

HIGHER EDUCATION IN MICHIGAN: ISSUES, POLICY IMPLICATIONS, AND RECOMMENDATIONS

--A Discussion Paper--

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PREFACE

Michigan is in a state of economic transition, and is moving toward a broad-based and diversified economy which relies more heavily upon the human and intellectual resources and the capabilities of its residents. Increased investment in human capital is central to achieving these goals. Michigan's system of higher education has long been noted for its quality and comprehensiveness. We believe that our junior and senior colleges and universities, both public and private, are among the state's greatest assets, and must play a major role in molding Michigan's future.

Toward this end, Governor James Blanchard has appointed a Commission on the Future of Higher Education. The Commission is conducting a "comprehensive study of Michigan's system of higher education and its role in contributing to our revitalization and quality of life." The public policy leaders, the legislature, and the Commission members will have to consider and act on the many complex issues which are of the utmost importance to this state and to its future.

This monograph on the state of higher education in Michigan centers around three principal themes. First, that investment in higher education is essential to Michigan's effort to diversify and revitalize its economy. that strong and independent public and private universities are vital in preparing Michigan's citizens to compete in a new industrial and technological Third, that the major issues confronting higher education in this state enrollment, tuition. state funding, access, industrial articulation and coordination among all three education sectors (public fouryear, public two-year, and private), and adequate facilities for basic and applied research. These issues must be addressed aggressively now to protect Michigan's future.

The following discussion is submitted in the hope that it will stimulate thought expecially through the work of the governor's Commission on the Future of Higher Education and encourage action in preparing Michigan's higher education system to achieve its vital role in economic revitalization.

Robert W. Hannah President PUBLIC SECTOR CONSULTANTS, Inc.

I. RECOMMENDATIONS

The key issues concerning higher education in Michigan are enrollment decline, rising tuition costs, and a concurrent decline in state funding. The resulting limits on access to higher education, the deterioration of physical facilities, and inadequate educational and research interface with industry are also critical concerns. Finally, articulation among two- and four-year public colleges and universities and program coordination should be addressed.

Higher education is one of Michigan's strongest assets in its effort toward economic revitalization. An independent and decentralized system is the most effective means for meeting these challenges. The following recommendations are designed to help ensure Michigan's system of higher education will be able to fulfill the role cast for it. We propose the following:

A. That the state provide adequate funding support so that public colleges and universities can play an appropriate role both in educating our citizens in the vital process of jobs creation in Michigan.

The level of such funding augmentation will need to be substantially above the present level, which is -- at best -- only equal to the level of 1970.

B. That Michigan must make substantial increases in its commitments to basic and applied research within its university communities.

Michigan's public colleges and universities have been recognized as research centers, with strong programs in a broad range of subjects at Michigan State University, Michigan Technological University, University of Michigan, and Wayne State University. Several other collegess and universities are noted for their research in specialized areas. Funding support from the federal government and other sources is concentrated at those schools which have the faculty, facilities, and equipment required to perform defined research. Resources in Michigan colleges and universities have suffered because of state funding cutbacks. Application of research findings will be essential in endeavors to diversify and revitalize Michigan's economy.

C. That public colleges and universities seek greater participation by business and organized labor in program development and performance.

This would include sponsorship of specific courses and programs by corporations in a cooperative partnership to provide a continuing flow of trained individuals to meet their staffing needs as well as to respond to the ongoing educational requirements of present employees. This might include on-site training experience and internships. Concerted efforts could also provide new and increased grants, contracts, and endowments from private individuals and foundations for research whose findings could advance the state's economic well-being and enhance its quality of life.

D. That outreach programs, for community segments outside the traditional college-age group (18 to 22 years old), which expand knowledge and skills beneficial to the individual and his/her community be offered.

Such programs must provide flexible class schedules in the evenings and on weekends, convenient locations and access on and off campus, with courses and degree offerings meeting the special interests and needs of these groups. In order to encourage participation, tuition for individuals 65 years of age or older should be waived in special circumstances. Such efforts would be mutually beneficial, enabling faculty to develop contacts and interactions with wide segments of the community.

E. That cooperation and coordination between the two-year community colleges and the private and public four-year colleges/universities should be fostered.

Consortia to advance the linkage and interchange of faculty, courses, and degree programs should be recognized, promoted, and supported financially.

F. That Michigan seek to reach compacts with adjacent states for the joint provision of programs where there is a limited need in each state.

This concept has been developed and fostered by the Southern Regional Education Board and its 15 member states and elsewhere through specialty programs such as veterinary medicine. Such efforts, providing evidence of more efficient and effective use of resources, would ease the difficult task of obtaining general fund financing for higher education.

G. That the state, if it wishes to maintain its commitment to a comprehensive quality higher education system available to all Michigan residents meeting admission requirements, provide general fund appropriations in future years which are adequate to meet rising operating costs.

Providing assured funding through earmarked taxes merits careful consideration. Further increases in tuition and other student fees exceeding the rate of inflation will produce elitist institutions whose remaining enrollment will be from relatively small community segments, those with personal financial resources, and those who are able to obtain funding support from the federal government or other sources. Much of the middle class would effectively be excluded.

1. Statewide policymakers should consider the merits of tuition differential appropriations as an alternative to ever-increasing scholarships and need-based aid.

