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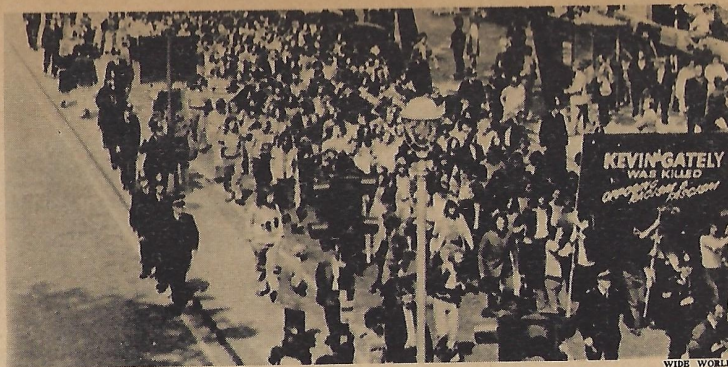
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Kevin Gately, the youth in whose memory this silent march was held in London, was killed in a demonstration following student moves to ban "fascist" and "racist" speakers from universities in Great Britain.

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Northwest Ivy The U. of Washington has recently weathered a series of upheavals with its sense of pride and its reputation relatively unscarred. Page 3.

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A Scholar's Explosive Memo

When it came to light, it convinced legislators and other Floridians that they were the intended victims of academic fraud

By Larry Van Dyne

TALLAHASSEE, FLA. One morning in March, a few days before the opening of the Florida legislature's annual session, the top executives of Florida's state university system lugged their color-coded collection of graphs and charts into a hearing room of the state capitol to put on the annual budget briefing for members of the House Appropriations Committee. For the system's nine campuses—including Florida State and the University of Florida—they were asking \$275-million for 1974-75.

Robert B. Mautz, the system's chancellor, expected a routine session—a couple of hours of formal briefing, followed by questions from the committee. Halfway through his presentation, however, he was interrupted. A legislator pulled out a short, stenciled memorandum, handed it to the chancellor, and angrily demanded an explanation.

The memo was from John Andrews, the director of graduate studies in the English Department at Florida State, and was addressed to the department's graduate students and their faculty advisers. It was dated March 22, the previous Friday, and offered advice on registration for the spring quarter:

"Dean Roeder has asked each department in the Division of Arts

and Sciences to sign up as many graduate students as possible for 18 hours. He assures us that even though this represents an overload, it is a course of action that we should follow in order to boost our F.T.E. productivity [and thus the university's funding]."

'Phantom Credits'

Mr. Mautz had never seen the memo before, but he knew instantly that it meant big political trouble for the system's budget. ("People say the color drained from my face.") The legislators, convinced that Florida State was giving students "phantom credits" to generate more money under the state's credit-hour-based funding formula, began hammering him with belligerent questions: Wasn't this a fraudulent raid on the public treasury? Why hadn't his office known about it? Would the culprit Andrews be punished? Did the other universities in the system do the same thing? How could the legislature trust the system's budget figures if they were based on bogus credits?

Mr. Mautz, with virtually no facts to go on, expressed his shock and promised to investigate. He hedged his way through the rest of the morning session. During the noon recess, word of the confrontation spread through the capitol, and by

afternoon the hearing room was crowded with statehouse reporters and television equipment.

Stanley Marshall, Florida State's president, hustled over from the campus, which is here in Tallahassee, to answer questions about the memo. He said that a phone call that morning from someone attending the hearing was the first he had known about it, that it certainly didn't represent university policy, that he thought it was an isolated "misunderstanding," and that he would look into it. Later in the afternoon, Martin Roeder, the arts and science dean mentioned in the memo, arrived to say that it all must have been a communication failure between him and young Mr. Andrews.

Mr. Andrews, meanwhile, was unavailable, having flown off that morning to San Diego to chair a panel discussion at a meeting of the Shakespeare Association of America. Like some ill-fated Shakespearean character caught up in a complicated plot, he had left town unaware that his hastily written memo would shortly become the center of a major row. His wife finally got in touch with him by phone that evening to tell him of the committee's outrage.

