in getting and using the complete transcriptions.

In presenting the data, unfortunately, little information is given by Eulau and Quinley other than in final summary form. The inclusion of data such as: political party differences, state officials and legislative differences, and higher education and appropriation committee differences would have been useful in understanding the report. However, the basic weakness of the data-reporting, in the opinion of this researcher, is the lack of a numerical breakdown of the questions to support the conclusions given by the commission.

Examples of the summary statements relating to research and public service are quoted below:

It is clear that legislators do not give a high priority to expenditures on university research. They are willing to let the federal government support research programs, and they understand the necessity of research, even so-called basic research, in fields visible to them in terms of human service, such as agricultural productivity, medical care, and engineering; but legislators have little understanding of the place of research in the education of graduate students and only a vague understanding of social science and research in the humanities.

This point is of great concern to the major universities as they project their growth at the advanced and doctoral levels and as they are called

upon to meet society's demands for research scientists and doctorates.

Obviously, the legislative reaction here is dependent upon the public perception, or lack of it, and the gap between the universities and the public on this point needs immediate and effective attention.<sup>113</sup>

. . . . .  
The legislative support for the public service activities of the universities is encouraging. However, here lies a problem of deep significance because faculties which must staff the public service functions traditionally have given a low priority to their personal commitment. Furthermore, the academic value system for professional advancement does not give adequate recognition to those engaged in public service.

This point has relevance to the lack of legislators' interest in basic research. Encouragement is given to research which is clearly visible in problem solving in areas that are important to the respondents. Perhaps the research activity by university people can give greater emphasis to the areas of immediate public concern. A by-product will be the training of students in a way that will have more meaning to them in their field of employment, either in academia or in government or in the private sector.<sup>114</sup>

The Carnegie Commission study by Eulau and Quinley suggests that the results of their research show "strong support for public service activities of colleges and universities in solving problems that affect the welfare of the state and its people."<sup>115</sup> It was further concluded that disagreement occurred over the role of the university as an "agent of social change or racial equality." Officials disagreed "over whether they should promote social equality by providing free education for all and by making special efforts to assist individuals from minority groups, poor families, or urban areas." Their disagreement included

both the principles involved and the "means to effectuate change."<sup>116</sup>

The present research, although most closely related to the research done by Eulau and Quinley, differs on the following major points:

1. Only state legislators will be included in this study.
2. The research will be confined to one state--Michigan--a state which was not one of the nine selected by Eulau and Quinley.
3. The range of questions will be smaller--primarily being restricted to functions of higher education--specifically, the public service function.
4. A greater breakdown will be given in reporting the data to support the final conclusions.
5. The researcher will be a doctoral candidate.

### Summary

Chapter II presented the published literature relating to the public service function of state-supported universities. For greater clarity, Chapter II was divided in the following seven sections:

1. Public Service as a Function of Higher Education
2. The Role of Public Service in State-Supported Universities
3. A Brief History of University Public Service
4. Current Issues in University Public Service
5. The University and Society
6. The University and the State Government
7. Legislative Educational Studies

Chapter III contains the design and methodology of the study.

## CHAPTER III

### DESIGN AND METHODOLOGY

#### Introduction

This chapter will describe the methodology and procedures used in the study. A description of the following aspects of the design is included: The population, sampling procedures, the research instrument, data collection, the interview method, the interview schedule, and data analysis procedures.

#### The Research Population

There were five different populations selected for this study. The populations chosen for inclusion were the legislative standing committees in the Michigan legislature which most directly affect higher education in Michigan. The committees included: House Appropriations Committee, Senate Appropriations Committee, House Education Committee, Senate Education Committee, and House Committee on Colleges and Universities.



### Sampling Procedures

It was decided that each sample would include at least 30 percent of the membership of each legislative committee in the study. Furthermore, it was determined that when, as in the case of the Senate Education Committee, 30 percent constituted fewer than three legislators, three members of a committee would be chosen. Therefore, at no time were there fewer than three members of a committee interviewed.

Due to the fact that several legislators held membership on two of the legislative educational committees to be sampled, the following procedure was adopted to use in the event that a legislator's name was drawn for a second time to be included in a sample. If the name of a legislator previously chosen for membership in the research sample was drawn a second time, at that time the name would be discarded from consideration in the second sample. Another selection would be made from the remaining members on the second legislative committee in order to complete the sample.

Each of the five research samples was selected by a simple random sampling technique. For each sample, the following procedure was used:

1. The number of legislators to be sampled from the committee was calculated according to the previously discussed procedure.
2. The names of all members of the legislative committee to be sampled were typed on individual pieces of paper, folded, and placed in a covered box.
3. The pre-determined number of legislative names was drawn from the box; the names selected constituted the research sample.

#### The Research Instrument

The instrument was designed by the researcher and consisted of two parts. The first part of the questionnaire contained twenty items and required the respondent to answer whether he or she agreed, disagreed, or was undecided on each item. The respondent was encouraged to offer additional remarks if he or she felt that such comments were necessary for clarification. A great deal of additional information was received from such qualifying statements. The addition of the "undecided" category as a means of providing a more complete range of choices in a closed form questionnaire was considered to be essential. As Van Dalen reports, the inclusion of the "undecided"

category improves the forced-choice nature of a structured questionnaire which can limit responses to "agree" and "disagree."<sup>117</sup>

Part two of the questionnaire was designed to allow the respondent to elaborate on Michigan higher education in general and specifically to address himself or herself to the three traditional functions of higher education. Two open-ended questions were contained in the second part of the questionnaire--thus allowing the legislators to provide information of their own choosing and to explain their responses to the questionnaire items. By allowing the participants to answer in their own words and to respond from their own individual frames of reference, the subjects had an opportunity to reflect motives, attitudes, or provisional conditions upon which their answers were based.<sup>118</sup>

#### Data Collection Procedures

Prior to collecting the data, the interview was pre-tested with two state legislators who were not in the research sample. A Democrat from the Michigan House of Representatives and a Republican from the Michigan Senate were chosen for the pilot. In this way, legislative comments and suggestions for improving the interview were obtained, considered, and, when appropriate, were incorporated into the research instrument as well as into the interviewing procedure itself.

Those legislators in the sample were sent individual letters of introduction from the Executive Vice-President at Michigan State University. At Michigan State, the Executive Vice-President serves as the official university liaison with the state legislature. The letters explained the area of the research study and the researcher's need for an appointment with the legislative educational leaders. Two days after the original letter of introduction had been mailed, the researcher sent a letter to each member of the legislature chosen to be in the study. The letter from the researcher stated that each legislator would be contacted by phone within the next few days to arrange a convenient time for the interview. Interviews were arranged with all but one of the legislators in the original sample.

After all of the data had been obtained with the exception of one interview, it became evident that an interview with this person would be impossible within the time limits of the study. Therefore, another name was selected from the same committee. The final member of the sample was contacted directly by the Executive Vice-President of Michigan State and the interview was conducted on the following day. All interviews were completed during June of 1973.

The interviews, with one exception, took place in each legislator's Lansing office. In the case of the

exception, the interview was conducted in the side room adjacent to the floor of the Senate Chamber.

### The Interview Method

The research data was obtained through the use of a questionnaire which was given via a personal interview. The choice of the personal interview involved the following rationale: The interview offers the researcher an opportunity to discuss face-to-face with each participant the purpose of the interview and to again guarantee anonymity personally to each participant. Interviewing also has an advantage of allowing the researcher to rephrase a statement given by the respondent if the respondent has given contradictory or unclear remarks. It has also been found that fewer partial responses and refusals to answer occur when the researcher directly presents the questionnaire, as opposed to sending the questionnaire through the mail.<sup>119</sup> Finally, other legislative researchers (Eulau, Ferguson, and Moos) had successfully utilized this method and endorsed it.

In using the interview method, it is essential that the researcher records all responses which pertain to the research topic. Depending on the length of the anticipated responses and the categorization of data, the researcher must choose whether to take notes during the interview,

write a summary from memory after the interview, or tape record the session. Likewise, it is imperative that the interviewer exhibits objectivity during the interview. By recording all pertinent information and by demonstrating a desire to be objective, the researcher can maximize the effectiveness of the interview method.

In this study the problem of manipulating the data obtained by the interview method was reduced considerably by dividing the questionnaire responses in part one into the AGREE, DISAGREE, and UNDECIDED categories. Although a great deal of information was obtained in the open-ended section of the interview which could not be incorporated into the findings of this study, it was felt by the researcher that the interview method generated more in-depth responses regarding the public service function of universities than could have been obtained by use of an impersonal questionnaire alone.

#### The Interview Schedule

After an initial introduction, the interview began. The introduction to the interview included a statement of the purpose of the study, a guarantee of anonymity, a definition of the three functions of higher education, and a request to use a portable tape recorder during the second part of the interview. The complete text of the introduction

is located in Appendix A. During the introduction to the interview, each legislator was given a copy of the definitions of research, instruction, and public service as used in this study. The legislators were permitted to keep the definitions for referral whenever necessary during the interview. (See Appendix A.)

Each respondent was then given a copy of the Legislative Questionnaire (Appendix A) which included the twenty items in part one. The interviewer read each statement on the questionnaire aloud while the legislator followed on the copy which had been given to him or her. Responses were recorded on the schedule by the interviewer.

Part two was administered without the legislator having a copy of the questions and, as indicated before, was tape recorded in order to assure more accuracy in obtaining the data for the open-ended section of the questionnaire. (See Appendix A.) All legislators agreed to the taping of the second part of the interview; however, due to lack of time, two of the interviews were not tape recorded and it was thus necessary for the researcher to depend solely on the notes taken during the interview.

