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By

Thomas Earl Johnston

A DISSERTATION

Submitted to  
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in partial fulfillment of the requirements  
for the degree of

DOCTOR OF PHILOSOPHY

Department of Administration and Higher Education

1977

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## ABSTRACT

### AN ASSESSMENT OF ATTITUDES OF STATE AND INSTITUTIONAL AND ASSOCIATION POLICY MAKERS ON THE COORDINATION AND PLANNING OF HIGHER EDUCATION IN MICHIGAN

By

Thomas Earl Johnston

The study was directed at the identification of an operational definition of institutional autonomy and statewide coordination and planning of public higher education in Michigan through assessing the attitudes of policy makers from the institutions, state government, and educational associations regarding specific programmatic, fiscal, facilities, personnel and governance questions. The study was intended to address a research need recognized in the literature associated with statewide coordination and planning of higher education by focusing on the combined interests of all those policy makers who participate, both officially and unofficially, in the formulation of policy affecting public higher education in Michigan.

The purposes of the study were (1) to collect detailed and factual information that describes the existing attitudes of institutional, state agency and

association decision makers on the coordination and planning of higher education in Michigan; (2) to identify specific issues and operational areas within public higher education in Michigan in which there are agreement and discrepancies among the survey populations; (3) to make comparisons and evaluations of attitudes among the institutions, state agencies and associations and within each of these survey groups; and (4) to provide information to institutional, state agency and association policy makers for consideration in their respective policy decisions concerning the planning and coordination of public higher education in Michigan.

A survey questionnaire was developed to assess the attitudes of institution, state and association policy makers on the coordination and planning of higher education in Michigan. The survey questionnaire was mailed to the study population which consisted of the chief financial and academic officers of each of the fifteen public baccalaureate colleges and universities in the state of Michigan (N = 30), the chief financial and academic policy makers in the executive, legislative, fiscal and education agencies of state government (N = 15), and to the chairman and executive directors of the graduate and higher education associations (N = 5). The response rate to the questionnaire was 76 percent and well within the

guidelines established in the literature of survey research as being a very good return rate for analysis and reporting purposes.

Analysis of the survey data in the study was reported in descriptive and summary statistical formats with accompanying narrative. The analysis of the survey data did not employ inferential statistical analysis or techniques because the entire population of the study as identified was surveyed with the results and conclusions based upon the total population rather than a sample of it.

A comparative analysis of the survey results are made in relation to questions which continually emerge in the literature dealing with statewide coordination and planning of higher education and which concern policy makers on a recurrent basis. The conclusions reached as a result of the comparative analysis were (1) the majority of policy makers in the survey population view the existing structure of coordination and planning of public higher education in Michigan as adequate and meeting the needs of the state's citizens; (2) there is support to change the existing structure and to establish a single statewide body for the coordination and planning of public higher education in Michigan only among the majority of policy makers from the state government category of the

survey population; (3) the present method of communicating funding needs by institutions to the state and the role and posture of the executive office were found to be unsatisfactory by the majority of respondents in the survey population; and (4) the majority of the survey population viewed the existing structure of coordination and planning of public higher education as the appropriate structure for Michigan and would not support the establishment of a single statewide body for coordination and planning.

## ACKNOWLEDGMENTS

The completion of this study represents the encouragement and support of many persons who have provided professional direction and friendship during the course of the research.

Special acknowledgment is accorded to Dr. Richard L. Featherstone, chairperson of the Guidance Committee and Director of the Dissertation. His involvement, commitment and positive concern were instrumental in the writer's growth and development throughout the doctoral program. Through Dr. Featherstone's assistance and friendship, the writer has come to understand the responsibilities of scholarship and the role of a scholar.

Acknowledgments are given to Dr. Cole S. Brembeck, Dr. John E. Ivey, Jr., and Dr. J. Geoffrey Moore, members of the Guidance Committee, whose valuable suggestions and contributions enhanced the writer's doctoral program and graduate experience.

Lastly, the writer acknowledges and extends his deep appreciation and gratitude to his wife and partner, Michelle, who encouraged and shared his faith and belief in higher education, and to Andrew Looby Johnston, our son,

for whom our combined efforts are dedicated in the hope  
that his great promise will be fulfilled.

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## CHAPTER I

### INTRODUCTION

Clark Kerr wrote that public authority is a "mixed entity" of religious and political leaders, ministers of state, commissions, committees and governing boards.<sup>1</sup> Public authority, he states, has come to be regardless of the origin of the system.<sup>2</sup> Kerr believes that in relation to the British and European counterparts, the American university system is "particularly sensitive" to the influences of its many publics.<sup>3</sup> American universities are more involved with their immediate environment and society than are their inward-focused Western predecessors. He concludes that, as the boundaries of the campus have extended to parallel those of the state, it has become difficult to distinguish what is internal from what is external, and observes that "taking the campus to the state brings the state to the campus."<sup>4</sup>

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<sup>1</sup>Clark Kerr, The Uses of the University with a Postscript 1972 (Cambridge: Harvard University Press, 1972), p. 24.

<sup>2</sup>Ibid., p. 24.

<sup>3</sup>Ibid., p. 26.

<sup>4</sup>Ibid., p. 27.

State colleges and universities have many "publics" as constituted by federal and state agencies, alumni, donors, foundations, professional and business communities, organized labor, agriculture and media. The interests represented by these several "publics" incorporate both legitimate and superficial aims.<sup>5</sup>

External imperatives, Kerr believes, are responsible for initiating the major changes in university life.<sup>6</sup> As examples, he cites such outside forces as Napoleon in France, German ministers of education, royal commissions in Great Britain, the Communist Party in Russia and, in the United States, lay university governing boards, foundations and the federal Congress. Likely changes, Kerr asserts, can be determined, in some degree, by the concerns of the external initiators such as state agencies, trustees, foundations and the federal government.<sup>7</sup> Among current concerns identified by Kerr are problems relating to: (1) costs (faculty-student ratios, fuller use of the academic year, excessive courses, mechanized instruction); (2) public service (advice to state and federal legislators and agencies); (3) the supply of trained personnel for industry and the public;

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<sup>5</sup>Ibid., p. 27.

<sup>6</sup>Ibid., p. 105.

<sup>7</sup>Ibid., pp. 105-106.

(4) and questions about the quality, availability, and use of research (particularly in the biological, health, and agricultural sciences).<sup>8</sup>

For the university, Kerr says that changes emanating from external interests present serious institutional problems. The challenge is to determine which changes will be positive and to accommodate them, while resisting those perceived not to be in the best interest of the university. Change must be integrated at a pace which preserves the "essential forms" of the university, while permitting content to be altered.<sup>9</sup> By role and function, the tasks and responsibilities embodied in the challenge accrue primarily to the university administrator. In an environment marked by accelerating change, increasing inter-institutional competition, and the recognition that institutions are not solely directing the nature of their own development, rapid decisions and adjustments must be made. The quality of these "essential adjustments," made by universities, will significantly influence their future effectiveness.<sup>10</sup>

The Carnegie Commission recognized that the states assumed and have retained the primary responsibility

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<sup>8</sup>Ibid., p. 107.

<sup>9</sup>Ibid.

<sup>10</sup>Ibid., 108.



for the development of higher education.<sup>11</sup> State governments have provided initiative and funds for the establishment and continuous operation of public postsecondary education. Accompanying state government initiative and appropriated support have been varying degrees of planning and coordination depending upon the historical, political, economic, and other conditions unique to the individual states.<sup>12</sup> The fundamental goal of each state, asserts the Commission, has remained unaltered: to meet the postsecondary needs of its citizens.<sup>13</sup> Regarding the primary role of state governments in the provision of higher education, the Commission urged that states continue to fulfill their acknowledged responsibilities. Successful discharge of these public obligations will require expanding appropriation efforts as well as adopting an enlarged definition of postsecondary education. However, while the Carnegie Commission encourages an increase in the tax support allocated to postsecondary institutions, it recommends that statewide efforts to coordinate and plan be restricted from

(1) investing coordinating agencies with administrative authority, particularly over budget

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<sup>11</sup>Carnegie Commission on Higher Education, The Capitol and the Campus (New York: McCraw-Hill Book Company, 1971), p. 16.

<sup>12</sup>Ibid.

<sup>13</sup>Ibid.

matters, or (2) establishing single, governing boards, except in those states in which a special combination of historical factors and present circumstances make such agencies more feasible than other types of coordinating agencies.<sup>14</sup>

The Commission recommends that the responsibilities and duties assigned to a coordinating and planning body be of an advisory and informational capacity and, further, that authority for program and budget review be consistent with its planning functions.<sup>15</sup>

Among those authors found in the literature of higher education who support state coordination is Robert O. Berdahl.<sup>16</sup> He advocates state coordination of higher education for administrative purposes and as a method to preclude state control. Berdahl believes that both state government and colleges and universities are attempting to secure interests and prerogatives which exceed their public trusts. Dressel and Faricy indicate similar concerns regarding the need for coordination.<sup>17</sup> They conclude that the most significant problem coordination must deal with is the need to achieve a balance which permits

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<sup>14</sup>Ibid., pp. 28-29.

<sup>15</sup>Ibid.

<sup>16</sup>Robert O. Berdahl, Statewide Coordination of Higher Education (Washington, D.C.: American Council of Education, 1971).

<sup>17</sup>Paul L. Dressel and William H. Faricy, Return to Responsibility (San Francisco: Jossey-Bass, 1972).

internal and external control for assuring that institutions use their funds properly and which allays "excessive" autonomy fears raised by the universities.

In a study of the coordinating process conducted in four states, Palola, Lehmann and Blischke catalogued the strengths and weaknesses of these coordinating mechanisms.<sup>18</sup> Their findings suggest that in the short run the operation of coordinating agencies has not reduced the autonomy of public institutions because incentives for universities to expand have mitigated against losses of autonomy in the formal and legal sense. They believe that, in the future, autonomy will be decreased to the degree that enrollment decline reduces expansion needs and as contemporary management philosophy replaces the common credo that universities always operate in the public interest.

There is little discussion in the literature that deals with the institutional interests which are the fundamental element of the politics of higher education coordination.<sup>19</sup> Glenny has devoted some attention to the

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<sup>18</sup> Ernest Palola, Timothy Lehmann, and William R. Blischke, Higher Education by Design: The Sociology of Planning (Berkeley: Center for Research and Development in Higher Education, University of California, 1970).

<sup>19</sup> Leonard E. Goodall, ed., State Politics and Higher Education (Dearborn: LMG Associations, 1976).

issue by trying to ascertain: Whose interests does university autonomy serve?<sup>20</sup> He asserts that some features of autonomy benefit the university rather than the public. Glenny's assessment tends to be supported by the insistence of a major state university for autonomy for itself, but not for the other public colleges. Glenny's work does not address the question of who benefits from the different limitations on college and university autonomy?<sup>21</sup> Research attention, to date, has been directed primarily at state governments and agencies and to some extent at the affected institutions. Further scholarly effort, as is being proposed in the current paper, needs to be focused on the combined interest of all those who participate, both officially and unofficially, in formulating policy for the coordination and planning of higher education.

#### Statement of the Problem

According to recent Higher Education General Information Survey Data (HEGIS), public and private post-secondary institutions of higher education in Michigan

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<sup>20</sup>Lyman A. Glenny, "Institutional Autonomy for Whom?" in The Troubled Campus: Current Issues in Higher Education, 1970, ed: G. Kerry Smith (San Francisco: Jossey-Bass, 1970), pp. 153-160.

<sup>21</sup>Ibid.

account for \$1.4 billion of expenditures.<sup>22</sup> Enrollment in 95 separate colleges and universities and in almost 200 postsecondary occupational schools currently exceeds 550,000 students, or one out of every nine adults in Michigan is enrolled in some form of postsecondary or higher education program.

Statewide planning and coordination of postsecondary and higher education resources is limited and restricted by the autonomy granted to public colleges and universities in the 1963 Constitution of the State of Michigan.<sup>23</sup> However, the 1963 Constitution does designate the State Board of Education "as the general planning and coordinating body for all public education, including higher education, and shall advise the Legislature as to the financial requirements in connection therewith."<sup>24</sup> The role of the State Board of Education as the general planning and coordinating body with respect to public higher education has been affirmed by the Supreme Court of the State of Michigan.<sup>25</sup>

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<sup>22</sup>Michigan Department of Education, Higher Education Management Services, HEGIS Records for 1975-1976 and 1976-1977.

<sup>23</sup>Michigan, Constitution, art. VIII, Education, 1963.

<sup>24</sup>Michigan, Constitution, sec. 3.

<sup>25</sup>University of Michigan, et al., V. State of Michigan and State Board of Education, 47 Mich. App. 43; 208 NW 2d 871 (1973).

Shortly before and since the adoption of the 1963 Constitution, a number of important events have taken place regarding public higher education in Michigan:

The 1958 John Dale Russell Study, Control and Coordination of Higher Education in Michigan, recommended "that the Legislature take immediate steps to create and establish a Board for the coordination of the state-controlled program of higher education in Michigan."<sup>26</sup>

In 1969 the State Board of Education approved a State Plan for Higher Education in Michigan.

Governor Milliken designated the State Board of Education as the agency responsible for postsecondary education planning under Section 1202 of the Federal Higher Education Act, as amended in 1972.

In 1974, the Governor's Commission on Higher Education issued its final report in which it recommended that "the Michigan Constitution be revised to provide for the creation by statute of a separate State Board of Post-secondary Education."<sup>27</sup>

The Supreme Court of the State of Michigan affirmed (1973) and reaffirmed and clarified (1975) university autonomy and the advisory role of the State Board of Education with respect to coordination and planning of public higher education.

In 1976, the Michigan Efficiency Task Force in its report of findings and recommendations concerning state government operations

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<sup>26</sup> John Dale Russell, Control and Coordination of Higher Education in Michigan, Staff Study No. 12 (Lansing: Michigan Legislative Study on Higher Education, 1958, Final Report), p. 68.

<sup>27</sup> Ibid., p. 10.

recommended the establishment of "a planning authority for higher education."<sup>28</sup>

In the 1976 and 1977 Michigan State of the State Messages, Governor Milliken proposed a constitutional amendment for the creation of a separate State Board of Higher Education.<sup>29</sup>

In 1976 the legislative and executive branches of state government began operational study and initial implementation of a formula funding and informational mechanism for the determination of state appropriated support to public higher education in Michigan.

The significance of these past and ongoing events regarding the nature of institutional autonomy, statewide coordination and planning, and budgetary support of higher education in Michigan is that they indicate the presence of different views and interpretations of the legal or constitutional status and, hence, different policy-making and operational conceptions of state colleges and universities.

A state official recently summarized the present situation in the following manner:

The issues of governance and coordination need to be further examined. It has been effectively argued that central state control of internal institutional operations is neither efficient nor effective, but total university autonomy, established 150 years ago, may no longer be appropriate with over 100 college campuses, a half-million college students, and \$700 million state dollars

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<sup>28</sup>Ibid., p. 39.

<sup>29</sup>Michigan State of the State Messages, 1976,  
p. 36 and 1977, p. 37.

going into a higher education non-system, in 1976. The problems of competition between colleges for students and dollars, proliferation of degree programs, expansion of off-campus programs, and so forth, all will be accentuated by the pressures of declining enrollments in the years ahead. The development of a definition of state-level coordination, respecting institutional autonomy, and support of a mechanism for providing such coordination, are perhaps the most essential tasks to be undertaken in the next year or two.<sup>30</sup>

### Focus of the Problem

The study is directed toward identifying an operational definition of institutional autonomy and statewide coordination and planning of higher education in Michigan through assessing the attitudes of policy makers from the institutions, state government, and educational associations regarding specific programmatic, fiscal, facilities, personnel and governance questions.

### Significance of the Study

The significance of the study is related to the following points: (1) it addresses a recognized research need as identified in the literature associated with statewide coordination and planning of higher education; (2) it will provide specific information to the respective policy makers concerning the operational issues on which they are in agreement and on issues where

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<sup>30</sup>Michigan Department of Education, Internal Communication.



disagreement exist; (3) such information will permit policy makers to appraise their own positions with regard to the issues of institutional autonomy, statewide planning and coordination, and to understand more completely the views of the other major interests within the field of study; and (4) a more sensitive and fuller understanding of the issues examined in the study will assist policy makers and subsequently improve the outcomes of public higher education in Michigan.

#### Purposes of the Study

The purposes of the study are as follows: (1) to collect detailed and factual information that describes the existing attitudes of institutional, state agency, and association decision makers on the coordination and planning of higher education in Michigan; (2) to identify specific issues and operational areas within public higher education in Michigan in which there are agreement and discrepancies among the survey population; (3) to make comparisons and evaluations of attitudes among the institutions, state agencies and associations and within each of these survey groups; and (4) to provide information to institutional, state agency and association policy makers for consideration in their respective policy decisions concerning the planning and coordination of public higher education in Michigan.

### Definition of Terms

The following major terms will be used throughout the study and are defined to insure clarity and continuity for the reader.

Appropriation--A term used to designate an authorization granted by a state legislative body to make expenditures and to incur obligations for specific purposes. The appropriation is usually limited in amount and time when it may be expended.

Budget Formula--A set of statements which detail a procedure for manipulating variable (quantitative) data applicable to an institution of higher education (base factors) by pre-established fixed (formula factors) data to produce the estimated future funding requirements of the institution. A budget formula may consist of several subsections or components (i.e., separate formulas for each functional budget area) and may be expressed algebraically.

Budget Request--A request for a legislative appropriation of funds that is initiated by an institution and transmitted to the Governor through a state budget office (or through a coordinating or governing agency on the institution's behalf).

Coordination--Is the securing of concerted action through effective interrelationships and recognition of

common goals. Coordination is operational: it inter-relates and unifies action to achieve predetermined goals.<sup>31</sup>

Higher Education--Study pursued in a four-year public institution leading to a baccalaureate, graduate, advanced graduate or professional degree.

Institution--A public baccalareaute college or university considered to have sufficient independence for classification as a separate institution under the Board and its central administrative staff.

Planning--The prearrangement of policy and methods to guide work toward given objectives. Planning is directional: it establishes goals and guides action.<sup>32</sup>

Postsecondary Education--Any instruction, research, public service, or other learning opportunity offered to persons who have completed their secondary education or who are beyond the compulsory secondary school attendance age (age 16) and who are participating in an organized educational program of learning experience administered by other than schools whose primary role is elementary and secondary education.<sup>33</sup>

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<sup>31</sup>D. Kent Halstead, Statewide Planning in Higher Education (Washington: Superintendent of Documents, 1974), p. 3.

<sup>32</sup>Ibid., p. 3.

<sup>33</sup>Report of the Governors' Commission on Higher Education, Building for the Future of Postsecondary Education in Michigan (Lansing, 1974), p. 3.

## Limitations and Delimitations

### Limitations

The study is limited to the extent that the survey respondents are not the actual formulators and makers of policy for their respective institutions, agencies, and bodies. Further, the study is limited to the degree to which the survey has identified and framed the significant issues raised in the literature on this subject. Lastly, the study is limited by the reliability of the survey instrument and the method of question scaling and coding employed for purposes of descriptive statistical analysis.

### Delimitations

The study was delimited to library research to include ERIC, DATRIX, and DISSERTATION ABSTRACTS information searches, State of Michigan documents, public commission reports, books, periodicals on file at the Michigan State University Library, State of Michigan Library, University Microfilms Inc., Ann Arbor, Michigan, and books and materials personally owned or borrowed by the writer. The study was also delimited to the State of Michigan, to public four-year institutions of higher education and to the indicated state agencies and private associations. Finally, the study was delimited to the

responses of the fifty designated policy makers concerning public higher education in Michigan.

### Design

To assess the attitudes of state, institutional, and association policy makers on the coordination and planning of higher education in Michigan, a survey questionnaire was mailed to the study population. The study population consists of the chief financial and academic officers of each of the fifteen public baccalaureate colleges and universities in the State of Michigan (N = 30), the chief financial and academic policy makers in the executive, legislative, fiscal and education agencies of state government (N = 15), and to the chairman and executive directors of the graduate and higher education associations (N = 5).

The survey instrument, with a cover letter of introduction, was mailed to the study population (N = 50) requesting the participation of the officials and officers in the study. Their individual responses will remain confidential and were so indicated in the cover letter and on the survey instrument. Numerical coding of each envelop containing the survey instrument mailed to the study population permitted identification for follow-up requests of those who had failed to respond within three weeks from the date of mailing. Telephone calls were

used as a final measure to those recipients of the survey instrument who had not responded to the original request or to the written follow-up request to personally ask for their assistance in complying with the survey request.

To determine an acceptable response rate for the survey instrument, the study adopted the response rates recommended for survey research as identified in a review of survey literature.<sup>34</sup> Babbie and other authorities in the field of survey research conclude that the body of inferential statistics used in connection with survey analysis assumes that all members of the initial sample complete and return their questionnaires.<sup>35</sup> However, since a 100 percent response rate is rarely achieved, Babbie suggests the following response rates, which were used as guidelines for data collection and analysis in the study: 50 percent is adequate for analysis and reporting; a response rate of at least 60 percent is good; and a response rate of 70 percent or more is very good.

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<sup>34</sup>Earl R. Babbie, Survey Research Methods (Belmont, California: Wadsworth Publishing Company, Inc., 1973), pp. 165-169; Gene F. Summers, ed., Attitude Measurement (Chicago: Rand McNally & Company, 1971); Marjorie N. Donald, "Implications of Nonresponse for the Interpretation of Mail Questionnaire Data," Public Opinion Quarterly 24:1 (1960): 99-114.

<sup>35</sup>Babbie, Survey Research, pp. 165-169. See also K. A. Brownlee, "A Note on the Effects of Nonresponse on Surveys," Journal of the American Statistical Association 52:227 (1957): 29-32.

The response rate of the survey was 76 percent (see Table 1).

The assessment of attitudes of institutional, state government, and association policy makers is based upon questions in the survey instrument which were developed from issues and criteria defined by the American College Testing Program and the Carnegie Commission on Higher Education. Further information for developing the questionnaire was provided by research conducted in the study area by nationally recognized experts in the field of higher education, statewide coordination and planning as being central to understanding the significant concerns treated in the study area.

Analysis of survey data in the study is reported in descriptive and summary statistical formats with accompanying narrative. The analysis of the survey data did not employ inferential statistical analysis or techniques because the entire population of the study as identified was surveyed with the results and conclusions based upon the total population, rather than a sample of it.

#### Organization of the Study and Overview of Subsequent Chapters

The study is reported in five chapters. Chapter I includes the introduction, the statement of the

TABLE 1.--Mailed and Returned Questionnaires

	State Government Respondents					Institutional Respondents			Association Respondents	
	Executive Office	Legislature	Fiscal Agencies	Department of Education	TOTAL	Academic Vice Presidents	Financial Vice Presidents	TOTAL	Associations and Lobby Groups	TOTAL
Mailed Questionnaires to:	3	8	2	2	15	15	15	30	5	5
Questionnaires Returned by:	3	3	2	2	10	11	12	23	5	5
Percentage Responding:	100	37.5	100	100	66.6	73.2	79.9	76.6	100	100

Total Questionnaires Mailed: 50

Total Questionnaires Returned: 38

Total Percentage Responding: 76%



problem, the importance of the study, the purposes of the study, definitions of terms, the limitations and delimitations of the study, the sources of data and procedures, and a statement of the organization of the study.

Chapter II includes a review of the literature related to the study and also includes a brief historical development of statewide coordination and planning of higher education in the United States and in Michigan, the results of previous studies performed, and the advantages and disadvantages of statewide coordinating bodies.

Chapter III contains the results of the survey of state and institutional and association policy makers including a brief description of every question item contained in the survey instrument.

Chapter IV includes a comparative analysis of the results of the survey assessing the attitudes of state, institutional, and association policy makers on the coordination and planning of higher education in Michigan and also includes an analysis, continuities and discontinuities of attitudes within state agencies, the institutions and the associations.

Chapter V contains a summary of the entire study followed by conclusions and recommendations.

## CHAPTER II

### REVIEW OF LITERATURE

#### Introduction

John Millett wrote that "one of the major characteristics of our time is the extent to which planning is now being undertaken external to individual colleges and universities."<sup>1</sup> He concluded that federal and state agencies "make studies, form commissions and inquire about government policy affecting higher education and that these activities may subsequently affect legislative or administrative action."<sup>2</sup> As examples of external planning at the state level, Millett cites State Departments of Education which have been designated as the agencies responsible for the preparation of master plans for public policy on higher education (California State Department of Education, 1960; Illinois Board of Higher Education, 1964; Michigan State Board of Education, 1969; Ohio Board of Regents, 1966; University of the State of New York, 1965). Among the concerns that he believes are the most

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<sup>1</sup>John D. Millett, "College and University Administration," Encyclopedia of Educational Research, Fourth Edition, ed: Robert Ebel (New York: The MacMillan Company, 1969), p. 163.

<sup>2</sup>Ibid.

important subjects of higher education planning in recent years are "quality of instruction, access to higher education, the scope of undergraduate and graduate programs of study, the extent of continuing education activity and the extent of research activity."<sup>3</sup> The development of external planning for colleges and universities as a function of state government is continuing to evolve and is an area in which the role and responsibilities of the state and of the institutions are frequently matters of contention. Therefore, it would be useful for understanding the present study to briefly review the nature and character of the development of statewide coordination and planning of higher education in the United States and in the State of Michigan.

The Development of Statewide Coordination  
and Planning of Higher Education in  
the United States

Several reasons are suggested in the literature to account for the ongoing interest in the development of statewide coordination and planning of higher education by public agencies. However, Glenny states that there are essentially two, the growth of state government and the increasing complexity of higher education.<sup>4</sup> Corson,

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<sup>3</sup>Ibid.

<sup>4</sup>Lyman A. Glenny, Autonomy of Public Colleges: The Challenges of Coordination (New York: McGraw-Hill, 1959).

in reference to the early development of American higher education, observes that institutions were "subjected" to the influence of external groups (church, alumni, donors, agricultural and business groups, government and others) in matters of program and policies during their first century and a half of existence.<sup>5</sup> In regard to the present situation of external pressure upon colleges and universities, Corson says the following:

The reason is clear. The institution of Higher Education has become more central to the interests of more groups in the society than ever before. As the volume of new knowledge has increased, knowledge has become essential to a larger and larger proportion of the population. And the university, being in the business of discovering, accumulating, and transmitting knowledge, has been moved from the sidelines where it educated a few to the center of the social scene where it educates many, and where many other institutions within the society--the farm, the elementary and secondary schools, government and business, and the professions--come for workers trained in the professions and paraprofessions, and for aid in applying knowledge to the problems of society.<sup>6</sup>

Moos and Rourke note that the concept of coordination and unification can be traced back to 1785 with the establishment of the State Board of Regents in New York and with the chartering of the University of Georgia.<sup>7</sup> Their

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<sup>5</sup>John J. Corson, The Governance of Colleges and Universities (New York: McGraw-Hill, 1975), p. 22.

<sup>6</sup>Ibid., pp. 22-23.

<sup>7</sup>Malcolm Moos and Francis Rourke, The Campus and the State (Baltimore: Johns Hopkins Press, 1959).

study indicates that the movement of state centralization of higher education was initiated in 1896 with the creation of a single board of control over the public colleges and universities in South Dakota.<sup>8</sup>

Centralized control or supervision of public higher education by state government has increased from twelve states in 1932, according to Jamrich,<sup>9</sup> to every state currently having a board or commission and staff which is by constitution, statute or executive order responsible in some degree for higher education in the state.<sup>10</sup>

The Carnegie Commission on Higher Education, in its report The Capitol and The Campus, provided some understanding as to why state government control and supervision of public higher education has increased when it reported:

Among governmental units, the states have had the primary responsibility for the development of higher education throughout the history of the United States; before independence, this responsibility was carried by the colonies beginning with

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<sup>8</sup> Ibid.; also see John X. Jamrich, "Cooperation, Coordination, and Control in Higher Education," Encyclopedia of Educational Research, Fourth Edition (New York: The MacMillan Company, 1969), p. 206.

<sup>9</sup> Jamrich, "Cooperation, Coordination, and Control in Higher Education," p. 206.

<sup>10</sup> Richard M. Millard, State Boards of Higher Education (Washington, D.C.: American Association for Higher Education, 1976), p. 4.

the support given to Harvard in 1636 by the Massachusetts Bay Colony.<sup>11</sup>

The Carnegie Commission Report acknowledged the effectiveness of state sponsorship of higher education when it stated:

That this responsibility generally has been well discharged is demonstrated by the quantitative and qualitative growth that has given this country a position of world leadership in higher education. The state, in the 1960's in particular gave spectacular support to higher education in the face of a "tidal wave" of students. Their greatest previous contribution came about a century ago when the land-grant universities were being born.<sup>12</sup>

From another portion of the report:

They (the states) have done well with it. Their guardianship has led to substantial diversity, to adaptation to regional needs, and to competitive efforts at improvement.<sup>13</sup>

Lastly, with respect to the matter of institutional autonomy, the Carnegie Commission observed that state involvement and supervision of public colleges and universities is a legitimate, but sensitive, responsibility by concluding that:

Autonomy of institutions of higher education neither can be nor should be complete. The public has clear interests in their conduct. However, too often and too increasingly, autonomy is being infringed upon beyond the requirements of protecting the essential interests of the public. We

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<sup>11</sup>The Carnegie Commission on Higher Education, The Capitol and the Campus (New York: McGraw-Hill Book Company, 1971), p. 1.

<sup>12</sup>Ibid.

<sup>13</sup>Ibid.

suggest the limits which should be placed on external governmental interference in the internal life of the campus. As private colleges become increasingly public assisted, the establishment of such limits becomes of even greater importance. At the same time, we recognize that autonomy is to be earned by conduct, as well as claimed by right. The campus earns its autonomy as it preserves its intellectual independence from attack from within, as well as from without; as it provides high-quality instruction, research, and services; as it prevents use of its resources for electoral political purposes and commercial activities unrelated to its educational functions; as it maintains vitality and flexibility; and as it respects the democratic processes of society, as much as it demands respect for its own academic freedom.<sup>14</sup>

Aside from the historical role of state responsibility for public higher education and the accompanying rationale for institutional supervision, the impetus for the growth of state planning and coordination may be the result of pressures more related to pragmatic features and logistical needs arising from social change than from the precedents and contexts of the past. For example, the number of colleges and universities has increased

more than one hundred percent since 1900, institutional income has risen to more than three hundred times the amount it was at the beginning of the twentieth century, enrollment has more than doubled in every decade of this century, state expenditures in support of public higher education since 1900 have risen from slightly over \$.02 billion to exceed \$2.1 billion, and federal aid to institutions, programs and students, both directly and

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<sup>14</sup>Ibid., p. 5.

through state agencies has grown extensively during the past three decades of this century.<sup>15</sup>

Thus the magnitude of current governmental support to public higher education and the complexity of the institutions and their operating missions and needs have given rise to state level concerns for accountability, equality of opportunity and access.