- 2. Even with a moratorium on new construction, financing will be required for the systematic renovation and replacement of obsolete buildings. The colleges or universities have reported to the governor that the cost of deferred maintenance of existing buildings is in excess of \$200 million. A reversal of the decline in federal funding is unlikely to succeed at this time because of the federal administration's commitment to state and local financing of education.
- H. That tax credits, expanded scholarships, and state-guaranteed loans, as well as other financial assistance, be considered.

Colleges and universities will have the difficult task of recruiting additional numbers of recent high school graduates, raising the proportion accepted above the current 30 percent without lowering their admission standards. Proposals for federal tax credits for higher education, advanced by President Reagan, would also have some impact on enrollment if enacted. Cooperative efforts with high schools will be necessary to prepare students for college and university standards and requirements.

I. That a comprehensive effort be extended to halt and reverse the ongoing decline in enrollment. The breadth and diversity of programming cannot be maintained with a greatly reduced number of students.

Programs to augment the size of the student body must focus on (1) increasing the proportion of recent Michigan high school graduates who enter public colleges and universities, (2) reducing attrition, and (3) developing degree and nondegree programs for individuals seeking new career choices, broadening their knowledge and skills, or wanting to participate in lifelong learning programs. There also will be a need to expand and develop new vocational and professional-oriented curricula as well as new graduate and postgraduate programs.

J. That special programs to recruit and retain disadvantaged and minority students be expanded so that the decline in their numbers on campus is reversed.

Black students have a higher dropout rate than others so that their percentage of the total student body decreases after the first school year. They, in particular, need guidance and assistance in attaining their educational objectives.

K. That institutions not be closed nor programs phased out without close examination and deliberation.

The most dramatic single action the governor's commission could recommend would be to close one or more colleges and universities, and transfer existing programs to other schools.

Closing one or more colleges and universities would be difficult to accomplish and would require the resolution of complex It could have a devastating impact on the tenure rights. economy of affected communities and would be bitterly opposed by the schools' various other constituencies as well as by those who would consider such actions a reversal of the state's longstanding commitment to higher education. Relocating departments ordegree programs from one college university to another can be fraught with awesome problems. It would also lead to some decrease in enrollment because of increased travel distances. While this action would bring capacity closer in line with projected enrollments, a net cost saving for the state would not occur for several years and might never occur because of the long-term economic impact on a given community.

L. That all programs and courses offered in the colleges and universities be evaluated systematically, eliminating or merging those which are unnecessarily duplicative or redundant.

Courses and degree programs might also be discontinued or combined where student enrollment has declined below minimal This review, with resultant action to remedy perceived deficiencies, has been ongoing to some extent in all of the 15 colleges and universities. With the need for accelerated cutbacks because of enrollment and funding decreases, the colleges and universities may have to coordinate the review process under state auspices. Michigan's traditionally high standards of higher education are directly related to the freedom and independence assured the state's colleges and universities. The difficult task will be to foster local innovation and initiative while providing centralized coordination of programming. An appropriate response might be regional coordination, particularly in areas such as the Upper Peninsula and the western part of the state.

M. That a uniform early retirement plan for a limited time period might be implemented to produce a considerable cost saving and bring faculty and support staff numbers more in line with current and projected enrollment.

Even with only partial replacement, this would provide some opportunity for hiring and advancement of younger faculty and staff. All 15 colleges and universities have initiated a variety of stringent cost-control measures, including a selective hiring freeze. Some have developed early retirement programs with minimal replacement in order to speed the process of faculty and staff reduction.

Not to decide will be to decide. Failure to act decisively and quickly will place Michigan at a disadvantage in relationship to our sister states and to other countries. This would impact negatively on the nation and on this state's economic resurgence and quality of life.

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II. HISTORICAL SYNOPSIS

Michigan's citizens have been justifiably proud of their higher education institutions -- some of the most outstanding and comprehensive in the nation. The colleges and universities are recognized centers of excellence in education and research and have provided a multitude of state residents with training in a wide range of subject areas. Faculty and graduates have been an important factor in advancing Michigan's economy and quality of life.

Michigan's postsecondary system spans more than a century and a half. The University of Michigan was initiated in 1817 and reestablished at Ann Arbor in 1837, the year Michigan entered the union as a state. It was followed in 1855 by Michigan State University, initially known as the Michigan Agricultural College, the nation's first land-grant college. Other institutions in the system were established subsequently, primarily as regional teacher training institutions or other special purpose educational enterprises. The newest, Saginaw Valley State College, was chartered by the state in 1964.

Michigan's private colleges and universities began with Kalamazoo College in 1832. Beginning at this early date the private colleges and universities, now numbering 56, have grown and flourished. In most cases the private colleges provide a more limited choice of curriculum than do the public four-year colleges, have smaller, more homogeneous student bodies, and charge higher tuition. However, these characteristics do not diminish the quality of faculty, program, or student accomplishments of which many of the state's private colleges may appropriately boast.

The Michigan community college system was formally created by an act of the legislature in 1917. However, this action was preceded by the establishment of Grand Rapids Community College in 1914, one of the first institutions in the nation with this particular role and mission. Following the Russell Report in 1956 the number of community colleges rapidly expanded to the current 29. The community college movement was founded on the premise that all of Michigan's residents ought to be serviced within reasonable commuting distance by access to some postsecondary opportunity, whether academic track or vocational in orientation.

The nation's colleges and universities experienced a massive enrollment increase after World War II when the G.I. Bill brought thousands of students to their campuses. In Michigan this growth produced a demand for expanded program and degree offerings and led to a transition from single-purpose public colleges to multipurpose institutions. This change in the public higher educational sector was formally recognized in Michigan's 1963 Constitution which provided the structure for the present public system. This system now consists of nine universities, the two branches of the University of Michigan (Dearborn and Flint), and four colleges.