After the pilot study, the researcher had estimated the interviews would take approximately forty-five minutes if conducted at a leisurely pace. Each legislator was asked for an hour of his or her time for the interview.

In actual practice the interviews ranged in length from thirty minutes to one hour and forty minutes, depending on the amount of time each legislator chose to allocate once the interview began.

### Data Analysis Procedures

Responses to the items in the interview were tabulated by number and percentage of responses. The data were reported in the following ways: by comparison of responses of state senators and state representatives, by comparison of responses of education committee members and appropriations committee members, by comparison of responses of Democrats and Republicans, and by comparison of responses according to length of legislative service.

It would have been interesting to have seen what differences if any, there were regarding university-supported public service between male and female legislators who served on the education and appropriations committees. Since only two women were members of the five legislative committees in the study, a comparative study between male and female legislators was an impossibility. It was felt by the researcher that further identification such as committee leadership would limit the guarantee of anonymity to these legislators. It also would have been desirable to have compared the legislative voting records



for public service with the responses in the interview about public service. As it was difficult to determine whether support for higher education legislation in general was support for public service in higher education, no attempt was made by the researcher to comment on the legislative voting records of the interviewees. The voting records of the sample on the 1970-73 Higher Education Appropriations Bills are included in Appendix F.

The primary purpose of the study was to determine how legislative educational leaders who serve on education and appropriations committees view the public service function of universities. In order to facilitate the understanding of the responses regarding the public service function, questions were also included which dealt with the instruction and research functions as well as additional questions about university education in general.

Direct statements or qualifying comments were included in this descriptive study whenever such additional information served to clarify the position of the respondent or when the inclusion of the information provided insight into a seemingly "contradictory" opinion.

### Summary

The methodology and procedures for the study were included in this chapter. Descriptions were provided of

the research populations, samples, the research instrument, method of data collection, and the analysis procedures. Chapter IV will present the data analysis.

## CHAPTER IV

### REPORT AND ANALYSIS OF THE DATA

#### Introduction

This chapter presents and analyses the research findings. The data are reported to reflect how state legislators in Michigan who serve on education and appropriations committees view the public service function of state-supported universities. Secondly, an attempt was made to identify legislative differences regarding the public service function of universities when the data were analyzed according to committee assignment, length of legislative service, political party, and legislative house.

A numerical score was computed for each legislator indicating the number of positive (agree) responses given to the public service items on part one of the questionnaire. A breakdown for each of the composite public service scores is presented according to committee assignment, length of legislative service, political party, and legislative house.

Appropriateness of  
Public Service

Most legislators in the sample felt that public service is an appropriate function of state-supported universities. Table 2 indicates that fifteen members of the legislative education and appropriations committees agreed that it is appropriate for universities to serve citizens directly through clinics, extension programs, consultation, and the establishment of necessary facilities and services.

TABLE 2

## RESPONSES TO QUESTION 4

("It is appropriate for universities to serve citizens directly through clinics, extension programs, consultation and the establishment of necessary facilities and services.")

		Agree	Disagree	Undecided
Total		15	2	1
Percentage		83%	11%	6%
By Party	Democrats	6	2	1
	Republicans	9	0	0
By Committee	Appropriations	5	2	1
	Education	10	0	0

Four of the legislators who agreed with the appropriateness of university public service and who served on appropriations committees, commented further. A Democrat remarked that "universities presently do not do enough in this area." This same feeling was supported by a Republican committee member who stated that increasing emphasis must be given to public service, particularly in the area of urban problems. Another Democrat added that ideally public service programs "should be self-supporting or designed to become self-supporting." The fourth legislator, a Republican, cautioned that while public service activities are "highly appropriate, they should be established only where needed and when not available or duplicated in the community."

One legislator was undecided as to the appropriateness of university-sponsored public service programs. This legislator, a Democratic member of an appropriations committee, stated that the reluctance to agree with unconditional support for public service stems from the fact that some schools may be involved in areas where they should not be; such as, "the crazy practice of teaching waitresses what to wear."

Both legislators disagreeing with item four on the questionnaire were Democrats who served on different appropriations committees. One legislator stated that only self-supporting extension programs should be established and

that the practice of a university faculty member providing consultation to the greater community or state is unacceptable. This person further maintained that it seemed that often a faculty person "hires himself as a great man" and as a result can turn off the public. The second legislator who disagreed with item four on the appropriateness of public service felt that, "public service programs are best left to professionals, as I am not sure that universities are capable of establishing and maintaining such services."

It is interesting to note that all ten members of the education committees, as well as all nine of the Republican legislators were in agreement that it is appropriate for universities to serve citizens directly through clinics, extension programs, consultation, and the establishment of necessary facilities and services. The two legislators disagreeing with question four on the appropriateness of public service activities and the one legislator who was undecided on this question were Democrats serving on appropriations committees.

#### Increased Priority for Public Service

Most legislators felt that universities should increase the amount of time spent on public service activities.

For example, 61 percent of the legislators agreed that universities should devote more time and energy to public service (See Table 3). Comments from legislators who agreed with item six included the Republican member of an education committee who lamented that legislators and others "only hear the bad points about universities." Increasing the emphasis on public service, he maintained, would improve the image of state universities. A Democrat on the same committee agreed with question six, "because the university should be problem-solving oriented."

TABLE 3

## RESPONSES TO QUESTION 6

("Universities should devote more time and energy to public service.")

		Agree	Disagree	Undecided
Total		11	4	3
Percentage		61%	22%	17%
Committee	Appropriations	3	4	1
	Education	8	0	2
Length of Service	1-2 Terms	6	0	0
	3-6 Terms	4	1	2
	7-12 Terms	2	2	1
Legislative House	Senate	3	2	1
	House of Representatives	8	2	2

Two members of appropriations committees, who also felt that public service should receive more time and attention than is presently allocated, provided cautionary comments. A Republican warned the university to "be aware of its limitations and not to sacrifice other essential areas" while promoting excellence in public service. A Democratic legislator advised that universities should avoid the temptation "to form separate institutions" as universities begin to increase the amount of time spent on public service.

Three legislators were undecided; one of whom, a Democratic appropriations committee member, responded that he could not comment on universities as a whole, but that he knew that "certain universities should increase their public services while other universities should not--since the latter are presently doing a good job."

Of the four legislators who disagreed with item six on increasing the priority for public service, three chose to comment. One legislator, an appropriations committee Democrat, disagreed and stated that the university should be a "city of learning" and as such, it does not need to increase the amount of services to the public. Two Republicans on appropriations committees also disagreed. One person stated that "whether or not more time should be given to public service is dependent



on the university and whether such service relates to the basic goals and objectives of the institution." The other legislator boasted that "universities presently are doing a lot [of public service] and doing it well."

Differences were observed between committee assignment, length of legislative service, and the legislative house. Half of the members of the appropriations committees felt that university-sponsored public service does not require more time and energy. In contrast, none of the ten legislators on the education committees disagreed with the need to increase the priority for public service although two members were undecided.

The length of legislative service demonstrated an interesting tendency: Those legislators who were serving their first or second term unanimously agreed with question six while legislators with greater seniority increasingly disagreed with the need to increase the time and energy expended on public service.

It should also be observed that while only one half of the state senators advocated universities spending more time on public service, two-thirds of the state representatives felt that more time should be allocated to public service.

### Expansion of Public Service

Legislators supported the idea that university-sponsored public services should be expanded to provide new and different programs to meet the changing needs of the citizens. Nearly 75 percent of the sample agreed that the university should expand the public services provided for citizens within the state. Table 4 reveals that only two members of the sample disagreed with item 13 and three legislators were undecided about the need to expand public services. (Each legislator had been told that the term expansion meant the establishment of new programs--not the allocation of more time to previously established public service programs.)

TABLE 4

## RESPONSES TO QUESTION 13

("The university should expand the public services provided for citizens within the state.")

		Agree	Disagree	Undecided
Total		13	2	3
Percentage		72%	11%	17%
Legislative House	Senate	3	2	1
	House of Representatives	10	0	2

Three Republican appropriations committee members who agreed with the need to expand the university public services made additional comments. One person said, "I would hope that universities would concentrate on areas with long standing problems--not on short term problems." Another legislator added, "I am sure that universities would support new programs only if the individual need is present in the community and if the university's programs will not duplicate existing community programs." The third member cautioned that the university should expand the public services while making sure that "instruction doesn't suffer."

Universities should strive to develop "self-supporting" public services and should guarantee that "students don't suffer" as public services are expanded according to two Democrats on appropriations committees who agreed that public services should be expanded for the citizens within the state.

Two education committee members who supported the need to expand university public service provided their own ideas as to how the university should go about such an expansion. The Republican senator advised the university to look to the community and to avoid "exclusive services designed for those in the ivory tower." "Action research--a combination of all three functions" was proposed by a

Democrat who maintained that such research is the ideal approach for universities to use in assuming and expanding their instructional, research, and public service functions.

The Republican senator who was undecided about the need to expand university public services said that although the question of expansion should be dependent on each individual university, "I am not sure of the kinds of additional public service programs that could be developed." This comment brings up the question of the adequacy of the information regarding university public service activities presently available to legislators.

After disagreeing with the need to expand university-sponsored public services, a Democratic education committee member stated that "although universities can appropriately serve as counseling or resource areas, they should aim to be a generator and refer people to state agencies." This legislator felt that such a referral was necessary since universities are "not qualified to be doers" in the area of public service.

It should be noted that although one half of the state senators were undecided about or disagreed with the need to expand university-sponsored public services, ten members of the House of Representatives agreed with and only two were undecided about the desirability of expanding university-sponsored public services.