The states responded to public pressure for closer supervision of colleges and universities through the establishment of several forms of control and mechanisms for exercising state authority. Coordination of the separate elements which comprise public higher education within a state requires a mechanism or technique by which the participants can work "together toward some purpose that cannot be achieved by isolated, individual actions."<sup>16</sup> In his 1971 book, Statewide Coordination of Higher Education, Robert O. Berdahl set forth the following typology for classifying the types of state coordinating agencies currently in use:

- I. States which have neither a single coordinating agency created by statute nor a voluntary association performing a significant statewide coordinating function.
- II. States in which voluntary statewide coordination is performed by the institutions themselves operating with some degree of formality.

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<sup>15</sup>Ibid., p. 5.

<sup>16</sup>Ibid., p. 24.



III. States which have a statewide coordinating board created by statute but not superseding institutional or segmental governing boards. This category is divided into the following subtypes:

- A. A board composed in the majority of institutional representatives and having essentially advisory powers.
- B. A board composed entirely or in the majority of public members and having essentially advisory powers.
- C. A board composed entirely or in the majority of public members and having regulatory powers in certain areas without, however, having governing responsibility for the institutions under its jurisdiction.

IV. States which have a single governing board, whether functioning as the governing body for the only public senior institution in the state or as a consolidated governing board for multiple institutions, with no local or segmental bodies.<sup>17</sup>

Millard states that the reasons for the differences among such bodies are readily apparent.<sup>18</sup> Individual college and university boards of trustees originate with the founding of these institutions, he notes, but state level boards for the planning and coordination of higher education are, with the few exceptions previously identified, are comparatively new agencies.<sup>19</sup> The growth

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<sup>17</sup>Robert O. Berdahl, Statewide Coordination of Higher Education (Washington, D.C.: American Council on Education, 1971), pp. 18-23.

<sup>18</sup>Millard, State Boards of Higher Education, p. 5.

<sup>19</sup>Ibid.

of education during the nineteenth and up to the beginning of the twentieth century with the advent of compulsory school laws was primarily at the elementary and secondary levels. State level interest in public education was reflected through state departments of education which were charged with insuring that standards for instruction and other purposes were being met by the local school districts. As Millard observed, state response to higher education was different because up to the middle of the present century private institutions provided the majority of higher education instruction and services in the United States.<sup>20</sup> Early efforts in public higher education were directed at the development of normal schools or colleges to train and prepare teachers for elementary and secondary schools. Berdahl also points out that the traditional college-age population up to 1900 was small as compared to the same age group of today's population and only 4 percent of the college-age population attended college prior to 1900.<sup>21</sup> Another factor which affected the nature of state government involvement in public higher education is that postsecondary or higher education has never been compulsory as had elementary and to a

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<sup>20</sup>Ibid., p. 6.

<sup>21</sup>Berdahl, Statewide Coordination, p. 28.

limited extent secondary education.<sup>22</sup> Questions and concerns which arose during the 1950's regarding equality of educational opportunity and access to public higher education stimulated state and federal government involvement to address the educational needs and interests of all citizens who desired education beyond high school.

Most sources in the literature of higher education agree that first major state role in public higher education was the support and development in the 1830's and 1840's of the normal school movement for teacher preparation. These institutions differed substantially in terms of curriculum, student bodies, and instructional objectives from the traditional classically oriented colleges of that time. One of the significant outcomes of state development of teacher training schools was the expansion of educational opportunity for higher learning to a broader spectrum of society. In respect to later state activities to plan and coordinate public higher education, the development of the normal schools provided the foundation from which state college and university systems would be erected, as these schools became teachers' colleges, state colleges and regional universities.<sup>23</sup>

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<sup>22</sup>Millard, State Boards of Higher Education, p. 6.

<sup>23</sup>Ibid.

The next significant governmental action in public higher education was taken by Congress in 1862 when it passed the Morrill Land Grant Act. The Morrill Land Grant Act (amended in 1890 and extended in 1935) provided or made public land available to the states for the establishment of colleges which taught the mechanical and agricultural arts as well as the liberal arts. Many of the present state universities and state univeristy systems are the institutions which began as state colleges of agriculture. The Morrill Act, as did the normal school movement, increased access to higher education for citizens as a direct result of federal and state government initiatives.

The enactment of the "G. I. Bill" by Congress following World War II resulted in enrollment expansion in public colleges and universities as well as in private and other institutions of postsecondary education. The G. I. Bill contributed to the growth of public institutions and to the social pressures exerted upon state government to make higher education available to more citizens. As Millard and others have pointed out, after the second world war, higher education became the perceived vehicle for upward mobility in American society.<sup>24</sup> During the late 1940's and into the 1950's

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<sup>24</sup>Millard, State Boards of Higher Education, p. 7.

and 1960's more citizens were attending institutions of higher education than ever before in the history of the United States. The desire for higher education for oneself and for ones children became an important social concern in the postwar period and continued to intensify to the present day.

During the 1950's enrollments in public colleges and universities began to exceed enrollments in private institutions of higher education. Prior to 1950, sixteen states had taken action to centralize the governance of their public institutions and several other states had created boards or agencies to coordinate the growth of public higher education.<sup>25</sup> Before 1900 three states had established consolidated governing boards for the control and supervision of public institutions of higher education (Montana 1889, Nevada 1846, and South Dakota 1897) and by 1970 the number of states with consolidated governing boards had increased to nineteen with five such boards being created during the 1960's (Maine 1968, New Hampshire 1963, Rhode Island 1969, Utah 1969, and West Virginia 1969).<sup>26</sup> The majority of the states which established centralized governing bodies for public higher education were, according to Berdahl, states with limited financial

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<sup>25</sup>Berdahl, Statewide Coordination, pp. 18-23 (Table I).

<sup>26</sup>Ibid.

resources and small numbers of institutions, public and private, and whose intent was

to control such premature expansion and proliferation by creating one single consolidated board for higher education and, at the same time, abolishing any existing local governing boards where necessary. Some of these consolidated boards particularly in Georgia (1931), Iowa (1909), and Oregon (1929)--moved aggressively to reduce program duplication; in Georgia, the agency founded in the depression year of 1931 eliminated 10 institutions.<sup>27</sup>

Interest in statewide coordination and planning of higher education which surfaced in the years immediately following World War II increased during the 1950's and 1960's as evidenced by the establishment of several coordinating boards and the development of numerous voluntary coordinating structures. The upsurge in enrollments continued as veterans were replaced by students from the so-called "baby-boom" and later by citizens not usually associated with the traditional college attending segment of the population. Halstead noted that the most "preferred agency" adopted by states to coordinate higher education during the post-World War II period was the statewide coordinating board.<sup>28</sup> Prior to 1950 only two states had established statewide coordinating

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<sup>27</sup> Ibid., p. 27.

<sup>29</sup> Kent D. Halstead, Statewide Planning in Higher Education (Washington, D.C.: U. S. Government Printing Office, 1974), p. 8.

boards (Kentucky in 1934 and Oklahoma in 1941). However, twenty-five states created such agencies during the two decades following 1950.

Seven states had voluntary coordinating bodies or associations during the 1950's, but because of structural problems and lack of member cooperation, it has declined in number to presently only two states--Nebraska and Delaware--which maintain this form of agency.<sup>30</sup> Millard concluded that voluntary coordinating mechanisms were developed and supported primarily by public college and university presidents who recognized the pressure for coordination was increasing from the states and sought some form of arrangement which would serve both the state and the institution.<sup>31</sup> The effectiveness of voluntary coordinating associations was seriously eroded by their dependency upon institutions to cooperate and, in turn, abide by positions and views supported by a majority of the membership. When interests of individual members were in competition, the voluntary arrangements of these bodies were not sufficient to resolve the conflict nor impose a solution.<sup>32</sup> Most authors in the literature

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<sup>30</sup>Berdahl, Statewide Coordination, Table I, and Halstead, Statewide Planning, p. 8.

<sup>31</sup>Millard, State Boards of Higher Education, p. 10.

<sup>32</sup>Ibid., and Halstead, Statewide Planning, p. 9.

concurred that the major outcome of voluntary coordinating associations was the preservation of the status-quo.<sup>33</sup>

The response of state governments to the pressures exerted upon them during the 1950's and 1960's for additional facilities, programs and institutions to meet the demands of enrollment growth was favorable to higher education. Now state officials must respond to the need for a balance between public concerns regarding accountability, existing and additional institutional requests for support and other social priorities for resource allocation. A more frequent response to the problem by states has been, as Millard observes:

in the direction of increasing the role or power of such boards (coordinating and consolidated governing agencies) and in some cases substituting for a coordinating structure a consolidated governing board structure.<sup>34</sup>

The literature dealing with statewide coordinating and planning supports the existence of the trend toward the development of state systems of coordination and centralized governing of public higher education. Further, of the states which have adopted such coordinating and governing boards none have reduced the responsibilities or

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<sup>33</sup>Ibid., also see John W. Minter, ed., Capitol and Campus (Boulder: Western Interstate Commission for Higher Education, 1966), p. 38.

<sup>34</sup>Millard, State Boards of Higher Education, p. 12.



powers of these agencies but in three states the advisory role of the coordinating board has been changed to the regulatory authority of a governing board (Maine, Utah, and West Virginia). Because states do change and alter mechanisms for the coordination and planning of public higher education, indicates that policy makers within state government and the institutions reach different conclusions regarding the nature and role of statewide boards and that those conclusions regarding the nature and role of statewide boards are subject to modification over time. Millard posed the following four considerations which policy makers must address on a recurrent basis:

1. What is the appropriate structure?
2. Is the existing structure adequate to meet the needs of the state as perceived by legislators, governors, institutions, and the general public?
3. Can a single governing agency be more responsive in areas of accountability, efficiency, and in decreasing duplication, competition, and in-fighting in the postsecondary or higher education community?
4. Could a single board for all higher education be even more effective?<sup>35</sup>

The Development of Statewide Coordination  
and Planning of Higher Education  
in Michigan

Moos and Rourke commented in their book, The Campus and the State, that "finding the proper position

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<sup>35</sup>Millard, State Boards of Higher Education, p. 13.

for public institutions of higher education within the over-all scheme of state government is an old problem."<sup>36</sup> They note that in the nineteenth century state governments and institutions were involved in disputes concerning the legitimacy of certain controls over the colleges and universities which the states had established. As examples of early state and campus disagreement, they cite nineteenth century litigation involving Michigan courts and dealing with issues which would appear to have merit for all those policy makers currently engaged in the decision-making process of public higher education in Michigan. They report early litigation dealt with issues such as how far a legislature may legally attach conditions to funds appropriated for support of a state university.<sup>37</sup> Other cases of the time focused upon the appropriateness of attempts by state fiscal officers to manage institutional expenditures from the appropriations authorized by the legislature. Consensus regarding the proper balance between the controls of higher education by the state and the fears of institutional leadership for the loss of authority have been raised throughout the history of the state.

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<sup>36</sup>Malcolm Moos and Francis E. Rourke, The Campus and the State (Baltimore: The John Hopkins Press, 1959), Chapter III.

<sup>37</sup>Ibid.

In recent years, as Moos and Rourke have reported in relation to other states, state government in Michigan has been moving gradually toward centralized administration of public colleges and universities as a result of the appropriations process, capital outlay needs, information requirements, academic program review and approval, and other state level operational procedures. The basis for the gradual movement of state government toward centralized administrative control was described by John Dale Russell in a survey of higher education in Michigan which he directed in 1958 for a committee of the legislature.<sup>38</sup> In recommending "that the Legislature take immediate steps to create and establish a board for the coordination of the state-controlled program of higher education in Michigan,"<sup>39</sup> the Russell study presented several reasons why, in 1958, the necessity existed for higher education to be coordinated by a state agency. Among the general needs cited in the study which were offered in support of the establishment of a coordinating body for Michigan were the following statements:

The sum of the pressures from the individual institutions and from the citizens of the communities in which they are located does not necessarily add up

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<sup>38</sup>John Dale Russell, Director, Control and Coordination of Higher Education in Michigan, Staff Study No. 12 (Lansing: Michigan Legislative Study Commission on Higher Education, 1958).

<sup>39</sup>Ibid., pp. 68 and 89.

to the best possible program of service for the entire state, within the limits of the funds that can be made available. Almost invariably some institutions are more aggressive than others in urging their needs for support and development. Some institutions may be overly modest or even negligent in presenting their cases. Areas of the state in which no institution is presently located usually have no spokesman to make effective pleas for needed services. Thus, the program of the state is likely to be spotty, highly developed or even over-developed in some centers, while meagerly supported or even non-existent in others.<sup>40</sup>

In respect to specific justifications for the establishment of a statewide coordinating board in Michigan, the Russell study made several observations about the nature and conduct of public higher education as it then functioned in Michigan.<sup>41</sup> The study stated that the public colleges and universities were no longer small and simple in their organization nor few in number that would permit the Legislature to do the necessary coordination through its actions on appropriations requests. Additionally, other support needs and responsibilities of state government had also evolved into large and complex agencies, organizations and problems, such as highways, corrections, social services, health, agriculture and others. Because of the complexity of state government and intense demand for allocated support, it had become, according to

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<sup>40</sup>Ibid., p. 28.

<sup>41</sup>Ibid., Chapter II, pp. 27-40.

the study, impossible for the Legislature to give "detailed attention and consideration" to the requests submitted by the institutions for operating appropriations. The problem is emphasized further because of the short periods of legislative session, changing membership of the House and Senate, and the shifts of committee assignment all of which mitigate against the membership of the Legislature becoming "reasonably familiar" with the detailed needs and requests of each institution.

Aside from the increase in state government complexity and responsibilities, the institutions themselves were of concern to Russell and his staff, and also provided a basis for supporting the contention that a coordinating body was needed in Michigan.<sup>42</sup> As had state government, the study reported, the institutions of public higher education had also grown in size and complexity. Multiple programs of instruction, research, and public service were being maintained and adequate methods for evaluating, particularly the research and public service functions for support purposes, were not yet available.

Simply put, the Russell study stated that "the resources of the state are usually not sufficiently elastic to meet all the growing needs for support, as

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<sup>42</sup>Ibid., p. 29.

presented by the various operational units."<sup>43</sup> In order for the state to make the decisions for allocation of support so that the distribution will result in "greatest benefit" for the state in the maintenance of its higher education programs, a high degree of professional knowledge and skill is required. At the time the study was issued, noted Russell, it was a "difficult" and "complicated" task to make accurate projections of the funds needed by each institution to operate on "comparable level of effectiveness."<sup>44</sup>

The next most recent event affecting the development of statewide coordination and planning of higher education in Michigan was the framing and adoption of the present State of Michigan Constitution in 1963. Article VIII (Education) of the 1963 Michigan Constitution restricts and limits statewide coordination and planning of allocated resources for higher education by granting autonomy to public colleges and universities.<sup>45</sup> The State Board of Education was charged by the Constitution to serve "as the general planning and coordinating body for all public education, including higher education, and

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<sup>43</sup>Ibid.

<sup>44</sup>Ibid.

<sup>45</sup>Michigan, Constitution, art. VIII, Education.

shall advise the legislature as to the financial requirements in connection therewith."<sup>46</sup> The role of both the autonomous public colleges and universities and of the State Board of Education as the general planning and coordinating body for all public education was affirmed by the Supreme Court of the State of Michigan.<sup>47</sup> However, the seemingly contradictory nature of these two constitutionally designated roles was not clarified by the Court's decision and hence, different interpretations have emerged as to the implementation of these two roles with regard to specific issues in public higher education in Michigan.

In 1969, the State Plan for Higher Education in Michigan was approved by the State Board of Education. In terms of the development of statewide coordination and planning of higher education in Michigan, the significance of the State Plan, and other such plans according to Halstead, was that it paralleled more recent activities in the development of state coordinating systems and that the document resulted from centralized planning efforts and state studies such as the John Dale Russell study previously discussed.<sup>48</sup> Halstead makes the distinction

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<sup>46</sup>Ibid., sec. 3.

<sup>47</sup>Leonard E. Goodall, ed., State Politics and Higher Education (Dearborn: LMB Associates, 1976), pp. 1-39.

<sup>48</sup>Halstead, Statewide Planning, p. 9.

between a survey (as in the John Dale Russell study) and a statewide or "master" plan with regard to their scope and focus. He states that the survey is essentially directed at "inspection and fact gathering," while the State Plan includes those features, makes recommendations, and presents a plan for action.<sup>49</sup> Further, the survey is generally descriptive and limited in scope as compared to the state or master plan which is usually interpretative and gives direction for future policy as well as being comprehensive in scope.<sup>50</sup> The State Plan for Higher Education in Michigan conforms to all the distinctions that Halstead and others have associated with master plans.<sup>51</sup> In a concluding statement to Chapter III of the State Plan, the State Board of Education provides some indication as to how it interprets and views its role as the coordinating and planning body for Michigan higher education when it stated:

Michigan's total system of higher education, as described in Chapter I, is large, complex, and diverse. The need for a rational program of planning and coordination is clear. Such planning, of course, is based on the collection and analysis of adequate information on the existing programs of all institutions, public and private, two- and

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<sup>49</sup>Ibid., p. 11.

<sup>50</sup>Ibid.

<sup>51</sup>See Lyman A. Glenny and George B. Weathersby, eds., Statewide Planning for Postsecondary Education: Issues and Design (Boulder: N.C.H.E.M.S., 1971).



four-year. In addition, the coordinating agency must be involved in the decisions to provide additional educational services. The State Board of Education is the agency designated to perform this role.

In fulfilling its important function of planning and coordination, the State Board of Education considers its role to be a supportive one which can contribute to strengthening the total commitment to higher education.<sup>52</sup>

In 1972, as a result of the passage of the amendments that year to the Federal Higher Education Act of 1966, Governor Milliken designated the State Board of Education as the agency responsible for postsecondary education planning in accordance with Section 1202 of the Amendments. The 1972 Education Amendments mandated that states establish postsecondary education commissions through designation of existing agencies, expanding the scope of existing agencies, or by creating new agencies.<sup>53</sup> As the designated "1202" commission for Michigan, the State Board of Education established a State Council on Postsecondary Education, as provided for in Section 1203 of the Amendments, to advise the State Board on issues pertaining to the entire spectrum of postsecondary education. The membership of the Council on Postsecondary Education includes representatives of the general public,

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<sup>52</sup>Michigan, Department of Education, The State Plan for Higher Education in Michigan (Lansing: Michigan Department of Education, 1969), p. 41.

<sup>53</sup>Millard, State Boards of Higher Education, p. 13.

public and private institutions, proprietary schools, and state government. Since its inception as the 1202 Commission for Michigan, the State Board of Education has officially met once (in 1977) under the designation of a 1202 body.

Governor William G. Milliken established the Commission on Higher Education in December, 1972, and charged the Commission with the following three responsibilities:

1. To assess and, when necessary, redefine the goals, purposes and the functions of postsecondary education in Michigan as well as the instructional delivery systems required to carry out such purposes;
2. To determine and make appropriate recommendations concerning needed procedures and structures for the proper governance, planning and coordination of postsecondary education in Michigan;
3. To determine and make needed recommendations on the means required to provide most equitably for the financial needs of postsecondary education in Michigan in the years to come.<sup>54</sup>

In 1974, the Governor's Commission on Higher Education issued its final report in which it recommended that "the Michigan Constitution be revised to provide for the creation by statute of a separate State Board of Postsecondary Education."<sup>55</sup> In terms of the responsibilities of the

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<sup>54</sup>Report of Governor's Commission on Higher Education, Building for the Future of Postsecondary Education in Michigan (Lansing: 1974), pp. 1 and 2.

<sup>55</sup>Ibid., p. 10.

new state board, the Commission proposed that it be charged with "the general planning and coordination of all education beyond the secondary level, with advisory and recommendatory, rather than mandatory, authority."<sup>56</sup> The Governor, in his 1976 and 1977 Michigan State of the State Messages, proposed legislation as a result of the commission report which would put on the ballot for citizen approval a proposal for a Constitutional Amendment creating a separate State Board of Higher Education.<sup>57</sup> The Legislature, to date, has not enacted the Governor's proposals.

Another recent event which has had an influence on the development of statewide coordination and planning of higher education in Michigan was the establishment of the Michigan Efficiency Task Force in 1976 by Governor Milliken. The Task Force was formed as a result of a recommendation made to the Governor's office by a committee of the legislature (Budget Efficiency and Savings to Taxpayers Committee, under the leadership of Senators John C. Hertel and Patrick H. McCollough). In making its recommendation to the Governor, the legislative

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<sup>56</sup>Ibid., p. 11.

<sup>57</sup>Governor William G. Milliken, Michigan State of the State Message (Lansing: January, 1976), p. 36; also Governor William G. Milliken, Michigan State of the State Message (Lansing, January, 1977), p. 37.

committee reported that it felt that a complete "analysis of state budgets and programs, with emphasis on administrative efficiency by eliminating duplications and terminating marginal activities, could lead to savings which, in turn, could minimize tax increases which would otherwise be necessary."<sup>58</sup>

In its report of findings and recommendations, the Task Force after evaluating public higher education in Michigan, observed that the colleges and universities are autonomous with respect to both academic affairs and operational activities. The evaluation stated further that "optimum utilization of state educational funds requires a long-range plan of coordination."<sup>59</sup> Subsequently, the first recommendation made by the task force in the section addressing public institutions and their operation recommends the establishment of a planning authority for higher education.<sup>60</sup> The recommendation of the Task Force was based on its view that optimum utilization of the state's financial resources requires centralized planning to identify long-range requirements and program needs while maintaining the high quality of the

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<sup>58</sup>Michigan Efficiency Task Force, Summary Findings and Recommendations (Lansing: 1976), p. 1.

<sup>59</sup>Ibid., p. 39.

<sup>60</sup>Ibid.

institutions. The recommendation was accompanied by alternatives for implementation which, as yet, have not been acted upon.

The final point in relation to the development of statewide coordination and planning of higher education in Michigan is the continuing effort of state government to develop and implement a formula funding mechanism for the determination of appropriated support to colleges and universities. For the past three years the legislature, primarily through the Senate and House Fiscal Agencies, has committed staff and resources to the generation and refinement of a criterion based formula funding model. The import of the state funding project with respect to coordination and planning of higher education is that such a model, if implemented for appropriation purposes, prioritizes institutions, service functions, and programs which inadvertently achieves a form of state-level administrative coordination and planning of operations not directly possible under the provisions of the Constitution.

#### Research Related to the Study

Heinz Eulau and Harold Quinley prepared a report for the Carnegie Commission on Higher Education in 1970, in which they surveyed legislators and state executive officials in nine states concerning their perceptions and

views of higher education, its related issues, and problems.<sup>61</sup> Eulau and Quinley conducted 102 interviews with state legislators, legislative staff, governors, budget directors, superintendents of education and other key policy makers on behalf of the Carnegie Commission to survey "how legislators and certain state executive officials perceived the problems and issues of higher education, their attitudes toward various aspects of higher education, and their expectations of future development."<sup>62</sup> The survey team believed that the interviews would yield information valuable to college and university officials and to governing boards of institutions. Eulau and Quinley stressed that their work was a report not a study because they did not interview state officials using questions developed out of theoretical considerations, nor did they seek a representative sample of respondents or subject their information to systematic analysis.<sup>63</sup> The authors stated that resource limitations "precluded a systematic and scientific study," and further, their purpose was to assess the "quality" of perceptions and

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<sup>61</sup>Heinz Eulau and Harold Quinley, State Officials and Higher Education: A Survey of the Opinions and Expectations of Policy Makers in Nine States, Carnegie Commission on Higher Education (New York: McGraw-Hill Book Co., 1970).

<sup>62</sup>Ibid., p. vii.

<sup>63</sup>Ibid.

attitudes of a select group of respondents in a few states rather than learning about the distribution of officials' perceptions and attitudes.<sup>64</sup>

In their report, Eulau and Quinley provide the edited views of state officials on nine topics dealing with higher education (Prospects and Problems, Information Pressures, Control and Oversight of Higher Education, Financing Higher Education, Legislators and Academicians, The Junior College Phenomenon, Student Unrest: Causes and Cures, the University and Society, and Planning for the Future) and supplement the comments with only occasional evaluation and comment of their own. David D. Henry, in an analysis and commentary of the report, observed that the interviews underscored a "fundamental issue" between the focus of institutions of higher education and the orientation of state government and its officials.<sup>65</sup> Specifically, colleges and universities are concerned about the future--"of students, the outcomes of research, and the future conditions for university work in service to society."<sup>66</sup> In contrast, state government, according to Henry, is committed to the "urgencies of the

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<sup>64</sup>Ibid., p. viii.

<sup>65</sup>Ibid., pp. 187-193.

<sup>66</sup>Ibid., p. 193.

present." Henry concludes that the difference in emphasis between the two groups will probably always remain, but that public higher education must meet the challenge of reconciliation in order to justify its priorities and gain state support rather than be simply placed among the other competing items on the agenda of public policy making.<sup>67</sup>

In a 1974 study of institutional autonomy for public colleges and universities, Marco J. Silverstri used a survey questionnaire to gather data from state government and institutional officials from twenty-four states. The purpose of Silverstri's study was to "investigate the implications of institutional-state government relations on the concept of institutional autonomy for public colleges and universities in coordinating Board states."<sup>68</sup> Silverstri developed the study on the premise that:

Present definitions of institutional autonomy, when related to public colleges and universities, appeared inadequate to the task of specifying the operational meaning of this concept in terms of both kinds of decisions which are essential to institutional autonomy and the patterns of decision making which are necessary in order to protect this concept in the institutions' relations with the state government and the coordinating agency.<sup>69</sup>

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<sup>67</sup>Ibid.

<sup>68</sup>Marco Joseph Silverstri, "Towards A Redefinition of Institutional Autonomy for Public Colleges and Universities" (Ph.D. dissertation, University of New York at Buffalo, 1974).

<sup>69</sup>Ibid., p. 137.



An ordinal scale of institutional autonomy was developed for data analysis in an attempt to construct an operational framework from the views of policy makers on questions affecting public higher education. From his study Silvestri concluded that (1) decisions which are narrow in scope and are primarily local in nature have the strongest institutional claim to autonomy and the strongest state government support for exclusive institutional decision making authority; (2) decisions which have implications for the state system of higher education as well as the specific institution involved are the types of decisions which require a division of responsibilities between the interests and functions of the institutions and of the state government; (3) that state government support for exclusive institutional control over decisions involving resource use is not strong; and (4) that planning decisions relating to physical and academic growth and which affect institutional ambitions for such development are of great importance to state government and its concern for the development and coordination of an efficient, comprehensive, and differential system of public higher education.<sup>70</sup>

The last study to be reviewed in this section was conducted in a participant-observer mode by James D.

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<sup>70</sup>Ibid., pp. 138-154.

Nowlan and published in 1976.<sup>71</sup> Nowlan, currently a university professor, was a member of the Illinois House of Representatives from 1969 to 1972, the years on which the study is focused. The author states that the purpose was to analyze "the roles of the legislature and its constituent parts in the process by which decisions affecting higher education are initiated, deliberated, and concluded."<sup>72</sup> In addition to the Legislature, the study also included the Governor's Office, Bureau of the Budget, the Illinois Board of Higher Education, the public university systems, and higher education interest groups. The study was directed at producing insight and understanding with respect to the following questions:

1. What kind of role should a state legislature assume in relation to public higher education?
2. What is the responsibility of the legislature toward higher education?
3. What kinds of decisions does the Illinois General Assembly make in the area of higher education, and why?
4. How does the legislature affect the outputs of higher education with regard to the policies it takes?
5. How much influence do legislators wield in the process of converting demands into outputs?
6. Is the legislature (in Illinois) a crucial decisional structure?<sup>73</sup>

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<sup>71</sup>James Dunlap Nowlan, The Politics of Higher Education: Lawmakers and the Academy in Illinois (Urbana: University of Illinois Press, 1976).

<sup>72</sup>Ibid., p. x.

<sup>73</sup>Ibid. pp. x-xi.

Nowlan found that the Illinois legislators generally agreed with those state officials surveyed by Eulau and Quinley that the legislative function in relation to higher education should be limited to budgetary considerations and broad policy guidelines.<sup>74</sup> Among the major conclusions reported by Nowlan were (1) the Illinois legislature was "content" to permit major higher education policy decisions to be proposed and agreed upon by other political participants, whereupon the Legislature would perform an official ratifying role; (2) when non-legislative political participants are unified on an issue, it is almost impossible for the Legislature to successfully oppose the unified position; (3) support from at least one outside (the Legislature) political participant was necessary in order to gain legislative approval of "controversial" higher education policy proposal; and (4) that legislative partisanship on issues of higher education tends to increase as the political salience of the subject matter increases.<sup>75</sup>

#### Advantages and Disadvantages of Statewide Coordinating Boards

In the literature of statewide coordination and planning of higher education, several general points are mentioned and discussed in support of the establishment

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<sup>75</sup>Ibid., pp. 94-95.

or continuance of coordinating boards. Typical of the many general statements is the following view put forth by a task force of the Education Commission of the States:

The most effective way to avoid direct political interference in an institution is by developing, through planning and cooperation, the rationale and structure to ensure that it is meeting basic social and educational needs. . . . From this standpoint, mature and effective planning and coordination are the best defenses of reasonable institutional independence, rather than a threat to it.<sup>76</sup>

Glenny and others have suggested that statewide coordinating boards are more effective structures for integrating and dealing with the large numbers of decisions, professional staffs and levels of hierarchies necessary for contemporary long-range and operational planning.<sup>77</sup> The "one great paramount advantage" of the coordinating board over a statewide governing board, observes Glenny, is its ability to perform as an "umbrella" under which the various commissions, agencies, institutions, and advisory groups involving higher education may be located for state coordination and planning purposes.<sup>78</sup>

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<sup>76</sup>Education Commission of the States, Coordination or Chaos?, Report of the Task Force on Coordination, Governance and Structure of Postsecondary Education (Denver: Education Commission of the States, 1973), p. 75.

<sup>77</sup>Lyman A. Glenny, et al., Coordinating Higher Education for the '70's (Berkeley: C.R.D.H.E., University of California, 1971), p. 3.

<sup>78</sup>Ibid., p. 4.

In regard to more specific and politically pragmatic reasons for supporting the statewide coordinating structure, Millard asserts that there are four areas of recurring concern to policy makers in institutions and in state government.<sup>79</sup> According to Millard, these four "tension" areas stand out (1) control versus autonomy, (2) centralization versus decentralization, (3) fear of uniformity of instruction and services, and (4) the lack of clarity between different levels of administrative responsibility.<sup>80</sup> In the context of retrenchment, Millard believes that the central issue related to autonomy is whether decisions to consolidate, curtail, or discontinue programs should be made by a state coordinating board in cooperation with colleges and universities or should be directed by legislative or executive degree.<sup>81</sup> He concludes that the cooperative decision-making structure presented by the coordinating board is more in concert with the preservation of institutional independence and academic integrity than is the alternative of legislative or executive degree.

