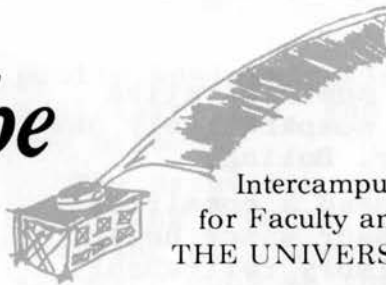


From the President's Office



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THE MORAL OBLIGATION OF THE PRESIDENCY

A Position Essay
by

Dr. Edward J. Boling

In the long history of man there is one institution, and only one, which has defined and held as its mission the preservation of the right of free inquiry for teachers and students--the university. The ideal of academic freedom is paid lip service but is often carelessly defined and casually abused even by those within the academic community. Yet it is the university's single most valuable possession and one of man's highest achievements.

Academic freedom is violated when an administrative official becomes an advocate for any position on a political, religious, or social issue of controversy. It is almost certain that this expression of personal opinion will be interpreted as official university policy and will be felt as a constraint on those students and faculty members who hold differing opinions. It is important for us all to understand that whenever the university is "neutral," its members are free to form and express their own views. When the university joins a political, religious or social "movement," any member of the academic community who is out of step feels automatically constrained in the free expression of his own opinion.

As president of The University of Tennessee I consider it my highest moral obligation to preserve to the best of my ability the freedom for each faculty member and each student to pursue the truth as he sees it. To accomplish this aim, there are times when the president must keep silent.

Included in this issue:

- *A report on UT's newest campus at Nashville, page 3.
- *Excerpts from President Edward J. Boling's testimony before the Governor's Committee on the Governance of Higher Education, page 4.

Knickerbocker, UTK English Head, Named Academic Vice President

Dr. Kenneth L. Knickerbocker, head of the English department of The University of Tennessee's Knoxville campus, will become academic vice president of UT's statewide system effective Sept. 1, 1971.

He was appointed to succeed Dr. Jack K. Williams, who left UT last November to become president of Texas A & M University.

"Dr. Knickerbocker has served the University with distinction in several capacities during the past 25 years, and we are delighted that he has agreed to accept this important position," President Edward J. Boling said.

Dr. Knickerbocker, 65, has formerly been associate dean and dean of the UTK College of Liberal Arts and was planning to give up the department headship next year to devote full time to teaching and research.



Knickerbocker

"We persuaded him that he could render greater service to UT by accepting the vice presidency and helping us give clearer definition

to the duties and administrative structure of that comparatively new position," said Dr. Boling.

"He will also head a committee to find his successor since he is nearing the compulsory retirement age and wants to return to teaching and research before that time," the UT president added.

Dr. Boling said the appointment was recommended by the academic vice chancellors of the various UT campuses and was made after he had consulted with many faculty members and students--including the counselors to the president--as well as the chancellors, vice presidents and members of the Board of Trustees.

"The consensus was that Kenneth Knickerbocker, with his outstanding achievements as a professor, author, and administrator, would be an ideal representative of academic affairs in the University's administration.

"We believe he can contribute richly from the faculty viewpoint in our system staff meetings," Dr. Boling said.

In taking the vice presidency, Dr. Knickerbocker will resign as head of the Department of English. He has held that position since 1963, when he voluntarily gave up the deanship of the College of Liberal Arts to return to his professional interests.

He had served as dean for five years, during a period of rapid growth in the college. The previous year he was associate dean, and for 11 years prior he was a professor of English.

In 1964 he was named one of the Knoxville campus' 12 "distinguished professors," which carries an annual \$2,000 salary supplement.

A native of Texas, son of a Methodist minister, Dr. Knickerbocker earned the bachelor's and master's degrees at Southern Methodist University and the Ph.D. at Yale. He taught at Texas Technological College and Rhode Island State College, where he headed the English department, before coming

to UT in 1946.

He is the author of two widely used college textbooks, "Ideas for Writing" and "Interpreting Literature" (now in its fourth edition), as well as several books and numerous articles in learned journals dealing with the life and poetry of Robert Browning.