The University as a  
Model for America

The legislative appropriations and education committee members were in disagreement as to whether or not they considered the university to be a model for the greater American society. Although two-thirds of the sample regarded the university as a societal model, six legislators disagreed with the premise that the university is a model for American society (See Table 5). Of the six legislators who disagreed with the question ten, five disagreed only with the initial premise but were in agreement with the concept that universities should take an active role in helping America to solve her social and economic problems. Only one legislator disagreed with the entire statement that "if the university is a model for American society, it should take an active role in helping America to solve her social and economic problems." The legislator who completely disagreed said that, "the goal of universities is not to enlighten others [non-students] but to be an academic institution and a challenge for students." This individual also stated that "the institution [the university] should stimulate students to actively help in solving social and societal problems."

Two Democratic senators who also disagreed with item ten commented on what they consider the university to be.

One person defined the university as "a ghetto group composed of a group of similar people." The other senator described the university as "never a model, but a conglomerate of people mixing together."

TABLE 5

## RESPONSES TO QUESTION 10

("If the university is a model for American society, it should take an active role in helping America to solve her social and economic problems.")

		Agree	Disagree	Undecided
Total		12	6	0
Percentage		67%	33%	0%
Legislative House	House of Representatives	10	2	0
	Senate	2	4	0
Committee	Appropriations	4	4	0
	Education	8	2	0
Political Party	Democrats	5	4	0
	Republicans	7	2	0

In contrast, a Republican state senator who agreed with question ten defined the university as the catalyst in the society. This legislator also advocated the practice of involving local community officials in decision-making

which affects them. "The university should identify community needs and work with the community in meeting those needs. For example, the answer to the public transportation problem has not been integrated into community action."

Responses are reported in Table 5 by legislative house, committee and political party. Although ten members of the House of Representatives agreed with question ten and only two members disagreed, two-thirds of the Senators opposed the idea that the university is a model for American society.

It is interesting to note that while the appropriations committee members were evenly divided in their support for item ten, only two of the ten education committee members rejected the concept that the university, as a societal model, should actively help in the solution of America's social and economic problems.

The final observation that should be made pertains to political party. Although the majority of both the Democrats and the Republicans saw the university as a societal model and felt that the university should actively move to find solutions to the economic and social problems of America, the Republicans were more supportive of this concept than were the Democrats.

Life-Long Education  
as a Public Service

Legislators were almost in complete agreement regarding the appropriateness of life-long education as an extension of the public service function of universities. Table 6 confirms that only one legislator disagreed with the statement that an appropriate extension of the public service function of universities is to provide the opportunity for life-long education. Unfortunately, the Republican appropriations committee member who disagreed with this statement did not comment as to why, in his opinion, life-long education is not an appropriate extension of the public service function of universities.

TABLE 6

## RESPONSES TO QUESTION 14

("An appropriate extension of the public service function of universities is to provide the opportunity for life-long education.")

	Agree	Disagree	Undecided
Total	17	1	0
Percentage	94%	6%	0%



Four members of appropriation committees who supported question 14 on life-long education did offer additional information. A Republican insisted that universities should provide "the setting [for public service] but not the support." This same legislator felt that "the general public should subsidize life-long education programs."

One of the three Democrats who served on an appropriations committee argued that the importance of life-long education should not be minimized at this "time of leisure" in the American society. Another Democratic legislator remarked that it is especially crucial that life-long learning opportunities be provided by universities for "members of the professions." The third legislator, who was consistent in his comments throughout the interview, stressed the importance of universities developing "self-supporting" life-long education programs.

It is interesting to note that each of the legislators who did not agree with question 13 on the desirability of universities expanding public services provided for citizens within the state, agreed with question 14 that life-long education is an appropriate extension of the public service function of universities.

Also, it is important to note that the one legislator who disagreed with question 14 on life-long education

supported question 13 on expanding university-sponsored public services for citizens within the state.

Location of Public Service--  
Campus or Community?

The desirability of locating some of the university-sponsored public services "off-campus" was strongly endorsed by the legislators in this study. Only one legislator (See Table 7) disagreed with the statement that many university-sponsored public services, such as: minority counseling programs, drug and crisis centers, and vocational development centers can more appropriately be located in the communities which will be served as opposed to being housed on the university campuses. Since the Democratic appropriations committee member who disagreed with question 15 did not elaborate on the response, one can only speculate as to why this legislator differed from the other legislative education and appropriations committee members.

Additional information was supplied by five legislators. The three Democrats, all appropriations committee members, who agreed with question 15 offered the following clarification. One legislator cautioned that additional public services should be housed in the community only "if no other similar services in the community are available." Another legislator stated that students should not be involved in staffing off-campus university-sponsored public

services. Staffing should consist of "professionals." The third committee member felt that "consulting" should have been included in the question since consultation is most appropriately conducted in the greater community.

TABLE 7

## RESPONSES TO QUESTION 15

("Many university-sponsored public services, such as: minority counseling programs, drug and crisis centers, and vocational development centers can more appropriately be located in the communities which will be served as opposed to being housed on the university campuses.")

	Agree	Disagree	Undecided
Total	17	1	0
Percentage	94%	6%	0%

The two education committee members who offered insight into their points of view about university-sponsored off-campus public services were both Republicans. A suggestion was made by one legislator that the universities should set up criteria for determining where university-sponsored public services can best be located. The other education committee member agreed with the appropriations committee member who advocated professional staffing for all university-sponsored public service centers. This legislator furthermore felt that a procedure should be developed

to carefully screen all of the "participants" in the public service programs to assure that potential participants have a genuine need of and an ability to profit from the service.

Public Service as  
Option for Faculty

As an alternative to a research requirement, the legislative education and appropriations members strongly agreed that a university faculty member should be given a public service option such as: consulting or advising which is directly related to his or her professional field and which is designed to help in solving problems. Table 8 reveals that only one person felt that a public service option should not be made available to a faculty member in lieu of a research requirement.

TABLE 8

RESPONSES TO QUESTION 18

("As an alternative to a research requirement, a university faculty member should be given a public service option such as: consulting or advising which is directly related to his or her professional field and which is designed to help in solving problems.")

	Agree	Disagree	Undecided
Total	16	1	1
Percentage	89%	5.5%	5.5%

Regretfully, both the legislator who was undecided and the legislator who disagreed with item 18 on the questionnaire (both who were Democratic members of an appropriations committee) failed to supply comments as to why they disagreed with their legislative colleagues.

The question of the desirability of universities providing public service options for faculty members did prompt six legislators to elaborate on the issue. Three appropriations committee members and three education committee members provided the following comments. From the appropriations committees, first a Democrat blasted the present university emphasis on required research being a prerequisite for faculty tenure and promotion and blamed the faculty for "not being concerned about professorship." This legislator felt that public service options should be granted by "permission from the individual governing boards and administrations of the state universities." A Republican argued that establishing a public service option should be the "administration's decision,"--not the decision of the faculty. The third member of the appropriations committee, a Democrat, added that the groundwork was "already established" to implement the option described in question 18.

The three members of education committees provided somewhat different reactions to question 18 than did their

appropriation committee colleagues. A Democrat preferred that faculty members "have no requirement." Another Democrat pleaded that the public service activities deemed acceptable for university-sponsored activities should "serve the needs of the general public and not be limited to serving Ford Motor Company." The final suggestion came from a Republican legislator who advised faculty who are involved in public service "to come in as a member of the team not as a director-type," in order to maximize the effectiveness of the faculty in the community.

The Relationship Between  
University Public Service  
Activities and State Funding

How should government respond to universities that become more involved in providing public services for the citizens of the state of Michigan? According to the legislators sampled, two-thirds felt that additional funding should be made available to institutions which provide additional public service offerings. Table 9 confirms that a solid one-third of the legislators disagreed with question 16 which stated that if universities assume a greater share of the state's responsibility for public service, then additional state and local funds should be allocated for such services.

TABLE 9

## RESPONSES TO QUESTION 16

("If universities assume a greater share of the state's responsibility for public service, then additional state and local funds should be allocated for such services.")

		Agree	Disagree	Undecided
Total		12	6	0
Percentage		67%	343%	0%
Legislative	Senate	3	3	0
	House	9	3	0
Length of Service	1-2 Terms	5	1	0
	3-6 Terms	6	1	0
	7-12 Terms	2	3	0
Committee	Appropriations	3	5	0
	Education	9	1	0
Party	Democrats	4	5	0
	Republican	8	1	0

Five legislators who believed that increases in university public service should mean comparable increases in state and local funding expressed their opinions on this controversial issue. "Such additional revenue would be allocated automatically--it's a foregone conclusion," maintained a Democratic appropriations committee member.

Another Democrat on the same committee argued, "yes, I agree; but I would rather have professionals do this, however." A Republican member of the other appropriations committee remarked that someone must decide "who can best serve--the state or the university? Then there should be a joint determination as to financing university-sponsored public services."

Two Republican education committee members who supported question 16 qualified their answers. One legislator said, "there is no difference in the responsibility of the university and the state." The responsibility for public service should be a "combination of a legislative and university commitment." This same legislator stated the following reasoning about the legislative-university relationship: "Furthermore, it is my opinion that autonomy is not in the public interest." The other Republican education committee member stressed that while agreeing that additional funding should be available to support increases in public service activities, "universities may not always need more public monies; perhaps what is needed in some cases is a shifting of funds."