¹Central Michigan University, Eastern Michigan University, Michigan State University, Michigan Technological University, Northern Michigan University, Oakland University, University of Michigan, Wayne State University, Western Michigan University.

²Ferris State College, Grand Valley State College, Lake Superior State College, Saginaw Valley State College.

III. ROLE OF HIGHER EDUCATION IN MICHIGAN

Investment in higher education is essential in Michigan's effort to diversify and revitalize its economy. Michigan's move toward a more broadly based economic system will create enormous demands upon our educational institutions. People currently working in declining industries will need to be retrained. New workers must be prepared for rapidly changing technologies. Research and development are essential for application of these technologies to our existing industry and to help foster the climate for new industries.

Michigan's higher education system can contribute to this process through competencies and programs already in place. The demand for retraining can be met through growing technical programs in the two-year colleges and through continuing education programs as well as basic education in the four-year schools. Existing programs at these institutions represent comprehensive and flexible abilities to meet new demands of Michigan's future economy.

Research capabilities at the University of Michigan, Michigan State University, and elsewhere provide Michigan with unique strengths to deal with a complex future. Higher education will maintain a talent pool of the highest calibre, an essential resource if Michigan hopes to maintain a position in fields on the cutting edge of technology.

A commitment to advanced educational opportunities, basic and applied research, and public service is crucial to the success of statewide initiatives aimed at economic expansion and diversification. This view has been well documented by developments in the Massachusetts area, the research triangle in North Carolina, and in the California and Texas university systems.

Strong and independent colleges and universities are a key to preparing Michigan's citizens to compete in the new industrial and technological age. No convincing case has yet been made for centralized state higher education. In fact, there is increasing evidence that state centralization hampers initiative and slows reaction time in all but those cases where state financial resources were growing rapidly. Michigan's public and private colleges and universities remain much stronger that its relative placement in national rankings for state funding/per student for higher education would indicate. This strength is undoubtedly due in large part to the creativity and flexibility of our current decentralized system.

IV. ISSUES

A. Enrollment

Total enrollment (fall head count) among public four-year colleges reached a record high of 242,907 in 1980. It then decreased to 235,027 in 1981 and had declined further to 226,999 by 1983. Ten of the 15 public four-year schools reported a decline in student enrollment between 1980 and 1983. Only the Flint branch of the University of Michigan had a major increase (29.4 percent) as a consequence of its expanded program offerings and campus development.

In recent years, approximately 60 percent of Michigan's high school graduates have pursued higher education. Of these, approximately 30 percent have entered a public four-year college or university in this state. About the same number have been admitted to community colleges, private colleges and universities, or out-of-state schools. These figures have remained fairly constant.

Although attributable to several factors, falling enrollment primarily reflects the rapid decrease in births to Michigan residents between 1957, the peak year, and 1977. The annual number of births in this 20-year period declined more than one-third, from 208,488 to 138,416. It then remained slightly above this figure for several years, reaching 145,162 in 1980 before declining again. There were 137,950 resident live births in 1982 and the 1983 count is expected to be under 135,000.

Outmigration has also contributed to enrollment declines. An annual average of 20,000 residents under 18 years of age has left Michigan since the 1980 census while only a small number (less than 5,000 per year) moved into the state. Assumptions of a renewed, appreciable enrollment increase before the end of the century because of a resurgence in the college-age population therefore are not warranted. In fact, there has been speculation that enrollment may decrease more than projected here because some potential students in liberal arts programs may switch to career-related degrees, while others opt for junior colleges, technical schools, or for no formal education beyond high school.

TABLE 1

Opening Fall Enrollment (Head Count) in Institutions of Higher Education in Michigan for Undergraduates, 1980-83

		Enr	ollment		
	1980-	1981-	1982-	1983-	Change
Type of Institution	1981	1982	1983	1984*	(1980-1983)
Public Four-Year Colleges	242,907	235,027	226,385	226,999	-15,908
and Universities					
Central Michigan University	18,269	17,653	17,132	17,259	- 1,010
Eastern Michigan University	19,323	18,766	18,078	18,880	- 443
Ferris State College	11,112	11,261	11,008	10,767	- 345
Grand Valley State College	6,984	6,699	6,366	6,710	
Lake Superior State College	2,501	2,559	2,425	2,820	
-and superior state conege	2,001	2,000	2,420	2,020	, 919
Michigan State University	47,316	44,887	42,730	41,765	- 5,551
Michigan Technological University	7,865	7,779	7,640	7,414	- 451
Northern Michigan University	9,379	9,073	8,182	8,054	- 1,325
Oakland University	12,006	11,644	11,721	12,064	+ 78
Saginaw Valley State College	4,285	4,324	4,426	4,612	+ 327
		,	,	,	
University of Michigan, Ann Arbor	37,117	35,677	34,907	34,593	- 2,524
University of Michigan, Dearborn	6,291	6,575	6,390	6,399	+ 108
University of Michigan, Flint	4,410	4,609	5,025	5,707	+ 1,297
Wayne State University	33,408	31,522	29,775	29,639	- 3,769
Western Michigan University	22,641	21,999	20,580	20,296	- 2,345
D.11					
Public Two-Year Colleges	209,481	211,964	213,204	217,230	+ 7,749
Alpena	2,097	1,946	1,984	2,006	- 91
Bay De Noc	1,531	1,621	1,626	1,616	+ 85
C.S. Mott	10,698	10,787	10,865	11,432	+ 734
Delta	9,996	10,013	10,279	10,607	+ 611
Glen Oaks	1,224	1,173	1,244	1,280	+ 56
Gogebic	1,130	1,591	1,600	1,600	+ 470
Grand Rapids	8,871	8,905	9,207	9,254	+ 383
Henry Ford	16,231	15,946	16,403	16,555	+ 324
Highland Park	2,654	2,706	2,625	2,623	- 31
Jackson	7,085	7,846	5,259	6,146	- 939
	1,000	1,040	3,239	0,140	- 939
Kalamazoo	7,069	7,471	7,895	8,141	+ 1,072
Kellogg	5,855	5,369	5,197	4,660	- 1,195
Kirtland	1,075	1,418	1,335	1,406	+ 331
Lake Michigan	3,602	3,013	2,977	3,025	- 577
Lansing	18,884	19,143	19,779	20,808	- 1,924