After noting the trend toward centralization during the past sixteen years and the dangers inherent in

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<sup>79</sup>Millard, State Boards of Higher Education, p. 50.

<sup>80</sup>Ibid.

<sup>81</sup>Ibid., p. 52.

over-centralization, he offers the following list of "countervailing factors" to over-centralization:

--The need in planning and coordination for the development of more effective management information systems tends to reinforce centralization;

--Neither planning nor coordination can be effective for long if the process does not include the integral involvement of the institutions and agencies planned for;

--Centralization in relation to overview is also frequently accompanied by the recognition of the importance of decentralization, both for segmental development in the planning process and for implementation;

--The third alternative would be take planning and coordination away from the levels of a board or agency primarily responsible for and usually representative of postsecondary education and lodge it either directly in the legislative or executive branch of government or in a planning agency for all state affairs, where education would be viewed as only another competing priority;

--State Boards should be given powers commensurate with the functions they are required to perform; without such powers, institutions will engage in circumventive activities.<sup>82</sup>

In regard to the concern that statewide coordinating boards tend to encourage uniformity among programs and instructional services, Millard states that the opposite of homogenization is more aptly to be the outcome from the actions of coordinating agencies. He argues that the "major thrust" of coordinating boards has been in the

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<sup>82</sup>Ibid., pp. 52-54.

area of assisting in the definition of institutional role and mission and helping to preserve and foster "institutional uniqueness and interinstitutional complementarity."<sup>83</sup>

According to Millard, lack of clarity involving levels of decision making between state boards and colleges and universities constitutes the most difficult and serious area of tension.<sup>84</sup> Uncertainty as to who has the responsibility for making decisions in terms of the various issues and problems has contributed to the operating problems and undermined the working relationship of several coordinating boards and institutions. All the parties involved, Millard believes, should clearly understand the structure of the decision making process in whatever form it exists.<sup>85</sup>

The significance of the statewide coordinating board, in respect to the authors' views which were discussed in this section, is that it represents a structure which can address the issues presently confronting post-secondary education while reasonably accommodating the historical role of public higher education and providing state government with sufficient assurance of

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<sup>83</sup>Ibid., p. 55.

<sup>84</sup>Ibid.

<sup>85</sup>Ibid.

accountability. The alternatives to such an agency, cited by Millard, Glenny, Berdahl, and others, would be a continuance of interinstitutional competition or direct legislative or executive involvement in response to political and public pressures.

In the following chapter of the study, the results of the survey of state, institutional, and association policy makers including a brief description of every question item contained in the survey instrument (see Appendix B) are presented. The results of the survey are reported in summary and descriptive statistical format with accompanying figures and tables contained in Chapter III.



## CHAPTER III

### INTRODUCTION

Miller states that the decision-making process in state government involves two primary groups of participants "(1) those who have an interest in the outcome of the decision, and (2) those who are required to be involved in the process."<sup>1</sup> He defines the first group of participants as including any person who may be affected positively or in a negative manner by the decision and also those persons who are "civic-minded citizens."<sup>2</sup> The second group includes the actual decision-makers and those individuals who advise them.<sup>3</sup> In regard to the higher education decision-making process, Miller identifies the "multiple" and "well known" participants as being (1) institutions, (2) the state postsecondary education agency, (3) the governor and related executive and budget offices, and (4) the houses, committees and staff of the

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<sup>1</sup>James I. Miller, Jr., "Evaluation and Political Reality," in Evaluating Statewide Boards, New Directions for Institutional Research, ed.: Robert O. Berdahl (San Francisco: Jossey-Bass Inc., Publishers, Number 5, 1975), p. 49.

<sup>2</sup>Ibid., pp. 49-50.

<sup>3</sup>Ibid., p. 50.

legislature.<sup>4</sup> Miller's list of participants in the state government higher education decision-making process has been expanded in the present study to include associations which influence the process directly through lobbying or indirectly through professional activities.

The involvement of these various participant groups in the state level higher education decision-making process differs according to the issues and types of decisions required. Each issue, such as a capital outlay request or approval of an academic program application, requires the action of specific public decision makers and, in turn, may involve nonpublic participants at some point in the process. The decision-making process for state planning and coordination of higher education is continuous and frequently moves between the formal deliberations of a public body and the informal activities of the participant groups.

Miller characterizes the literature on state planning and coordination as "parochial" and observes that it has been devoted almost entirely to the postsecondary education agency, its role and functions.<sup>5</sup> All other groups such as the institutions, budget offices,

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<sup>4</sup>Ibid.

<sup>5</sup>Ibid.

legislatures and Governors have tended to be represented as participants with which the planning and coordinating agency must deal, rather than as regular and important members of the continuous decision-making process.<sup>6</sup>

Because the literature has not examined the complete role of all the participants in the decision-making process, he concludes

. . . But the time has now come for a fuller recognition of the total context within which state agencies work and of them as but one part of the process. The shift is a subtle one, for the role of institutions, budget offices, governors, legislative committees, and their respective staffs never have been altogether ignored. The total picture has been presented, but the state agency is the only part of the picture clearly in focus. Now the other parts must come into equally sharp focus.<sup>7</sup>

The following discussion presents the results of the survey of state, institutional, and association policy makers and includes brief descriptions of every question item contained in the survey instrument. The results of the survey and the analysis which follows in Chapter IV are intended to access the views of participants to the decision-making processes in a context that accounts for the varied level and nature of their involvement.

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<sup>6</sup>Ibid.

<sup>7</sup>Ibid., p. 51.

### Results of the Survey

In question one the respondents were asked to identify the issue confronting public higher education in Michigan which they deemed to be the most critical for the next two, three to five, and ten year periods. The issue most frequently identified as being the most critical for the next two years was the level of state funding support for public higher education which received 22 of 38 responses or accounted for 57.8 percent of the total responses for the category (see Table 2). Of the remaining 16 responses to the two year segment of question one, five responses or 13.1 percent of the policy makers indicated that capital equipment and facilities (maintenance and needs) constituted the most critical issue; four respondents or 10.5 percent felt that declining enrollments projected for traditional college attending age groups represented the critical issue; three respondents or 7.9 percent stated that the critical issue was quality of instruction, research and service; 5.3 percent or two of the respondents reported that academic program change and expansion was the issue of most concern; the two issues of increased state centralization and public accountability each received one response (2.7 percent) as being the most critical issue; and the issue of information gathering, processing, reporting and storage was

not designated as the most critical issue by any of the respondents. As Table 2 reveals, the level of state funding support was selected by a majority of policy makers in all three respondent groups.

Regarding the most critical issue confronting public higher education in Michigan for the next three to five years, 11 policy makers or 28.9 percent reported that the level of state funding support was the most critical issue. The issue of academic program change and expansion was stated by nine respondents or 23.6 percent of the survey group as being the most critical. Declining enrollments accounted for eight respondents or 21 percent as the issue of most concern. Of the remaining ten respondents, six policy makers or 15.8 percent identified increased state centralization as the critical issue; two policy makers or 5.3 percent reported that quality of instruction, research and service as the issue of most concern; the issues of capital equipment and facilities and public accountability each were selected by one respondent (2.7 percent) as warranting the most critical designation; and, as identical to the two year category, no policy maker from the survey groups indicated that the issue of information gathering, processing, reporting, and storage was the most critical for the next three to five years. Among the individual respondent groups, the level of state funding support for the next three to five years was the issue

TABLE 2.--Critical Issues Confronting Michigan Higher Education\*: Percentages of Each Group by Response Category

	Institutions			State Government			Associations			Total		
	2 Years	3-5 Years	5-10 Years	2 Years	3-5 Years	5-10 Years	2 Years	3-5 Years	5-10 Years	2 Years	3-5 Years	5-10 Years
Declining Enrollments	13.0	21.8	43.5	0.0	20.0	70.0	20.0	20.0	60.0	10.5	21.0	52.6
Level of State Funding Support	65.3	30.3	21.8	50.0	20.0	20.0	40.0	40.0	20.0	57.8	28.9	21.0
Academic Program Change and Expansion	0.0	21.8	0.0	20.0	40.0	0.0	0.0	0.0	0.0	5.3	23.6	0.0
Capital Equipment and Facilities	13.0	4.3	13.0	10.0	0.0	0.0	20.0	0.0	0.0	13.1	2.7	7.9
Information Gathering, Processing, Reporting, and Storage	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Increased State Centralization	0.0	21.8	8.7	0.0	0.0	0.0	20.0	20.0	0.0	2.7	15.8	5.3
Quality of Instruction, Research and Service	8.7	0.0	13.0	10.0	10.0	0.0	0.0	20.0	20.0	7.9	5.3	10.5
Public Accountability	0.0	0.0	0.0	10.0	10.0	10.0	0.0	0.0	0.0	2.7	2.7	2.7
	(N=23)	(N=23)	(N=23)	(N=10)	(N=10)	(N=10)	(N=5)	(N=5)	(N=5)	(N=38)	(N=38)	(N=38)

\*Question #1: "Which issue of the following issues confronting public higher education in Michigan do you feel is the most critical for the next: (see above)."

most frequently reported by institutional and association policy makers. However, a majority of state government policy makers identified academic program change and expansion as being the most critical issue during this period.

Declining enrollments was selected as the most critical issue confronting public higher education in Michigan during the next five to ten years by 20 policy makers or 52.6 percent of the respondents. The level of state funding support was stated by eight respondents or 21 percent to be the most critical issue in this time sequence. The ten remaining responses were distributed among the issues in the following manner: four or 10.5 percent of the policy makers indicated that quality of instruction, research and service was the primary issue of concern; three or 7.9 percent of the survey population felt that capital equipment and facilities represented the most critical issue; two or 5.3 percent of the policy makers identified increased state centralization as the issue of most concern; and one respondent stated that the issue of public accountability was the most critical in the five to ten year time period. The issue of information gathering, processing, reporting, and storage, as is consistent with the two previous time frames, was not selected by any policy maker as being the most critical

issue confronting public higher education in Michigan for the next five to ten years. The issue of declining enrollments received a majority of the responses in each of the individual survey groups.

In question number two the policy makers were requested to indicate which purpose of public higher education in Michigan (liberal education, graduate-professional education, technical training, research, and public service), if any, had been neglected since 1970 (see Table 3). Liberal education was the purpose identified most frequently by the respondents accounting for eleven responses or 28.9 percent of the survey population. However, ten policy makers or 26.3 percent of the respondents indicated that none of the stated purposes of higher education had been neglected since 1970. Research was identified by six respondents or 15.8 percent of the policy makers as being a neglected purpose of higher education. The eleven other responses to the question were reported in the following manner: five responses or 13.1 of the policy makers felt that public service had been the purpose neglected; technical training accounted for four responses or 10.5 percent of the survey respondents; the purpose of graduate-professional education received one response or 2.7 percent; and one policy maker stated that all the purposes of higher education in Michigan had



TABLE 3.--Purposes of Public Higher Education in Michigan\*: Percentages of Each Group By Response Category

Groups	(N)	(1) Liberal Education	(2) Graduate Professional Education	(3) Technical Training	(4) Research	(5) Public Service	(6) None	(7) All	(8) (Totals)
Total	(38)	28.9	2.7	10.5	15.8	13.1	26.3	2.7	(100%)
Institutions	(23)	26.0	4.4	15.3	13.0	8.7	30.5	4.4	(100%)
State Government	(10)	30.0	0.0	10.0	20.0	20.0	20.0	0.0	(100%)
Associations	( 5)	40.0	0.0	0.0	20.0	20.0	20.0	0.0	(100%)

\*Question #2: "Public higher education in Michigan serves many purposes--liberal education, graduate-professional education, technical training, research, and public service. Which one of these purposes, if any, do you feel has been neglected since 1970?"

been neglected since 1970. Among the groups in the survey population, both state government and association policy makers, in a majority of responses, felt that liberal education had been neglected. Institutional policy makers however, reported in a majority of responses that none of the stated purposes of higher education had been neglected since 1970.

In question number three the policy makers were asked to state positively or negatively if each public baccalaureate institution in Michigan should serve each of the previously stated purposes listed in question number two (see Figure 1). Of the 38 policy makers, 34 or 89.5 percent indicated that each public college and university should not serve each of the previously identified purposes of higher education in Michigan. The four affirmative responses to the question accounted for the remaining 10.5 percent of the survey population. The responses of the individual groups within the survey population indicated that all state government and association policy makers were completely opposed to having each public institution of higher education serve each of the stated purposes. The four affirmative responses to the question were reported by policy makers within the institutional group of the survey population.

The respondents in question number four were asked to indicate whether advanced graduate and professional

\*Question #3: "Do you think that each public baccalaureate institution in Michigan should serve each of the previously stated purposes?"

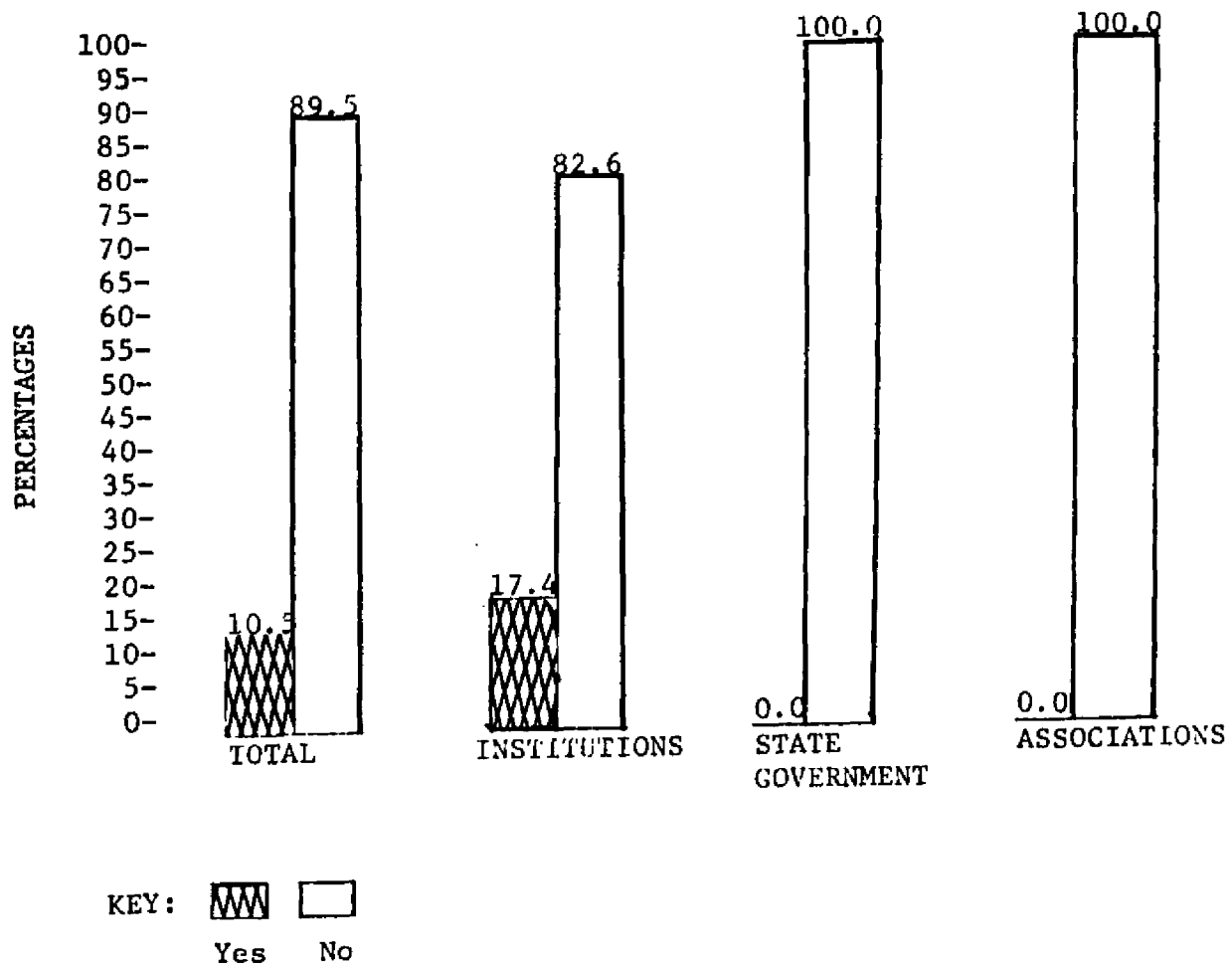


Figure 1.--Role of public baccalaureate institutions\*: Percentages of each group by response category.

programs should be concentrated in three or four universities or be spread more widely among the public institutions (see Figure 2). To the concentration of such programs in three or four universities, 26 of the policy makers or 68.4 percent reported that advanced graduate and professional programs should be restricted to three or four institutions. The remaining 12 respondents or 31.6 percent indicated that such programs should be spread more widely among public institutions. Within the individual groups of the survey population, the state government and association policy makers totally supported the concentration of advanced graduate and professional programs in three or four universities. The institutional responses to the question revealed a majority of policy makers (52.3 percent) in favor of a wider dispersion of these programs.

Question number five dealt with the general satisfaction of the respondents with the manner in which the needs of public higher education are articulated to state government (see Figure 3). Of the 38 policy makers, 27 or 71.1 percent responded that they were not generally satisfied with the manner in which higher education communicates its needs to state government. The remaining eleven respondents constituting 28.9 percent of the survey population stated that they were generally satisfied with

\*Question #4: "Should advanced graduate and professional programs be concentrated in three or four universities, or be spread more widely?"

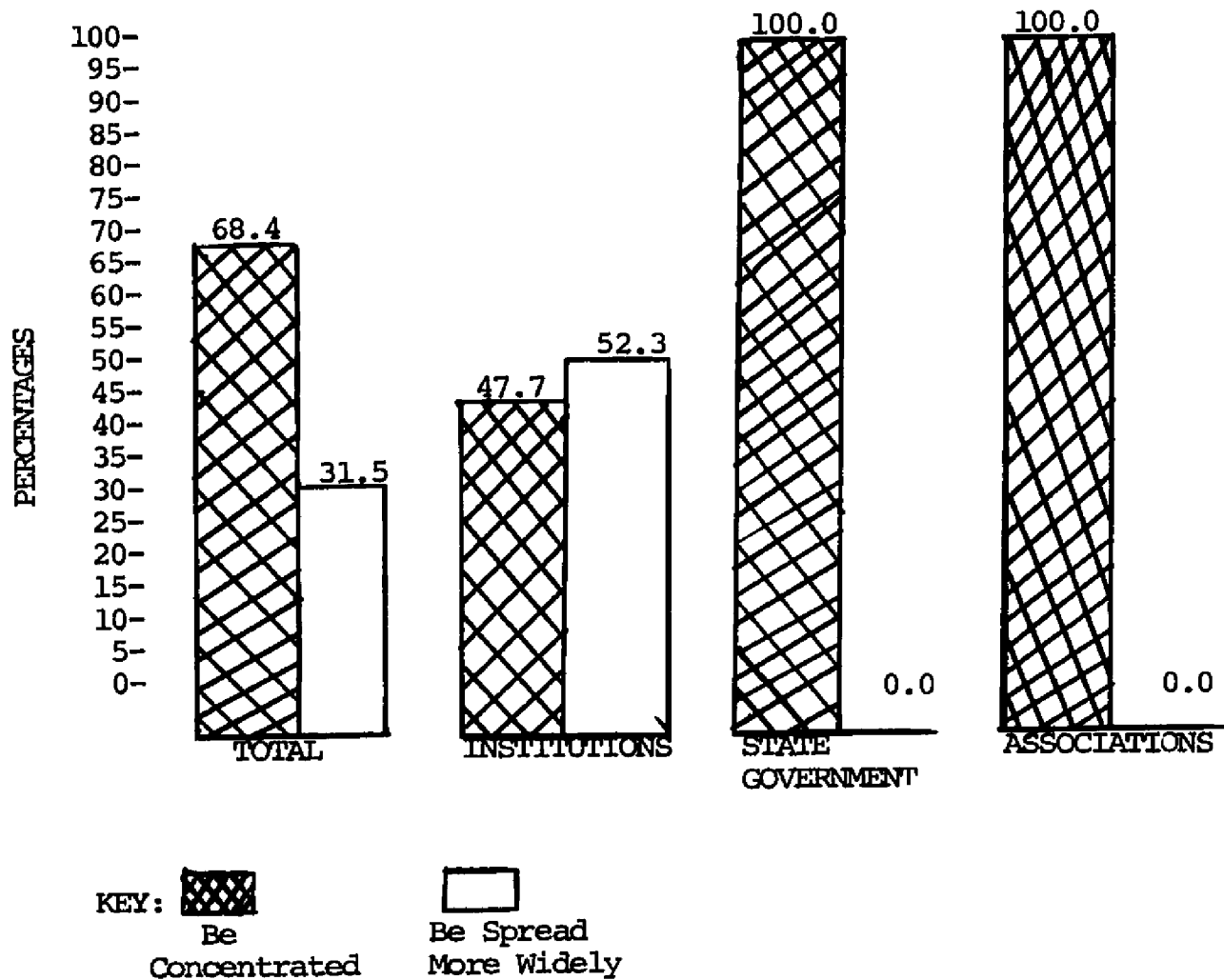


Figure 2. --Concentration of graduate and professional programs\*: Percentages of each group by response category.

\*Question #5: "Are you generally satisfied with the manner in which the needs of higher education are articulated to state government?"

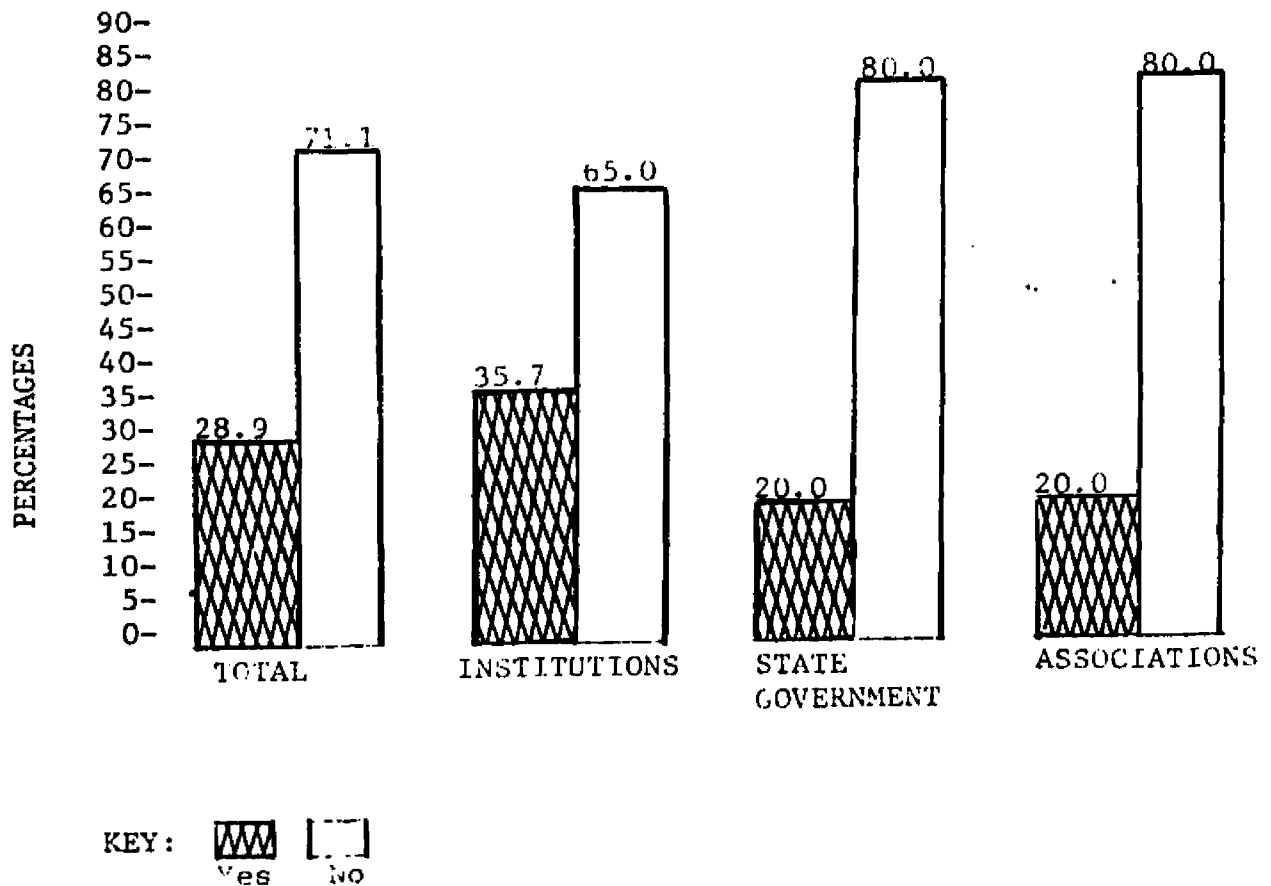


Figure 3.--General satisfaction with articulation of needs to state\*: Percentages of each group by response category.

the present articulation process. All three groups within the survey population indicated a majority of policy makers were generally dissatisfied with the manner in which the needs of higher education are communicated to state government (institutions 65 percent, state government 80 percent, and associations 80 percent).

In question number six the respondents were asked if they would prefer more or less coordination of institutional requests to state government agencies (see Figure 4). Those policy makers who reported that they would prefer more coordination of institutional requests to state government agencies represented 57.8 percent of the survey population or 22 of the 38 respondents. The 16 policy makers who preferred less coordination of requests represented 42.4 percent of the survey population. Both the state government and association groups within the survey population reported 100 percent preference for increased coordination of college and university requests to state agencies. A majority of institutional policy makers (69.5 percent) preferred less coordination of requests to state government.

In question number seven the respondents were asked about their awareness and use of the current State Plan for Higher Education developed by the Michigan Department of Education in their present position (see

\*Question #6: "Would you prefer more or less coordination of institutional requests to state government agencies?"

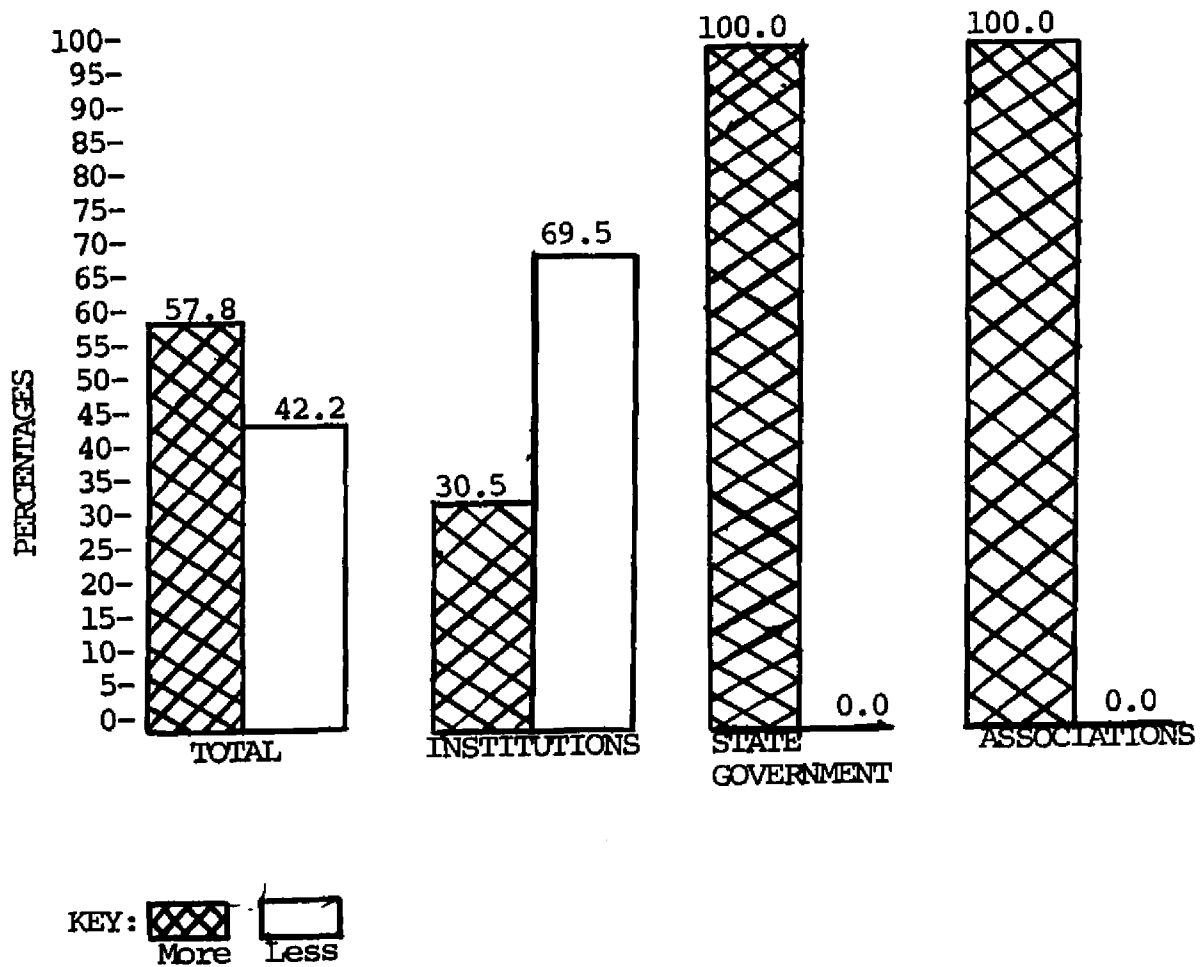


Figure 4. -- Coordination of institutional requests to state\*: Percentages of each group by response category.



Figure 5). A majority of the policy makers, 22 or 57.8 percent of the survey respondents, reported that they did not use or refer to the current State Plan in their present position. Of the remaining 16 respondents, 12 or 31.6 percent stated that they do refer to or use the State Plan in their present capacity and four policy makers or 10.6 percent indicated that they were not aware of the Plan. The pattern of responses within the population groups revealed that a majority of institutional and state government respondents did not refer to or use the State Plan for Higher Education. The four policy makers who reported that they were not aware of the Plan were members of the institutional group of the survey population. The association responses indicated that a majority (80 percent) of policy makers in this group refer to and use the Plan in their respective positions.

In question number eight the respondents were asked if they would favor closer adherence to such a statewide plan for both state agencies and public colleges and universities (see Figure 6). Of the 38 policy makers, 22 or 57.8 percent of the survey population reported that they would not favor a closer adherence to a statewide plan and 16 or 42.2 percent stated that they would favor closer adherence to a plan for both state government and the institutions. Within the groups of the survey population, both state government and association policy

\*Question #7: "Do you refer to or use the current State Plan for Higher Education developed by the Michigan Department of Education in your present position?"