Five of the six legislators who disagreed with question 16 provided additional information to clarify their responses. Comments from the appropriations committee members are reported first. A Republican argued,



"they do not!" The three Democrats on the appropriations committee offered the following explanations. One person maintained that, "we need to determine the necessity for the state or the university being involved in public services and the corresponding responsibilities of each." Another member protested that "such a proposal is not feasible!" The third legislator reasoned that since "the university does not generate any dollars, both the state and the university should work on establishing their priorities as it may be that we do not necessarily need more dollars." A Democrat on an education committee was concerned about the "chicken-egg" nature of question 16. This individual stated that although actually agreeing with the concept, he disagreed with the wording. "It should be the other way around." He insisted that ideally the legislature should be determining the state need for public services and fully funding all approved university public service programs.

Question 16 on public service responsibility and funding generated an interesting breakdown by legislative house, length of service, committee assignment, and political party. In the Senate, only one half of the legislators supported this fiscal issue while three-fourths of the members of the House favored the issue. Legislators who had served one to six terms generally agreed that as universities assume a greater share of the state's responsibility for

public service, then additional state and local funds should be made available. In contrast, those legislators who were serving from seven to twelve terms tended to disagree with question 16.

Committee assignment and political party also reflected legislative differences. While only one of the ten education committee members disagreed with question 16, 62 percent of the members of the appropriations committee disagreed.

Republicans strongly advocated providing additional funding for increases in public services as compared to only 44 percent of the Democrats who supported item sixteen.

#### Legislative Scores on Public Service Items

In order to identify possible trends in committee assignment, legislative house, length of legislative service or political party which might be present among the legislators in the sample, a public service composite score was determined for each of the eighteen legislators. This score was calculated for each legislator by totaling the number of positive (agree) statements given on the eight public service questions (See Table 10). Thus a legislator with the most positive public service score would

have a score of "eight" while a score of zero would indicate the least positive public service score.

TABLE 10  
POINTS SCORED ON PUBLIC SERVICE ITEMS

Total Points	Number of Legislators
Eight	7
Seven	3
Six	1
Five	4
Four	2
Three	1

The individual public service scores of the legislators ranged from eight to three. Table 11 presents the total number of persons in each category.

Seven of the legislators earned a score of "eight" because they agreed with each of the eight public service items on the first part of the questionnaire (See Table 11). It should be observed that all seven of these legislators were education committee members and that six of the seven legislators were members of the House of Representatives. The breakdown between political party is as even as it could be--with four Republicans and three Democrats.

TABLE 11  
DISTRIBUTION OF COMPOSITE PUBLIC SERVICE  
SCORES BY DIFFERENT FACTORS

		8	7	6	5	4	3
Total Legislators		7	3	1	4	2	1
By Party	Democrats	3	1	-	2	2	1
	Republicans	4	2	1	2	-	-
By House	House	6	2	1	1	2	-
	Senate	1	1	-	3	-	1
By Committee	Education	7	-	1	2	-	-
	Appropriations	-	3	-	2	2	1

The second highest public service score was "seven" and was given to three appropriations committee members. One of the three legislators was a senator and two were members of the House of Representatives. Two legislators were Republicans and one was a Democrat.

Only one person had a score of "six"--a Republican who is a member of a House committee on education.

Four legislators scored "five" on the public service items. Three of these persons belonged to the Michigan Senate and one was a member of the House of Representatives. According to committee assignment and political party the number of legislators with a score of "five" was evenly divided.

Two appropriations committee members agreed with half of the public service items. Both of these legislators were Democrats who served in the Michigan House of Representatives.

The final representative--a Democratic member of the Senate Appropriations Committee--agreed with only three of the public service items and thus received a public service composite score of "three."

Tables 12 through 14 provide additional information regarding the political party, committee assignment, legislative house, and length of legislative service of the legislators within each of the composite score categories.

Table 12 reveals that the Democrats had a wider range of responses in support of public service than did Republicans.

Table 13 indicates that the majority of the education committee members received an "eight," the highest score for support of university public service. The majority of the appropriations committee members, on the other hand, had scores in the lower half of the distribution although three members of the appropriations committee received a score of "seven."

When political party and committee assignment were classified together in Table 14, it could be seen that the Democrats who served on appropriations committees with the

exception of one member had the lowest composite public service scores.

TABLE 12

DISTRIBUTION OF COMPOSITE PUBLIC SERVICE  
SCORES ACCORDING TO POLITICAL PARTY

Political Party	Composite Score						Total
	8	7	6	5	4	3	
Democrat	3	1	-	2	2	1	9
Republican	4	2	1	2	-	-	9

TABLE 13

DISTRIBUTION OF COMPOSITE PUBLIC SERVICE SCORES  
ACCORDING TO LEGISLATIVE COMMITTEE

Committee Assignment	Composite Score						Total
	8	7	6	5	4	3	
Appropriations	-	3	-	2	2	1	8
Education	7	-	1	2	-	-	10

TABLE 14

POLITICAL PARTY AND COMMITTEE ASSIGNMENT  
OF LEGISLATORS IN EACH COMPOSITE  
PUBLIC SERVICE SCORE CATEGORY

Committee and Party	Composite Score					
	8	7	6	5	4	3
Appropriations Democrat	-	1	-	1	2	1
Appropriations Republican	-	2	-	1	-	-
Education Democrat	3	-	-	1	-	-
Education Republican	4	-	1	1	-	-
	7	3	1	4	2	1

The majority of the members of the state House of Representatives had a composite score of "eight" or "seven;" whereas, the composite public service scores of state Senators ranged from "eight" to "three" with the majority of the scores in the lower half of the range (See Table 15).

TABLE 15

DISTRIBUTION OF COMPOSITE PUBLIC SERVICE  
SCORES ACCORDING TO LEGISLATIVE HOUSE

Legislative House	Composite Score						Total
	8	7	6	5	4	3	
House of Representatives	6	2	1	1	2	-	12
Senate	1	1	-	3	-	1	6

An interesting phenomenon was observed when the distribution of composite scores according to length of legislative service was tabulated (See Table 16). The majority of the legislators who had served from one to six terms were highly supportive of university public service as indicated by a composite score of "eight" or "seven."

TABLE 16  
DISTRIBUTION OF COMPOSITE PUBLIC SERVICE  
SCORES ACCORDING TO LENGTH  
OF LEGISLATIVE SERVICE

Composite Score	Number of Terms		
	1-2	3-6	7-12
Eight	3	3	1
Seven	1	1	1
Six	-	1	-
Five	2	2	-
Four	-	-	2
Three	-	-	1
Total	6	7	5

Conversely, those legislators who had served the longest, from seven to twelve terms, were either very supportive of public service--with a composite score of



"eight" or "seven"--or the least supportive--with a composite public service score of "four" or "three."

Appropriateness of the  
Three Traditional Functions  
of Higher Education

The second part of the interview consisted of six open-ended questions (See Appendix A). This part of the interview was tape-recorded, as previously mentioned, in order to maximize the accuracy of the reporting of the open-ended responses.

The first question in part two was designed to encourage legislators to elaborate on an area that they could easily respond. The question contrasted the forced choice nature of the items in part one. The question follows: "Now let me ask a very broad question: How do you feel things have been going in higher education in Michigan over the past few years?"

The next questions were designed to enable legislators to compare the three traditional functions of higher education. The statement was made that, "higher education serves many functions--instruction, research and public service." Question one read, "Do you have any preferences regarding these three functions?" Table 17 shows that eight legislators or nearly one half of the sample had no preferences regarding the three traditional functions of

higher education. Six legislators stated that they had a preference for instruction and two members indicated that research was their choice. One legislator preferred both instruction and public service while the preference of another legislator was public service.

TABLE 17

## LEGISLATIVE RESPONSES TO THE QUESTION:

"Higher education serves many purposes--instruction, research and public service. Do you have any preferences regarding these functions?"

Responses	Number of Legislators
No Preference	8
Yes, Prefer Instruction	6
Yes, Prefer Research	2
Yes, Prefer Public Service	1
Yes, Prefer Instruction and Public Service	1
Total	18

Legislators who maintained that they had no preferences regarding the three traditional functions of higher education chose to provide additional information. Four Republican members of education committees felt similarly. One member stated that there should be "an appropriate balance" among the three functions. The second person

stated that the three functions go "hand in hand" and university excellence is really achieved by a "combination of all." The third legislator had no preferences but called instruction the "cornerstone of the university." The final Republican education committee member commented that, "of course instruction is the main function of higher education, but you must have research to support instruction--and public service is very important; I'm strong on public service. All three are absolutely vital to our educational system and all three are necessary."

A Democratic member of an education committee, although stating no preferences among the three functions of higher education, stressed the appropriateness of "determining the emphases of individual institutions" of higher education. Another Democrat on an education committee also chose to answer "no preference" but indicated that perhaps an expansion of the definition of public service would enable him to more accurately reflect his particular point of view. This legislator reasoned that universities should combine the three traditional functions into a system of action research which involves problem solving specifically in the areas of public and national interest. Furthermore, this individual conceded that "for such an integrated program, the university needs a

highly motivated student." This proposed integrative process would involve getting answers to "real questions at the time one needs to solve a specific problem" therefore one would experience a desire to engage in research.

Of the two appropriations committee members agreeing that they had no preferences regarding the three functions of higher education, one commented further. This legislator, a Democrat, insisted that instruction and research "compliment the excellence of the faculty."

Six legislators chose instruction as their preference among the three functions of higher education. Three Republican appropriations committee members considered instruction as the preferred function of higher education. One Republican legislator on an appropriations committee simply stated, "instruction is first because the transmission of knowledge is the most important function of a university." Another member maintained that "constitutionally, instruction is the basic responsibility of the university. However, public service when tied into community needs, is also very important. The university should not be an ivory tower in this area which is the current view of the general public and I have to represent my people on this position."