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Macomb	30,094	29,141	30,410	31,152	+	1,058
Mid Michigan	2,007	1,582	1,573	1,693		314
Monroe	2,151	2,470	2,702	2,937		
Montealm	1,544	1,223	1,237	1,361	_	
Muskegon	5,171	5,100	5,009	4,908	-	
North Central	1 001	1 057	1 001	1 000		
Northwestern	1,881	1,957	1,681	1,832	-	49
Oakland	3,389	3,432	3,448	3,354	-	35
St. Clair	22,554	24,000	25,359	26,939		3,885
Schoolcraft	$3,634 \\ 8,077$	$3,655 \\ 8,527$	3,879 8,509	$3,871 \\ 9,012$	+	
Sonotorur	0,011	0,041	0,509	9,012	+	935
Southwestern	2,135	2,328	2,465	2,517	+	382
Washtenaw	8,445	8,343	8,247	8,351	_	94
Wayne	18,386	20,325	19,475	17,003	-	1,383
West Shore	1,011	933	1,081	1,141	+	130
Independent Colleges						
and Universities	66,144	68,406	69,807	73,089	+	6,945
Adrian	1,116	1,242	1,222	1,192	+	76
Albion	1,860	1,876	1,742	1,662	_	198
Allan/Touro	_	20	-,	1,616		1,616
Alma	1,198	1,110	1,059	1,004	_	
Andrews	3,018	3,083	2,851	2,878	_	
Aquinas	2,529	2,753	2,743	0.070		240
Baker Junior College	1,311	$\frac{2,733}{1,427}$	$\frac{2,743}{1,762}$	2,878 $1,949$	+	$\begin{array}{c} 349 \\ 638 \end{array}$
Calvin	4,058	3,919	3,807	$\frac{1,949}{3,938}$	+	$\frac{038}{120}$
Calvin Theological	190	185	210	240	+	50
Center for Creative Studies	1,086	1,103	1,113	1,124	+	38
	1,000	1,100	1,110	1,141	•	30
Center for Human Studies	-	55	69	68	+	68
Central Bible	**	**	**	82		**
Chapin Junior College	_	9	16	_		_
Chrysler Technical Training Center	**	**	**	275		**
Cleary	765	416	1,006	1,089	+	324
Concordia	526	550	540	525	_	1
Cranbrook	148	150	140	140	_	8
Davenport Junior College	3,047	4,265	4,511	4,684	+	1,637
D'etre	**	**	**	52		**
Detroit Baptist Theological	**	**	**	44		**
Detroit Bible	375	**	**	**		**
Detroit College of Business	2,368	2,789	2,965	3,496	+	1,128
Detroit College of Law	848	874	877	839	_	9
General Motors Institute	2,327	2,389	2,433	2,494	+	167
Grace Bible	176	241	170	152	-	24

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Kalamazoo 1,452 1,367 1,234 1,126 - 3 Kendall 482 505 577 644 + 1 Lawrence Institute of Technology 5,260 5,703 5,868 6,230 + 2 Lewis College of Business 487 609 515 652 + 3 Madonna 3,213 3,385 3,409 3,924 + 7 Marygrove 1,025 1,149 1,189 1,237 + 2 Mercy 2,484 2,119 2,106 2,204 - 2 Michigan Christian 338 319 343 372 + Muskegon Business 1,125 1,175 1,253 1,430 + 3 Nazareth 531 528 571 663 + 1 Northwood 1,945 1,929 1,846 1,870 - Olivet 668 637 561 615 - Reformed Bible 209 206 222 206 -	** 187 27 43
Kalamazoo 1,452 1,367 1,234 1,126 - 3 Kendall 482 505 577 644 + 1 Lawrence Institute of Technology 5,260 5,703 5,868 6,230 + 3 Lewis College of Business 487 609 515 652 + 3 Madonna 3,213 3,385 3,409 3,924 + 7 Marygrove 1,025 1,149 1,189 1,237 + 2 Mercy 2,484 2,119 2,106 2,204 - 2 Michigan Christian 338 319 343 372 + Muskegon Business 1,125 1,175 1,253 1,430 + 3 Nazareth 531 528 571 663 + 1 Northwood 1,945 1,929 1,846 1,870 - Olivet 668 637 561 615 - Reformed Bible 209 206 222 206 -	55
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Nazareth 531 528 571 663 + 1 Northwood 1,945 1,929 1,846 1,870 - Olivet 668 637 561 615 - Reformed Bible 209 206 222 206 -	280 34 305
Olivet 668 637 561 615 - Reformed Bible 209 206 222 206 -	132 75
	53 3
Sacred Heart 142 172 198 242 + 1	100
St. Cyril and Methodius Seminary - 73 92 47 + St. John's 149 211 190 168 + St. Mary's 185 216 195 264 +	47 19
G1	79 *** 16
Spring Arbor 1,086 1,011 975 1,012 - Suomi 578 510 558 598 +	$74 \\ 20$
Thomas Cooley Law School 1,052 1,045 1,115 1,159 + 1 University of Detroit 6,397 6,186 5,967 6,015 - 3	$\begin{array}{c} 20 \\ 107 \\ 382 \end{array}$
Walsh $1,583$ $1,707$ $1,388$ $2,053$ + 4	470
Western Theological Seminary 104 130 122 150 + William Tyndale ** ** ** 319 Yeshivath Beth Yehudah ** 64 231 **	46 **