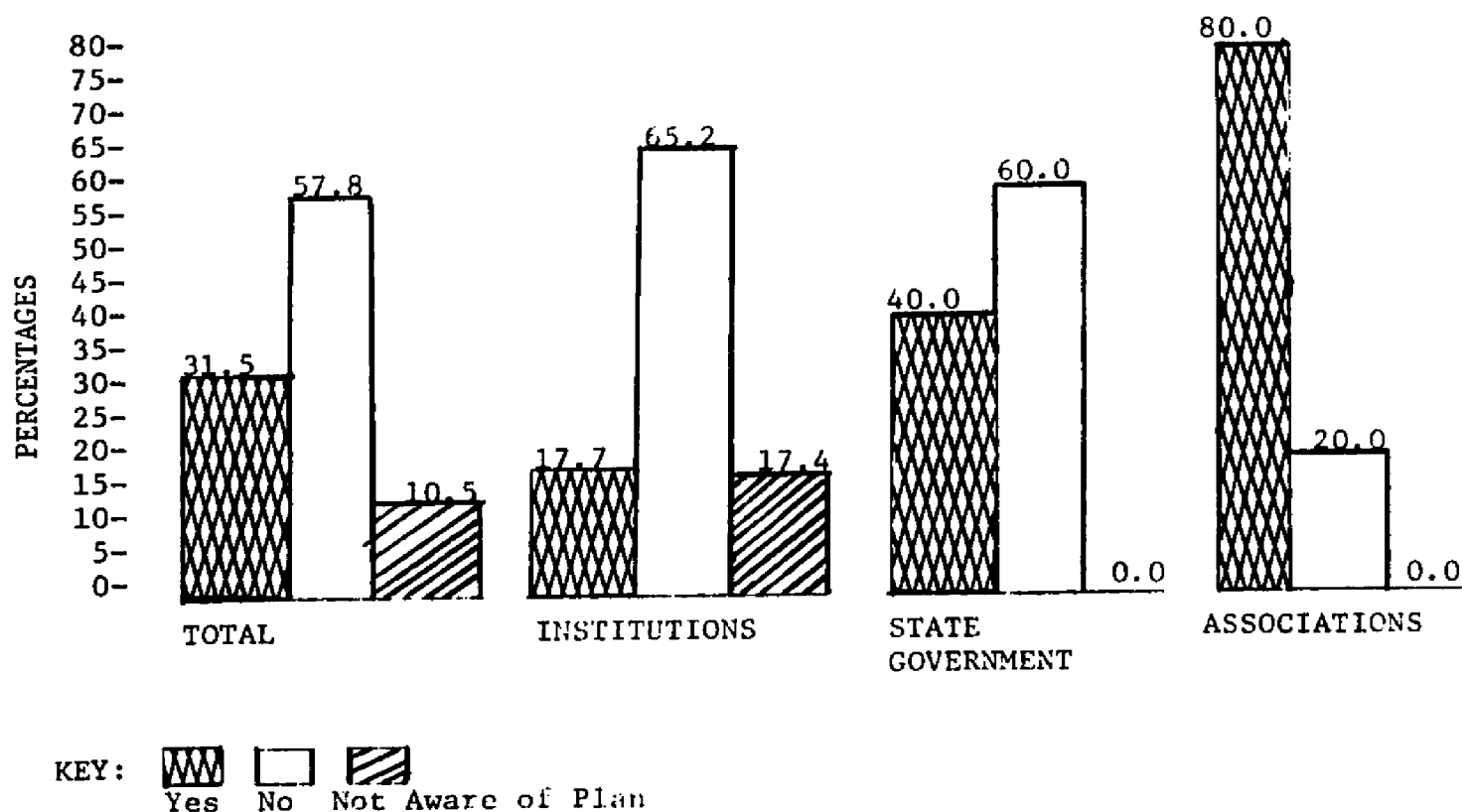


Figure 5.--Use of the State Plan for Higher Education\*: Percentages of each group by response category.

\*Question #8: "Would you favor closer adherence to such a statewide plan for both state agencies and public colleges and universities?"

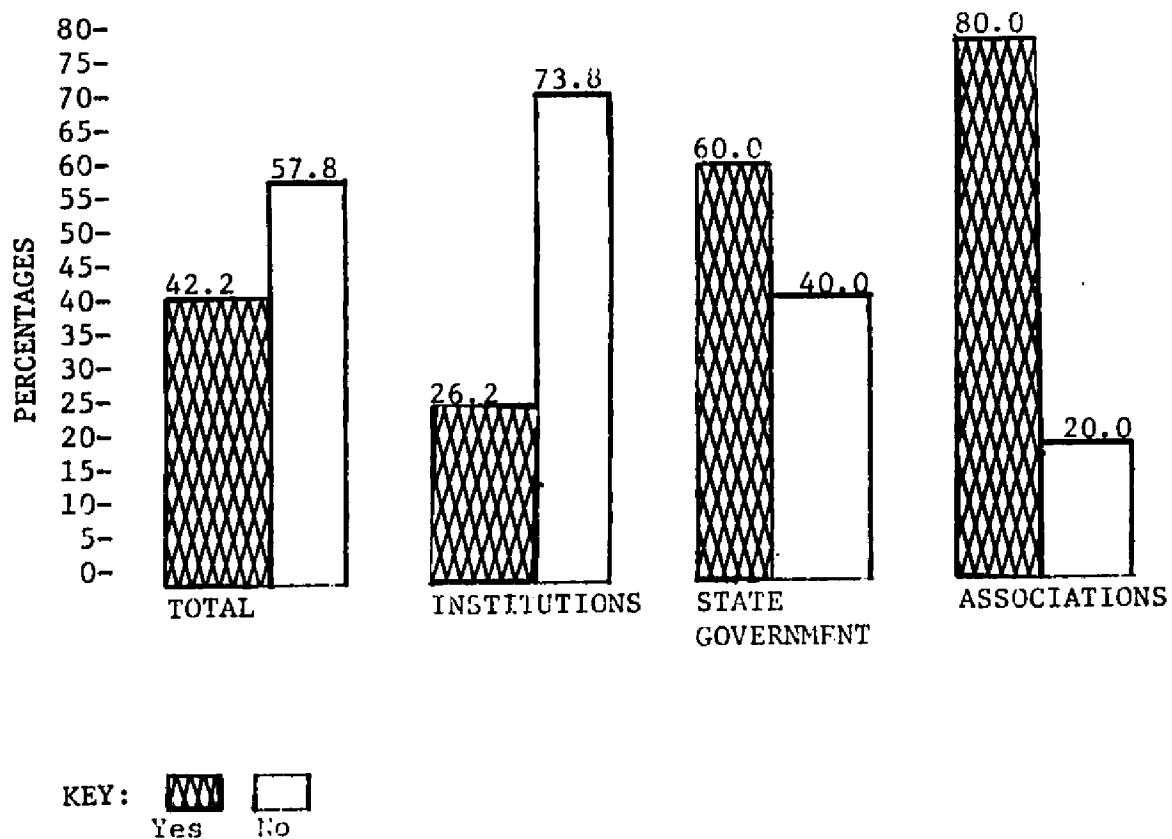


Figure 6.--Closer adherence to statewide plan\*: Percentages of each group by response category.

makers reported a majority favoring closer adherence to a statewide plan. The college and university groups responded in a majority of policy makers (73.8 percent) indicating that they would not favor closer adherence to a statewide plan.

Question number nine dealt with the general satisfaction of the policy makers with the present division of responsibilities between the state government and the public colleges and universities (see Figure 7). The majority of respondents, 24 or 63.2 percent of the survey population, reported that they were generally satisfied with the present division of responsibilities. The remaining 14 policy makers or 36.8 percent stated that they were not generally satisfied with the current division of responsibilities. Among the population groups, both a majority of the institution and association respondents indicated general satisfaction with the present division of responsibilities. A majority of state government policy makers (60 percent) reported that they were not generally satisfied with the present division of responsibilities between the state and the institutions.

In question number ten the survey population was asked how they felt about the amount of control the Legislature has over higher education at the present time (see Figure 8 ). Of the 38 respondents, 22 or 57.8

\*Question #9: "Are you generally satisfied with the present division of responsibilities between the state government and the public colleges and universities?"

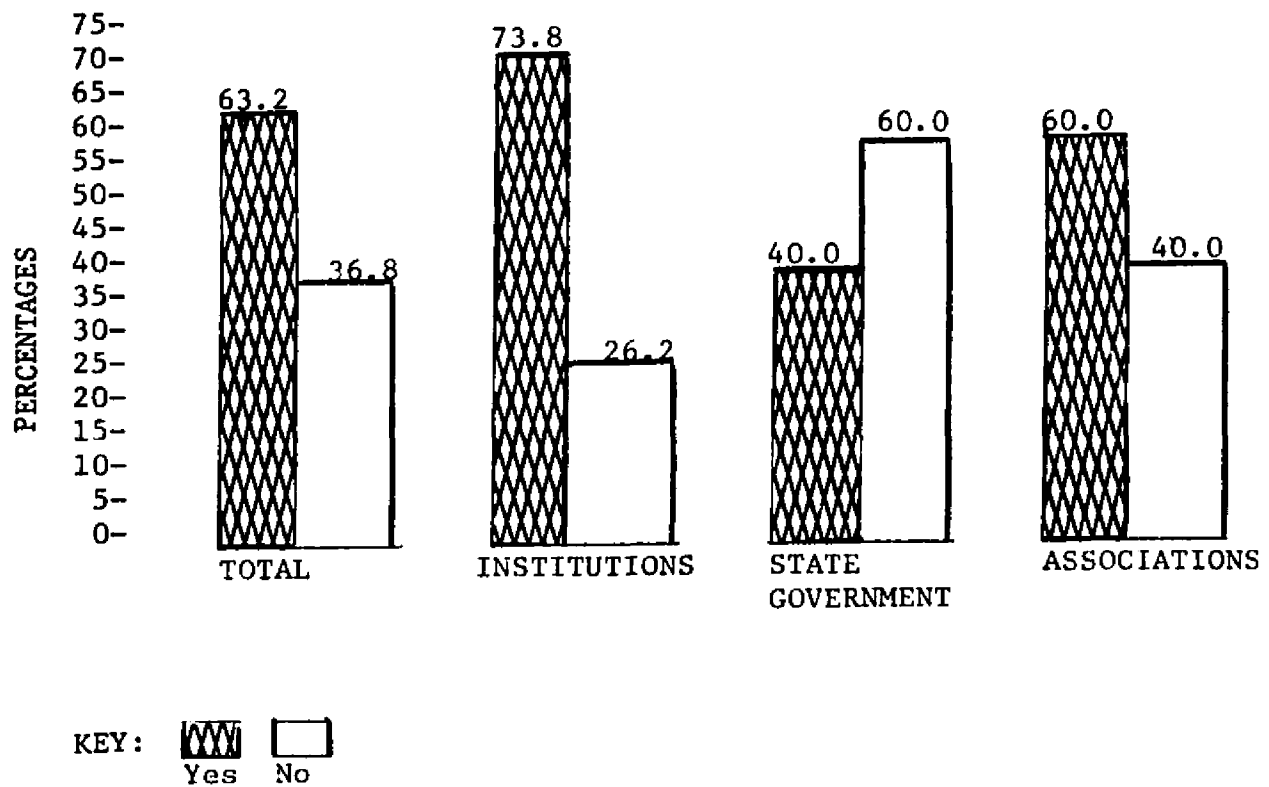


Figure 7.--General satisfaction with division of responsibilities\*: Percentages of each group by response category.

percent felt that the amount of legislative control over higher education was about right; 11 policy makers or 28.9 percent felt that the Legislature has too much control over higher education; and four or 13.3 percent of the respondents felt that the Legislature had too little control over higher education at the present time. Both the institutions and the associations, as groups within the survey population, had a majority of policy makers who felt that the amount of legislative control over higher education was about right at the present time. State government respondents indicated a majority of the groups' policy makers felt that the Legislature has too little control over higher education at the present time.

The policy makers were requested to state why they responded in the manner in which they did in question 10. Of the 24 policy makers who completed the why portion of the question, four explained why they felt the Legislature had too little control over higher education. There comments are as follows:

State Government Respondents:

1. "Constitutional autonomy is not conducive to any controls"
2. "Not enough staff and resources to evaluate institutions' performance"
3. "In effect there is no legislative oversight over expenditures"

Association Respondent:

4. "No control except over total appropriation"

With regard to those respondents who completed the second portion of the question, 13 reported why they felt that legislative control over higher education was about right, their comments are as follows:

Institution Respondents

1. "It allows for institutional autonomy and creativity yet provides for informal interaction and sharing"
2. "Control over academic program development should be exercised by a separate, non-elective body"
3. "Moving towards more control"
4. "The Legislature appropriates funds, but provides minimum stipulation about the institution's use of the funds"
5. "Issues of accountability, duplication etc. should be (the) concern of Legislature; educational policy issues should be concern of institutions"
6. "There is a system of checks and balances while, at the same time, the stimulation of independence and competition is preserved"
7. "Control is about right but allocations are too small"
8. "The provisions of the State Constitution properly outline the various relationships, however, legislative control of capital outlay is excessive both in terms of the executive branch and the institutions"
9. "More control and you homogenize the process"

State Government Respondent

10. "Under the current constitutional provisions, its the only focal point for state level policy making"

Association Respondents

11. "Interference is minimal considering legislative control of appropriations"
12. "Any change would likely be toward more control and that could not be tolerated"
13. "The Legislature tends to respect institutional autonomy, but manages some financial accountability"

The remaining seven policy makers who responded to the second portion of question 10, indicated as follows why they felt the Legislature has too much control over higher education at the present time:

Institution Respondents:

1. "Funding appears to be based on 'pork barrell' or political motives primarily"
2. "The Legislature becomes involved in too many operating details"
3. "More autonomy would strengthen the institutions"
4. "Line iteming by Legislature erodes the budgetary and academic authority of the institutions"
5. "Too detailed controls, too political, and too influential on program priorities-- not critically so but worrisome in trend"

State Government Respondent

6. "Legislature gets into issues which are beyond the legislative function"



\*Question #10: "How do you feel about the amount of control the Legislature has over higher education at the present time?"

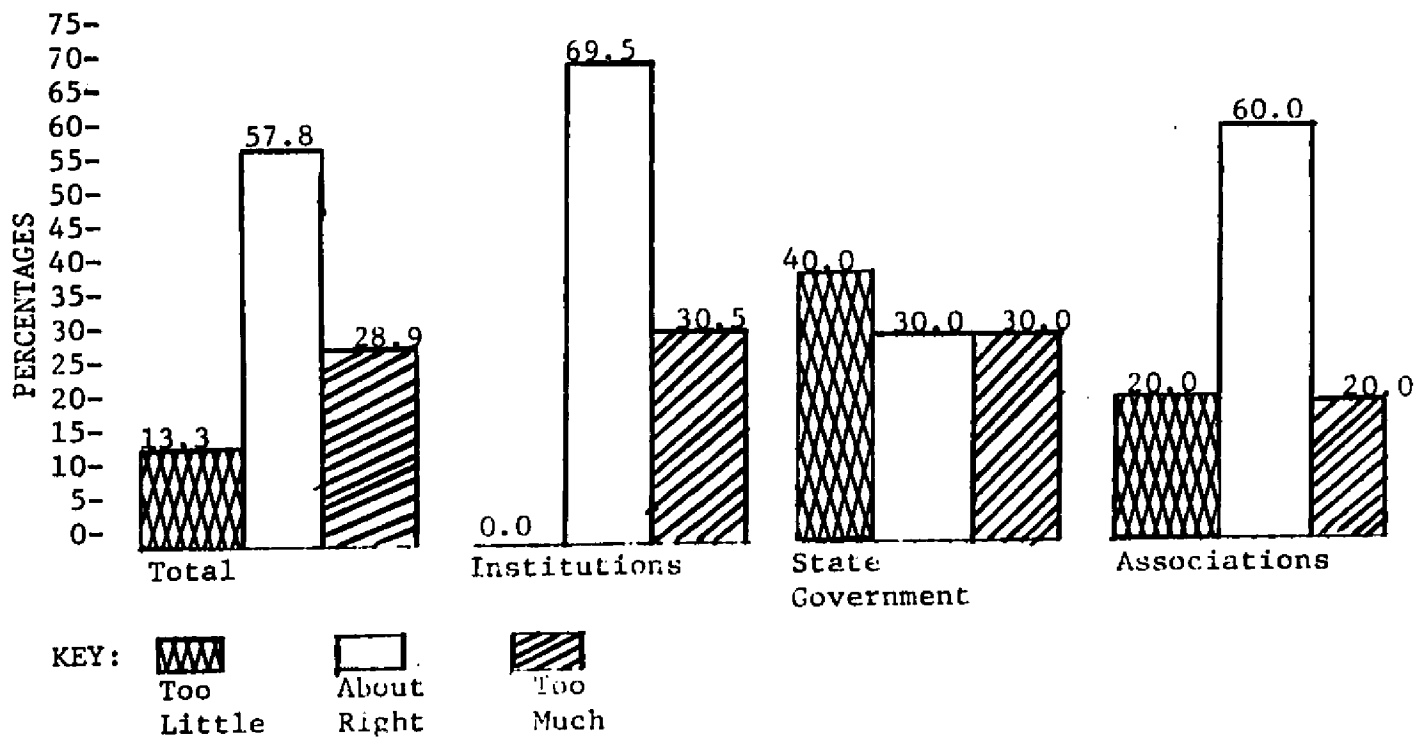


Figure 8.--Control of Legislature over higher education\*: Percentages of each group by response category.

Association Respondent:

## 7. "Legislature is not equipped to make sound academic decisions:

In Question number eleven the policy makers were requested to indicate how they felt state control should be changed, if at all, with respect to legislative activity in budget review, admission standards, curriculum, new buildings and facilities construction, and appointments to governing boards (see Table 4). A majority of the respondents in all categories indicated that they felt that state control should not be changed. Within the institutional group of the survey population, the policy makers reported in every category of legislative activity a majority favoring no change in state control. The responses of the state government and association policy makers to the question were mixed. For example, five state government respondents or 50 percent felt that legislative action with respect to budget review should be increased. A majority of state government policy makers also supported an increase of legislative action in curriculum (50 percent) and in appointments to governing boards (60 percent). Association response to the stated activities was either a majority favoring no change (admission standards 60 percent, new buildings and facilities construction 60 percent, and appointments to

TABLE 4.--Exercise of State Control\*: Percentages of Each Group by Response Category

	Institutions (N=23)			State Government (N=10)			Associations (N=5)			Total (N=38)		
	Increase	No Change	Decrease	Increase	No Change	Decrease	Increase	No Change	Decrease	Increase	No Change	Decrease
Budget Review	4.4	73.8	21.8	50.0	30.0	20.0	40.0	40.0	20.0	21.1	57.8	21.1
Admission Standards	4.4	60.8	34.8	0.0	80.0	20.0	20.0	60.0	20.0	5.3	65.8	28.9
Curriculum	4.4	60.8	34.8	50.0	20.0	30.0	40.0	20.0	40.0	21.1	44.7	34.2
New Buildings and Facilities Construction	8.6	60.8	30.5	20.0	80.0	0.0	20.0	60.0	20.0	13.1	65.8	21.1
Appointments to Governing Boards	17.4	60.8	21.8	60.0	30.0	10.0	20.0	80.0	0.0	28.9	55.3	15.8

\*Question #11: "Regarding legislative action in the following activities, please indicate how you feel state control should be changed, if at all, for each activity."

governing boards 80 percent) or a division of views with no majority opinion.

In question number twelve the policy makers were asked if they felt that the Legislature is able, with its current staff and resources, to do a proper job of overseeing public higher education in Michigan (see Figure 9).. Of the 38 respondents, 21 or 55.3 percent felt that the Legislature is able to oversee higher education properly with its current staff and resources. The remaining 17 respondents or 44.7 percent of the survey population felt that the Legislature is not able with its current staff and resources to properly oversee public higher education in Michigan. Both the institutions and association groups of the survey population had a majority of policy makers who felt that the Legislature is able to properly oversee higher education. State government respondents indicated that a majority of this group (70 percent) felt that the Legislature is not able to do a proper job of overseeing public higher education in Michigan.

In the second portion of question twelve the respondents who answered the question negatively were asked to suggest changes that they would make regarding legislative ability to oversee higher education. Of the 17 policy makers who responded negatively to the question, 13 addressed the second portion of the question. Their statements are as follows:

\*Question #12: "Do you feel that the Legislature is able, with its current staff and resources, to do a proper job of overseeing public higher education in Michigan?"

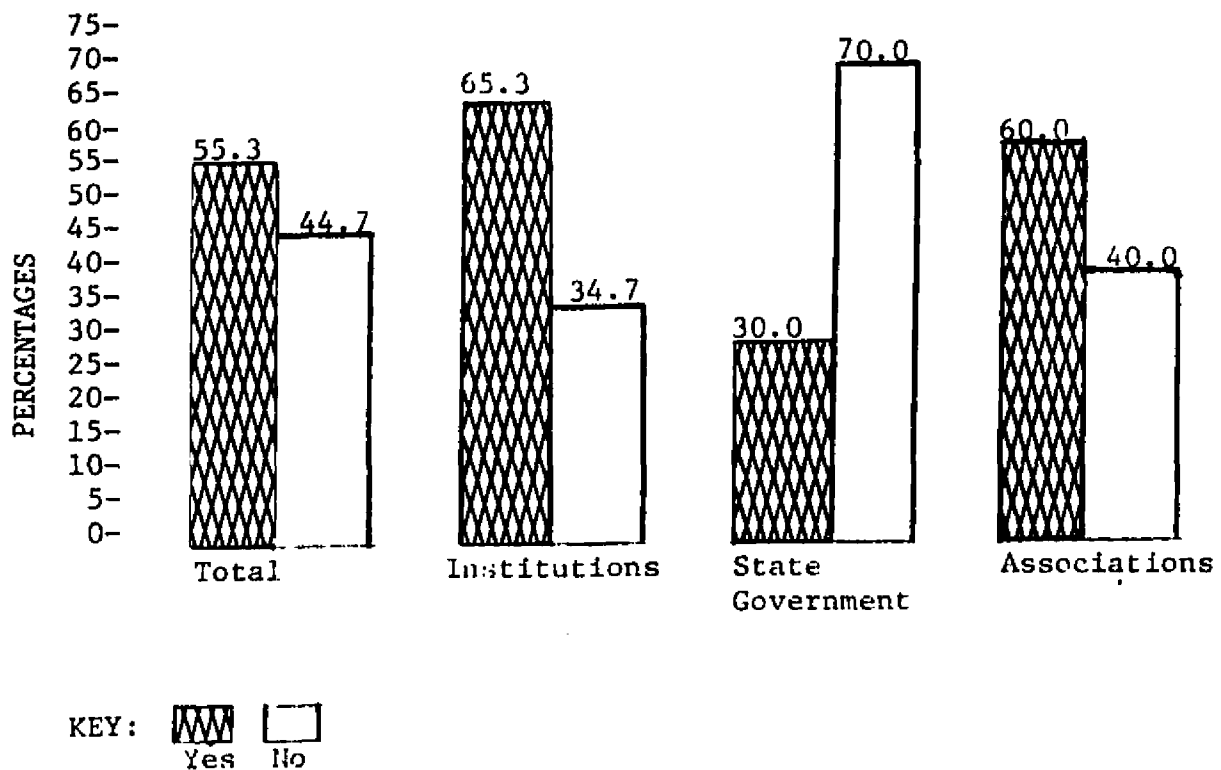


Figure 9.--Legislative ability to oversee public higher education\*: Percentages of each group by response category.

Institution Respondents

1. "More and better qualified staff"
2. "They have the staff to adequately do the job if responsibilities decreased"
3. "They really don't understand what it takes to have quality higher education in the state"
4. "Why should the Legislature oversee at all"
5. "Leave us alone"

State Government Respondents

6. "More specific program approval"
7. "Overseers must be able to take some visible action regarding abuses in higher education"
8. "More capable staff"
9. "Have Department of Education assume the responsibility"
10. "Legislature should not be involved"
11. "Legislature gets involved in issues which are beyond the legislative function"

Association Respondents

12. "Better and larger staff"
13. "More on-site inspection"

In question number thirteen the policy makers were requested to indicate if they were generally satisfied with the posture assumed by the Executive Branch of state government and the direction it provides concerning higher education issues (see Figure 10). The majority of

\*Question #13: "Are you generally satisfied with the posture assumed by the executive branch of state government and the direction it provides concerning higher education issues?"

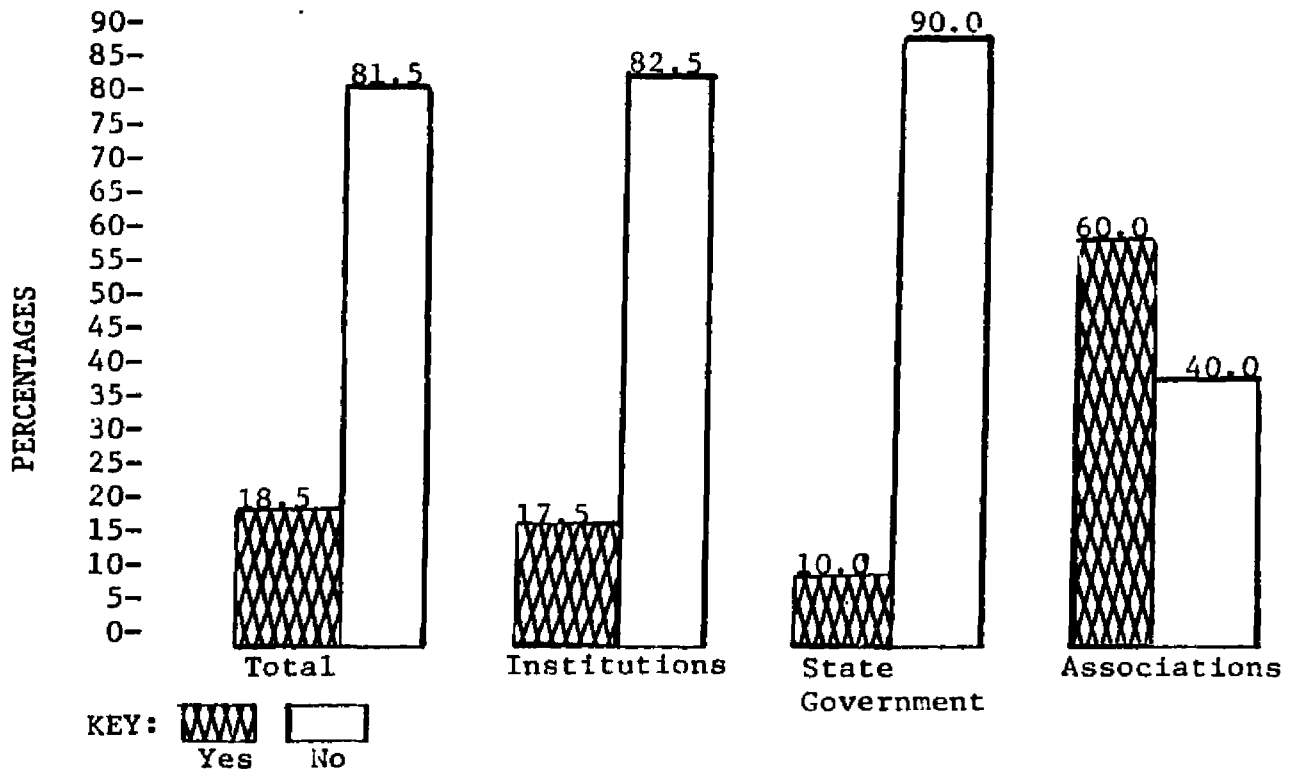


Figure 10.--General satisfaction with executive branch direction\*: Percentages of each group by response category.

respondents to the question (31 or 81.5 percent of the survey population) reported that they were not generally satisfied with the posture assumed by the Executive Branch and the direction it provides concerning higher education issues in Michigan. The seven policy makers who responded that they were generally satisfied with the Executive Branch of state government accounted for 18.5 percent of the survey population. With regard to this question, all three of the individual groups comprising the survey population revealed a majority of policy makers were not generally satisfied with the Executive Branch of state government (institutions 82.5 percent, state government 90 percent, and associations 60 percent).

Question thirteen also contained a second part in which the respondents were asked, if they answered no to the question, to make recommendations regarding the Executive Branch. Of the 31 policy makers who responded negatively to the question, 21 completed the second portion of the question. The following are their comments and recommendations:

Institutional Respondents

1. "(Setting) a higher priority for higher education on state resources"
2. "Basic support for higher education needed not control; funding for higher education has declined drastically in the past ten (years)"



3. "The Executive Branch should provide more leadership and decreasing the amount (of funds) spent on welfare and increasing the amount (of funds) spent on higher education"
4. "More leadership in educational matters"
5. "(a) Too little concern about equity in funding 15 universities; (b) too little concern about tuition policy"
6. "Higher education has a relative low priority with the Executive Office"
7. "Basically, re-establishing higher education as a priority program"
8. "There should be a closer and more effective working relationship between the Executive Office and the universities"
9. "State budget planning in the Executive Branch over the last several years has led to a decline in relative appropriations to higher education. The Capital Outlay now seems to be both executed as well as legislated by the Legislative Branch"
10. "Get away from comparing everyone to everyone else and seek quality in all efforts"
11. "They (should) become more knowledgeable about the problems of higher education"
12. "State is falling behind in nationwide ranking with regard to higher education funding"

#### State Government Respondents

13. "Executive Branch should accord more concern"
14. "Governor's office should assert more leadership and support for existing planning functions in Department of Education"
15. "Should take a more dominant role in policy setting"

16. "More time and attention given to the complex policy issues of the day"
17. "More program analysis statewide and recommendations for Legislature to consider"
18. "It seems foolish for the Legislature and the Executive Branch to go their separate ways in regard to higher education, closer coordination with the Legislature is mandatory"

#### Associated Respondents

19. "More on-site inspection"
20. "The Executive Office should better inform itself, as staffing is not competent. Department of Education is of absolutely no value to the state. DMB (Department of Management and Budget) staff (is competent, but not influential)"
21. "The Executive Branch has become too absorbed with predicting doom rather than helping institutions . . . need some fresh outlook, new or additional staff"

Question number fourteen in the survey inquired about the use of instructional facilities at public four-year institutions and the policy makers were asked if they felt the buildings are being used economically and efficiently (see Figure 11). Of the 38 policy makers, 22 or 57.9 percent of the survey population felt that instructional facilities at public colleges and universities are being used economically and efficiently and 16 respondents or 42.1 percent stated that the facilities are not being used economically and efficiently. A majority of policy makers representing the institutions (65.2 percent) and

\*Question #14-A: "Do you feel that instructional facilities at public four-year institutions are being used economically and efficiently?" (See Table 5 for 14-B).