Two Democrats on appropriations committees also felt that instruction should receive top priority among the three functions of higher education. As one legislator stated, "instruction is the prime and total purpose of the university."

The final legislator who advocated instruction over research and public service was a Democratic member of an education committee.

Table 18 reveals the fact that over half of the members of the appropriations committees voiced a preference for instruction.

Two members of the House education committee gave preferences for research. The Democrat insisted that the priority should be given to research because "it is the search for new knowledge." The Republican chose research "because we have probably done the best job here." However, he added, "perhaps we need to turn some of this around."

One legislator, a Democrat who served on an appropriations committee, chose public service as the preferred area and stated that "more and more universities should move into this area and subsequently into the greater community."

TABLE 18

## LEGISLATIVE RESPONSES BY COMMITTEE TO THE QUESTION:

"Do you have any preferences regarding  
these functions?"

	SENATE			HOUSE		
	Education Dem. Rep.	Appropriations Dem. Rep.		Education Dem. Rep.	Appropriations Dem. Rep.	
No Preference	1	1		1	3	2
Prefer Instruction			1	2	1	1
Prefer Research					1	1
Prefer Public Service						1
Prefer Instruction and Public Service	1					

The last legislator, a Republican on an education committee preferred instruction and public service and commented, "I see public service as a part of instruction."

The second question in part two asked if each of the three functions of higher education is appropriate. An impressive seventeen members of the legislature agreed that instruction, research, and public service are each appropriate functions of higher education (See Table 19).

TABLE 19  
LEGISLATIVE RESPONSES TO THE QUESTION:  
"Is each function appropriate?"

Response	Number of Legislators
Yes	17
No, only Instruction and Research	1*
Total	18

\*Public service appropriate only when involved in educating students.

An education committee Democrat said that although each function is appropriate, it is not appropriate for universities to get involved with "research and consultation with private corporations."

Another legislator who considered each of the three functions to be appropriate elaborated. This person, a Democratic appropriations committee member, said that, "universities should not have extension courses to teach people to weave baskets underwater." This same legislator promoted "practical public service" and suggested that if, for example, the University of Wisconsin engaged in public service for the copper country, it would make more sense than if such research were done by southern Michiganders. This legislator concluded, "public service is a waste of time if those offering it can not give a good contribution."

Only one of the eighteen legislators did not agree that each of the three functions of higher education is appropriate. This legislator, a Democrat on an appropriations committee, felt that instruction and research are appropriate. "Public service," according to this person, "is appropriate only when involved in the educating of students."

Legislators did not agree on the question of whether they thought any of the functions of higher education were being neglected. Seven legislators said "no." Table 20 demonstrates that over half of the legislators felt that at least one function was neglected.



TABLE 20  
LEGISLATIVE RESPONSES TO THE QUESTION:  
"Are some functions neglected?"

Response	Number of Legislators
No	7
Yes, Instruction	3
Yes, Research	1
Yes, Public Service	3
Yes, Research and Public Service	2
Yes, Instruction, Research and Public Service	1
Do not have adequate information to answer	1
Total	18

Four of the seven legislators who stated that none of the functions were being neglected commented further. A Republican member of an appropriations committee commented, "our research is good and so is cooperative extension; MSU is an outstanding example in extension work."

Another legislator, a Democrat who served on an education committee, maintained that the three functions are not neglected--"that is, not intentionally. But the emphasis in education is on the liberal arts and that is wrong. The orientation should be more toward functional

education and not be parasitic in nature. Such education must be more public-minded."

Two education committee members, both Republicans, felt that previously perhaps research received too much support. One legislator cautioned that "universities must not over-emphasize research." The other legislator stated that "at times universities have engaged in too much research in the past."

Three legislators were concerned that instruction was being neglected. A Republican appropriations committee member stated that with "such tremendous growth in universities, some older programs may now be inappropriate and causing the neglect of more appropriate programs." For example, the legislator was extremely concerned about the "money that is being wasted in such programs as free universities."

Another Republican who served on an education committee stated that "excellence in the classroom has been given the wrong priority." A Democratic colleague on the same education committee agreed that "it's very clear that the quality of instruction is a low level priority for tenure." This legislator stated that "instruction suffers when students have no voice in faculty promotion and when political issues become involved in granting tenure . . .

A good example is when a faculty member is not promoted because he is not a good guy."

An education committee member, a Republican, remarked that, "I feel we have become lax in the area of research."

Two other legislators--another Republican education committee member and a Democratic appropriations committee member--agreed that research is being neglected but also felt that public service is presently being neglected.

Three Democrats stated that in their opinion public service was the only function being neglected on a statewide basis. One education committee member remarked that "public service is generally neglected as a tool for solving human social problems." An appropriations committee member commented that universities "have neglected public service too much."

"There has been a certain amount of failure in all three university functions," stated a Republican member of an education committee. The only legislator who reported neglect in all areas explained that "instruction at larger schools may be weak because graduate assistants are doing the instruction and because more emphasis is on research." This legislator felt that the "smaller schools were very weak in research." In the area of public service, this

individual was convinced that "there has been a tremendous neglect; for in the past universities have been hesitant to devote time to public service."

One legislator said, "I don't think legislators can answer this." This Republican member of an appropriations committee expressed a concern that legislators do not have access to certain kinds of information--especially in the area of research--which would enable them to be more knowledgeable about and more supportive of good university programs. The legislator stated:

All the constitution says is that the university should supply all information on funding, financing, and accountability of schools. The university has not addressed itself to the quantity and quality of research or to what the present or past research is or on what the future research should be. It is not an area of legislative attention. It's not a budgetary thing. The university makes that decision. On dollars--if we need to have a complete thorough audit, we hire a consulting firm to analyze the budget. Maybe this should be done to see if research is worth financing and to catalogue the research of what each university is doing.

If such a listing were available, according to the legislator, all legislators would be more knowledgeable about the effective and productive research going on statewide.

The final question asked to the legislators dealt with the priority that will be given in the future to each of the three traditional functions of higher education.

In response to the question "What changes, if any, do you see regarding the priority that will be given to each function in the future?", eight legislators stated that instruction will be given a higher priority in the future (See Table 21).

TABLE 21

## LEGISLATIVE RESPONSES TO THE QUESTION:

"What changes, if any, do you see regarding the priority that will be given to each function in the future?"\*

Response	Number of Legislators
Higher Priority for Instruction	8
Higher Priority for Public Service	5
Higher Priority for Research	1
Lower Priority for Research	1
No way to Predict	5

\*Two legislators made two predictions each.

A Republican state senator was among those commenting on the higher priority that may be expected in the area of instruction. This legislator said,

I believe that I can speak for others in the senate and generally they will agree. What is needed are good rational, responsible heads--including legislators and university regents and boards who have a great deal of autonomy and leadership in higher education. They should act more responsibly in the future as to what programs will be to serve our changing society.

A Republican education committee member projected that universities will "work more directly with students and will be more truthful in their relationship with students."

A Republican on an appropriations committee made comments concerning the immediate future and stated that, "universities have to take a strong look at what they are doing and because federal funds are being withdrawn, you'll see a realignment this year as schools must make choices of programs they want to continue."

Among the five Democrats who explained why they felt that instruction would receive a higher priority in the future were three education committee members. One legislator said, "we'll see a substantial change in packaging and in the development of different ways of learning where now faculty rewards are working against this." This legislator stated a strong belief in providing incentives for innovativeness and added, "we [the legislature] should not penalize universities for existing programs, but we should make available monies for innovative programs." The second legislator directed the priority for instruction to the establishment and future development of media centers. The third individual foresaw the "institutionalization of the student voice and greater self-government for faculty and students."

The two appropriations committee Democrats provided insight into what one member called the "dollar changes which necessitate assessing priorities." The other legislator stated that the "reduction of the number of enrollees will limit the interest and scope of the universities to really higher education and they will become junior and senior class institutions."

Five legislators predicted that universities would be increasing their priority for public service. As a Democratic member of an appropriations committee commented, "public pressure is there to do so." A Republican appropriations committee member remarked that "continuing education will make another student body," but he cautioned that the emphasis on adult education should not be "just to make up the student body."

One of the three education committee Republicans remarked that "more emphasis will be placed on life-long education, supporting and working with community colleges, and making courses relevant to the outside world." Another person encouraged university officials to become actively involved in the local community. According to this legislator, "an individual must make himself available to run for election as a city commissioner, a county official, and so forth and should care enough to try to be





concerned about his community. Communities need to have a good town-gown relationship and the university should be a vital part of the community."

The final legislator predicting a greater emphasis on university-sponsored public service in the future suggested how the university should approach its relationship with the community.

The greatest change will be in public service. The university is going to have to recognize the problems that exist within the communities and the problem the government--local, state, and federal--may have in solving some of these problems. Here is where you have to remove yourself from the university setting and become involved in the community setting to really appreciate the problem as it really exists and to look for more of the basic grassroots solutions to the problem that our purely academic or theoretical approach will so often exclude.

Two legislators, Republican members of education committees, offered conflicting projections about the future role of research on the university campus. One person stated that "priority must not be placed on research" while the other legislator advocated the return of the university to "dominance of excellence in research."

Five legislators felt that they were not in a position to predict what will happen in the future regarding university instruction, research, and public service. This opinion was explained by a Republican education committee member who stated, "I don't know if I'm prepared to

answer this. Universities remain pretty autonomous bodies. There is no way of knowing this unless we in the legislature develop better ways of making judgments about what they do."

Table 22 indicates that all five of the legislators who predicted that university public service will receive higher priority in the future were legislators who had accumulated from three to twelve terms of legislative service.