SOURCE: Michigan Department of Education, special release (January 3, 1983).

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^{*}Figures provided by individual schools.

^{**}Enrollment not reported.

^{***}Closed.

While the 15 public colleges and universities experienced a 6.5 percent decrease in enrollment between 1980 and 1983, enrollment in the state's 56 independent colleges and universities increased 10.5 percent (from 66,144 to 73,089). This is the reverse of the national enrollment shift from private to public colleges and universities noted by the Chronicle of Higher Education (November 24, 1982). Median enrollment in these Michigan institutions is slightly over 1,000 and six of the top 10 are affiliated with a religious denomination. The University of Detroit, the largest private school with 6,015 students, is smaller than 12 of the 15 public colleges and universities.

Barring unforeseen factors unrelated to Michigan demographics, the public education system will experience a further loss in the number of its students, particularly in undergraduate programs, for the remainder of the 1980s. With a continuation of current trends, and in spite of temporary upswings, total enrollment by the early 1990s could be as much as 20 percent lower than the 1983 count. Most other midwestern states can anticipate a decrease of comparable magnitude.

B. Tuition

Tuition was relatively low in the public system until the late 1960s. Up to that point, state appropriations provided more than three-fourths of general fund requirements for public colleges and universities. With the availability of scholarships and grants for needy students, enrollments continued to grow with brief interruptions, until the present decade. Tuition at the public community colleges increased an average of 60.3 percent between 1978-79 and 1982-83, from \$464 to \$744. This equals an annual increase of 12.4 percent.

TABLE 2						
Percentage Distribution of General Fund Revenue Sources of Michigan's Public Colleges and Universities 1966-67, 1977-78, and 1981-82						
GENERAL FUND REVENUE SOURCE	1966-67	PERCENT 1977-78	1981-82			
Student Tuition	23.8	30.1	34.6			
State Appropriations	69.1	64.1	58.9			
Other Income	7.1	5.8	6.5			
TOTAL	100.0	100.0	100.0			

SOURCE: The State Investment in Higher Education 1983,
Presidents Council, State Colleges and Universities.

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One reason for this divergence may be that private schools in Michigan have experienced an appreciable increase in the number of students enrolled in business programs. Further, most of these schools are relatively small and in many cases serve specific religious and ethnic groups.

Student tuition in the public four-year colleges now accounts for more than one-third of total revenue. In order to maintain the level and quality of their educational services, the colleges and universities will have to balance the income loss resulting from reduced enrollment by some combination of (1) increased tuition, (2) reversal of the enrollment decline, (3) greater state funding support, (4) expanded funding from other sources, or (5) further program reductions and cutbacks. That task will be challenging. It will be equally so for private colleges where dependence on tuition for operating revenue is much greater.

TABLE 3

Tuition for Undergraduates at Michigan Public Colleges and Universities, 1978-79, 1980-81, 1982-83, and 1983-84

INSTITUTION	1978-79	1980-81	1982-83	1983-84	PERCENT INCREASE
Central Michigan University	\$846	\$ 1,027	\$1,337	\$1,507	78.1
Eastern Michigan University	875	999	1,365	1,489	70.2
Ferris State College	804	1,011	1,464	1,671	107.8
Grand Valley State College	855	1,053	1,425	1,502	75.7
Lake Superior State College	798	960	1,320	1,455	82.3
Michigan State University b	1,141	1,409	1,796	1,954	71.7
Michigan Technological University	861	1,059	1,512	1,692	96.5
Northern Michigan University	852	1,027	1,322	1,446	69.7
Oakland University ⁰	869	1,047	1,406	1,545	77.8
Saginaw Valley State College	846	1,018	1,448	1,627	92.3
University of Michigan, Ann Arbor	1,174	1 , 475	2,026	2,218	88.9
University of Michigan, Dearborn	832	1,088	1,541	1,757	111.2
University of Michigan, Flint	788	1,000	1,356	1,472	86.8
Wayne State University	1,074	1,422	1,816	1,816	69.1
Western Michigan University b	864	1,070	1,391	1,506	74.3
AVERAGE	\$ 984	\$1,228	\$1,626	\$1,838	86.8

SOURCE: Presidents Council, State Colleges and Universities, 1983.

First- and second-year students.

The rise in tuition, in turn, could ultimately lead to a further enrollment decline as would program reductions and cutbacks. The rising cost of education means that growing numbers of young men and women or their

a Michigan residents with 31 semester credits per year. h

families are unable to afford these higher expenses and must compete for a limited number of available loans and scholarships.