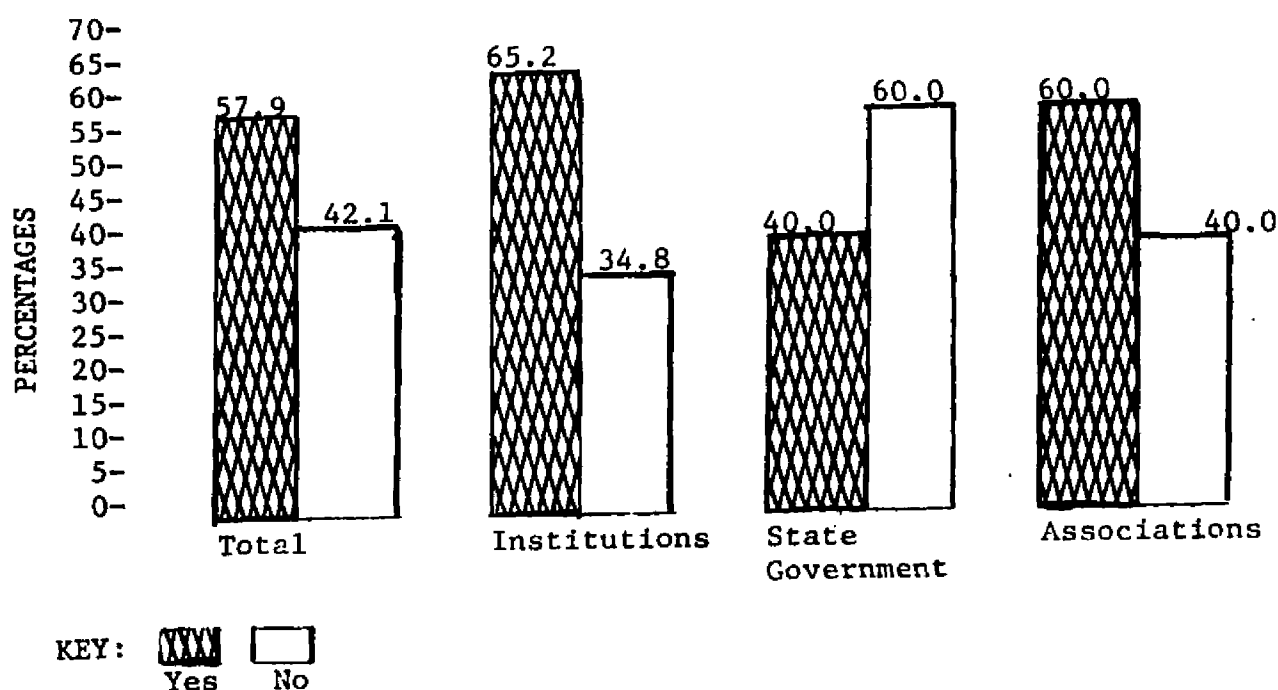


Figure 11.--Economical and efficient use of facilities\*:  
Percentage of each group by response category.

the associations (60 percent) felt that the buildings are being used economically and efficiently. The majority of state government respondents (60 percent) felt that institutional facilities are not being used economically and efficiently at public four-year institutions.

In the second part of question fourteen, the survey population was asked, if it answered no, to indicate which of the following potential actions would they support to increase efficiency: extend building hours, increase class size, consolidate program offerings, close low demand buildings, prioritize programs according to resource generation, then reallocate space, and other (see Table 5). Of the 16 policy makers who responded negatively to the first portion of the question, 15 completed the second portion. The potential actions most frequently selected by the policy makers were extending building hours and prioritize programs according to the resources generated. Both of these potential actions received the support of eight respondents. The closing of low demand buildings also received favorable support from seven policy makers. Under the "other" category in this part of the question, the following three suggestions were made by the respondents:

Institutional Respondent

1. "Capital expenditure necessary to incorporate energy conservation increases"

TABLE 5.--Potential Actions to Increase Facility Efficiently\*: Percentages of Each Group by Response Category

Groups	(N)	Extend Building Hours	Increase Class Size	Consolidate Program Offering	Close Low Demand Buildings	Priotirize Programs	Other	No Response
Total	(16)	50.0	12.5	25.0	43.75	50.0	6.25	6.25
Institutions	( 8)	31.25	12.5	6.25	18.75	18.75	6.25	6.25
State Government	( 6)	12.5	0	12.5	18.75	31.25	6.25	0
Associations	( 2)	6.25	0	6.25	6.25	6.25	12.5	0

\*Question #14-B: "If no, which of the following potential actions would you support to increase efficiency: extend building hours; increase class size, consolidate program offerings; close low demand buildings; prioritize programs according to response generation then reallocate space; other (indicate more than one if you desire)."

State Government Respondent

2. "Shared use with adjacent or nearby community colleges"

Association Respondent

3. "More instructional hours by full professors"

In question number fifteen the policy makers were asked if, in their view, competition among state colleges and universities for tax dollars and programs has affected state government support of Michigan higher education (see Figure 12). A majority of the survey population (22 of 57.8 percent) reported that they believed that competition among public institutions had affected state support of higher education. Those 16 policy makers who responded negatively to the question represented 42.2 percent of the survey population. A majority of the respondents in each of the three survey groups indicated that they viewed competition as affecting state support of higher education in Michigan (institutions 52.3 percent, state government 60 percent, and associations 80 percent).

If the respondents answered affirmatively to the first part of question fifteen, they were asked to indicate how support is affected. Of the 22 policy makers who answered the first portion of the question in the affirmative, 20 indicated how in their view support for higher education is affected. Their respective views are as follows:

\*Question #15: "In your view, has competition among state colleges and universities for tax dollars and programs affected state government support of Michigan higher education?"

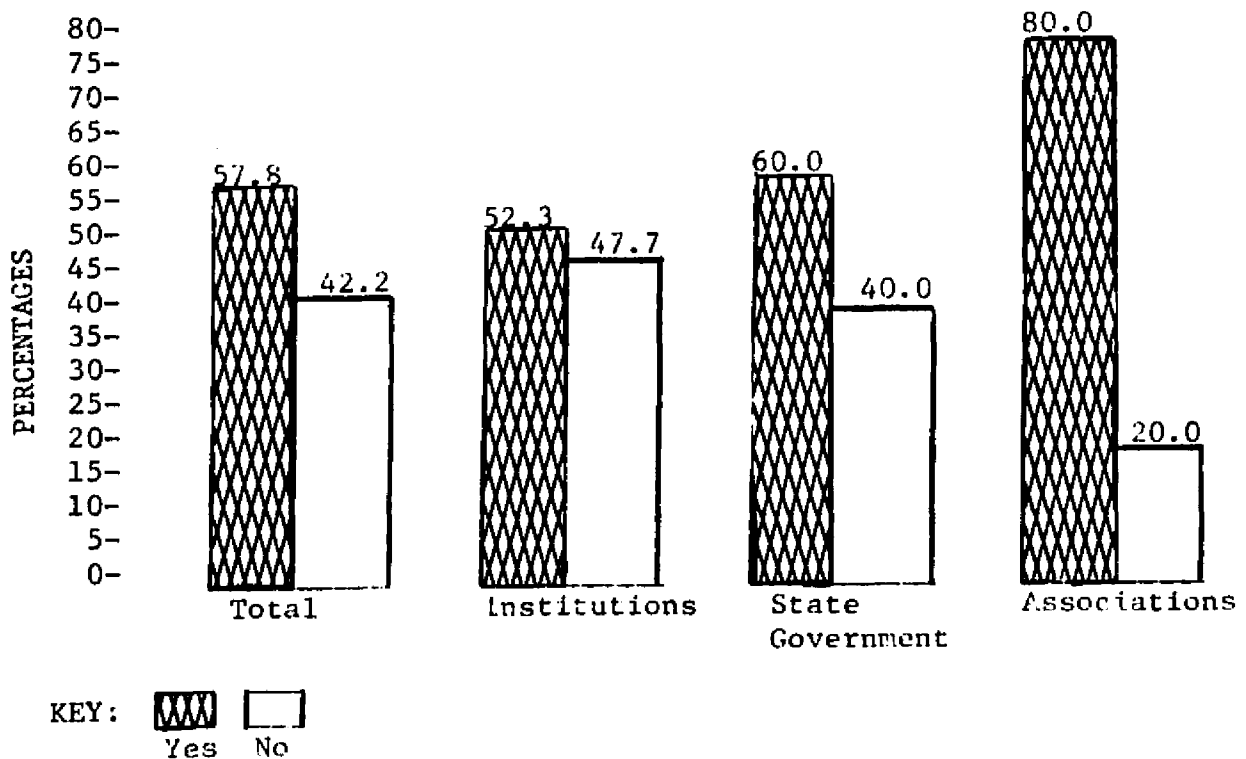


Figure 12.--Institutional competition for state funds\*:  
Percentage of each group by response category.

Institutional Respondents

1. "Competition is perceived as self-serving, result is less accountability and responsive"
2. "Political process often based on factors other than need"
3. "The competition has caused legislators to keep re-thinking the total problem. Without competition, many would become complacent. Competition leads to better support"
4. "More total dollars made available"
5. "It has resulted in new programs. College of Medicine is the best example at M.S.U."
6. "It directly involves the legislature in programmatic considerations and the competition is, by and large, a healthy and vigorous one"
7. "If total support were adequate, the competition would not be as it is. But the competition causes two losers at times"
8. "Recruitment of students should be done statewide, but colleges do not offer same courses in same locations--branch campuses, etc."
9. "Support is in favor of established colleges and universities. Developing institutions need more support"
10. "It has contributed to the development of funding models and potentially more equitable finance"
11. "Probably increased support"

State Government Respondents

12. "Too many vieing for appropriations with similar contentions"
13. "In the average has created inequity in resource distribution. Competition for students has created major duplication"



14. "Those institutions with lobbying power still control major appropriation levels"
15. "It's not competition among the colleges, rather its the priority of higher education in relation to other governmental services. In this regard, funding has not kept pace with costs"
16. "Those with political clout get money and program. Those with little clout don't"

Association Respondents

17. "Competition has created a negative impact on attitude or individual legislators"
18. "Favor is sought for and granted to those who lobby well"
19. "Allocation overly affected by lobbying process. Total support may have been slightly improved by the competition"
20. "Specifically in area of off-campus programs, competition delayed state recognition of state funding responsibility"

In question number sixteen the respondents were requested to identify where, in their view, the greatest need for additional funding lies with respect to the following areas: student access/financial aid; research (applied and theoretical); faculty salaries; physical plant needs and construction; instructional equipment and devices; and other (see Table 6). The 38 policy makers selected student access/financial aid (21 percent) and instructional equipment and devices (21 percent) as the two categories of the six where the greatest need for additional funding lies. Within the survey population,

TABLE 6.--Additional Funding Needs\*: Percentages of Each Group by Response Category

	(N)	(1) Student Access Financial Aid	(2) Research	(3) Faculty Salaries	(4) Physical Plant Needs and Construction	(5) Instructional Equipment and Devices	(6) Other	(Totals)
Total	(38)	21.0	7.8	18.5	13.2	21.0	18.5	(100%)
Institutions	(23)	17.4	4.4	21.7	21.7	17.4	17.4	(100%)
State Government	(10)	30.0	10.0	0.0	0.0	30.0	30.0	(100%)
Associations	( 5)	20.0	20.0	40.0	0.0	20.0	0.0	(100%)

\*Question #16: "In terms of financing public higher education in Michigan, where, in your view, does the greatest need for additional funding lie with respect to the following: student access/financial aid; research (applied and theoretical); faculty salaries; physical plant needs and construction; instructional equipment and devices; other."

the institution group reported that the greatest need for additional funding is in the two areas of faculty salaries (21.7 percent) and physical plant needs and new construction (21.7 percent). State government respondents indicated that they considered student access/financial aid (30 percent) and instructional equipment and devices (30 percent) to be the categories that represented the greatest need for additional funding. The association group of the survey population indicated that faculty salaries (40 percent) is the area of greatest need for additional financial support.

In question number seventeen respondent views were elicited regarding college and university salary levels (see Table 7). The survey population was asked to indicate its feeling with respect to administrative and faculty salary levels in the following terms: too high, adequate, and too low. Regarding administrative and faculty salaries, 22 respondents or 57.9 percent of the survey population reported that they felt the salaries of both groups are adequate. Of the remaining 16 policy makers in the administrative salary category, seven or 18.4 percent reported that they felt salaries of this group were too high and nine policy makers or 23.7 percent indicated that they believed these salaries to be too low. Of the 16 respondents remaining in the faculty salary

TABLE 7.--College and University Salaries\*: Percentages of Each Group by Response Category

	Institutions (N=23)		State Government (N=10)		Associations (N=5)		Total (N=38)	
	Administrative Salaries	Faculty Salaries	Administrative Salaries	Faculty Salaries	Administrative Salaries	Faculty Salaries	Administrative Salaries	Faculty Salaries
Too High	4.4	4.4	40.0	20.0	40.0	20.0	18.4	10.5
Adequate	60.8	65.1	50.0	50.0	60.0	40.0	57.9	57.9
Too Low	34.8	30.5	10.0	30.0	0.0	40.0	23.7	31.6

\*Question #17: "Regarding salaries at Michigan's public colleges and universities, please indicate your feeling in reference to the following (above):"

category, 12 policy makers or 31.6 percent viewed faculty salaries as being too low and four respondents or 10.5 percent felt that these salaries were too high. The perceptions of salary levels within the groups of the survey population revealed that a majority of policy makers from the three groups felt that both administrative and faculty salaries were adequate. In the administrative category of salary levels, one institutional respondent (4.4 percent) felt that these salaries were too high, while four state government policy makers or 40 percent believed the salary levels of administrators were too high. Within the association group, two respondents or 40 percent felt that administrative salaries are too high and none of the policy makers in this group of the survey population believed the salaries of administrators were too low.

In question number eighteen the respondents were asked if they thought that students should pay a larger share of the costs of higher education than they are presently paying (see Figure 13). Of the 38 respondents, 29 or 76.3 percent of the survey population responded negatively to the question and nine policy makers representing 23.7 percent thought that students should pay a larger share of the costs of higher education. The majority of respondents within each of the three groups of the survey population thought that students should not pay a larger

\*Question #18: "Do you think students should pay a larger share of the costs of higher education than they are presently paying?"

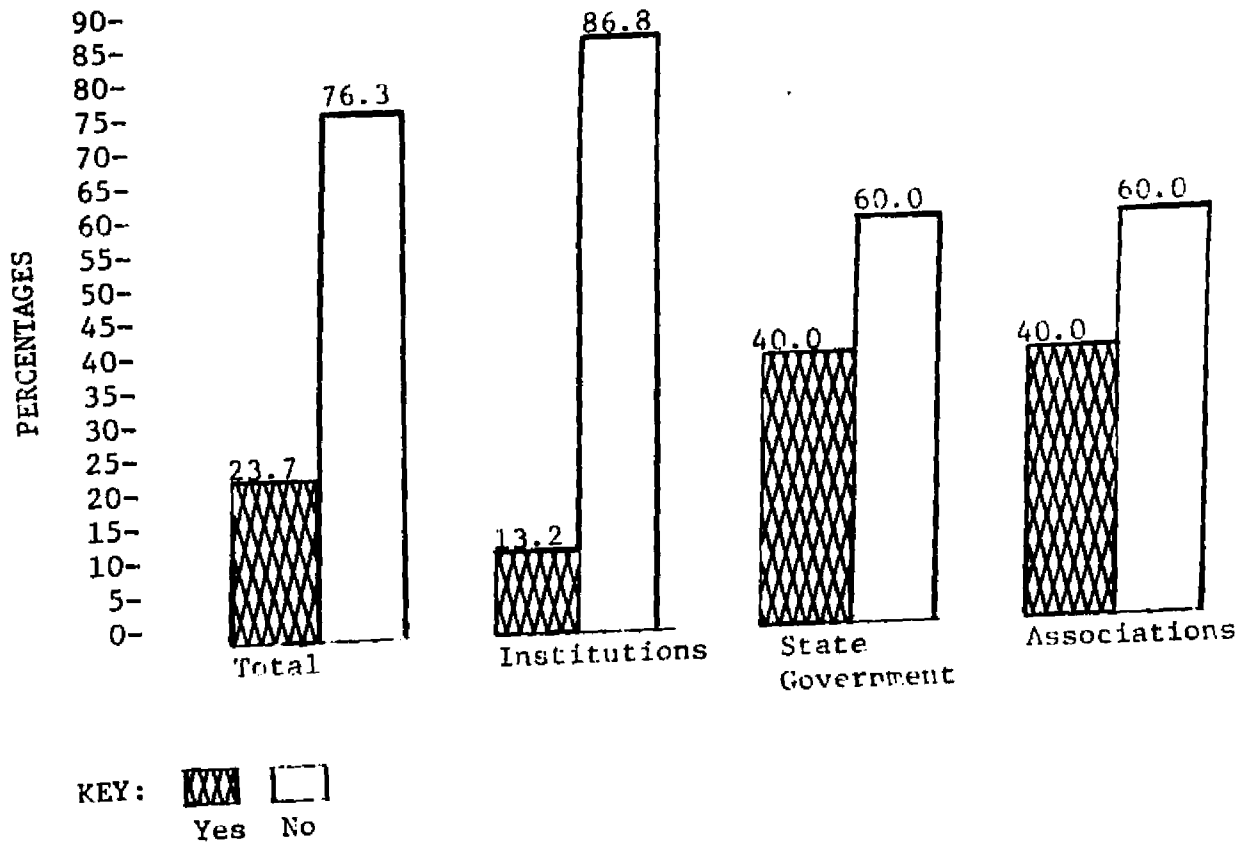


Figure 13.--Students share of higher education costs\*:  
Percentages of each group by response category.

share of the costs of higher education than they are presently paying (institutions 86.8 percent, state government 60 percent, and associations 60 percent).

In the second portion of question eighteen those respondents who answered the question negatively were requested to indicate why they thought students should not pay a larger share of the costs of higher education:

Institutional Respondents

1. "Getting too high already as a percent of total dollars of budget"
2. "Educational opportunity should be available without severe financial restrictions"
3. "They will pay later as tax-paying citizens"
4. "Can't give aid to a majority of the students"
5. "Students' share has risen relatively more than other revenue sources, in response to relatively lower state appropriations. There may well be an access problem"
6. "They already share a larger burden than they did in the past. Soon they will be driven away by high costs"
7. "Higher tuition would exclude large numbers of young people from access to higher education . . . particularly middle class young people"
8. "College education should be made available to qualified students as an investment in the future of the state. Present percentage is a deterrent"
9. "Not fair--burden should be a state responsibility"

10. "Increasing their share before they become significant taxpayers does little but perpetrate the existing elitist class system"
11. "Affects access to higher education"
12. "The balance overall taxes the user sufficiently"
13. "Relatively open access benefits society"
14. "Education is in the interest of the state; one of the best investments"
15. "High cost would limit access"
16. "It would deny access to the segment of society that needs higher education the most"
17. "Its too high now. Middle income families are having the most difficult time"
18. "I support the concept of free education through at least the first two years of college"
19. "They should not be required to compensate for inflation and reduced state aid. Inexpensive higher education is of the greatest value--including financial value--to this state especially at a time of out migration"

#### State Government Respondents

20. "Many students, ineligible for financial aid, are being priced out of the market for college programs"
21. "The higher education chronicle reports we are already high nationally"
22. "The percentage of cost burden borne by the student has increased dramatically in recent years due to state funding shortfalls. This problem is beginning to impact equal access opportunity"



Association Respondents

23. "Student costs should not continue to increase faster than other costs, but proportionately"
24. "Because increased share of costs applied to tuition restricts access"
25. "The public has a responsibility to guarantee equal access to higher education"

In question number nineteen the respondents were asked if they thought that the present geographic location of the state universities and colleges is effective in meeting present needs and future needs of Michigan residents (see Figure 14A and 14B). To the segment of the question concerning present needs, 37 policy makers or 97.4 percent of the survey population reported that they thought the geographic location of the existing institutions is effective in meeting present needs of Michigan citizens and one respondent (2.6 percent) indicated that the current location of public colleges and universities is not meeting the present needs of the state. The policy makers also reported a positive majority regarding the effectiveness of the present locations of institutions in meeting future needs of the state (34 or 89.5 percent).

Question number twenty dealt with the role of the urban university in the future, and the policy makers were requested indicate if they felt the urban university would be assuming a large role in the future and why (see

\*Question #19: "Do you think the present location of the state universities and colleges is effective in meeting present needs?"

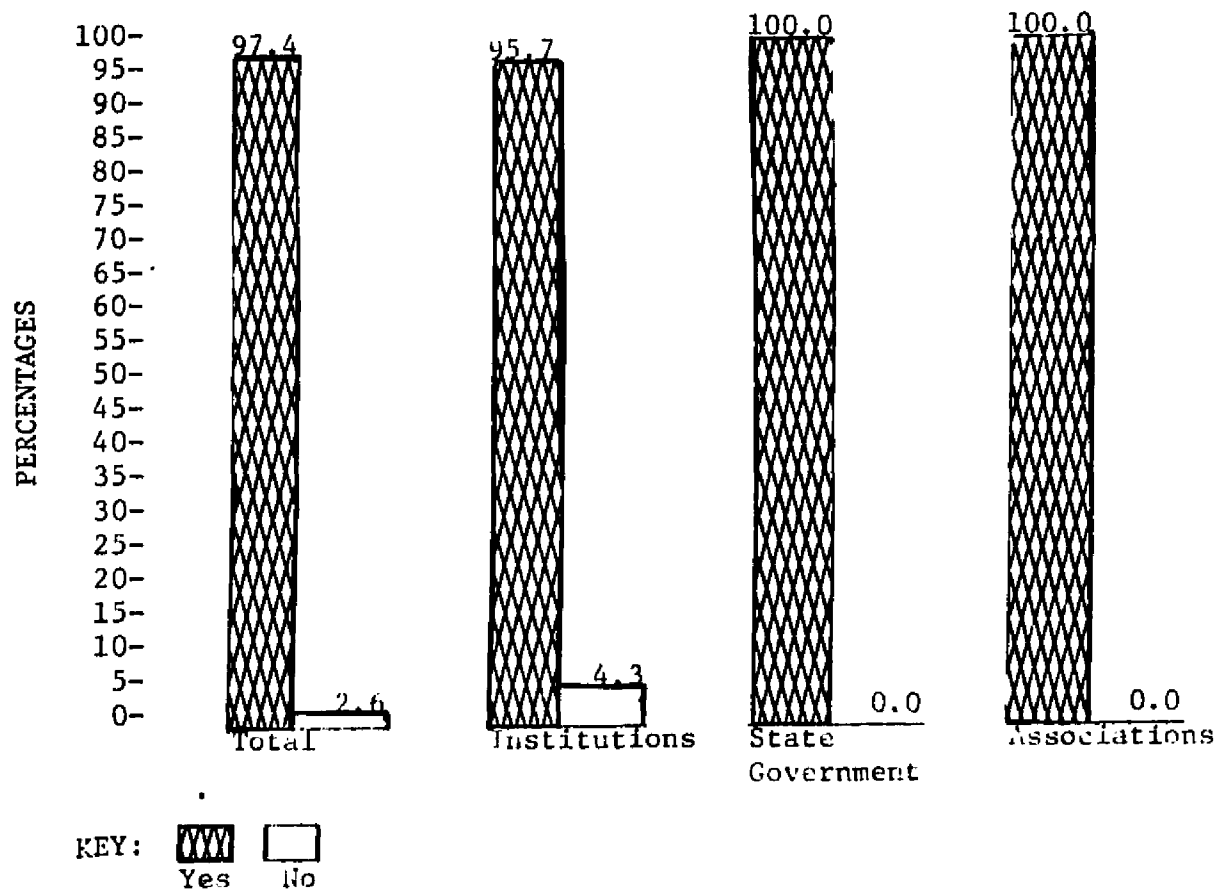
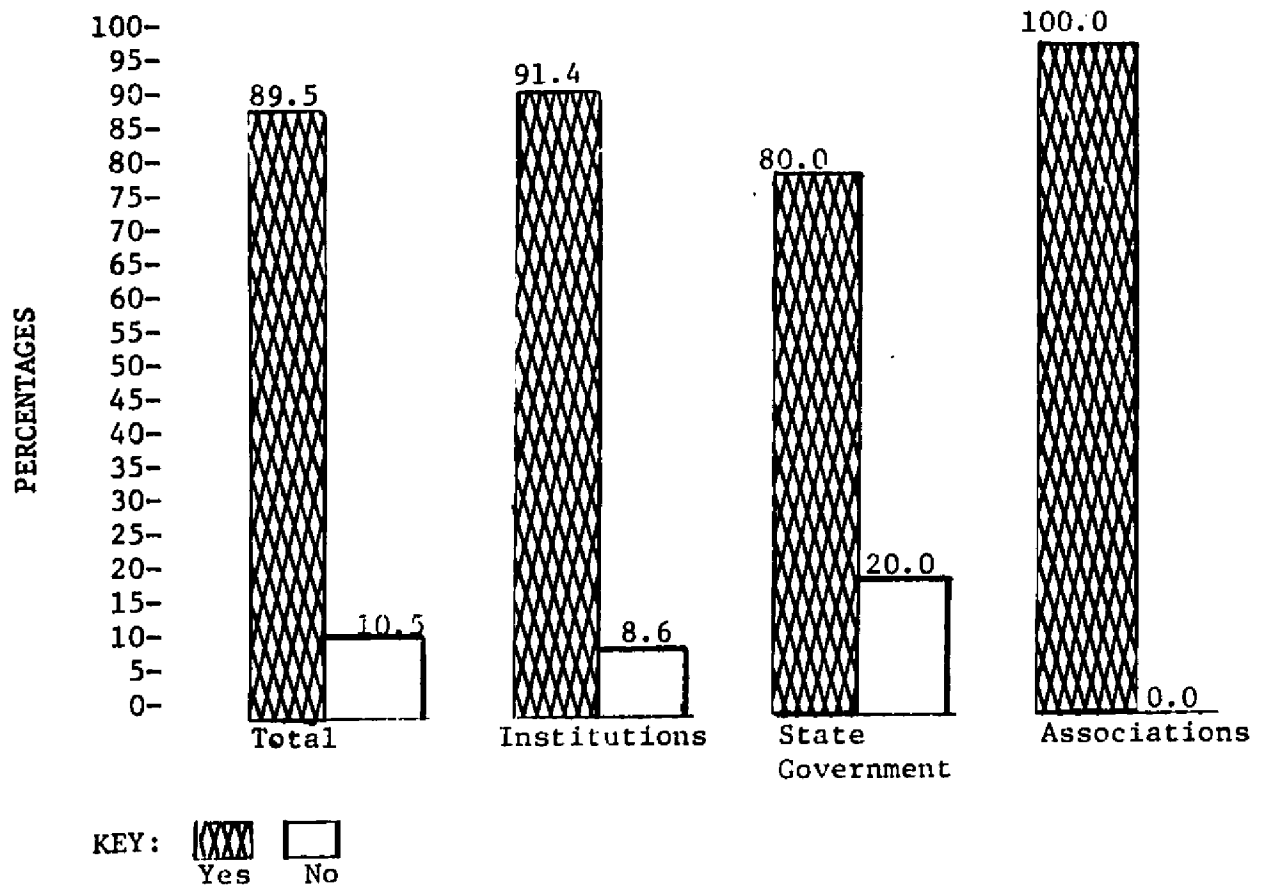


Figure 14-A.--Geographic location of colleges and universities\*: Percentages of each group by response category.

**\*\*Question #19: "Do you think the present location of the state universities and colleges will be effective in meeting future needs?"**



**Figure 14-B\*\*.--Future needs\*\*: Percentages of each group by response category.**

Figure 15). Of the 38 policy makers in the survey population, 23 or 60.5 percent felt that the urban university would play an increased role in the future, 13 respondents or 34.3 percent felt that the urban university would not be playing an increased role in the future, and two policy makers (5.2 percent) did not answer the question. Of the 36 respondents who answered the question, 26 policy makers stated why they felt the role of the urban university would increase or decrease in the future. The following 15 responses were given by those members of the survey population who thought that the urban university's role will increase in the future:

Institution Respondents

1. "Energy"
2. "The urban university, with its reservoir of talent, should have extensive public service funds to aid in the solutions to the urban problems"
3. "The present and future problems of society are urban related. Students should be prepared for an urban society. Research on urban problems is needed. Public service functions of an urban university should be increased"
4. "As we move toward more technical training for those who live at home, the urban university (and the community colleges) will carry more of this vocational-technical load"
5. "Related to costs--students stay at home to reduce costs"
6. "More part-time students"

\*Question #20: "Do you see the urban university playing an increased role in the future?"

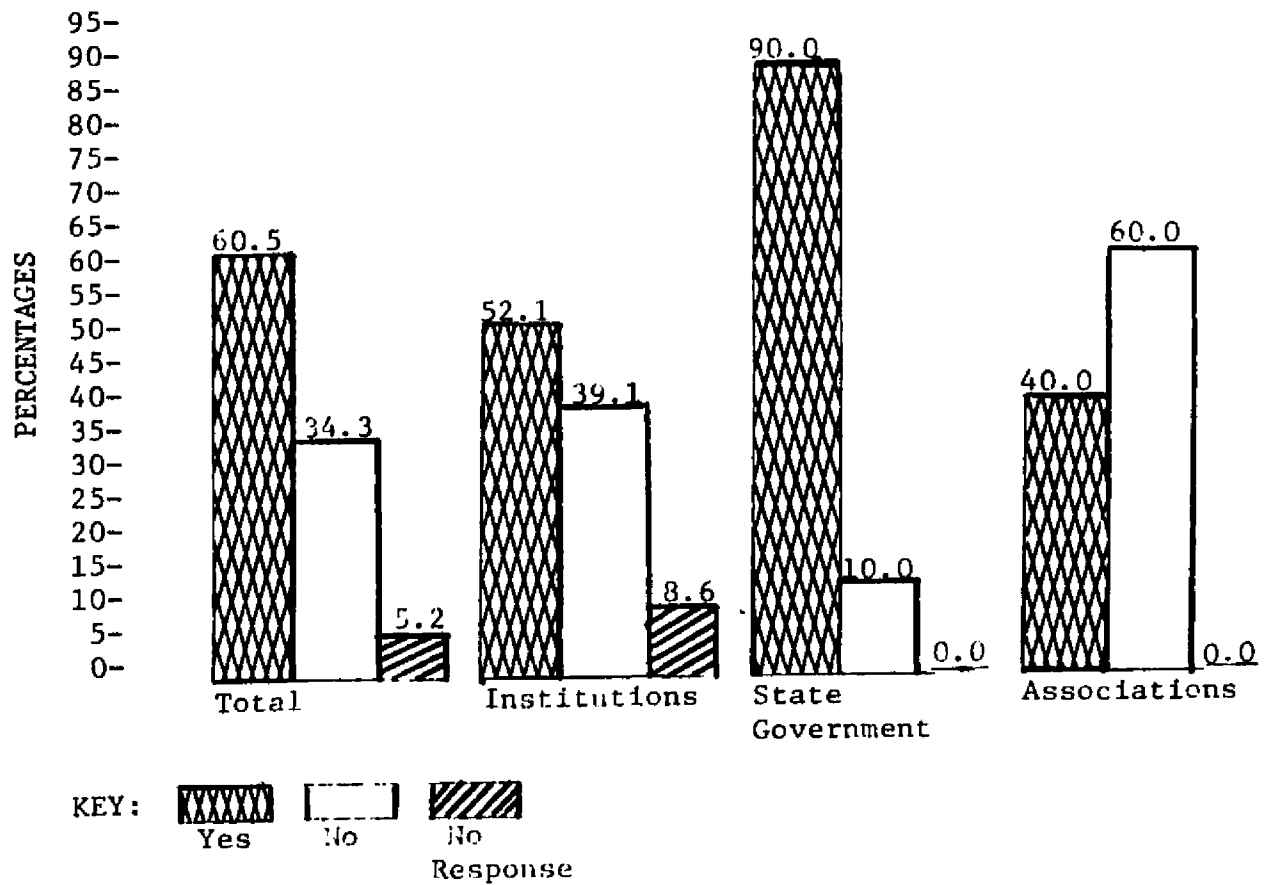


Figure 15.--Role of the urban university\*: Percentages of each group by response category.