TABLE 22

RESPONSES ACCORDING TO LENGTH OF LEGISLATIVE SERVICE TO THE QUESTION:

"What changes, if any, do you see regarding the priority that will be given to each function in the future?"\*

Number of Terms	HIGHER PRIORITY			LOWER PRIORITY	
	Instruction	Research	Public Service	Research	No way to Predict
1-2	4	-	-	1	2
3-6	2	-	4	-	1
7-12	2	1	1	-	2
Totals	8	1	5	1	5

\*Two legislators made two predictions each.

All thirteen legislators who predicted changes regarding the priority that will be given to each university function in the future unanimously agreed that the anticipated changes were desirable (See Table 23).

TABLE 23

## LEGISLATIVE RESPONSES TO THE QUESTION:

"Do you feel that these changes are desirable?"  
(Given only to those members providing predictions)

Response	Number of Legislators
Yes	13
Total	13

Summary

An analysis of the data was presented in Chapter IV. The responses of legislators were tabulated and reported for each of the public service items on the Legislative Questionnaire. Differences between committee assignment, length of legislative service, legislative house, or political party are presented when such differences appeared on the public service items. A composite public service score was computed for each legislator, and each composite score was analyzed according to the number of legislators belonging to each committee, legislative house, and political party.

Both tabular and qualitative data were provided regarding legislative comparative responses among the three traditional functions of higher education. Chapter V includes the summary, conclusions, implications and recommendations for future research.

## CHAPTER V

### SUMMARY, CONCLUSIONS, IMPLICATIONS AND RECOMMENDATIONS

In this final chapter, the study is summarized, conclusions are presented, implications are given and recommendations for future research are reported.

#### Summary

This study was an attempt to determine how ~~that~~ members of the state legislature in Michigan perceived the public service function of state-supported universities. Public service, instruction, and research traditionally have been considered to be the three major functions of the American state university.

Although the public service concept was invisioned and supported by Benjamin Franklin and Thomas Jefferson and institutionalized by the passage of the Morrill Land-Grant Act of 1862, university-sponsored public service <sup>d</sup>has been re-vitalized during the early 1970's. The concept of university involvement in serving the public was directly related to many current university issues.



The history of the public service function of universities and the relationships of the university with the state government were utilized as a background for the study. A review of the literature rendered little information about how state legislators view the public service function of state-supported universities.

The decision was made to use members of the legislature in the State of Michigan for the research population. It was felt that legislators, as elected representatives of the people, would reflect many of the attitudes of the general public regarding the involvement of the state-supported universities in public service. Also, due to the fact that state-supported universities receive their major funding from the state legislature, it was believed that knowledge of the opinions of state legislators on university-sponsored public service would be beneficial to members of the legislative and university communities alike.

The research sample was selected from legislators who were members of one or more of the following committees: House Appropriations Committee, Senate Appropriations Committee, House Education Committee, Senate Education Committee, and House Committee on Colleges and Universities.

The research instrument, a Legislative Questionnaire, was developed by the researcher and was given to the





members of the research sample via a personal interview. Part one of the Legislative Questionnaire contained twenty higher education items which required the respondent to answer "agree," "disagree" or "undecided." Part two of the questionnaire consisted of two open-ended questions--the first question was about higher education in Michigan and the second question related to the appropriateness and future priority of the three traditional functions of higher education.

For purposes of data analysis, legislative responses to the public service items in part one of the questionnaire were tabulated according to legislative house, political party, length of legislative service, and committee assignment. A composite public service score was determined for each legislator which indicated the total number of supportive responses given to the public service items on the questionnaire. Responses to the open-ended questions on the three functions of higher education were reported and provided additional insight into how the public service function of universities is viewed by state legislators. A detailed presentation of the research data is included in Chapter IV.



## Conclusions

As a result of the findings of this study, the following major conclusions were reached. Legislators who served on the education and appropriations committees felt that:

1. The public service function of universities is an appropriate function of state-supported universities.

Seventeen of the legislators agreed that public service is an appropriate university function although one legislator felt that public service is appropriate only when it is involved in educating students. Likewise, over 80 percent of the legislators (100% of the education committee members and 100% of the Republicans) agreed that it is appropriate for universities to serve citizens directly through clinics, extension programs, consultation, and the establishment of necessary facilities and services.

2. Universities should increase the amount of time spent on university-sponsored public services.

The majority of the legislators agreed that universities should devote more time and energy to public



service. Education committee members were more supportive of the need to increase the amount of time devoted to public service activities than were members of appropriations committees. Legislators who were serving their first or second term unanimously supported the need to increase the time spent on university-sponsored public service, while legislators with more than two terms of seniority increasingly disagreed with the appropriateness of spending more time on public service. It was noted that five legislators predicted that universities would give public service a higher priority in the future.

3. Universities should expand their  
public service responsibilities.

The appropriateness of adapting public service activities to accomodate the changing needs of the citizens was supported by almost 75 percent of the legislators sampled. Legislators felt that universities must create new and innovative public service projects that will respond to demonstrated community needs.

4. Many university-sponsored public services  
should be provided in the local communities  
as opposed to being located on the university  
campuses.



Although acknowledging that certain public services can more appropriately be housed on university campuses, legislators were in strong agreement (only one person disagreed) that many university-sponsored public services should be located in the communities which are to be served as opposed to being housed on the university campuses.

5. Supplementary state and local funding should be made available to universities that increase the number of significant public service activities offered.

Two-thirds of the legislators maintained that additional funding should be available to universities that assume a greater share of the state's responsibility for public service. Legislators who had served from one to six terms generally consented that as universities assume a greater share of the state's responsibility for public service, then additional state and local funding should be made available; whereas, legislators who had served more than six terms, tended to disagree with this issue. The education committee members and the Republican members of both committees were highly supportive of additional state and local funding for the universities which enlarge their public service programs.





6. Universities should take an active role in helping America to solve her social and economic problems.

Legislators strongly agreed with the appropriateness of direct university involvement in finding solutions to social and economic problems in America. (The only legislator who disagreed believed that the role of the university should be to stimulate students to actively work toward the solution of societal problems.)

It should be noted that while most of the legislators endorsed the practice of university involvement in helping to solve the social and economic problems in America, only two-thirds of the legislators considered the university to be a model for American society.

7. An appropriate extension of the public service function of universities is to provide the opportunity for life-long education.

The appropriateness of life-long learning was highly endorsed by the legislators in this study.



8. A public service option should be incorporated into the university procedures for faculty promotion, assessment and professional advancement.

Legislators strongly agreed that as an alternative to a research requirement, a university faculty member should be given a public service option such as: consulting or advising which is directly related to his or her professional field and which is designed to help in solving problems.

#### Implications of the Study

1. Universities must engage in realistic planning in the area of public service. Such planning involves more than determining the appropriate role of public service. Such planning involves determining how public service can compliment and enhance the research and classroom activities of university faculty and staff members. Duplication of programs must be avoided in an era of program budgeting and fiscal accountability. In order to respond wisely and effectively to the need for public service and, at the same time, to utilize university time and resources more efficiently, joint university-community planning should be initiated.

2. Just how relevant the university can become to the taxpayers of the state will be determined jointly by the general legislative support given for university public service and by the priority given to public service by the university. Information regarding legislative views on the public service function of universities will definitely be an asset to university administrators as they define and communicate the role of public service on their individual campuses. Serving the changing needs of the public is the mutual responsibility assumed by the legislature and the state-supported university as the university becomes more creative, innovative, and more relevant in the eyes of the public.

3. Universities should not assume that they must accept the complete responsibility for public service activities within the state. Universities must learn to access the needs of a project, determine who is best qualified to handle the project, and ~~to~~ make referrals to federal or local government agencies when appropriate.

4. Increased and more effective ways of communicating the on-going activities of the universities must be developed in order to promote better understanding between the university and the legislature. University

presidents and other key administrators must seize every opportunity to maximize the effectiveness of the communication channels between the university and the legislature.

Likewise, legislators must take the time to meet with university officials. Perhaps the expansion of joint conferences or workshops between university officials and legislators would increase the opportunity for effective communication between the legislature and the university.

5. Legislators are held accountable for the decisions they make regarding the financing of higher education and therefore they must have access to accurate information concerning the university upon which to base their decisions. University staff members who work in the area of legislative relations should be carefully selected. These people should have skills in public relations, university administration, governmental procedures and communication. Just as legislators must be knowledgeable and appreciative of higher education, it is imperative that university officials understand and appreciate the legislative process.

#### Recommendations for Future Research

A number of questions were raised by this study which could serve as a basis for future research topics.

In order to supplement the findings of this study, research should be conducted in the following areas:

1. Further research should be conducted to determine how the following groups view the public service function of state-supported universities.

- (a) Legislators in the Michigan House of Representatives and State Senate who are not members of an education or appropriations committee.
- (b) State officials in Michigan, such as personnel from the state agencies and the governor's office (additional examples would include officials listed by Eulau and Quinley in State Officials and Higher Education.)
- (c) Local government officials and community leaders in Michigan cities and counties.
- (d) Members of the education and appropriations committees of the U.S. Senate and the Congress.
- (e) Presidents and other top-level administrators in universities in Michigan.

2. Additional research is required to determine if legislative verbal support for university-sponsored public service corresponds with legislative sponsorship of activities which indicate a commitment to university-sponsored public service. (For example, the introduction of legislation favoring public service activities.)

3. A study should be conducted to determine if the public service function should be expanded to include the concept of community development. Data should be obtained from university administrators, state legislators, and local government officials.