C. State Funding

In recent years the public higher education system has experienced serious fiscal reverses from reductions in federal funds and state appropriations as well as from accelerating declines in enrollment. In response, the colleges and universities increased tuition and instituted a variety of program reductions and cutbacks. Governor Blanchard recently noted that Michigan, which until the early 1970s ranked among the top ten in its per capita fiscal support for higher education, now ranks 39th among the 50 states.

Michigan's public universities and colleges increasingly are faced with a "Catch-22" situation. Reduced enrollment has produced a drop in tuition and other sources of student-derived income which has not been balanced by increased funding from the state and/or federal government. Michigan's general fund budget has been cut repeatedly in the last two years because of revenue shortfalls. An increasing proportion has gone to social service programs because of expanding need resulting from the recent economic recession. Reversing the trend of previous years, the 1983-84 general fund appropriation (\$709.9 million) for higher education reflected a 5.2 percent increase over the previous year's original budget (8.8 percent if the \$22.8 million cut by executive order in 1982-83 is excluded). However, after adjustment for inflation, appropriations remain about 15 percent below the levels of the 1970s.

The public community colleges have experienced similar reductions in state appropriations. The rise in the state funds provided was exceeded by a 50.0 percent inflation in the price index. Although their enrollment has been increasing, state funding support (after adjustment for inflation) for these schools decreased 7.4 percent in the last 10 years.

TABLE 4

Michigan General Fund Expenditures for Public Colleges and Universities, 1974-1983

Fiscal Year	General Fund Expenditure	Expenditure Adjusted for Inflation	Index (1974 = 100)
1974	\$422.2 million	\$422.2 million	100.0
1975	439.8	409.1	96.9
1976	464.5	410.0	97.1
1977	516.7	427.0	101.1
1978	576.6	442.9	104.9
1979	623.2	424.8	100.6
1980	576.7	339.2	80.3
1981	610.2,	328.4	77.8
1982	652.2 ^b	337.4	79.9
1983	\$709.9	\$355.0	84.1

SOURCE: Office of the Budget, Michigan Department of Management and Budget.

Michigan is one of only 11 states where funding for public colleges and universities has decreased in the last 10 years. All, except Oregon, are in the midwest or northeast. Michigan's rate of decline (11 percent) was exceeded only by Illinois. Federal grants, contracts, and gifts from private foundations, companies, or individuals have not risen sufficiently to compensate for this reduction.

One frequently advanced proposal for minimizing the impact of declining state funding is to close one or more public colleges and universities and to distribute these freed state dollars among the remaining institutions. Even if implemented, such savings would not be realized quickly. Most major operating costs are fixed and cannot readily be reduced or eliminated. For example, outstanding bond obligations on buildings may have to be paid off. It is difficult, time-consuming, and initially costly to close residence halls, reduce faculty and support staff, and eliminate courses or entire programs.

Furthermore, if colleges are to be closed, has anyone really developed a true way of accounting for the projected net savings? If tuition is lost, if unemployment compensation, severance, or moving costs are paid to staff, if buildings are not to be allowed to rot or if they have to be remodeled for

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^aBased on Detroit Consumer Price Index.

^bAfter executive order.

another purpose (i.e., prisons), and if the student body and university campuses are the mainstay of a community, what is really saved by the State of Michigan? If discussed seriously, it must be treated by real means and not spurious assumptions of short-term general fund "savings."

In order to cope with declining revenues, schools have initiated a variety of cutbacks. They also raised the tuition charged students, from an average \$984 in 1978-79 to an average charge of \$1,838 in 1983-84, an increase of \$854 per student, or an average of 13.1 percent per year. Michigan State University, for example, raised its tuition 9.07 percent this fall to \$1,959 per year for Michigan residents attending full time. Average tuition charges at Michigan's public colleges and universities last year were \$561 above the comparable national figure of \$1,065.

D. Access

Proportionally, Michigan's enrollment decline has been most pronounced among blacks. The 1980 census noted that 12.9 percent of Michigan residents were black, while 2.1 percent belonged to other racial minorities. Beginning in the early 1960s, affirmative action and active recruitment led to a gradual increase in the number and percentage of black students at public colleges and universities. Black enrollment peaked in the late 1970s at 9.3 percent and then decreased to the current 7.6 percent. This drop of nearly 3,000 in the last five years, as indicated in Table 5, has been most pronounced at institutions in the Detroit metropolitan area — Eastern Michigan University, Oakland University, University of Michigan, and Wayne State University — where more than 90 percent of black students are enrolled. A continuation of this trend would have serious social and economic consequences, accentuating the prevailing racial dichotomy.

In the public community colleges, 11.7 percent of the 213,204 students enrolled in 1982-83 were black. Although the total student count increased 2.6 percent in the preceding two years, the number of black students declined one percent (from 25,239 to 24,975). Comparable figures for earlier years are not available.

TABLE 5

Distribution of Undergraduates at Michigan Public Colleges and Universities by Race⁸, 1976-77, 1980-81 and 1982-83

RACE	1976-77	YEAR 1980-81	1982-83	CHANGE 1976-1982
NUMBER	174,387	185,915	173,614	- 773
White Black Other	154,659 16,166 3,562	167,576 14,297 4,042	156,076 13,172 4,366	+1,417 -2,994 + 804
PERCENT	100.0	100.0	100.0	
White Black Other	88.7 9.3 2.0	90.1 7.7 2.2	89.9 7.6 2.5	+ 1.2 - 1.7 + 0.5

SOURCE: Michigan Department of Education, unpublished data.