7. "Most of the U. S. population is centered in and around major cities. With adult and continuing education on the increase the urban schools will have to meet this challenge"
8. "Because of its better availability to part-time students of all types"

#### State Government Respondents

9. "Major problems are in urban areas"
10. "The urban areas will see a return to growth"
11. "Possibly in the 'blue collar sabbatical' concept"
12. "Increased part-time enrollments, life long learning for adults"
13. "Energy problems may give birth to a renewed trend towards urban population concentrations"

#### Association Respondents

14. "Energy problems will force people back to cities. It is however unclear whether the cities and their universities will be accommodating"
15. "Urban and suburban needs will continue to increase"

The following 11 responses were provided by those members of the survey population who did not see the urban university assuming an increased role in the future:

#### Institution Respondents

1. "Students prefer to be away from cities"
2. "Most students will want to enroll in non-urban institutions"
3. "Population tends to be moving more toward suburban areas"

4. "No public urban university has really met the challenge"
5. "Urban populations will decline--the regional universities are more strategically located to serve the need of people in a region"
6. "People's desire to get out of the urban areas"
7. "The trend is to leave the urban campuses where there is a choice"

State Government Respondent

8. "People are moving to the suburbs and attending colleges regionally or in other areas of the state. The major urban university in this state is experiencing (a) major enrollment decline"

Association Respondents

9. "If by urban you mean city--no community or other college will continue to supplement university's role in Detroit"
10. "Because I do not anticipate increased concentration of population in urban centers"
11. "We will be lucky if we can maintain the present level of support"

In question number twenty-one the policy makers were asked if they felt that the state's needs for professional training in the areas of law, human medicine, dentistry and veterinary medicine are being met (see Table 8). A majority of policy makers indicated that with respect to the professions of law (84.2 percent), human medicine (68.4 percent) and dentistry (60.5 percent) that they felt that the state's needs for professional training

TABLE 8.--State's Needs for Professional Training\*: Percentages of Each Group by Response Category

	Institutions		State Government		Associations		Total	
	Yes	No	Yes	No	Yes	No	Yes	No
Law	82.5	17.5	90.0	10.0	80.0	20.0	84.2	15.8
Human Medicine	78.2	21.8	60.0	30.0	40.0	60.0	68.4	31.6
Dentistry	56.5	43.5	80.0	20.0	40.0	60.0	60.5	39.5
Veterinary Medicine	52.5	47.8	50.0	50.0	20.0	80.0	50.0	50.0

\*Question #21: "Do you feel that the state's needs for professional training are being met in the following areas: Law; Human Medicine; Dentistry; Veterinary Medicine?"



are being met. The respondents were equally divided with regard to the profession of veterinary medicine. Institution and state government policy makers, within their survey groups, reported a majority of respondents who felt that the needs of each profession are being met. The association group of the survey population indicated that a majority of policy makers in this group felt that the needs for professional training are not being met in the three professions of human medicine (60 percent), dentistry (60 percent), and veterinary medicine (80 percent).

In question number twenty-two the respondents were asked if they thought that the federal government has a special responsibility in regard to professional training (see Figure 16). A majority of the policy makers, 25 or 65.7 percent of the survey population, indicated that they thought the federal government did have a special responsibility regarding the support of professional training and 13 respondents accounting for 44.3 percent of the total population did not think the federal government has a special responsibility in this area of higher education. Within the three groups of the survey population, a majority of policy makers in each group responded affirmatively to the question (institutions 65.3 percent, state government 60 percent, and associations 80 percent).

\*Question #22: "Do you think the federal government has a special responsibility in regard to professional training?"

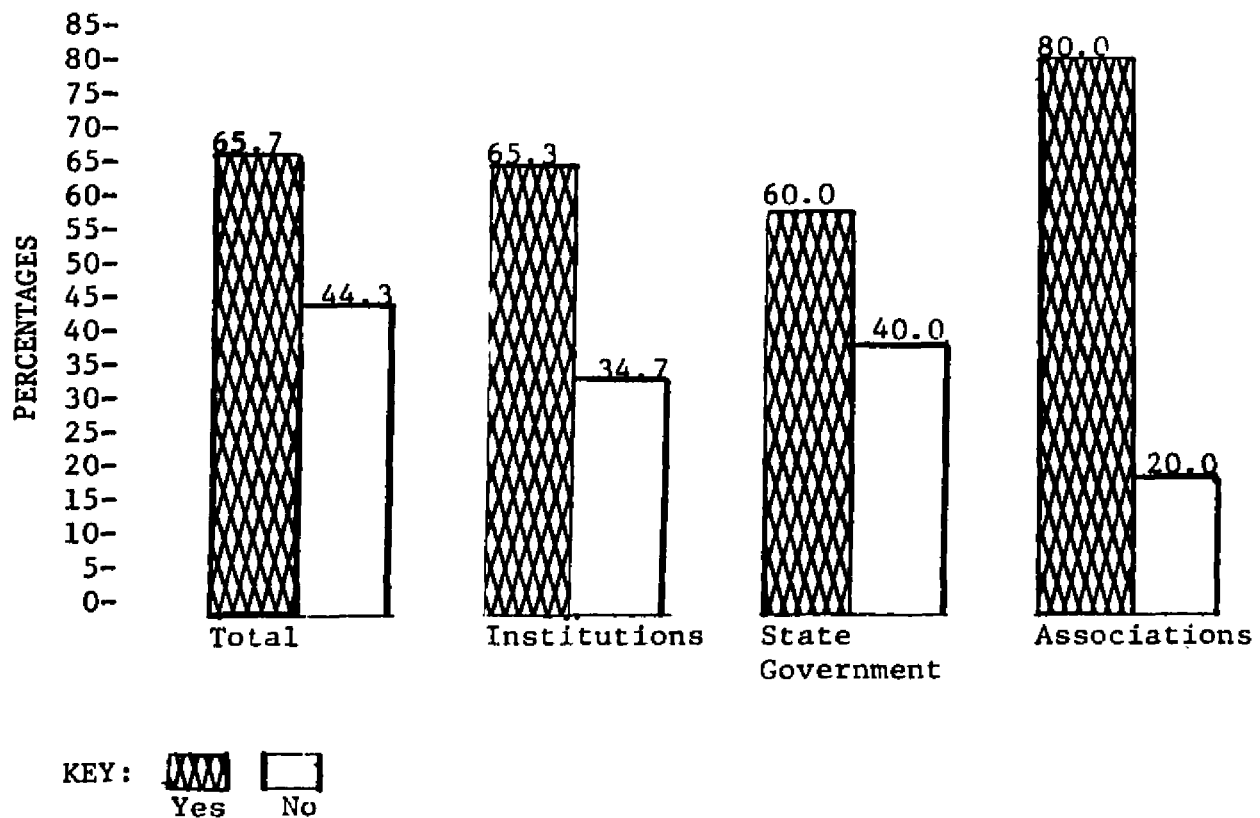


Figure 16.--Federal responsibility for professional training\*: Percentages of each group by response category.

Question number twenty-three dealt with the flow of federal aid to higher education. The respondents were asked if federal support to the different state colleges and universities should be channeled through some central state agency as it now comes in many forms to both the state and to the institutions of higher education (see Figure 17). A majority of the policy makers, 33 or 86.5 percent of the survey population, reported that federal aid to public institutions should not be channeled through some central state agency and five respondents or 13.2 percent felt such aid should flow through a central state agency. A majority of policy makers in each of the three groups of the survey population did not support the disbursement of federal aid to colleges and universities through a state central agency (institutions 95.5 percent, state government 70 percent, and associations 80 percent).

The policy makers were also asked to explain why they answered the question in either a positive or negative manner. Of the 38 respondents, 28 reported why they answered the question either yes or no. The following 26 comments were made by those policy makers who responded negatively to the question:

Institution Respondents

1. "They won't distribute it equitably"
2. "The competitive merits of the present system are more effective and productive"

#Question #23: "Federal aid now comes in many forms to both the state and to the institutions of higher education. Should federal aid to the different state colleges and universities be channelled through some central state agency?"

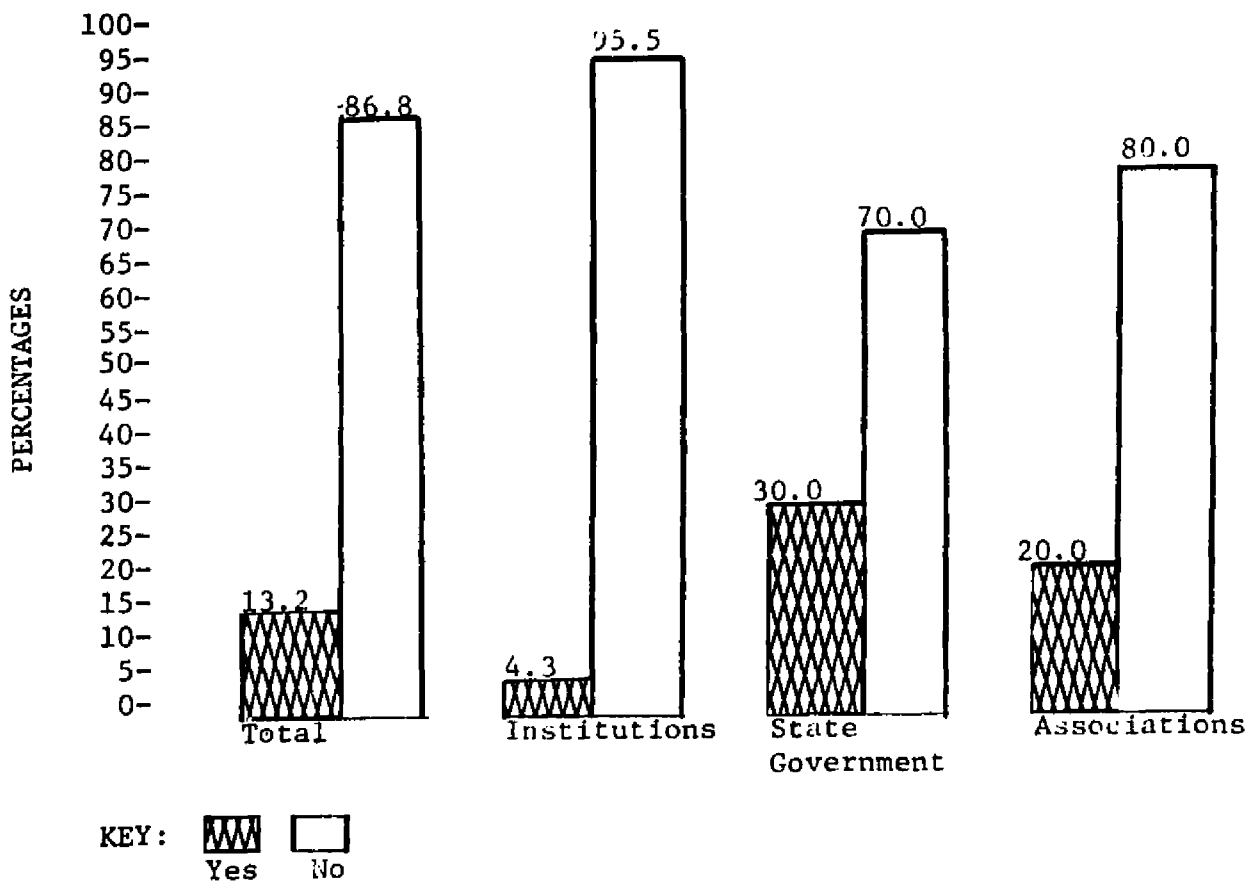


Figure 17.--Federal aid disbursement\*: Percentages of each group by response category.

3. "Institutions would lose some control"
4. "Too expensive"
5. "No need for a middle man to get involved"
6. "Another bureaucracy is unnecessary"
7. "Meritocracy would be diminished"
8. "To do so would seriously reduce the autonomous nature of our institutions, would add a layer of bureaucracy, and would not result in additional federal dollars"
9. "Why create another layer of bureaucracy"
10. "No purpose to add another layer of control"
11. "Better to fund programs or students on need"
12. "Too much of it (aid) gets lost in transit, or diverted to political interests. The state agencies attempt to control program rather than just funds"
13. "Increased centralization with the resultant inefficiency and waste should be avoided"
14. "A state board would give rise to haves and have nots"
15. "The institutions are required to perform, not the state agencies"
16. "Because of the red tape--of which we have too much now"
17. "The larger the number of quasi-independent sources of funds--the greater the degree of academic freedom"

#### State Government Respondents

18. "Autonomy of the colleges and universities and they are required to report all fiscal data to the state"

19. "The aid is let by the Feds. based on institutional 'quality.' The state should not be spreading this money"
20. "Incentive is important"
21. "Creates too much bureaucratic paperwork and overhead costs to the system. Most funds are locked in by federal guidelines, and expenditures are audited by the Feds. regularly. Under these circumstances, I see no redeeming value in the proposal"
22. "No specific gain"

Association Respondents

23. "There is too much now that needs coordination"
24. "Should be to institutions and students, less for fixed programs and more at large"
25. "At every stop-off point in the route of federal dollars, a chunk of the money is removed to feed the bureaucracy operating the stop-off point"
26. "Too high a percentage of such funds go to its administration now. Also subjective judgments by state agencies are not always rational"

The following comments were provided by the two respondents who indicated support for the channeling of federal higher education aid through a state agency:

State Government Respondent

1. "More responsive to statewide needs"

Association Respondent

2. "More familiarity with state needs and resources"

In the first part of question number twenty-four, the policy makers were asked, if in their judgment, does federal money to state institutions and programs make it possible for the colleges and universities to do things they otherwise would not do (see Figure 18-A). The majority of the respondents, 32 or 84.2 percent of the survey population, felt that federal funds do make it possible for the institutions to do things they would not be able to do without such support. The remaining six policy makers representing 15.8 percent of the survey population felt that federal support to state institutions and programs did not make it possible for colleges and universities to do things they otherwise would not do. A majority of the respondents within each of the three groups of the survey population (institutions 82.4 percent, state government 80 percent, and associations 100 percent) believed that federal funds do permit public colleges and universities to do things they would otherwise not be able to do without such support.

In the second portion of question twenty-four, the policy makers were asked if federal money to public institutions and programs simply eases the burden of the state (see Figure 18-B). A majority of policy makers, 21 or 55.3 percent of the survey population, reported that federal money to public institutions and programs did not

\*Question #24: "In your judgment does federal money to state institutions and programs make it possible for colleges and universities to do things they otherwise would not do?"

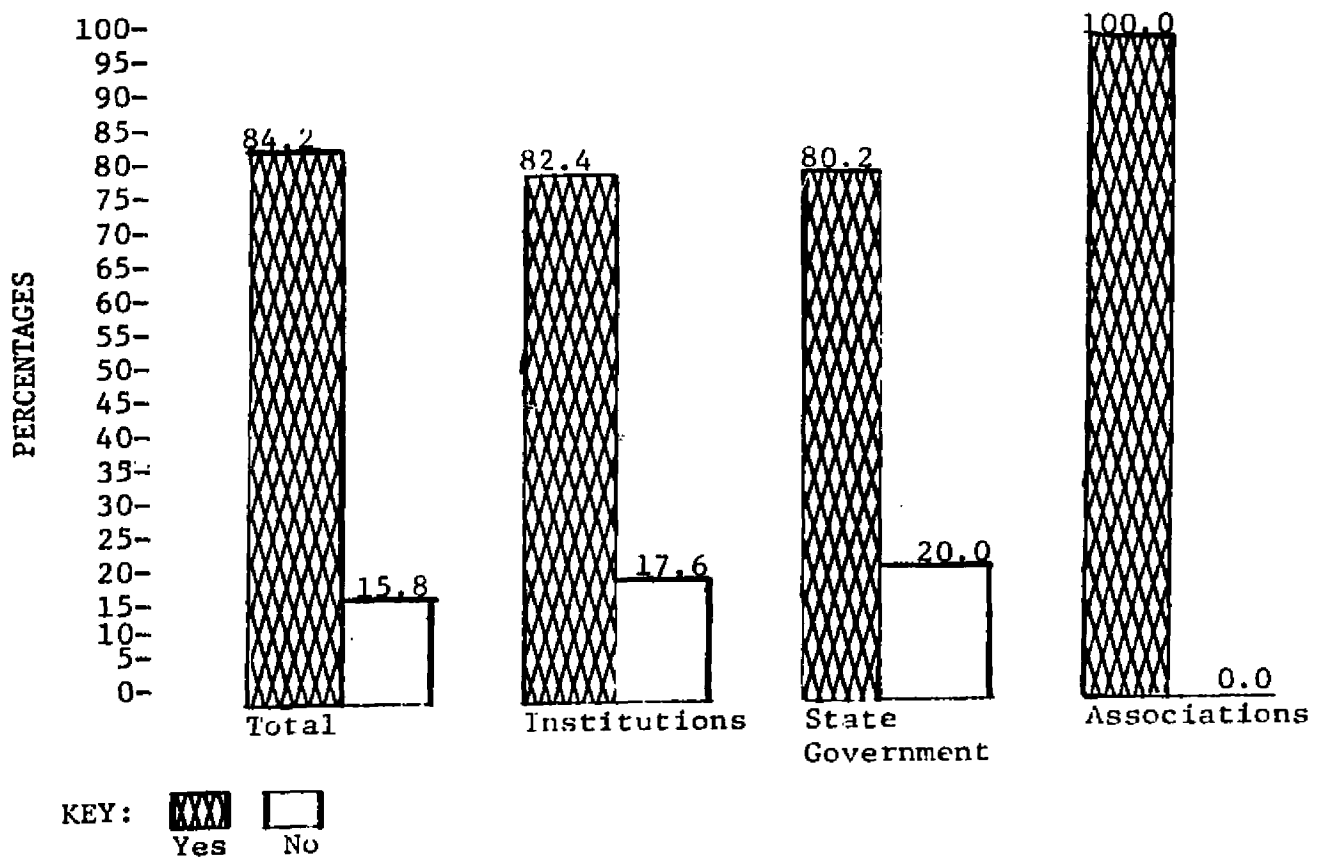
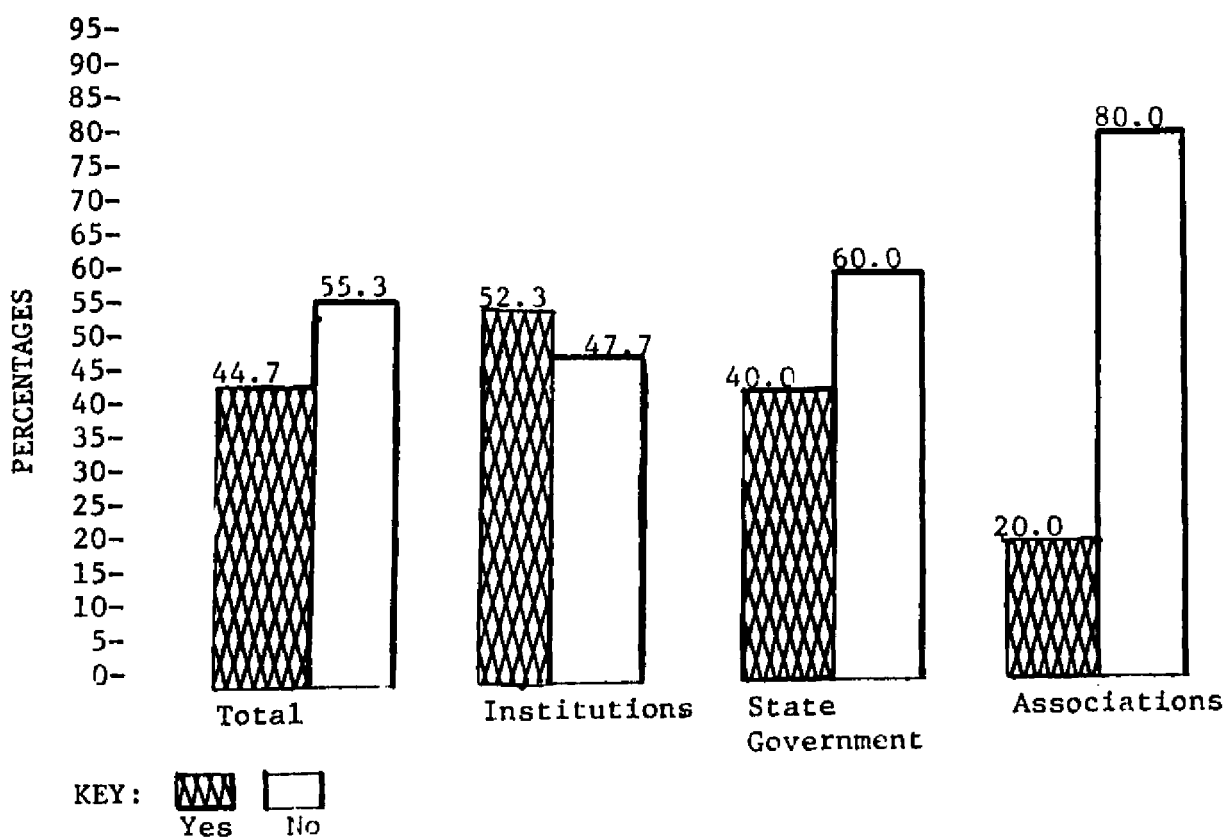


Figure 18-A: Impact of federal aid upon higher education\*: Percentages of each group by response category.



**\*\*Question 24: "Or does federal money simply ease the burden of the state?"**



**Figure 18-B.--Impact of federal aid upon the state\*\*:  
Percentages of each group by response  
category.**

ease the burden of the state. Seventeen respondents accounting for 44.7 percent of the survey population felt that the state's burden was eased by federal support to institutions and programs. A majority of policy makers within the state government (60 percent) and association groups (80 percent) felt that the state's burden was eased with respect to support of public higher education. The institutional group of the survey population reported that a majority of these policy makers (52.3 percent) feel that the state's support burden is eased by federal support to institutions and programs.

In question number twenty-five the survey population was informed that private colleges and universities are accounted for in state level planning of higher education need and, further, that the private institutions are financially hard pressed. The respondents were then asked if they would support the state doing something about the situation (see Figure 19). Of the 38 policy makers, 24 or 63.1 percent of the survey population indicated they would support state efforts to improve the financial condition of the private institutions. The 14 policy makers who stated that they did not support state action to assist private institutions represented 36.9 percent of the survey population. Within the three population groups of the survey, a majority of policy makers

\*Question #25: "Private colleges and universities are accounted for in state level planning of higher education needs. The private institutions are financially hard pressed. Do you support the state doing something about the situation?"

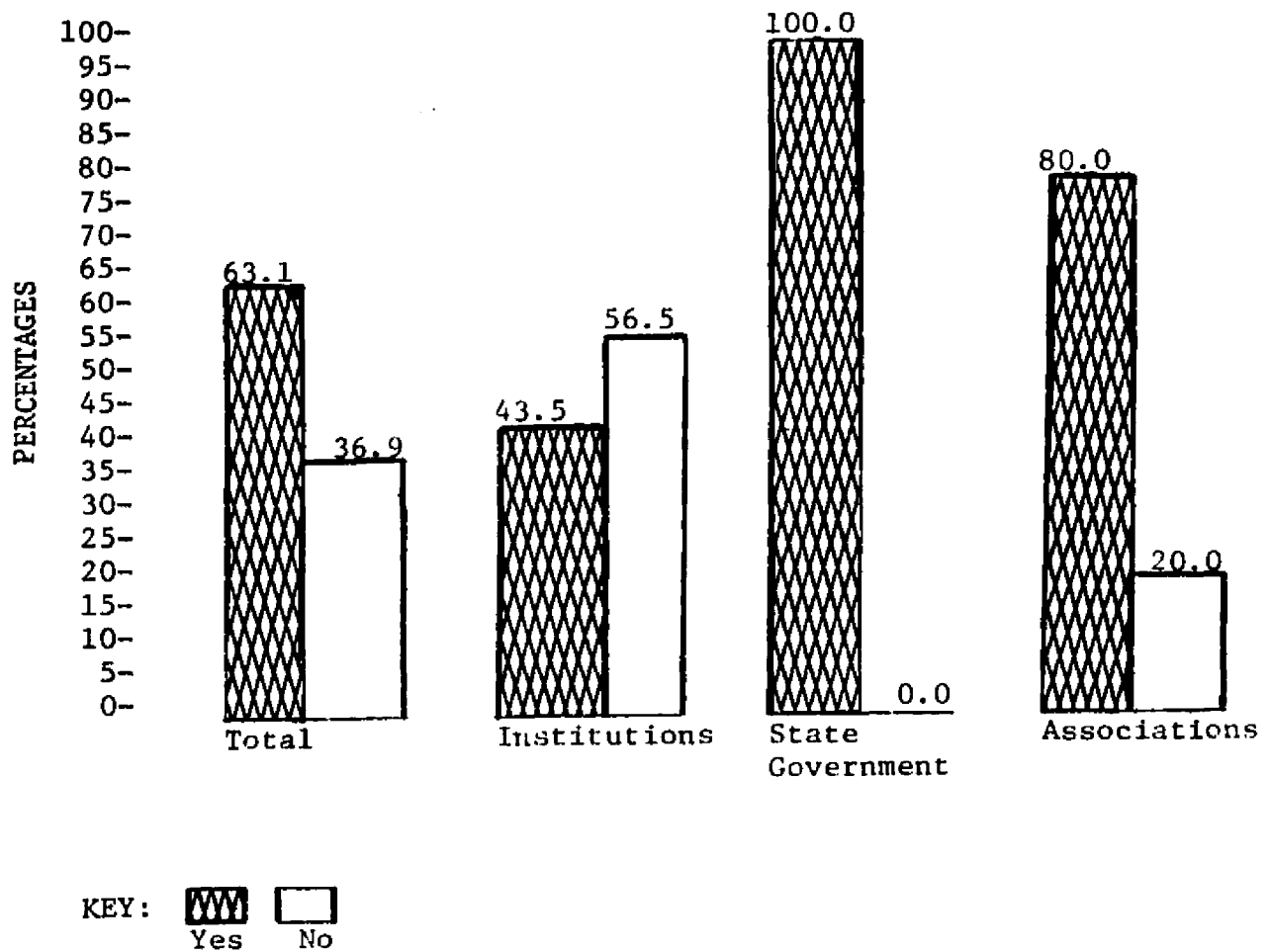


Figure 19.--Support for private institutions\*: Percentages of each group by response category.

from the state government category (100 percent) and from the associations (80 percent) support state action to help private institutions. A majority of institutional respondents (56.5 percent) indicated that they do not support the state doing something about financial conditions of private institutions.

Question number twenty-six was divided into two parts. In the first part the policy makers were asked if the state were to provide financial assistance to the private institutions, should it have control over appointments to governing boards (see Figure 20-A). The majority of the policy makers (27 or 71 percent of the survey population) responded that the state should not have control over appointments to the governing boards of private institutions. The remaining 11 policy makers or 29 percent of the survey population indicated that the state should have control over appointments to governing boards if it were to provide financial assistance to private institutions. The majority of respondents in each of the three groups of the survey population (institutions 52.3 percent, state government 100 percent, and associations 100 percent) did not support state control over appointments to governing boards of private institutions if the state were to financially assist them.

\*Question #26: "If the state were to provide financial assistance to the private institutions, should it have control over appointments to governing boards?"