He has been elected to a number of regional and national positions, including president of the Tennessee College English Association, president of the South Atlantic Association of Departments of English, and a member of the Executive Committee of the National Association of Departments of English.

BOLING CLARIFIES POSITION ON STUDENT NEWSPAPER USE

In a recent letter to the editors of the student newspapers on all University of Tennessee campuses, President Edward J. Boling defined his position concerning University administrators' use of student newspapers to respond to questions raised in those publications.

"Students have often asked why administrators do not respond to every charge or misstatement of fact or question raised in the student newspaper," Dr. Boling wrote. "There are several good reasons. First, the student newspaper is by definition an organ of student expression. When administrators begin to use this route to answer every question, the paper either becomes an arm of the administration, or the editor--squeezed between the space requirements of students and administrators--is forced to cut all entries so that no one has a full hearing. Secondly, even occasional answers or rebuttals tend to create the impression on campus that an unanswered charge must be true--or that there is no adequate answer. Yet another danger of the day to day rebuttal business is that the administration will by implication inject itself into campus political matters and appear to endorse or reject candidates for office.

Further, the articles which cry loudest for an answer seem to come when the administrators have scheduled meetings from 7:30 a.m. to 11:30 p.m. for 10 days running. One reads the article four days late and could only attempt a weary 2 a.m. response.

"It is preferable, I think, for it to be understood that the student newspaper is primarily for the students. The editor has the option of sending a reporter to interview administrators if he feels there are questions which need clarification."

Fifth Campus

UTN SERVES WORKING ADULTS

The University of Tennessee at Nashville, an institution devoted to serving the evening educational needs of working adults, became the system's fifth primary campus March 5, 1971.

On that day, Gov. Winfield Dunn signed the bill granting campus status to UTN. Sen. Jerry Agee and Rep. John Hicks, both of Nashville, sponsored the bill in the state legislature.

It is now possible for students attending UTN to receive their degrees from that campus rather than from UT Knoxville. Also, the Nashville campus has more academic and administrative freedom than it did as a "center."

The new campus, now located in a building at 810 Broadway, will soon move to a modern \$5.5 million "campus-under-one-roof" facility nearing completion in the vicinity of the state capitol. The new structure will contain 10 laboratories, 42 classrooms, three large lecture halls, administrative and faculty offices, a 490-seat auditorium, a bookstore, a snack area, and a library.

Students may pursue baccalaureate degrees in business administration, engineering, arts and sciences, and education. A master of business administration degree program is now being considered by the Tennessee Higher Education Commission. Graduate courses in education,

public administration, business administration, and engineering also are offered.

The Nashville campus also offers a nursing program, and the new building will house various service agencies such as the Tennessee Industrial Research Advisory Service, the Center for Career Development and Training, the Municipal Technical Advisory Service, and the Tennessee School Board Association.

A continuing program of short courses, seminars, and institutes will utilize the building during the day time hours. The UT Graduate School of Social Work also will be headquartered there.

Dr. Roy S. Nicks, UTN's chancellor, assumed his present position in July, 1970. Before coming to Nashville, he was vice president for development and administration at Memphis State University and held key posts in state government from 1959-67. He earned his undergraduate degree at Middle Tennessee State University, his master's at UT, and his doctorate at Memphis State.

The new campus was established in 1947 as a night school branch of UT and was located in an old building at the edge of the Vanderbilt University campus. Classes were held in that building and at Hume-Fogg Technical and Vocational High School. At that time, no other institution of higher learning in Nashville was serving the community with continuing education programs in the evening.

By 1952, the Center had outgrown the limited classroom space available at Hume-Fogg and was forced to hold classes at nearly a dozen different locations throughout the city. Sub-centers were established in several surrounding Middle Tennessee towns.

In 1957, the Center moved to its present location on Broadway. From a first quarter enrollment of 192 in 1947, the UTN student body has grown to approximately 2,000.

The UTN faculty consists of 50 full-time and 100 part-time instructors.