## FOOTNOTES



## FOOTNOTES

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## APPENDICES



APPENDIX A

THE LEGISLATIVE QUESTIONNAIRE AND OTHER  
MATERIAL PRESENTED TO LEGISLATORS  
BY THE RESEARCHER



514 W Owen Graduate Center  
East Lansing, Michigan 48823

Dear Senator

Recently, Mr. Jack Breslin, Executive Vice-President of Michigan State University sent you a letter explaining my doctoral research project and my desire for an interview.

Your name has been randomly selected from a group of legislative educational leaders to be included in this study. The study will focus on the five higher education-related legislative committees in the Michigan legislature: House Appropriations Committee, Senate Appropriations Committee, House Education Committee, Senate Education Committee, and House Committee on Colleges and Universities.

By virtue of your appointment to one or more of these key committees, you are certainly considered to be a legislative educational leader. Thus, your priorities and opinions as an educational leader are more important.

As you know, traditionally the three main functions of higher education are instruction, research, and public service. This study deals primarily with the public service function, but questions will also be asked concerning the research and instructional functions of state-supported universities in Michigan.

During the next few days I shall be calling you to schedule a time for the interview. The interview will not take more than one hour of your time.

You can be assured that your complete anonymity will be observed and that the identity of all legislators in this study will be treated in confidential manner.

Let me thank you in advance for your cooperation and time. I look forward to talking with you soon concerning the functions of higher education in Michigan.

Sincerely,

Marylee Davis  
Ph. D. Candidate  
Higher Education Administration

## INTRODUCTION TO THE INTERVIEW SCHEDULE

Before I begin, I would like to explain that the purpose of this project is to learn how that legislative educational leaders, such as yourself, perceive the public service function of state-supported universities in Michigan. The information and opinions that you give will be tabulated along with the material from other legislators in the sample. No names will be used in reporting the data and you may be assured that your complete anonymity will be observed.

The items on the questionnaire deal primarily with the functions of state-supported universities in Michigan. In order to be certain that you and I are defining the three traditional functions of higher education in the same manner, I am offering the following definitions:

1. INSTRUCTION...the transmission of knowledge. Activities included are those which relate to the preparation and presentation of classroom lectures, discussion groups, and academic advising.
2. RESEARCH...the search for new knowledge. Included are activities, both laboratory and non-laboratory, which relate to a research project, i.e. research design, experimentation, and write-up.
3. PUBLIC SERVICE...the application of knowledge. Activities which are designed primarily to benefit the greater society. Both departmental (faculty) public service activities--such as: consultation, urban counseling, agricultural extension, etc. and institutional public service--such as: radio broadcasting, alumni relations, university publications and continuing education are included.

I would like to record the second part of our discussion as this section is open-ended and I want the information to be completely accurate. After transcribing the data from the recording tonight, the information that you will give today will be completely erased. May we record?

DEFINITIONS OF THE THREE TRADITIONAL FUNCTIONS  
OF HIGHER EDUCATION TO BE USED IN ANSWERING  
QUESTIONS RELATING TO THE FUNCTIONS OF  
STATE-SUPPORTED UNIVERSITIES  
IN MICHIGAN

1. INSTRUCTION...the transmission of knowledge.  
Activities included are those which relate to the preparation and presentation of classroom lectures, discussion groups, and academic advising.
2. RESEARCH...the search for new knowledge. Included are activities, both laboratory and non-laboratory, which relate to a research project, i.e. research design, experimentation, and write-up.
3. PUBLIC SERVICE...the application of knowledge.  
Activities which are designed primarily to benefit the greater society. Both departmental (faculty) public service activities--such as: consultation, urban counseling, agricultural extention, etc. and institutional public service--such as: radio broadcasting, alumni relations, university publications and continuing education are included.

## LEGISLATIVE QUESTIONNAIRE

## DIRECTIONS:

After reading each statement, respond by stating whether you AGREE, DISAGREE or are UNDECIDED.

1. Every person with the ability and the desire should be given the opportunity for a college education.
2. Admission to a state university is a right rather than a privilege for an in-state resident.
3. Universities should adopt procedures for admitting disadvantaged students who seem to have potential even when such students do not meet the regular admission requirements.
4. It is appropriate for universities to serve citizens directly through clinics, extension programs, consultation, and the establishment of necessary facilities and services.
5. Community colleges, rather than the state universities, can best meet the needs of most culturally disadvantaged students.
6. Universities should devote more time and energy to public service.
7. Most university academic programs are relevant to the needs of our changing society.
8. It is appropriate today to assume that the main function of state universities is to preserve our cultural heritage.
9. The most appropriate function of a university is the quest for new knowledge.
10. If the university is a model for American society, it should take an active role in helping America to solve her social and economic problems.
11. University faculty members should have the right to express their opinions in the classroom on any issue.

## AGREE, DISAGREE OR UNDECIDED

12. Universities should strive to produce a student who is committed to using his knowledge to the betterment of society.
13. The university should expand the public services provided for citizens within the state.
14. An appropriate extension of the public service function of universities is to provide the opportunity for life-long education.
15. Many university-sponsored public services, such as: minority counseling programs, drug and crisis centers, and vocational development centers can more appropriately be located in the communities which will be served as opposed to being housed on the university campuses.
16. If universities assume a greater share of the state's responsibility for public service, then additional state and local funds should be allocated for such services.
17. University faculty should be rewarded primarily for demonstrated excellence in the classroom and secondly for research and publications.
18. As an alternative to a research requirement, a university faculty member should be given a public service option such as: consulting or advising which is directly related to his or her professional field and which is designed to help in solving problems.
19. Today it is a waste of the university's time and the taxpayers' dollars to support basic research--that is research for which there is no immediate application.
20. It is appropriate that our state-supported universities have different emphases regarding the three traditional functions of higher education.



PART-TWO--OPEN ENDED SECTION OF INTERVIEW

A. Now let me ask a very broad question: How do you feel things in higher education have been going in Michigan over the past few years? (As you see it, what are some of the major problems?)

B. Higher education has many functions--instruction, research and public service.  
Do you have any preferences regarding these functions?

Is each function appropriate?

Are some functions neglected?

What changes, if any, do you see regarding the priority that will be given to each function in the future?

APPENDIX B

LEGISLATIVE RESPONSES TO THE TWENTY ITEMS ON  
PART ONE OF THE LEGISLATIVE QUESTIONNAIRE

## TOTAL RESPONSES TO LEGISLATIVE QUESTIONNAIRE

1. Every person with the ability and the desire should be given the opportunity for a college education.  
16 agree, 2 disagree, 0 undecided
2. Admission to a state university is a right rather than a privilege for an in-state resident.  
5 agree, 13 disagree, 0 undecided
3. Universities should adopt procedures for admitting disadvantaged students who seem to have potential even when such students do not meet the regular admission requirements.  
12 agree, 4 disagree, 2 undecided
4. It is appropriate for universities to serve citizens directly through clinics, extension programs, consultation, and the establishment of necessary facilities and services.  
15 agree, 2 disagree, 1 undecided
5. Community colleges, rather than the state universities, can best meet the needs of most culturally disadvantaged students.  
12 agree, 4 disagree, 2 undecided
6. Universities should devote more time and energy to public service.  
11 agree, 4 disagree, 3 undecided
7. Most university academic programs are relevant to the needs of our changing society.  
7 agree, 9 disagree, 2 undecided
8. It is appropriate today to assume that the main function of state universities is to preserve our cultural heritage.  
1 agree, 16 disagree, 1 undecided

9. The most appropriate function of a university is the quest for new knowledge.  
7 agree, 10 disagree, 1 undecided
10. If the university is a model for American society, it should take an active role in helping America to solve her social and economic problems.  
12 agree, 6 disagree, 0 undecided
11. University faculty members should have the right to express their opinions in the classroom on any issue.  
12 agree, 6 disagree, 0 undecided
12. Universities should strive to produce a student who is committed to using his knowledge to the betterment of society.  
18 agree, 0 disagree, 0 undecided
13. The university should expand the public services provided for citizens within the state.  
13 agree, 2 disagree, 3 undecided
14. An appropriate extension of the public service function of universities is to provide the opportunity for life-long education.  
17 agree, 1 disagree, 0 undecided
15. Many university-sponsored public services, such as: minority counseling programs, drug and crisis centers, and vocational development centers can more appropriately be located in the communities which will be served as opposed to being housed on the university campuses.  
17 agree, 1 disagree, 0 undecided
16. If universities assume a greater share of the state's responsibility for public service, then additional state and local funds should be allocated for such services.  
12 agree, 6 disagree, 0 undecided

17. University faculty should be rewarded primarily for demonstrated excellence in the classroom and secondly for research and publications.

13 agree, 5 disagree, 0 undecided

18. As an alternative to a research requirement, a university faculty member should be given a public service option such as: consulting or advising which is directly related to his or her professional field and which is designed to help in solving problems.

16 agree, 1 disagree, 1 undecided

19. Today it is a waste of the university's time and the taxpayers' dollars to support basic research--that is research for which there is no immediate application.

2 agree, 16 disagree, 0 undecided

20. It is appropriate that our state-supported universities have different emphases regarding the three traditional functions of higher education.