The next morning the newspapers were full of it: F.S.U. ENROLLMENT

FRAUD CHARGED . . . NOTE URGING INFLATED ROLLS STIRS PROBE . . . STATE UNIVERSITY PROBE OF ENROLLMENTS ORDERED. The chairman of the appropriations committee, Marshall Harris (D-Miami), was in an especially nasty mood. "It's a Watergate-like sickness," he told a reporter. "We are paying for somebody who isn't getting taught. I want a list of the people that got that memorandum and didn't scream. . . . That's why Watergate was allowed, and now the same damn thing is going on in the university system."

There was much, much more to it than that, of course. Florida's Affair of the Phantom Credits had, in fact, brought together many of the stresses that are running through the governing structures and budgeting processes of state universities around the country. Here in a single incident was evidence of a new level of distrust of higher education among state legislators and their constituents, of the tug of war between legislators and state universities over the scope of graduate education, of the jockeying for equal treatment among the rival campuses of multi-campus systems, and of the limitations of credit-hour-based funding formulas to measure fairly and precisely the full range of university activities. Florida's formula, for instance, requires that such graduate-

level activities as dissertation preparation be translated into "student credit hours" if a campus is to get the money and staff for them.

All these tensions became clearer as more details of what had happened behind the scenes began to emerge during the weeks following the hearing.

Ironic Situation

The bad publicity the hearing gave to Florida State was actually somewhat ironic, considering an embarrassing, but quietly handled, situation involving its old Gainesville rival, the University of Florida, some 10 months earlier.

In the spring of 1973 a chance remark by a University of Florida administrator in a private conversation—something to the effect that the campus expected its enrollment at the graduate level to increase because it had "learned to counsel students better"—tipped Mr. Mautz's office to take a closer look at the campus's enrollment figures. W. Kenneth Boutwell, the system's vice-chancellor for administrative affairs, ran a computer check of the "student credit hours" generated on the Gainesville campus, and came up with some startling results.

It seemed, contrary to conventional logic, that between the fall and winter quarters of the 1972-73

Prison Campus: The New York legislature blocks it

ALBANY, N.Y. A much-publicized plan to create a "college for inmates" by convert-

handle the instruction and the State Department of Correctional Services to take care of the custodial aspects

New York City—was designed for 500 to 600 male and female inmates, carefully screened for transfer to

college were raised by conservative upstate lawmakers and some committee staff members to effectively

and institutional financial aid already had accomplished that goal.

M E M O R A N D U M

March 22, 1974

TO: All Graduate Advisors and Graduate Students
 FROM: John Andrews
 RE: Spring Quarter Registration

Dean Roeder has asked each department in the Division of Arts and Sciences to sign up as many graduate students as possible for 18 hours. He assures us that even though this represents an overload, it is a course of action that we should follow in order to boost our FTE productivity. Some inconvenience will be involved for the students but not for the university.

Florida somehow managed to have fewer graduate students by "head-count" but more graduate students according to "full-time equivalency"—and thus claimed more money under the funding formula. Even more intriguing was the fact that all the increase in its production of student credit hours came in four non-classroom courses—"supervised teaching," "supervised research," "directed thesis" (at the master's degree level), and "directed dissertation" (at the doctoral level).

Credit Variations

A further analysis of the spring quarter of 1973 revealed that the University of Florida was considerably out of line with Florida State in the amount of credit it was giving for those graduate-level activities.

Although the chancellor's office considered 12 hours per quarter an average load for a full-time graduate student, the University of Florida had 2,879 graduate students (73.5 per cent of its total) registered for more than 12 hours; 582 of them were signed up for more than 17. There were even 415 students registered for more than 12 hours in individualized, non-classroom study alone; 109 of them were registered for more than 17.