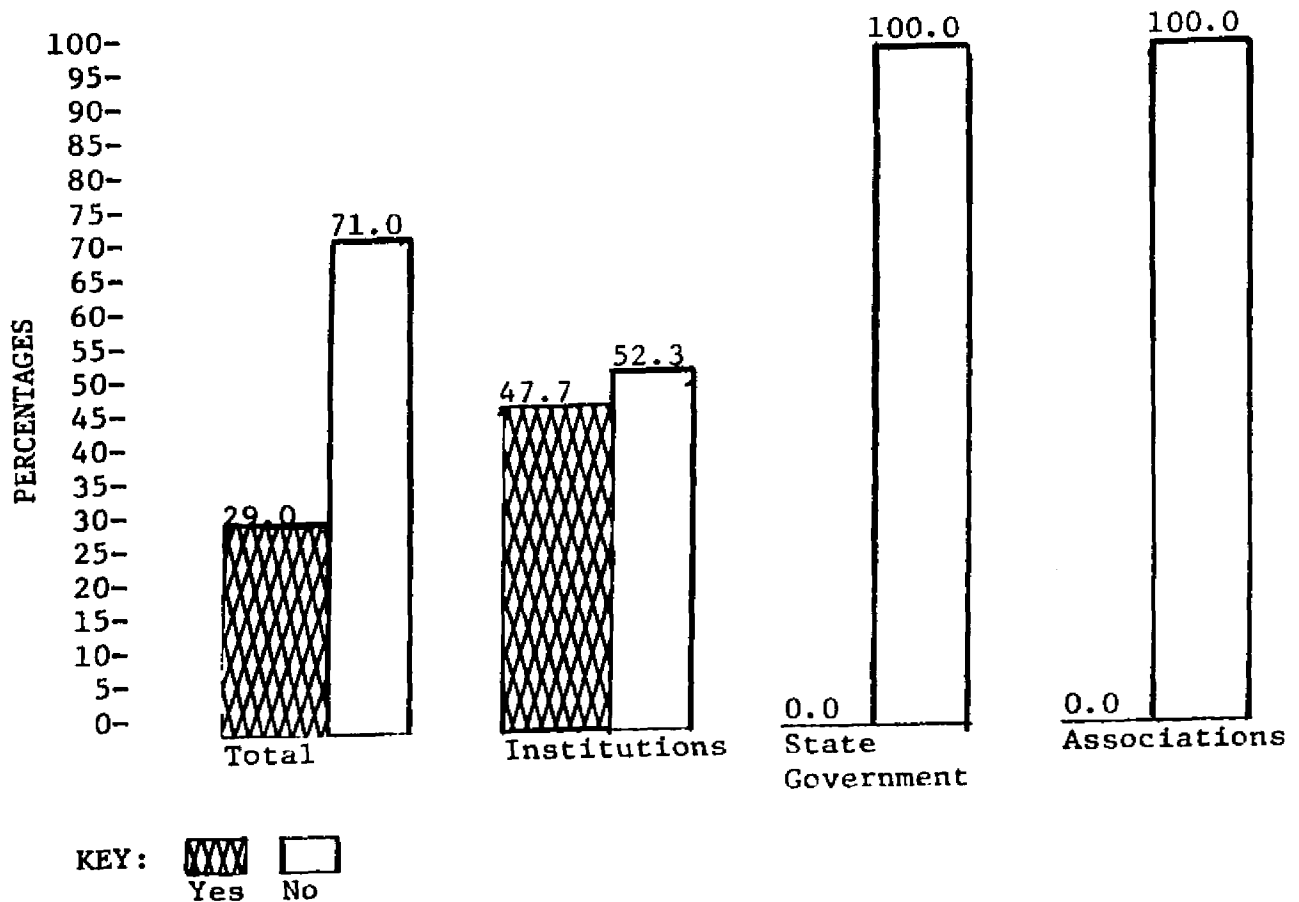
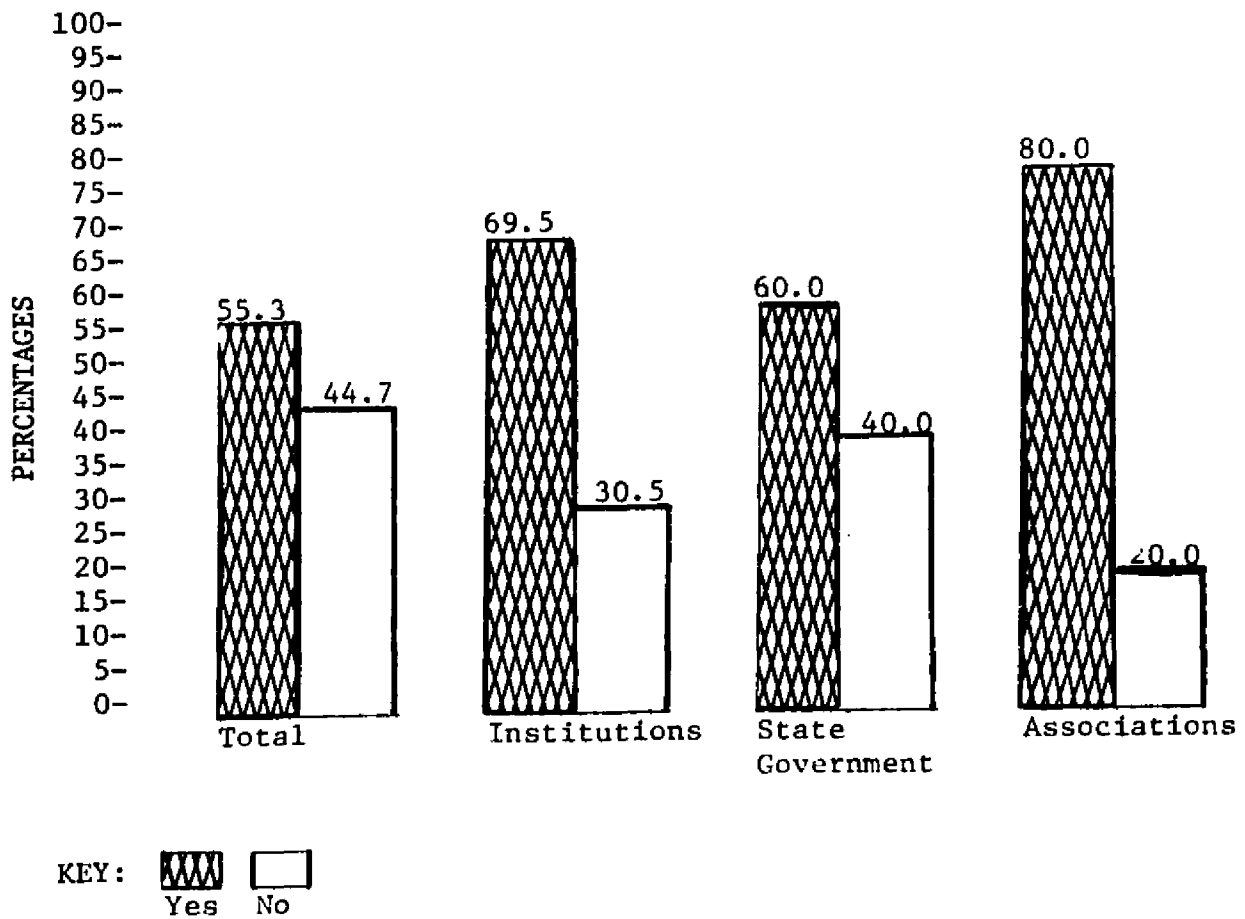


Figure 20-A.--State control over private institutions\*: Percentages of each group by response category.

In the second part of question twenty-six the respondents were asked, if the state were to provide financial assistance to the private institutions, should it have control over budget and audit (see Figure 20-B). The majority of policy makers (21 or 55.3 percent of the survey population) felt that the state should have control over budget and audit if it provided financial assistance to private institutions. The 17 respondents who stated that the state should not have control over budget and audit accounted for 44.7 percent of the survey population. As was similar to the first part of the question, a majority of the policy makers in each of the three groups of the survey population (institutions 69.5 percent, state government 60 percent, and associations 80 percent) reported that the state should have control over the budget and audit of private institutions if it provides them with financial assistance.

In question number twenty-seven the policy makers were asked to estimate how higher education in Michigan compares with other states (see Table 9). The pattern of majority responses for the total survey population is identical to the pattern of majority responses reported within each of the three groups within the survey population. A majority of the respondents (31 or 81.5 percent) felt that Michigan higher education compared

**\*\*Question #26: "What about control over budget and audit?"**



**Figure 20-B.--State control of budget and audit\*\*:**  
Percentages of each group by response category.

TABLE 9.--Michigan Higher Education Compared with Other States\*: Percentages of Each Group by Response Category

	Institutions		State Government		Associations		Total	
	Accurate	Not Accurate	Accurate	Not Accurate	Accurate	Not Accurate	Accurate	Not Accurate
Favorably	73.8	26.2	100.0	0.0	80.0	20.0	81.5	18.5
Unfavorably	39.2	60.8	0.0	100.0	20.0	80.0	26.3	73.7
Michigan can't keep up with others	30.5	69.5	20.0	80.0	20.0	80.0	23.7	76.3
Is of little or no concern	17.5	82.5	0.0	100.0	0.0	100.0	10.5	89.5
Causes undue costs increases	0.0	100.0	0.0	100.0	20.0	80.0	2.6	97.4
Cannot be controlled	13.2	86.8	30.0	70.0	42.0	60.0	21.1	78.9

\*Question #27: "In your estimation, how does higher education in Michigan compare with other states with regard to the following (above) statements:"



favorably with public higher education in other states; 28 policy makers or 73.7 percent of the survey population felt that Michigan higher education did not compare unfavorably with other states; 29 respondents or 76.3 percent indicated that the view that Michigan cannot keep up with higher education in other states is not accurate; 34 policy makers or 89.5 percent reported that it is not accurate to view comparison with other states as being of little or no concern to them; 37 respondents or 97.4 percent felt that comparison of higher education in Michigan with other states does not cause undue cost increases; and 30 policy makers or 78.9 percent felt that it was not accurate to view factors of comparison of public higher education between states as uncontrollable.

In question number twenty-eight of the survey, the policy makers were asked if the control pattern established by the 1963 Constitution of the State of Michigan and as interpreted by the three branches of state government adequately recognizes the individual character of each of the four-year institutions as each pursues its established functions and goals (see Figure 21). There was not a majority view expressed regarding this question by the total survey population. Of the 38 policy makers, 17 or 44.7 percent stated "yes, definitely" the control pattern provided by the present state constitution

\*Question #28: "Does the control pattern established by the 1963 State of Michigan Constitution and as interpreted by the three branches of state government adequately recognize the individual character of each of the four-year institutions as each pursues its established functions and goals?"

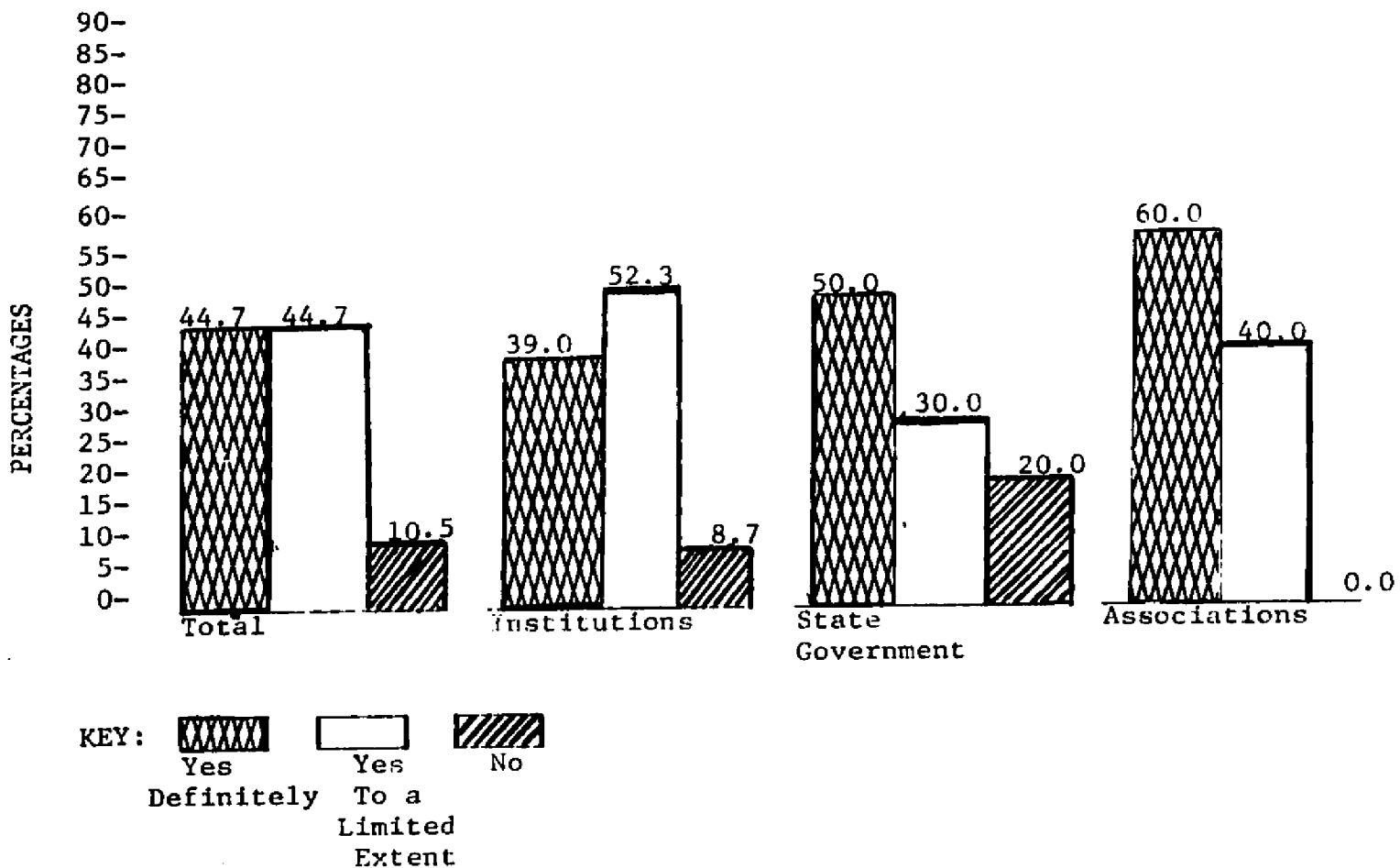


Figure 21.--Constitutional recognition of institutions\*: Percentages of each group by response category.

adequately recognizes the individual character of each public college and university. To the alternative "yes, to a limited extent," 17 or 44.7 percent indicated that this selection best described their view of the established control pattern and four policy makers or 10.5 percent felt that the present control pattern does not adequately recognize the individual character of the institutions. Within the three groups of the survey population, a majority of respondents in the state government (59 percent) and association (60 percent) categories chose the "yes, definitely" response alternative. Among the institutional respondents, a majority of policy makers (52.3 percent) selected the "yes, to a limited extent" response as best representing their view of the control pattern established by the 1963 State of Michigan Constitution.

In question number twenty-nine respondent views were solicited regarding establishment of a coordinating body for higher education which would control overall planning and statewide policies (centralized policy control) while leaving local policies and executive decision making to the local institutions (decentralized operations) (see Figure 22). A majority of the policy makers, 18 or 47.3 percent of the survey population, indicated that they would not support the establishment of a

\*Question #29: "Would you support the establishment of a coordinating body for higher education which control overall planning and statewide policies (centralized policy control) while leaving local policies and executive decision making to the local institutions (decentralized operations)?"

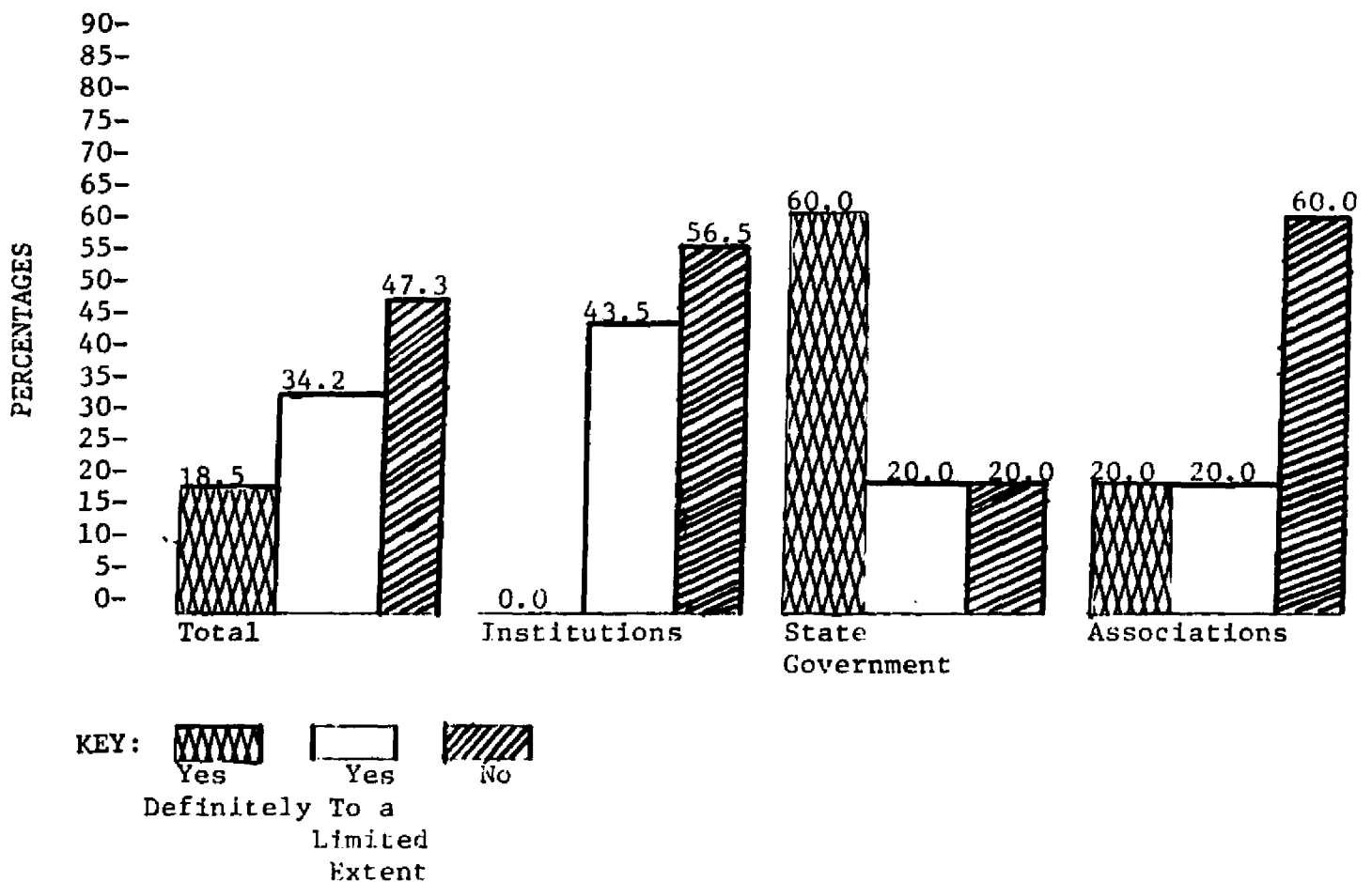


Figure 22.--Establishment of a coordinating body\*: Percentages of each group by response category.

coordinating body for higher education in Michigan. Those 13 respondents who stated that they would support, to a limited extent, the establishment of a coordinating body represented 34.2 percent of the sample population, and seven policy makers or 18.5 percent stated that they definitely would support the creation of a coordinating body as described in the question. The two respondent groups within the survey population in which a majority of policy makers in each group reported that they would not support the establishment of a coordinating board are the institutions (56.5 percent) and the associations (60 percent). A majority of state government policy makers (60 percent) indicated that they would support the creation of a coordinating body for higher education in Michigan.

In question number thirty the policy makers were asked if they felt that the process of long-range planning has been impaired as a result of institutional autonomy (see Figure 23). Of the respondents in the survey population, 20 or 52.6 percent did not feel that the process of long-range planning has been impaired as a result of institutional autonomy; 10 policy makers or 26.4 percent felt that the long-range planning process has been impaired as a result of institutional autonomy. Among the three groups of the survey population, a majority of

\*Question #30: "As a result of institutional autonomy, do you feel that the process of long-range planning has been impaired?"

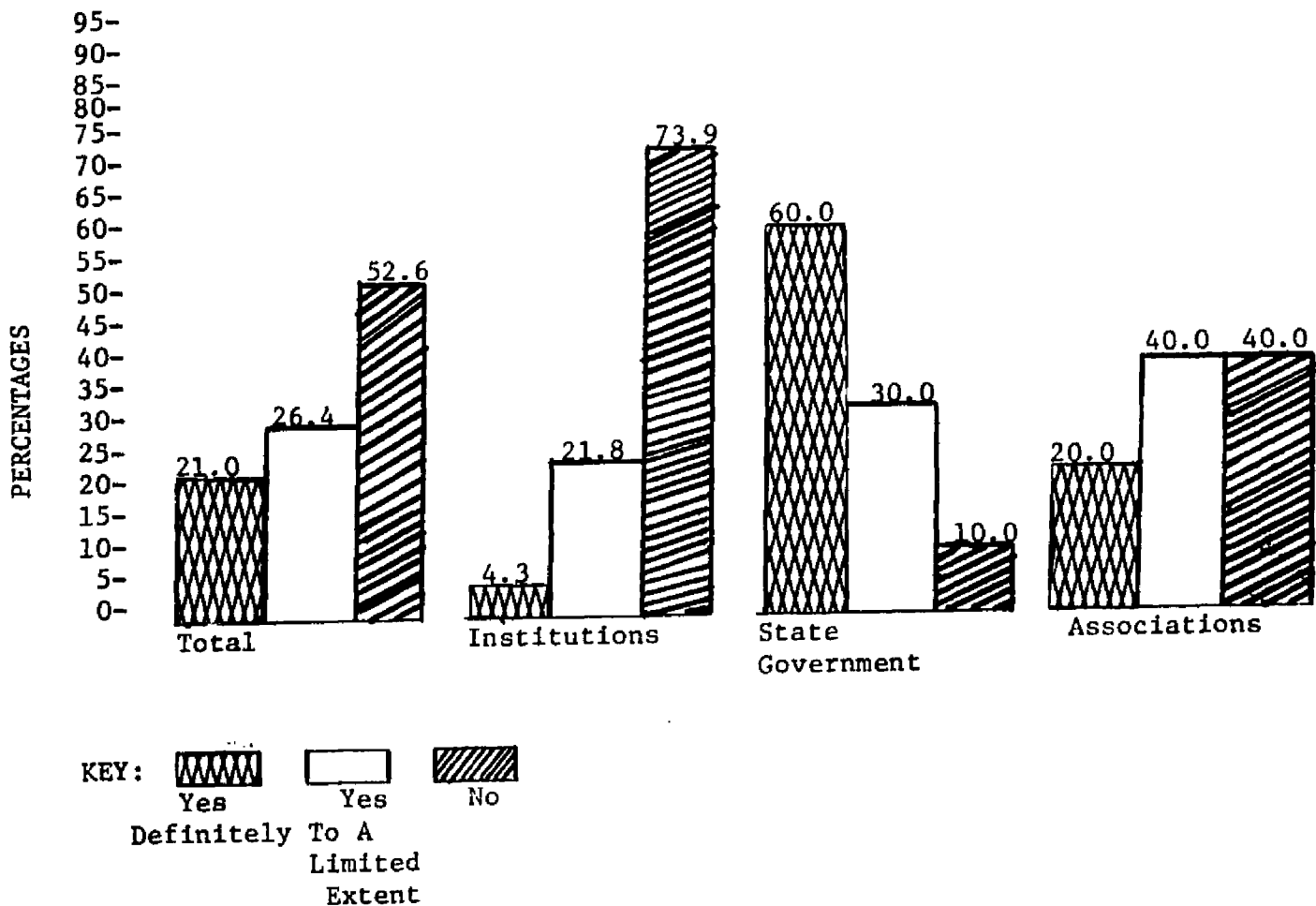


Figure 23.--Impairment of long-range planning\*: Percentages of each group by response category.

policy makers representing the institutions (73.9 percent) felt that institutional autonomy had not impaired the process of long-range planning; a majority of state government respondents (60 percent) felt that the process has been impaired as a result of institutional autonomy; and the association policy makers did not report a majority view favoring one aspect of the question (40 percent stated yes, to a limited extent and 40 percent felt that there was no impairment of the long-range planning process).

In question number thirty-one the policy makers were requested to indicate which of the listed choices (the legislature, the legislature with recommendations from a coordinating body, a coordinating body, a coordinating body with input from the institutions, and the individual institutions which establish their own internal standards) should establish standards for use in evaluating an institution's resource allocation and utilization in Michigan (see Table 10). The majority alternative selected by 18 or 47.4 percent of the policy makers was that, in Michigan, the individual institution should establish its own internal standards for use in evaluating resource allocation and use. The choice of a coordinating body with input from the institutions was selected by 11 respondents or 28.9 percent of the survey population.

TABLE 10.--Standards for Evaluation of Resource Allocation and Use\*: Percentages of Each Group by Response Category

Group	(N)	(1) The Legislature	(2) The Legislature With Input From a Coordinating Body	(3) A Coordinating Body	(4) A Coordinating Body With Input From the Institutions	(5) The Individual Institution	(Totals)
Total	(38)	7.9	13.2	2.6	28.9	47.4	(100%)
Institutions	(23)	0.0	13.0	0.0	21.7	65.3	(100%)
State Government	(10)	30.0	20.0	0.0	50.0	0.0	(100%)
Associations	( 5)	0.0	0.0	20.0	20.0	60.0	(100%)

\*Question #31: "The establishment of standards for use in evaluating an institution's resource allocation and utilization should be done in Michigan by: The Legislature; the Legislature, with recommendations from a coordinating body; a coordinating body; a coordinating body with input from the institutions; the individual institution, which establishes its own internal standards."



The remaining nine policy makers reported their choices as follows: five or 13.2 percent selected the legislature with recommendations for a coordinating body, three or 7.9 percent chose the legislature, and one policy maker (2.6 percent) felt that a coordinating body should establish standards for evaluation of resource allocation and use. The majority of respondents within the institution (65.3 percent) and association (60 percent) groups of the survey population stated that the individual institutions should establish their own standards. The majority of state government respondents felt that a coordinating body with input from the institutions is the appropriate group to establish resource allocation and use standards in Michigan.

In question number thirty-two the policy makers were asked to indicate which of the choices listed (same as question thirty-one) should actually evaluate an institution's resource utilization (see Table 11). The majority choice of the survey respondents, (13 or 32.2 percent) was a coordinating body with input from the institutions. The individual institution was selected by 12 respondents representing 31.6 percent of the survey population. Of the remaining 13 policy makers, six or 15.8 percent identified the legislature; four or 10.5 percent chose the legislature with recommendations from a coordinating body;

TABLE 11.--Evaluation of Institutional Resource Use\*: Percentages of Each Group by Response Category

Groups	(N)	(1) The Legislature	The Legislature, With Recommendations From A Coordinating Body	A Coordinating Body	A Coordinating Body, With Input From The Institutions	The Institutions' Own Administrations Which Establish Their Own Internal Standards and Review Procedures	Totals
Total	(39)	15.8	10.5	7.9	34.2	31.6	(100%)
Institutions	(23)	8.7	17.4	8.7	17.4	47.8	(100%)
State Government	(10)	20.0	0.0	0.0	80.0	0.0	(100%)
Associations	( 5)	40.0	0.0	20.0	20.0	20.0	(100%)

\*Question #32: "The actual evaluation of an institution's resource utilization should be done by: The Legislature; the Legislature, with recommendations from a coordination body, a coordinating body; a coordinating body, with input from the institutions; the institution's own administrations which establish their own internal standards and review procedures."

and three respondents felt that a coordinating body should actually evaluate an institution's resource utilization. Among the three groups of the survey population, a majority of institutional representatives (47.8 percent) indicated that the individual institutions should perform the actual evaluation of resources used; state government policy makers (80 percent) stated that a coordinating body with input from the institutions should do the evaluation; and among the association policy makers, the majority (40 percent) felt that the legislature should actually evaluate an institution's resource utilization.

Question number thirty-three dealt with the role of a coordinating body with respect to the determination of administrative and faculty salaries (see Table 12). The survey population was asked which of the following statements would they support as being the proper role of a coordinating body: (1) Has no policy. This function is left to the individual institution; (2) sets general salary levels, while the determination of specific salaries is left to the institution; (3) approves specific salaries upon recommendation by the institution; and (4) sets the specific salaries of individuals. The majority of respondents, 25 or 65.8 percent of the policy makers, felt that a coordinating body should have no policy regarding the determination of administrative and faculty

TABLE 12.--Determination of Administrative and Faculty Salaries\*: Percentages of Each Group by Response Category

Groups	(N)	(1) Has No Policy	(2) Sets General Salary Levels	(3) Approves Specific Salaries	(4) Sets The Specific Salaries	(Totals)
Total	(38)	65.8	34.2	0.0	0.0	(100%)
Institutions	(23)	69.5	30.5	0.0	0.0	(100%)
State Government	(10)	50.0	50.0	0.0	0.0	(100%)
Associations	( 5)	80.0	20.0	0.0	0.0	(100%)

\*Question #33: "With respect to the determination of administrative and faculty salaries, which of the following statements would you support as being the proper role of a coordinating body? Has no policy, this function is left to the individual institution; sets general salary levels, while the determination of specific salaries is left to the institution; approves specific salaries, upon recommendation by the institution; sets the specific salaries of individuals."

salaries. The remaining 13 policy makers or 34.2 percent of the survey population indicated that they supported a coordinating body whose role encompassed the setting of general salary levels, while the determination of specific salaries is left to the institution. None of the members of the survey population selected the latter two alternatives (numbers 3 and 4 stated previously). Among the individual groups of the survey population, a majority of policy makers representing the institutions (69.5 percent) and the associations (80 percent) supported the alternative of leaving this function to the individual institution. The state government group of the survey population divided their support equally among the choices of a coordinating body having no policy (50 percent) and a body whose role incorporates setting general salary levels (50 percent).

In question number thirty-four the views of the policy makers were examined concerning capital expenditures and construction, and it was requested that they indicate if they were in agreement with the following statements regarding the role of a statewide coordinating body in Michigan: (1) approves the selection of architects for the planning and construction supervision of buildings; (2) approves the planning and construction of buildings; (3) administers capital expenditures for buildings; (4) administers capital expenditures for major

equipment; and (5) administers capital expenditures for minor equipment (see Table 13). A majority of the survey population stated that they were not in agreement with each of the five statements regarding the role of a statewide coordinating body in Michigan (statement one 78.9 percent, statement two 52.6 percent, statement three 73.7 percent, statement four 78.9 percent, and statement five 97.3 percent). Within the three respondent groups of the survey population, a majority of the policy makers were not in agreement with statement one (institutions 86.8 percent, state government 60 percent, and associations 80 percent); statement two was agreed with by a majority of the state government (80 percent) and association (60 percent) representatives and disagreed with by a majority of institutional policy makers (69.5 percent). A majority of respondents from the institutions (91.3 percent) and the associations (60 percent) were not in agreement with the third statement while state government policy makers were divided equally on the statement (50 percent agreed and 50 percent disagreed). In regard to statement four, a majority of the policy makers in each group were in disagreement with it (institutions 91.3 percent, state government 60 percent, and associations 60 percent). Statement five revealed that a majority of the respondents in each group were not in agreement with it as it relates to the role of

TABLE 13.--Capital Expenditures for Construction and Equipment\*: Percentages of Each Group by Response Category

Groups	(N)	(1) Approves the Selection of Architects		(2) Approves the Planning and Construction		(3) Administers Expenditures For Buildings		(4) Administers Expenditures For Minor Equip.		(5) Administers Expenditures For Minor Equip.	
		Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Total	(38)	21.1	78.9	47.4	52.6	26.3	73.7	21.1	78.9	2.7	97.3
Institution	(23)	13.2	86.8	30.5	69.5	8.7	91.3	8.7	91.3	4.5	95.5
State Government	(10)	40.0	60.0	80.0	20.0	50.0	50.0	40.0	60.0	0.0	100.0
Associations	( 5)	20.0	80.0	60.0	40.0	40.0	60.0	40.0	60.0	0.0	100.0

\*Question #34: "Concerning capital expenditures and construction, please indicate if you are in agreement with the following statement regarding the role of a statewide coordinating body in Michigan: approves the selection of architects for the planning and construction supervision of buildings; approves the planning for and construction of buildings; administers capital expenditures for buildings; administers capital expenditures for major equipment; administers capital expenditures for minor equipment."

a statewide coordinating body in Michigan (institutions 95.5 percent, state government 100 percent and associations 100 percent).