16 agree, 2 disagree, 0 undecided

## Questionnaire Responses According to Percentage

Question Number	Agree	Disagree	Undecided
1	89.0	11.0	0.0
2	28.0	72.0	0.0
3	67.0	22.0	11.0
4	83.0	11.0	6.0
5	67.0	22.0	11.0
6	61.0	22.0	17.0
7	39.0	50.0	11.0
8	5.5	89.0	5.5
9	39.0	55.5	5.5
10	67.0	33.0	0.0
11	67.0	33.0	0.0
12	100.0	0.0	0.0
13	72.0	11.0	17.0
14	94.0	6.0	0.0
15	94.0	6.0	0.0
16	67.0	33.0	0.0
17	72.0	28.0	0.0
18	89.0	5.5	5.5
19	11.0	89.0	0.0
20	89.0	11.0	0.0

RESPONSES TO LEGISLATIVE QUESTIONNAIRE ACCORDING  
TO POLITICAL PARTY, LEGISLATIVE HOUSE, AND  
COMMITTEE ASSIGNMENT

Question Number	Response	DEMOCRATS				REPUBLICANS				Totals
		House		Senate		House		Senate		
		Appro.	Educ.	Appro.	Educ.	Appro.	Educ.	Appro.	Educ.	
1	Ag	4	3	-	-	1	4	2	2	16
	Dis	-	-	1	1	-	-	-	-	2
	Un	-	-	-	-	-	-	-	-	0
2	Ag	3	-	-	-	-	1	-	1	5
	Dis	1	3	1	1	1	3	2	1	13
	Un	-	-	-	-	-	-	-	-	0
3	Ag	3	3	-	-	1	2	1	2	12
	Dis	1	-	1	1	-	1	-	-	4
	Un	-	-	-	-	-	1	1	-	2
4	Ag	2	3	-	1	1	4	2	2	15
	Dis	1	-	1	-	-	-	-	-	2
	Un	1	-	-	-	-	-	-	-	1
5	Ag	2	2	1	1	1	3	2	-	12
	Dis	1	-	-	-	-	1	-	2	4
	Un	1	1	-	-	-	-	-	-	2
6	Ag	2	3	-	1	-	3	1	1	11
	Dis	1	-	1	-	1	-	1	-	4
	Un	1	-	-	-	-	1	-	1	3
7	Ag	3	-	-	-	1	1	1	1	7
	Dis	1	2	1	-	-	3	1	1	9
	Un	-	1	-	1	-	-	-	-	2
8	Ag	-	-	-	-	-	1	-	-	1
	Dis	4	2	1	1	1	3	2	2	16
	Un	-	1	-	-	-	-	-	-	1
9	Ag	1	1	1	-	-	3	-	1	7
	Dis	3	2	-	1	1	-	2	1	10
	Un	-	-	-	-	-	1	-	-	1

[illegible]



RESPONSES ACCORDING TO LENGTH OF  
LEGISLATIVE SERVICE

Question Number	1-2 Terms			3-6 Terms			7-12 Terms		
	Ag.	Dis.	Un.	Ag.	Dis.	Un.	Ag.	Dis.	Un.
1	5	1	-	7	-	-	4	1	-
2	2	4	-	3	4	-	2	3	-
3	5	1	-	5	-	2	2	3	-
4	5	1	-	7	-	-	3	1	1
5	4	1	1	5	2	0	3	1	1
6	6	-	-	4	1	2	2	2	1
7	2	3	1	3	3	1	2	3	-
8	-	5	1	1	6	-	-	5	-
9	1	5	-	3	3	1	3	2	-
10	4	2	-	5	2	-	3	2	-
11	6	-	-	6	1	-	-	5	-
12	6	-	-	7	-	-	5	-	-
13	5	1	-	5	-	2	3	1	1
14	6	-	-	6	1	-	4	1	-
15	6	-	-	7	-	-	4	1	-
16	5	1	-	6	1	-	2	3	-
17	5	1	-	4	3	-	4	1	-
18	5	1	-	7	-	-	4	1	-
19	1	5	-	-	7	-	1	4	-
20	6	-	-	6	1	-	5	-	-

RESPONSES ACCORDING TO COMMITTEE  
ASSIGNMENT AND POLITICAL PARTY

Question Number	EDUCATION COMMITTEE*						APPROPRIATIONS COMMITTEE					
	Republican			Democrat			Republican			Democrat		
	Ag	Dis	Un	Ag	Dis	Un	Ag	Dis	Un	Ag	Dis	Un
1	6	-	-	3	1	-	3	-	-	4	1	-
2	2	4	-	-	4	-	-	3	-	3	2	-
3	4	1	1	3	1	-	2	-	1	3	2	-
4	6	-	-	4	-	-	3	-	-	2	2	1
5	3	3	-	3	-	1	3	-	-	3	1	1
6	4	-	2	4	-	-	1	2	-	2	2	1
7	2	4	-	-	2	2	2	1	-	3	2	-
8	1	5	-	-	3	1	-	3	-	-	5	-
9	4	1	1	1	3	-	-	3	-	2	3	-
10	5	1	-	3	1	-	2	1	-	2	3	-
11	5	1	-	3	1	-	3	-	-	1	4	-
12	6	-	-	4	-	-	3	-	-	5	-	-
13	4	-	2	3	1	-	3	-	-	3	1	1
14	6	-	-	4	-	-	2	1	-	5	-	-
15	6	-	-	4	-	-	3	-	-	4	1	-
16	6	-	-	3	1	-	2	1	-	1	4	-
17	4	2	-	4	-	-	2	1	-	3	2	-
18	6	-	-	4	-	-	3	-	-	3	1	1
19	1	5	-	4	-	-	3	-	-	1	4	-
20	5	1	-	3	1	-	3	-	-	5	-	-

\*Education Committee--Senate Education and House Education  
Committees and the House College and  
Universities Committee.

RESPONSES ACCORDING TO LEGISLATIVE HOUSE--  
SENATE OR HOUSE

Question Number	SENATE			HOUSE		
	Agree	Disagree	Undecided	Agree	Disagree	Undecided
1	4	2	-	12	-	-
2	1	5	-	4	8	-
3	3	2	1	9	2	1
4	5	1	-	10	1	1
5	4	2	1	8	2	2
6	3	2	1	8	2	2
7	2	3	1	5	6	1
8	2	4	-	1	11	-
9	2	4	-	5	6	1
10	2	4	-	10	2	-
11	5	1	-	7	5	-
12	6	-	-	12	-	-
13	3	2	1	10	-	2
14	6	-	-	11	1	-
15	6	-	-	11	1	-
16	3	3	-	9	3	-
17	5	1	-	8	4	-
18	6	-	-	10	1	1
19	2	4	-	-	12	-
20	4	2	-	10	2	-

APPENDIX C

COMPOSITION OF THE SAMPLE BY POLITICAL PARTY,  
COMMITTEE ASSIGNMENT, AND LENGTH OF  
LEGISLATIVE SERVICE

## COMPOSITION OF POPULATION AND SAMPLE

		ACTUAL			SAMPLE		
		Dem.	Rep.	Total	Dem.	Rep.	Total
HOUSE	Appro.	11	6	17	4	1	5
	Educ.	14	10	24	3	4	7
	Total	25	16	41	7	5	12
SENATE	Appro.	4	6	10	1	2	3
	Educ.	2	3	5	1	2	3
	Total	6	9	15	2	4	6

## Number of Legislative Terms of Sample

Terms	Democrats	Republicans	Total
1-2	4	2	6
3-6	1	6	7
7-12	4	1	5

APPENDIX D

CATEGORIZATION OF ITEMS IN PART ONE  
OF THE QUESTIONNAIRE

### Categorization of Questions

Question Number	Public Service Function	Other Functions of Univ.	Admissions	Program Relevancy	Faculty Rights
1			XXXX		
2			XXXX		
3			XXXX		
4	XXXX				
5			XXXX		
6	XXXX				
7				XXXX	
8		XXXX			
9		XXXX			
10	XXXX				XXXX
11					
12		XXXX			
13	XXXX				
14	XXXX				
15	XXXX				
16	XXXX				
17		XXXX			
18	XXXX				
19		XXXX			
20		XXXX			



APPENDIX E  
CALCULATION OF THE RELIABILITY FACTOR

## CALCULATION OF THE RELIABILITY FACTOR\*

(FOR THE 8 PUBLIC SERVICE ITEMS IN

PART ONE OF THE QUESTIONNAIRE)

Kuder Richardson Formula 20

$$r_{tt} = \left( \frac{n}{n-1} \right) \left( \frac{s_t^2 - \sum pq}{s_t^2} \right)$$

Where:

n = # of items (In this study, n = 8)

 $s_t^2$  = total variance of scores(In this study,  $s_t^2 = 3.039$ )

p = % of time an item was scored as 1

q = % of time an item was scored as 0

(In this study, pq = 1.225)

 $r_{tt} = 0.68$ 

\*Although the present study was a descriptive study--not a statistical study--the reliability factor has been calculated for the interested reader.

**APPENDIX F**

**VOTING RECORDS ON SENATE HIGHER EDUCATION  
APPROPRIATIONS BILLS FOR LEGISLATORS IN  
SAMPLE FOR 1970, 1971, 1972, AND 1973**

## Senate Bill Number 1179, 1970

---

	Yeas	Nays
Appropriations Democrats	4	0
Appropriations Republicans	1	1
Education Democrats	1	1
Education Republicans	3	2
Total	9	4

---

## Senate Bill Number 928, 1971

---

	Yeas	Nays
Appropriations Democrats	4	0
Appropriations Republicans	2	1
Education Democrats	2	0
Education Republicans	2	2
Total	10	3

---

## Senate Bill Number 1141, 1972

	Yeas	Nays
Appropriations Democrats	3	1
Appropriations Republicans	1	2
Education Democrats	1	0
Education Republicans	4	1
Total	9	4

## Senate Bill Number 143, 1973

	Yeas	Nays
Appropriations Democrats	4	1
Appropriations Republicans	0	2
Education Democrats	3	0
Education Republicans	3	1
Total	10	4

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