At Florida State—and this was nine months before the Andrews memo—the figures on course loads in the graduate school were much more modest. Some 1,902 students (53 per cent of the total) were taking more than the average 12 hours; only 46 of them were carrying more than 17. Only 85 students were registered for more than 12 hours without going to any formal classes, with none signed up for more than 17.

Dramatic Evidence

The figures alone were dramatic enough evidence to convince Mr. Mautz that the University of Florida had been manipulating the funding system—if not outright fraudulently, then at least enough to give it a significant edge over Florida State. About \$1.1-million worth of credit hours appeared to be out of line, so the chancellor ordered the University of Florida's financing cut by that amount.

There were strong objections to the cut and to the derogatory implication behind it among some Gainesville administrators. The dean of the graduate school argued, for instance, that the cut represented an interference with the prerogative of the campus to set its own credit policies. It also could be, he suggested, that the sudden rise in course loads that Mr. Boutwell detected could be explained by under-registration in the fall quarter rather than by over-registration in the winter quarter. "Any implication of bad faith . . . is completely unfair," he said.

The pressure to mount a major challenge to the central office over the cut was apparently overruled; however, by the campus's new acting

stood. At the same time, Mr. York instituted several policy changes that convinced the chancellor's office he was moving to bring the awarding of credits under tighter control.

Despite the fact that Mr. Boutwell's damaging analysis of the situation at Florida was circulated to

"We are paying for somebody who isn't getting taught. That's why Watergate was allowed, and now the same damn thing is going on in the university system."

regents, selected legislators, and high-level administrators throughout the system, it remained essentially a quietly handled, bureaucratic wrangle.

The legislature was out of session and without a convenient forum when the analysis first became available; it was so long and complex that it lacked the dramatic appeal needed for a lively newspaper story (assuming statehouse reporters even knew about it).

Convenient Vehicle

The Andrews memo from Florida State was an entirely different matter. It was short, was suspiciously worded, and was slipped to the committee (reportedly by a graduate student) just before the budget briefing with Mr. Mautz. It was a sensational and convenient vehicle for legislators to use to voice their persistent dissatisfaction about the direction of public higher education in the state.

In three previous sessions, the legislature had attached restrictive language to the university system's

back in graduate education—an effort that had been strongly resisted inside the institutions. Like legislators in many states, they were convinced that the state was wasting money on master's and doctoral programs that were very costly, produced overtrained people who could not be absorbed fully into the job market, and contributed to the neglect of undergraduate teaching.

Be that as it may, the confrontation at the budget briefing sent ripples across the university system. The demand for an investigation put graduate students, professors, department chairmen, deans, vice-presidents, auditors, aides, and analysts through a mind-boggling exercise, trying to determine just how they had been trapped into a situation so vulnerable to criticism and suspicion. Files were searched, old memos and policy statements rounded up, enrollment statistics run back through the computers, questionnaires on workload sent to professors and students.

Policy Change

At Florida State, the in-house investigation retraced the steps that had led to the Andrews memo.

It had started with a policy change on student course loads made by the campus's faculty senate a few days before the inquisition in the capitol hearing room. The senate decided to permit an increase in the number of hours a graduate student was allowed to take in a quarter.

In light of the University of Florida's earlier attempts to play the funding system for all it was worth, the motivation for this boost in credit-hour allowances at Florida State was of crucial importance. Exactly what precipitated the boost is still a source of some disagree-

ment for educational reasons (to allow especially able graduate students to earn their degrees faster, for example). That position is supported by the official minutes of the senate meeting. Other people say, however, that the educational considerations were minor and that the real reason

"Florida's Affair of the Phantom Credits brought together many of the stresses that are running through state universities around the country."

was financial—to make it easier to generate more credit hours and funds, and, in effect, to keep up with Gainesville.

Obviously, that is the impression Mr. Andrews got from Dean Roeder before writing his memo about the need to "boost our F.T.E. productivity" by registering people for more hours. Apparently, however, none of the other departments drew the same conclusion—or at least never expressed it in memo form—and the final results of the in-house probe at Florida State showed few unreasonable loads among the graduate students.