HIGHER EDUCATION GOVERNANCE TOPIC OF COMMITTEE MEETING

On Friday, April 9, Dr. Edward J. Boling led a delegation of UT representatives testifying before Gov. Winfield Dunn's Advisory Committee on the Governance of Higher Education. The Governor formed this Committee, consisting of nine prominent Tennesseans, to study alternatives for the governance of higher education and for coordination with the governing structure of elementary and secondary education.

The Committee asked Dr. Boling, UT chancellors, and representatives of the UT Board of Trustees to attend the meeting, as well as the presidents and other representatives of the State Board of Education universities. Dr. Boling was asked to answer five particular questions and make any additional comments he wished. Following are excerpts from his remarks:

If governance of higher education is to be studied, it is fitting that Governor Dunn included on this committee representatives from the coordinating and governing bodies concerned. Thus, you will be able to work from a knowledge of how the present structures actually function rather than from cold organizational charts. I would hope that when your work is complete, your recommendation will be to preserve the parts of the present organization which are working effectively, and that any changes you recommend will be in response to actual needs of those institutions directly concerned.

I first became heavily involved in the coordination of higher education in Tennessee in 1957 when I served on a committee of the Legislative Council which undertook an in-depth study of higher education--its needs, purposes, organization, governance, etc. At that time and until approximately ten years later there was no coordinating body. Each institution came directly to the state budget office, the Governor, and the Legislature to gain approval (in the form of funding, not formal sanction) for any new programs and to argue for needed increases in appropriations. With no professional staff to study proposals, the directional growth of higher education was a function of competition and salesmanship, rather than planning on a statewide basis. As State Budget Director, and later as Commissioner of Finance and Administration, I saw the impossibility of providing the needed coordination through any agency of state government then existing. Certainly this kind of coordination was not proper for the Legislature. A Legislature by its very nature reacts (and within reasonable limits should react) to pressures from the home constituency rather than to long range projections of statewide needs. The Governor and his staff officers would be better able to coordinate a plan for the whole state but their tendency would be to juggle higher education needs against the needs of highways, mental health, etc. even while in the midst of a study of higher education. Ideally, it seemed such coordination could be accomplished by a lay board with professional staff and with powers to recommend rather than command. Thus, the final decisions would remain with the Governor and the Legislature.

In 1963, after enrollments had begun to skyrocket, the Legislative Council was commissioned to study the state's public institutions of higher education and to recommend an organization which would coordinate the development of the colleges and universities. The Council employed two out-of-state professional consultants, Dr. Winfred Godwin of the Southern Regional Education Board and Dr. Truman Pierce of Auburn University, to assist in this study. Thorough consideration was given to the two possible methods of state control--one, placing all institutions of higher education under a single board; the other, creating a new coordinating agency which had specified duties and responsibilities and which

answered directly to the Governor and the Legislature.

Both Dr. Godwin and Dr. Pierce recommended that the State Board of Education and the UT Board of Trustees be retained since it was clear that a single board simply could not handle the multitude and magnitude of problems and policies for UT, six regional universities, plus all public education, grades 1-12. Since that time a number of vocational and technical schools and community colleges have been added to the State Board's list of responsibilities.

The procedure for funding higher education in Tennessee prior to the formation of the Higher Education Commission had appropriations allocated to state institutions according to estimated enrollment numbers without due regard to varying costs of programs and levels of service, or by guesswork at a "fair" division of available funds, or sometimes in response to the persuasiveness or political strength of an individual president. The competition for state funds, and especially the tactics made necessary by the free-lance situation of each institution, tended to fan antagonisms among state institutions. There was no coordination of existing programs, no one to insist upon role and scope studies for each institution, and no overall statewide long range planning.

With the formation of the Higher Education Commission in 1967 the state had the opportunity for the first time to undertake long range planning, to study overlapping and duplication in state institutions, to insist upon adequate justification and careful study of proposals for new programs, and to devise methods of assuring that fund allocation would follow needs and programs.

The THEC staff, consulting with state institutions, has spent much of its time on devising a formula which can assure a fair and adequate division of state funds. . . . The formula approach, when completed, should divide funds on a basis that will be fair to existing programs and provide for new ones when approved.