E. Research

Collectively and individually, colleges and universities house an incredible amount and variety of talent, creativity, knowledge, and skill. Some of our university resources are archaic, or at least seemingly so, until the particular skill suddenly becomes critical. Nobel prizes in science are often awarded for research activity thought peculiar and aberrant by colleagues when first initiated decades earlier. Michigan's willingness to find ways to house, nurture, and stimulate just such opportunities in this state is essential to its future. Michigan cannot attract or retain high technology applications personnel to a state that rejects basic research as a high priority in state funding.

However, even if research funding is expanded, the irony is that it will go to the well-established universities (especially to the University of Michigan and Michigan State University) and all of the data on cost, load, productivity, and enrollment decline have no bearing (see Table 6). It asks much of state policymakers to have such faith at such cost when so many will demand "cut, coordinate, and reduce" as the obvious conclusion to the concerns which prompted a gubernatorial commission in the first place.

^aStudents with race not reported were allocated in same proportion as those with reported race.

TABLE 6

Colleges	Indirect Cost Recovery	Percent
Central Michigan University	\$ 191,302	0.5
Eastern Michigan University	643,211	1.6
Ferris State College	152,426	0.4
Grand Valley State College	155,786	0.4
Lake Superior State College	34,257	0.1
Michigan State University	10,164,842	25.5
Michigan Technological University	1,140,078	2.8
Northern Michigan University	150,963	0.4
Oakland University	585,411	1.5
Saginaw Valley State College	38,091	0.1
University of Michigan	22,923,900	57.5
U of M Dearborn Campus	0	_
U of M Flint Campus	0	_
Wayne State University	3,354,635	8.4
Western Michigan University	366,000	0.9
COLLEGES TOTAL	\$39,900,902	100.0

F. Facilities

Physical Plant - Needs and Maintenance

University of Michigan, Michigan State University, and Wayne State University recently made news when their presidents presented the governor a \$90 million list of repairs and modifications needed to bring their current physical plants into a condition worthy of use by modern research institutions. Although this problem exists in all sections of state government, it is particularly acute in the higher education system. Preventive and routine maintenance of plant has been too long delayed. Two years ago the Bureau of Physical Facilities of the Department of Management and Budget collected data indicating a total of over \$200 million in needed upgrading of existing plant on state college and university campuses. A way must be found to address this issue, not for just three campuses alone, but for the total system of public higher education.

G. Industrial Interface

As noted elsewhere, the concurrence and interface of state and private resources in research centers in Massachusetts and North Carolina have been sources of great economic strength and resurgence in those states.

Michigan's legislators and policymakers would be well advised to analyze critically how to take advantage of our university resources. Unlike other states, Michigan has a unique spread of facilities and faculty talents. Rather than bemoan lack of coordination in a decentralized era, this state should take

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advantage of its suitability to bring about a decentralized and uniquely specialized system.

Elements of such a "system" already exist apart from the major research institutions in Ann Arbor and East Lansing. One need look no further than the creative center for new business at Michigan Technological University, the widely recognized and industrially funded school of paper science and chemistry at Western Michigan University, or the new center for the oil and energy corporations at Central Michigan University to find examples of this phenomenon. Such efforts should be creatively stimulated on a statewide basis.

H. Articulation

Public Two-Year Schools

Michigan has 29 public community and junior colleges. Combined fall enrollment for 1983-84 was 217,230. Many students attended on a part-time basis so that this figure was equal to 129,400 full-time equated (FTE) students. Community colleges are located throughout the state in metropolitan and nonmetropolitan areas and provide a range of courses which enhance job skills, cater to a wide age group and to broad segments of the community, and have relatively low tuition charges. More than 90 percent of all Michigan residents are within commuting distance of one or more of the public community colleges.

The public two-year colleges experienced a 1.9 percent enrollment increase this year (from 213,204 in 1982-83 to 217,230 in 1983-84). This reflects a continuation of a steady rise in the student count during the last decade. The state appropriation for the two-year colleges for 1983-84 amounts to \$144,708,000, or an average of \$1,118.30 for each of the estimated 129,400 full-time equated students. However, when adjusted for inflation, this is equal to a 35.7 percent funding decrease in the last 10 years. The decline has been particularly pronounced at the colleges which have experienced a greater than average growth in the number of students.

This loss of state support has been coupled with increasing difficulty in obtaining local millage approval. To compensate for this, colleges have restricted course offerings, deferred physical plant maintenance, severely limited faculty salaries, and/or raised tuition charges. Colleges increasingly are reviewing their program content, seeking to determine whether or not they can continue to provide the same diversity and number of courses they have provided in the past. The need in future years will be for meaningful dialogue with counterparts in the public four-year colleges and universities and in the independent colleges and universities in order to assure proper articulation of faculty, courses, and degree offerings. In areas such as Kalamazoo and Grand Rapids which have a variety of higher education facilities, the development of consortia appears to be a desirable objective.

Independent Colleges and Universities

There are 56 independent colleges and universities in Michigan, with an enrollment ranging from 44 to 6,230. While the total number of students increased 10.5 percent in the last three years (from 66,144 to 73,089), this rise is deceptive since the growth primarily was concentrated in a number of junior business colleges. Most independent colleges with degree programs in the liberal arts, humanities, and sciences reported a decrease in enrollment.

Much of the concern of these colleges relates to fiscal matters. While a few are financially secure, most have limited endowment funds and receive only relatively small monetary support from religious (church) or other community sponsors. State support, through tuition assistance or other funding, amounts to \$51,273,400, an average of \$701.52 per student in FY 1983-84. Because of the limited financial resources, tuition is relatively high and the college population necessarily comes primarily from an upper economic background or receives tuition assistance. There are few minority students.