Mr. Andrews himself came out of the affair a bit shaken but with his integrity essentially intact. Occasionally, he is even able to view the ordeal with a kind of humor that befits a Shakespearean scholar. "Perhaps I was a bit the Fool in this, but hardly the Knave," he said.

At the University of Florida, meanwhile, Mr. York's investigation turned up two or three suspicious departmental memos on course loads—all dating from the period just

before the budget jump in the production of credit hours. One memo in the business school, for instance, urged faculty members to register students for bigger course loads and ended with a stark reminder: "The line you save may be your own."

Throughout this very complicated affair, it became evident that when a funding formula strictly requires that non-classroom work at the graduate-level be translated into credit hours, there is bound to be wide disagreement about how much credit should be allowed. This is all the more true when the legislature and the faculties are at odds over the overall place of graduate education in the state's priorities.

'A Natural Reaction'

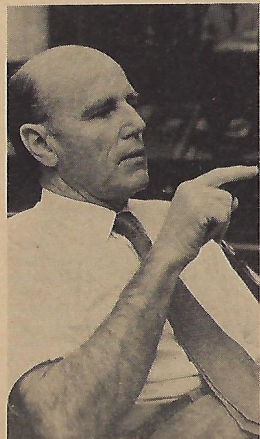
To the legislators, the attempts to add on credits in supervised teaching, research, and the preparation of theses and dissertations looked like "padding" and the flaunting of legislative intent. To the universities, the same thing was seen as a cumbersome but legitimate way to gain credit for activities they considered important and educationally defensible.

It was, as one University of Florida administrator put it, "a natural reaction to the incentives of the funding system."

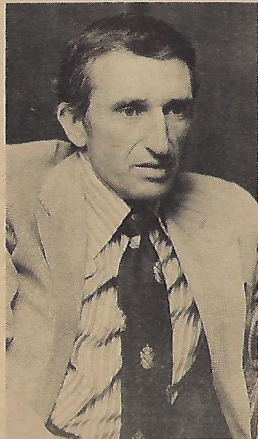
Mr. Marshall, the Florida State president, puts it like this: "The budgeting formula leaves something to be desired. If good people find it necessary to circumvent the system, then it tells you something about the inadequacies of that system. It's not enough just to say that the universities are filled with evil people."

Mr. York at Florida makes essentially the same point: "The credit hour is a reasonable measure of workload in a conventional classroom. Unfortunately, it is not a good measure for supervised individual study. To use the standard credit-hour as a measure of this effort inevitably requires considerable judgment on the part of the individual student and his adviser. To build budgets on such judgment-based numbers has the potential for creating the sort of dilemma we now face. . . . I would hope it might be possible to develop a procedure which will have the same level of objectivity [for non-classroom study] . . . as that used for conventional classroom instruction." Mr. York, incidentally, will succeed Mr. Mautz next year as chancellor and so will get a chance to try to revise the formula.

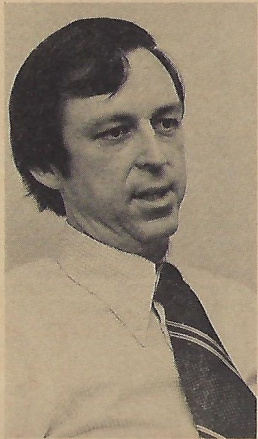
The legislature provided the epilogue to the drawn-out affair in early June. At the insistence of the House, restrictive language in the university system's budget ordered it to drop 100 academic positions (60 of them at the graduate level) and set a new limit on the number of credit hours the state would finance for each graduate student. Another act, which the universities hope to get the governor to kill, would give the legislature more over new graduate programs.



Chancellor Robert B. Mautz:
The color drained from his face when legislators asked about the cut in his memo.



President Stanley Marshall:
"The budgeting formula leaves something to be desired."



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"Perhaps I was a bit the Fool in this, but hardly the Knave."