1. What are the weaknesses and strengths of the present system of governance and coordination in Tennessee?

The Tennessee Higher Education Commission as the coordinating body for the state suffers most from a lack of security, time to work out very old and knotty problems, and time to build a pattern of trust in its professional approach. Threats to eliminate the Commission have undercut its potential strength as a reliable source of guidance in long range state needs and goals. The existing structure has not yet been used to its full advantage. . . .

Concerning governing boards, I can see no weakness in the structure and function of the UT Board of Trustees, except for a lack of credit for its contribution, lack of recognition for its part in policy making and perhaps even a misunderstanding of the Board's detailed involvement in key issues confronting the institution. . . .

Much study, thought, and planning have been devoted in the past few years to improving and modernizing the method of operation of the UT Board of Trustees. The new organization created ten functional committees to give each Board member a chance to develop special expertise in certain areas of University operations--such as academic affairs, buildings and grounds, student affairs, medical affairs, and so on. The inclusion of students and faculty as non-voting members of these committees opened campus lines of communications to Board members which have never existed previously. . . .

When I present UT's Board of Trustees as near ideal, I do not mean that I always agree with its decision or that it is universally popular

with faculty, students, and alumni. I do mean that the University is getting--through real working time of these men--the kinds of study, attention, and understanding of mission and programs which lead to careful and constructive policy direction. I do think you will find strong grassroots support for the UT Board of Trustees across the state.

2. What does your institution seek from the governing board with which you deal?

Probably the most crucial and most misunderstood function of a governing body, such as the UT Board of Trustees, is its role as liaison between the public and the institution. On one hand, the Board represents the people to the University and must establish governing policies that are close enough to public opinion to maintain the trust and confidence as well as the financial support of the people. On the other hand, the Board represents the University to the people and must help educate the public about the basic freedoms necessary for a vibrant and effective institution of higher education.

Misunderstandings sometime arise when a public group or a faculty group disagrees with a decision of the Board, and the disapproving group does not realize the dual responsibilities of the Board members. But without this lay board serving in its liaison capacity, a public institution could have difficulty in overcoming unreasonable political or other pressures from groups both within and without the institution.

In addition to establishing basic governing policies for the institution, the Board should provide guidance and support to the institution's administration. Freedom and flexibility are required for the administration to carry out its functions under the Board's policies, but the Board should share the legal and moral responsibilities inherent in those policies. It should speak out, when necessary, to support administrative actions in line with Board policies and, by the same token, it should not hesitate to question the president and his staff when they have failed to carry out policies and instructions of the Board. . . .

3. How do you envision the future role of The University of Tennessee System?

In the years ahead, UT must build upon those strengths which have made it the capstone of the state's system of higher education. I refer to the breadth and depth of UT's programs, which encompass virtually every known field of academic instruction and research, and which touch many areas of public service.

Most of the state's graduate and research programs are part of the UT system, but these primarily should be focused on the Knoxville campus (except in the medical fields) since the state cannot afford multiple comprehensive universities.

We should continue building special strengths in those areas where our potential is greatest. Specialization of this type is not feasible in every discipline, but it is practical and desirable in those areas where we already have demonstrated ability and strength . . .

Quality in every program should be our goal. The "system concept" of administration, adopted by UT in 1968, better enables UT to achieve even higher quality. . . .

4. How should the problem of coordinating higher education in Tennessee be managed?

It must be recognized that governance and coordination are entirely different functions. A governing board devotes its time and energies to the development of the institutions under its control, and it is not in

position to know the operations and plans of institutions under other boards--particularly when the number of such institutions is large. With planned coordination as its sole mission, and with ready access to all desired information from every institution, a separate coordinating agency can evaluate objectively the work and needs of the institutions--individually and collectively--from a statewide point of view, providing the Governor and the Legislature with the professional advice needed to make decisions that are vital to the future of public higher education.

5. What are your most important problems at present and what do you anticipate your largest problems will be in the future?