With the continuing decrease in the number of residents in the 18 to 22 year-old age group, independent liberal arts colleges increasingly will be at a disadvantage in the competition for potential students. A continuation of the current gradual enrollment and tuition revenue decline therefore is likely. A related difficulty will be to maintain quality faculty while focusing curriculum on areas of recognized high standards. Efforts to coordinate programs with the public two- and four-year colleges and universities surely will be of great importance.

Contractability of the System

The 15 public colleges and universities do not form a homogeneous system. Each has developed a slightly different "capacity" and "demand" for Few would argue that if Eastern Michigan University, for example, were to be amalgamated with the nearby University of Michigan that all its programs should or could be continued by the University of Michigan. Some of the programs and students of Eastern Michigan University would have to go elsewhere, or possibly nowhere at all. It is a simplistic assumption that closing Lake Superior State College would mean a compensating increase in the number of students at Northern Michigan University. Higher education institutions are not analagous to automotive plants. This is especially so if the data collected in the 1956 Russell Report are still valid. indicated that a higher percentage of high school graduates in counties with close access to a college do in fact continue their education than do high school graduates in counties without close access to two- or four-year opportunities.

Consideration must be given to the appropriate role and relationship of the two-year community colleges to the four-year universities. The Russell Report suggested their creation and their function. What is now the proper relationship? Can amalgamations be made that are more reasonable than the functional dislocation of a University of Michigan-Eastern Michigan University type merger?

However, a discussion of two-year and four-year public higher education in Michigan must also review the role, function, and relationship of private

higher education. Private colleges and universities now receive over \$50 million in direct state aid. What responsibility belongs to the state? Grand Valley State College, for instance, might be a major college of 15,000 or more if it were not for the continued strong competition from the nearby colleges — Hope, Calvin, Aquinas, Davenport, Baptist Bible, or Grand Rapids Junior. Each is supported in part from state funds. When is state coordination an advantage?

I. Coordination

Meaningful discussion of statewide coordination cannot be undertaken without knowledge of program availability in existing public two-year, public four-year, and private colleges and universities. No such list currently exists in a readily usable format. Similarly, state policymakers must utilize productivity data on faculty and nonacademic staff, by program, by university, and by university category (private/public). (Most of these data currently are stored in the state's Higher Education Information Director Index (HEIDI) system and could be made available.)

What percentage of high school graduates should attend institutions of higher education? In short, for whom does Michigan finance the system? If it is not graduating seniors, then who is the constituency to be -- and for which of the schools?

Surely, legislative and other policymakers will study statewide coordination, either programmatically or systematically. In doing so they should be cognizant that informal systems already exist and include the Council of State College Presidents, Michigan Association of Governing Boards, Independent College Association of Michigan, and Junior College Association. Also functioning are councils and coordinating groups of academic, business, student service and governmental relations offices, academic units which include continuing education, medicine, nursing, and consortia such as that in Kalamazoo amongst four-year public, two-year public, four-year private, and business colleges.

One suggestion Public Sector Consultants, Inc. offers to those in positions of policymaking authority is that perhaps these informal systems should be encouraged to flourish. If, however, coordination is deemed essential, are there possibilities short of the absolute central coordination with its potential to stifle creativity and initiatives as well as save dollars and resources? Is regional coordination reasonable for the Upper Peninsula, for metropolitan Detroit, Grand Rapids, or elsewhere?

V. KEY QUESTIONS

Public Sector Consultants, Inc. believes that key questions to be addressed by the governor's Commission on Higher Education, the legislature, and other policymakers are the following:

- A. What level of support from the state is needed over the next five years if we are to fully exploit the contributions Michigan's public and private institutions of higher education should be making to help in revitalizing, diversifying, and improving (a) economic activities in Michigan? (b) environmental conditions in Michigan? (c) the state of the arts?
- B. What have been the results in terms of coordination and cooperation from the several informal consortia of institutions of higher education in Michigan?
- C. What is the current condition of physical plant (buildings and equipment) in our public institutions of higher education and what level of upgrading is needed over the next five years?
- D. What can and should Michigan be doing to make higher education affordable to those interested in and capable of benefitting from its offerings?
- E. How adequately are Michigan public and private institutions of higher education equipped in terms of space, curricula, equipment, library resources, and personnel to handle the likely number of students seeking enrollment in higher education institutions from now through the year 2000 and beyond?
- F. What affirmative action results have been accomplished in public and private education in Michigan to date and what would appear to be desirable goals over the years ahead?
- G. If downsizing is required, how can it be handled?

VI. CONCLUSION

Michigan currently possesses a tremendous asset in its drive to diversify our economy and to create jobs -- its higher educational institutions, public and private.

All sectors of higher education have, however, experienced strains due to Michigan's economy, enrollment fluctuation, and aging physical plants. Michigan's public policymakers at the executive, legislative, and university levels need to reevaluate how we can best strengthen and use this great collective asset. The governor's appointment of a Commission on the Future of Higher Education highlights this need for review.

Education is Michigan's future. Reversal of higher education funding and program deterioration is essential to the success of statewide initiatives aimed at economic expansion and diversification. Failure to address these needs could permanently frustrate Michigan's attempt to reindustrialize and revitalize its economy.

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Location of Michigan's 102 Institutions of Higher Education

Public Four-Year Colleges and Universities