In my opinion, the most critical problem confronting The University of Tennessee--and all institutions of higher education--is the preservation of academic freedom. I am talking about a climate of free inquiry, which is not something that can be secured by laws or rules. It is rather an attitude, a faith in the careful use of facts, and the disciplined use of the mind as reliable means of reaching conclusions. I am talking about individual freedoms of students and faculty members to work in their own specialized fields of interest.

But we must not allow people--in the name of academic freedom--to force our institutions to become politicized, to take one position in major political, economic or social issues. Our colleges and universities must not allow themselves to become agents for specific political, economic and social causes because the members of the academic communities must be free to explore all aspects of these issues. Possibly the one thing that can keep us from falling into this pattern is a strong, intimate governing board that is close to the people and close to the institutions it governs.

Another major problem we face is inflation. Universities today share the plight of those who are dependent on Social Security for income. There is no way to pass on increased costs due to inflation, except through taxes or increased fees for students. The fact that the legislature and the taxpayers demand an accountability for our spending poses no problem. But I am not pleased to see the implication by some that we are spending too much money for education. Our expenditures of public funds at UT are low, relative to neighboring states, and they are very low relative to national averages. We are asking ourselves how we can hope to pay salaries that will permit us to retain the kind of people we need--administrators, faculty and supporting personnel.

Finally, the most serious threat to the future of this state, including the future of higher education, is the harsh fact that Tennessee is financed primarily by regressive taxes. Tennessee is one of only six states which have no personal income tax, and we depend primarily upon the regressive sales and use tax.

If Tennessee's tax base is not changed, we face in the next 10 years the alternatives of state bankruptcy or falling so far behind in higher education and other state services that we will no longer be competitive with any other state.

In summary, we are suggesting that you retain the present concept of a coordinating agency and separate governing boards. If any changes are desired, make only those that are needed to solve the problems of the institutions concerned--without radically revising the present plan.

Tennessee's public colleges and universities vary greatly in their role and scope, serving under two different governing boards. But they complement each other and provide an excellent statewide program of higher education.

In my opinion, Tennessee's present plan of coordination is the best in the United States. . . .

It appears to me that the first task of this committee is to identify the parts of the present system that are functioning well, then to find and try to solve the problem areas. In doing so, please be sure that you do not listen too long and too hard to those who shout "wolf" but do not have a thorough understanding of the actual working dynamics of the present system.

Any reorganization should be in response to recognized needs of those directly concerned. There will be great risks in proposing radical changes in a system that is working successfully.

We risk alienating or losing tediously-built lines of communications with support groups such as alumni, parent groups, faculty, private corporations, foundations, and other building blocks of the University. Since only 35.9% of our funds come from state appropriations, we must be concerned about all our other constituencies. And, with radical changes, we risk stirring up a cauldron of political pressures, which could result in a patchwork system.

The specific reorganization recently proposed by the Legislative Council--that the THEC be abolished and its functions transferred to the State Board of Education--is not administratively sound. It would be equally inappropriate to put these functions under the UT Board of Trustees. Any attempt to combine coordinating and governing bodies, in effect, erases the coordinating function and automatically makes the coordinating body a governing body--thereby defeating the goal of coordination.

In other words, this proposal would put Tennessee's entire educational system, from kindergarten through the doctoral levels, under one board. Only one state in modern history has gone to a one-board governing body for all education--and that is the small state of Rhode Island. By contrast, 27 states have coordinating agencies, created by statute, to work with the governing boards of their institutions of higher education.

While we have advocated the continuation of the THEC as it is presently constituted, we want to add a word of caution in planning its future. Proposals have been made that the Commission be given the added power of terminating existing programs in any of the institutions of higher education. We think this would be a serious mistake since the Commission has not yet used the statutory powers it already has.

Terminating present programs should be done, if considered necessary, by rational argument and persuasion. The THEC can first exert moral force to help to educate involved people to the need for phasing out a program. If this fails the Commission has the right to go directly to university or college officials, to governing boards, and finally to the Legislature to recommend termination. This course of action has not been pursued. It is unlikely that an institution, faced with the prospect of legislative action to terminate a program, would fail to do so unless it could be certain the program was justified. . . .