The final question of the survey instrument, number thirty-five, concerned academic affairs and the study population was asked to indicate if they were in agreement with the following statements regarding the role of a statewide coordinating body in Michigan: (1) formulates policies with respect to student admissions; (2) formulates policies with respect to tuition, fees, and financial aid; (3) formulates policies with respect to scholastic levels for retention and granting of degrees; (4) formulates policies with respect to student recruitment and selection; (5) establishes policies for selection, promotion, and tenure of faculty; (6) establishes personnel controls for non-academic personnel; (7) approves academic programs, including specific courses; (8) develops policy research and suggests topics which emphasize state and federal interests; (9) establishes the policies pertaining to the growth and to the rate of growth of an institution or campus; (10) establishes policies pertaining to the growth and to the rate of growth of any subdivision, such as a branch campus or even a department; and (11) assists in the selection of academic and administrative leadership for state colleges



and universities (see Table 14). Of the 38 respondents in the survey population, a majority of the policy makers indicated that they were not in agreement with each of the eleven statements (statement one 73.7 percent, statement two 68.4 percent, statement three 86.8 percent, statement four 94.7 percent, statement five 97.3 percent, statement six 94.7 percent, statement seven 78.9 percent, statement eight 55.3 percent, statement nine 55.3 percent, statement ten 65.8 percent, and statement eleven 94.7 percent).

Among the three groups of the survey population, the policy makers representing the institutions reported a majority of this group were not in agreement with each of the eleven statements. State Government respondents indicated that a majority of these policy makers were in agreement with statements one, two, seven, eight, nine, and ten and were not in agreement with the remaining statements. The policy makers in the association group of the survey population indicated that a majority of its respondents were not in agreement with each of the eleven statements regarding the role of a statewide coordinating body in Michigan.

The following chapter contains a comparative analysis of the results of the survey assessing the attitudes of state, institutional and association policy makers on the coordination and planning of higher education

TABLE 14.--Role of a Coordinating Body in Academic Affairs\*: Percentages of Each Group by Response Category

	Total (N=38)		Institutions (N=23)		State Government (N=10)		Associations (N=5)	
	Yes	No	Yes	No	Yes	No	Yes	No
Formulates Policies with Respect to Student Admissions	26.3	73.7	8.7	91.3	60.0	40.0	40.0	60.0
Formulates Policies with Respect to Tuition, Fees and Financial Aid	31.6	68.4	17.5	82.5	60.0	40.0	40.0	60.0
Formulates Policies with Respect to Scholastic Levels for Retention and Granting of Degrees	13.2	86.8	13.2	86.8	20.0	80.0	0.0	100.0
Formulates Policies with Respect to Student Recruitment and Selection	5.3	94.7	4.4	95.6	0.0	100.0	20.0	80.0
Establishes Policies for Selection, Promotion, and Tenure of Faculty	2.7	97.3	0.0	100.0	10.0	90.0	0.0	100.0
Establishes Personnel Controls for Non-Academic Personnel	5.3	94.7	4.4	95.6	10.0	90.0	0.0	100.0
Approves Academic Programs, Including Specific Courses	21.1	78.9	8.7	91.3	40.0	60.0	40.0	60.0
Develops Policy Research and Suggests Topics Which Emphasize State and Federal Interests	44.7	55.3	30.5	69.5	80.0	20.0	40.0	60.0
Establishes the Policies Pertaining to the Growth and to the Rate of Growth of an Institution or Campus	44.7	55.3	34.8	65.2	80.0	20.0	40.0	60.0
Establishes Policies Pertaining to the Growth and to the Rate of Growth of any Subdivision, such as a Branch Campus or even a Department	34.2	65.8	17.5	82.5	70.0	30.0	40.0	60.0
Assists in the Selection of Academic and Administrative Leadership for State Colleges and Universities	5.3	94.7	4.4	95.6	10.0	90.0	0.0	100.0

\*Question #35: "Concerning academic affairs, please indicate if you are in agreement with the (above) following statements regarding the role of a statewide coordinating body in Michigan:"

in Michigan and also includes an analysis, continuities, and discontinuities of attitudes within state agencies, the institutions and the associations.

## CHAPTER IV

### A COMPARATIVE ANALYSIS OF THE SURVEY RESULTS

The need for statewide coordination and planning of public institutions of higher education in Michigan has been recognized by the recent studies and commissions as reported previously in Chapter II of this study. The findings of the various study groups and commissions were based upon the involvement and participation of representatives of state government agencies, public colleges and universities, specialists in the field of higher education, the business community, and the general public. Additionally, the need for statewide coordination and planning of higher education was affirmed by the 1963 Constitution of the State of Michigan which designated the State Board of Education as the body responsible for advising on such planning and coordination. The Supreme Court of the State of Michigan upheld the constitutionally prescribed autonomous status of public institutions of higher education and the mandated charge to the State Board of Education that it shall serve as the general planning and coordinating body for higher education.

The present nature of statewide coordination and planning of higher education in Michigan has evolved from the historical role of state colleges and universities, court decisions interpreting the powers and responsibilities of the State and its agents, legislative initiatives and interests, concerns of educational leaders, and to some extent action taken by the executive branch of state government. The conduct of coordination and planning of public higher education in Michigan continues to be a dynamic process changing in relation to the economic condition of the state, the perceived merits of educational issues by policy makers, public priorities for state support, the strength and influence of the institutions, their representatives and state government officials. That this dynamic process assisted the state through its public colleges and universities in addressing the higher education needs of most of Michigan's citizens and was encouraged by the social and educational changes of the past three decades is evident. It is doubtful, given the favorable disposition toward public higher education by the Legislature and the public during the period following World War II through the mid-1960's, that the expansion of higher education in Michigan during this period would have proceeded differently if it had been subjected to the direction of a statewide coordinating board or consolidated governing board. The need and demand for higher

education in Michigan was intense during the years after the second World War and the state acknowledged its responsibility and responded to meet the identified needs of its citizens.

However, as the state enters a protracted period of stability and potential decline of enrollments and support needs for public higher education, the question emerges, is the continuation of the present ad hoc and reactive planning process the most effective method to achieve preservation of high quality and in some instances developing programs and institutional soundness? One of the challenges facing public colleges and universities and state government is not just the preservation of individual programs and institutions through the remainder of this century, but it is also the responsibility to be prepared to meet the postsecondary education needs of Michigan's citizens in the next century with a high quality and comprehensive system of higher education. To respond to the problems of public higher education for the next two decades and to insure that the integrity and soundness of the existing comprehensive postsecondary education programs are not diminished, a more deliberate and forward-looking approach to statewide coordination and planning may be required.

In making a comparative analysis of the survey results, the questions which Millard referred to as

"recurrent" and "persistent" provide a guideline for examining the views and positions reported by the three groups in the study population.<sup>1</sup> The questions which were identified in Chapter II of the study that Millard has posed are:

- (1) What is the appropriate structure? (2) Is the existing structure adequate to meet the needs of the state as perceived by legislators, governors, institutions and the general public? (3) Can a single governing agency be more responsive in areas of accountability, efficiency, and in decreasing duplication, competition, and in-fighting in the postsecondary or higher education community? (4) Could a single board for all education be even more effective?<sup>2</sup>

The order in which these questions are addressed has been changed to provide a more logical and coherent format for developing and presenting the comparative analysis of the survey results. Specifically, question two is the first question answered because it deals with the existing structure or approach to coordination and planning of public higher education in Michigan. Question two also incorporates question four because, in Michigan, the State Board of Education is currently responsible for advising on all public instruction including higher education. Following question two dealing with the existing structure

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<sup>1</sup>Richard M. Millard, State Boards of Higher Education (Washington, D.C.: American Association for Higher Education, 1976), p. 13.

<sup>2</sup>Ibid.

of planning and coordination, question three and question one are examined according to the responses given by the policy makers. The analysis proceeds then from examining the existing structure to the views of the survey population concerning a single coordinating agency to, finally, what appears to be the appropriate statewide structure for the coordination and planning of public higher education in Michigan.

Is the Existing Structure Adequate  
To Meet the Needs of the State?

The responses to several questions contained in the survey provide information that is useful in determining whether the existing structure of statewide coordination and planning in Michigan is adequate to meet the needs of the state as perceived by the three groups of policy makers represented in the study population. The control pattern established by the 1963 State of Michigan Constitution was acknowledged by all but four policy makers (two financial vice presidents and two respondents from state government) as adequately recognizing at least to a limited extent the individual character of each of the four year institutions as each pursues its established functions and goals. In a similar context, a majority of the policy makers indicated that they are generally satisfied with present division of responsibilities



between state government and the public colleges and universities. However, within the three groups of the survey population, the majority of respondents from state government reported that they were not generally satisfied with the present division of responsibilities. Those policy makers within the state government category of the survey population who stated that they were not generally satisfied with the present division of responsibilities represent all state government offices except the fiscal agencies of the Senate and House of Representatives. Additionally, a majority of the total survey population and of each category of policy makers responded that they are not generally satisfied with the manner in which the needs of higher education are articulated to state government. In a follow-up question dealing with institutional requests to state government, a majority of policy makers reported that they would prefer more coordination of institutional requests to state government agencies. The exception within the respective groups of the survey population is the policy makers in the institutional category. The majority of academic and financial policy makers of Michigan's public colleges and universities preferred less coordination of institutional requests to state government agencies.

In regard to the agencies of state government which are a part of the existing structure of statewide

coordination and planning of public higher education, the respondents provided information in the survey which helps to assess the adequacy of the present structure. The majority of policy makers indicated that the amount of control the Legislature has over higher education at the present time is "about right" as compared to "too little" or "too much." The exception within the three groups of the survey population was the state government category. The majority of policy makers in the state government group, primarily representatives of the Executive Office and the Legislature, reported that the Legislature has "too little" control over higher education at the present time. The reasons given by state government policy makers to support their view that the Legislature has too little control over higher education at the present time were insufficient staff and resources to evaluate institutional performance, lack of legislative oversight over expenditures and that constitutional autonomy circumvents legislative control of colleges and universities. The views of those policy makers who felt that the amount of control the Legislature has over higher education is about right were summarized by a university financial vice president when he said, "there is a system of checks and balances, at the same time, the stimulation of independence and competition is preserved." Of those respondents who

reported that the Legislature has too much control over higher education at the present time, an academic vice president expressed the consensus of this viewpoint when he commented that the Legislature has "too detailed controls, too political, and too influential on program priorities--not critically so but worrisome in trend."

In respect to changing specific legislative activities to increase or decrease state control over public colleges and universities, the majority of the survey population indicated that they would prefer no change in legislative action (the activities listed were budget review, admission standards, curriculum, new buildings and facilities construction and appointments to governing boards). The exception within the three groups of the survey population was the state government category. A majority of state government policy makers reported that in regard to budget review, curriculum, and appointments to governing boards, legislative control should be increased.

In response to a question dealing with legislative ability to oversee public higher education in Michigan, a majority of the policy makers stated that the Legislature is able, with its current staff and resources, to do a proper job of overseeing higher education. However, within the state government group of the survey population

a majority of state policy makers felt that the Legislature is not able to do a proper job of overseeing public higher education with its current staff and resources. The state government policy makers who responded negatively to the question represented each of the agencies included in the state government category. The reasons given by the policy makers who answered no to the question were divided between the need for more staff and resources and the assertion that the Legislature would "have the staff to adequately do the job if (its) responsibilities (were) decreased."

In regard to the posture assumed by the executive branch of state government and the direction it provides concerning higher education issues, the majority of policy makers stated that they were not generally satisfied with the direction given by the executive office. The policy makers representing the higher education associations were the exception to this general view within the three groups of the survey population. A majority of the association respondents reported that they were generally satisfied with the posture assumed by the executive branch of state government. Among those reasons cited by the policy makers who indicated that they were not satisfied with the direction given by the executive branch concerning higher education issues--were the decline in funding

of recent years, the low priority of higher education within the executive branch and the lack of initiative by the Executive Office. In another question dealing with an agency within the executive branch of state government, the Michigan Department of Education, a majority of policy makers reported that they did not refer to or use the current State Plan for Higher Education developed by the Department of Education. Within the three groups of the survey population, the majority of respondents from the association category indicated that in their present positions they do refer to and use the current State Plan for Higher Education.

The majority of the policy makers in the survey population did not feel that the process of long-range planning has been impaired as a result of institutional autonomy. However, within the three groups of the study population, the majority of respondents from the state government and association categories felt that long-range planning has been impaired, at least to a limited extent, as a result of institutional autonomy. In response to a similar issue, the majority of policy makers reported that competition among state colleges and universities for tax dollars and programs has affected state government support of higher education. The reasons given by the respondents were varied and reflected both negative and

positive perceptions of competition among public institutions of higher education. In regard to those policy makers who viewed competition in a negative perspective the following two comments were typical: (1) "On the average (competition) has created inequity in resource distribution. Competition for students has created major duplication," and (2) "If total support were adequate, the competition would not be as it is. But the competition causes two losers at times." Of those respondents who perceived competition in a positive vein, the following comments are representative: (1) "The competition has caused legislators to keep re-thinking the total problem. Without competition, many would become complacent. Competition leads to better support," and (2) "It directly involves the Legislature in programmatic considerations, and the competition is, by and large, a healthy and vigorous one." Of the seventeen policy makers who gave comments concerning their perceptions of institutional competition for state support, six viewed competition in positive terms while the remaining eleven respondents felt that such competition has led to negative outcomes for public higher education. The six policy makers who indicated that competition had a positive influence on state government support of budgets and programs are all members of the institutional category of the survey population. None of the respondents from the state government

and association groups of the survey population felt that competition among the institutions had a positive influence on state government support.

In regard to the purposes of public higher education in Michigan, the policy makers were asked to identify which, if any, do they feel have been neglected since 1970 (the choices were liberal education, graduate-professional education, technical training, research, public service, none and all). A majority of respondents of the total survey population felt that liberal education has been neglected since 1970. However, within the three groups of the survey population the majority of the policy makers from the institutional category reported that none of the purposes of public higher education in Michigan has been neglected since 1970. In a related question, the majority of policy makers from both the total survey population and from each of the three categories within the population stated that each public baccalaureate institution in Michigan should not serve each of the previously stated purposes.

The policy makers were asked in terms of financing higher education in Michigan, where, in their view, does the greatest need for additional funding lie with respect to the following choices: student access/financial aid, research, faculty salaries, physical plant needs and construction, instructional equipment and other. The

respondents did not report a majority viewpoint favoring a single category for additional funding but were equally divided between the need for additional state support for student access/financial aid and instructional equipment and devices. Within the three groups of the survey population, the majority of the policy makers representing the institutions were divided between additional funding support for faculty salaries and physical plant needs and construction. The majority of state government officials were equally split between the three categories of student access/financial aid, instructional equipment and devices and other. Only the policy makers in the association group of the survey population reported a majority of respondents favoring a single category, that of faculty salaries, as being the area of the greatest need for additional funding in public higher education in Michigan. In a separate question dealing with salaries at Michigan's public colleges and universities, the majority of policy makers in the survey population reported that administrative and faculty salaries were adequate as compared to being either too high or too low. The exception within the three groups of the survey population was in the association group in which the majority of respondents were divided between the designations of adequate and too low regarding the categorization of faculty salary levels.



Regarding the significance of federal funds allotted to public colleges and universities in Michigan, the policy makers were asked if federal money to state institutions and programs make it possible for the institutions to do things they otherwise would not do or does federal money simply ease the burden of the state. The majority of the policy makers in the total survey population and within each of the three groups reported that federal funds do make it possible for the institutions to do things they otherwise would not do. To the second portion of the question, the majority of the respondents indicated that federal funds does not simply ease the burden of the state. The exception to this viewpoint within the three categories was the institutional group which contained a majority of policy makers who felt that the state's burden was eased by the allocation of federal funds to public colleges and universities.

The policy makers were asked if they thought that the present location of the state colleges and universities is effective in meeting present and future needs for higher education in Michigan. The majority of the policy makers in the survey population and in each of the three groups stated that the present locations of the institutions is effective in meeting both present and future needs for public higher education in Michigan.

In a similar question dealing with state needs for professionals trained in law, human medicine, dentistry, and veterinary medicine, the respondents were asked if they felt that the state's needs were being met in these areas. The majority of the survey population felt that the state's needs were being met in the areas of law, human medicine and dentistry. However, with respect to the profession of veterinary medicine, the respondents were equally divided with half of the policy makers reporting that the needs were met and half stating that the needs of the state for veterinary professionals were not being met. On this point a state legislator commented in an interview that "the needs of the state for veterinarians to service and provide care for family pets are being met, where need is not being met in the area of food and livestock production." The association group within the survey population was the only category of the three groups with a majority of respondents who felt that the needs of the state were not being met in the areas of human medicine and dentistry. A majority of the policy makers stated that they believed that the federal government has a special responsibility to support and help maintain professional training programs.

The policy makers were asked if they felt that instructional facilities at public four-year institutions

are being used economically and efficiently. The majority of respondents in the survey population indicated that they felt that instructional facilities are being used economically and efficiently. However, within the three groups of the survey population, the majority of policy makers representing the state government category reported that they believed that instructional facilities are not being used economically and efficiently. In terms of potential actions the policy makers would support to increase efficiency of instructional facilities, a majority of the respondents indicated they would support the extension of building hours and the prioritizing of programs according to the resources each generated then reallocate space on the basis of the priority. The options supported by the majority of policy makers within each group of the survey population were as follows: institutions--extend building hours; state government--prioritize programs; and associations--other.

The majority of the respondents in the survey population and within each of the three groups did not think that students should pay a larger share of the costs of higher education than they are presently paying. Among the institutional respondents, the concern most frequently reported was that increasing the share of higher education costs presently paid by students would restrict access

particularly in the middle income groups of society. Similar views were expressed by state government and association policy makers and are summarized by the view of a state official who commented, "The percentage of cost burden borne by the student has increased dramatically in recent years due to state funding shortfalls. This problem is beginning to impact equal access opportunity."

The policy makers were asked to estimate how higher education in Michigan compares with public higher education in other states. The majority of the respondents in the survey population and in each of three groups reported that Michigan higher education compares favorably with public higher education in other states. The majority of policy makers in the survey population and the three categories indicated that in their estimation, Michigan higher education (1) could keep up with higher education in other states; (2) that comparing Michigan higher education with public institutions in other states is a concern; (3) that such comparisons do not cause undue cost increases; and (4) factors of comparison can be controlled for to make relatively accurate judgments.

In summary, the responses of the policy makers to the questions in the survey instrument which relate to the existing structure of coordination and planning of public

higher education in Michigan provide an indication of their perceptions of the adequacy of the current structure to meet the needs of the state. The majority of the chief academic and financial officers of the public colleges and universities view the existing structure in its constitutional basis and evolved operational framework as adequate and meeting the needs of the state. However, in concert with the other two respondent groups of the survey population, the institutional policy makers are generally not satisfied with the present method that institutional requests are articulated to state government and with posture assumed by the executive branch of state government concerning higher education issues. The institutional policy makers also indicated their belief that under the existing structure federal support funds to public institutions and programs relieved the state of some of its responsibility in the funding of public colleges and universities.

Conversely, the majority of policy makers representing state government viewed the existing structure of coordination and planning of public higher education as inadequate and they were not generally satisfied with the present constitutionally mandated division of responsibilities nor the operational format established between the state and the institutions. The majority of the

policy makers in the state government category of the survey population reported that they preferred more coordination of institutional support requests, increased legislative authority in regard to budget review, curriculum, appointments to governing boards and limitations of institutional autonomy. State government policy makers also reported that competition among public institutions for tax dollars had negatively affected state support of higher education. In respect to the existing structure of coordination and planning meeting the needs of the state, state government officials indicated that in general the higher education needs of Michigan were being met but that instructional facilities were not being used economically and efficiently by the colleges and universities.

The majority of respondents in the association category of the survey population reported that they felt the existing structure of planning and coordination was generally adequate and meeting the needs of the state. However, association policy makers indicated they were not generally satisfied with the manner in which institutional requests are articulated to the state and that faculty salary levels are too low. The association policy makers were in agreement with state government officials regarding the negative influence that institutional competition for tax dollars has on state support of higher

education and that institutional autonomy had impaired long-range planning.

Can a Single Statewide Agency for Higher  
Education be More Responsive in Areas of  
Accountability, Efficiency and in  
Decreasing Competition in the  
Michigan Higher Education  
Community

To determine if a single statewide agency for the coordination and planning of public higher education could be more responsive to the needs of the state and to the concerns of the institutions within the present constitutional framework and division of responsibilities, it would seem important to understand the positions and views taken on higher education issues by the three groups represented in this study. It would seem unlikely that a single statewide agency for Michigan higher education could be more responsive than the existing structure with the autonomous status of the public colleges and universities unless there is general agreement among the policy making groups as to what are the issues, priorities and problems which must be confronted in higher education.

The three groups of policy makers in the survey population identified the issues which they felt are critical for Michigan higher education for the next two, three to five, and five to ten year periods. The majority of the policy makers in the survey population felt that the level of state funding support is the most critical issue

for the next two and three to five year periods. Regarding the five to ten year period, the most critical issue identified by the majority of respondents in all three categories of the survey population was declining enrollments of traditional students. The exception to the majority view of critical issues confronting higher education in Michigan was in the state government group where the majority of policy makers indicated that academic program change and expansion was the most critical issue for the three to five year period. In a question related to academic program change and expansion of graduate and professional programs, the majority of policy makers in the survey population stated that such programs should be concentrated in three or four universities rather than be spread more widely among all the public colleges and universities. However, the majority of the respondents from the institutional category reported that advanced graduate and professional programs should be spread more widely among the institutions rather than concentrated in three or four universities.

The policy makers were asked if they would favor closer adherence to a statewide plan, such as the one developed by the Michigan Department of Education, for both state agencies and public colleges and universities. The majority of respondents in the survey population



stated that they would not favor closer adherence to a statewide plan. However within the three groups of the survey population, the majority of the policy makers representing the state government and association categories reported that they would favor closer adherence to a statewide plan for both state agencies and public institutions.

The respondents were asked if they felt that the role of the urban university would be increased in the future and why they answered yes or no to the question. The majority of the policy makers in the survey population indicated that they believed the role of the urban university would increase in the future. The exception to the general view of the survey population was the policy makers representing the association group in which a majority of respondents felt that the role of the urban university would not increase in the future. Regarding the second portion of the question as to why the policy makers responded in an affirmative or negative manner, twenty-six policy makers indicated their reasons for their response. The most frequent reasons given by policy makers who felt that the role of the urban university would increase in the future were energy restrictions, more availability of part-time and technical programs, lower educational costs to students who live at home and the

need to address the problems of cities and urban living. The most common reasons stated by those respondents who did not foresee the role of the urban university increasing in the future were student preference to be away from urban areas, demographic shifts to non-urban areas and the ability of regionally located institutions to meet the needs of urban students.

The policy makers were asked if they supported state government action to assist the financially hard pressed private institutions of higher education in Michigan. The majority of the respondents in the survey population indicated that they would support state action to improve the financial situation of private institutions. However, within the three groups of the survey population, the majority of policy makers representing the public colleges and universities stated that they would not support state government action to improve the financial condition of private institutions. The policy makers were also asked if the state were to provide financial assistance to private institutions should it have control over appointments to governing boards and control over budget and audit of the assisted institutions. The majority of respondents in the survey population and in each of the three groups reported that the state should not have control over appointments to governing boards to private

institutions if the state were to assist them with financial support. However, in terms of the budget and audit functions, the majority of the policy makers in the survey population and in the individual groups indicated that the State should have control over these functions if it were to financially assist the private colleges and universities. Several respondents from the institutions and state government categories of the survey population noted the state should only have audit authority over the amount of support that it provides to private institutions and should not have budget control regardless of the level of financial assistance it provides.

In regard to the allocation of federal funds to support higher education which are currently allocated to both the state and to the institutions, the policy makers were asked if federal aid to colleges and universities should be channelled through a central state agency. The majority of the respondents in the survey population and in each of the three individual groups reported that federal aid should not be dispersed through a central state agency to the colleges and universities. The most frequent reasons given by the twenty-six policy makers who indicated that federal funds should not be channelled through a central state agency were that it would result in increased administrative costs, loss of institutional

control and equity, reduce program effectiveness and would reduce institutional incentives for seeking federal support. The two policy makers who reported that federal aid should be channelled through a central state agency both stated that a central agency would be more responsive and familiar with statewide needs.

The responses to the questions given by the policy makers representing the college and university segment of the survey population appears to indicate that the institutional group does not believe that a single statewide agency would be more responsive to the concerns of the state and the needs of the institutions. The majority of institutional policy makers felt that the issues of the level of state funding support and declining enrollments are the critical problems facing public higher education in Michigan for the next decade. The institutional respondents differed from the majority of state government and association policy makers on the issue of concentrating graduate-professional programs in three or four universities by favoring a wider dispersion of such advanced training among the public institutions. Institutional policy makers also differed from the majority views of the other two groups in the survey population on the question of closer adherence to a statewide plan by reporting a majority not favoring closer adherence to a

plan. The majority of institutional respondents did not favor state government action to aid private colleges and universities as did the majority of policy makers from the state government and association groups.

The views expressed by the majority of state government policy makers appears to indicate that the state government group of the survey population does believe that a single statewide agency for public higher education would be more responsive to the concerns of the state to the needs of the institutions. The majority of state government respondents agreed with the majority of the other two groups of the survey population that the critical issues for the next decade are the level of state support and declining enrollments. However, in the three to five year period, the issue of academic program change and expansion was an exception to the view of the majority survey population and was identified by state government policy makers as being the critical issue for that particular time period. Also the majority of state government policy makers differed from the majority of institutional respondents by supporting the concentration of advanced graduate and professional programs in three or four universities, favoring closer adherence to a statewide plan, and indicating support for state action to assist the private institutions.

The views reported by the majority of the policy makers representing the association group of the survey population seemed to indicate that the respondents in this category believed that a single statewide agency for public higher education would be more responsive to state needs and institutional concerns. The majority of association policy makers were in agreement with the majority view of the survey population on all the issues except closer adherence to a statewide plan and the future role of the urban university. In regard to the issue of closer adherence to a state-wide plan for both the institutions and state government, the majority of association policy makers supported along with the majority of state government policy makers the position that closer adherence to a plan would be desirable. Lastly, the majority of association policy makers did not believe that the role of the urban university would be expanded in the future which was in contrast to the majority view of the institutions and the state government respondents.

What is an Appropriate Structure for the  
Coordination and Planning of Public  
Higher Education in Michigan?

According to the views expressed by the majority of policy makers in each of the three groups of the survey population, the existing structure of coordination and planning is viewed by institutional and association

respondents as generally adequate and meeting the needs of the state. Conversely, state government representatives view the existing structures as not being adequate for effective coordination and planning. The responses of the three categories of policy makers to the question dealing with the ability of a statewide agency to be more responsive to the concerns of the state and to the needs of the institutions also indicated differences of views which exist among the survey population. State government and association policy makers responded in a majority of instances that they felt a statewide agency would be more responsive, while institutional policy makers did not feel that such an agency would be more responsive to state concerns and institutional needs. The responses of the policy makers to these two questions brings into focus the need to determine the type of structure the respondents in the survey population perceive to be appropriate for the coordination and planning of Michigan's public colleges and universities.

The policy makers were asked if they would support the establishment of a coordinating body for higher education which would have control of overall planning and statewide policies (centralized policy control) while leaving local policies and executive decision making to the local institutions (decentralized operations). The

majority of policy makers in the survey population responded yes, at least to a limited extent, they would support the establishment of a coordinating body which has centralized policy control and decentralized operations for institutional implementation of statewide policies. However, within the three groups of the survey population, the majority of policy makers in the institutional and associations categories reported that they would not support the establishment of a coordinating body for public higher education in Michigan. The state government segment of the survey population is the only group of policy makers with a majority of respondents who indicated they would support the establishment of a coordinating body for higher education.

The policy makers were asked several questions to determine what they felt the role of a coordinating body ought to be regarding specific functional areas and responsibilities in both academic and non-academic concerns. The respondents were asked which of the following groups in Michigan should establish standards for evaluating resource allocation and use: the Legislature, the Legislature with input from a coordinating body, a coordinating body, a coordinating body with input from the institutions, and the individual institution. The majority of the policy makers in the survey population stated that



the individual institution should be the group to establish standards for evaluation of resource allocation and use. The exception within the three groups of the survey population was the state government category in which a majority of respondents felt that a coordinating body with input from the institutions should be the group to establish standards. In response to a question of which group of the previous five groups should actually perform an evaluation of an institution's resource utilization, the majority of policy makers in the survey population felt that a coordinating body with input from the institutions should conduct the actual evaluation. However, within the three groups of the survey population, the majority of policy makers representing the institutions felt that the administrations of each college and university should perform the actual evaluation of resource use. The majority of association policy makers indicated that the Legislature should perform the actual evaluation of an institutions' resource utilization.

In regard to the determination of administrative and faculty salaries, the policy makers were asked which of the following statements they would support as being the proper role of a coordinating body: has no policy, this function left to the individual institution; sets general salary levels, while the determination of specific

salaries is left to the institution; approves specific salaries upon recommendation by the institution; and sets the specific salaries of individuals. The majority of policy makers in the survey population and in the institutional and associations categories indicated that they supported a coordinating body having no policy in this area and that the determination of administrative and faculty salaries should be the function of the institution. State government respondents were equally divided on the issue with half of the policy makers reporting that a coordinating body should have no policy regarding this function and half of the policy makers supporting the role of a coordinating body which sets general salary levels with the institution determining the specific salaries.

The policy makers were asked concerning capital expenditures and construction if they are in agreement with the following statements regarding the role of a statewide coordinating body in Michigan: approves the selection of architects for the planning and construction supervision of buildings; approves the planning for and construction of buildings; administers capital expenditures for major equipment; and administers capital expenditures for minor equipment. The majority of respondents in the survey population stated that the role of coordinating body should not involve any of the five listed

activities relating to capital expenditures for construction and equipment. However, within the three groups of the survey population, the majority of policy makers in the state government and associations groups felt that activity two, approval of planning and construction, should be included in the role of a statewide coordinating body. The only other exception to the majority views of the survey population was in regard to activity three, the administration of capital expenditures for buildings, in which state government policy makers were equally divided on the issue being part of the role of a coordinating body in Michigan.

Concerning academic affairs, the respondents in the survey population were asked to indicate if they were in agreement with the following statements regarding the role of a statewide coordinating body in Michigan: formulates policies with respect to student admissions; formulates policies with respect to tuition, fees and financial aid; formulates policies with respect to scholastic levels for retention and granting of degrees; formulates policies with respect to student recruitment and selection; establishes policies for selection, promotion, and tenure of faculty; establishes personnel controls for non-academic personnel; approves academic programs, including specific courses; develops policy

research and suggests topics which emphasize state and federal interests; establishes the policies pertaining to the growth and to the rate of growth of an institution or campus; establishes policies pertaining to the growth and to the rate of growth of any subdivision, such as a branch campus or even a department; and assists in the selection of academic and administrative leadership for state colleges and universities. The majority of policy makers in the survey population reported that none of the eleven listed activities should be included in the role of a statewide coordinating agency in Michigan. The exception within the three groups of the survey population was in the state government category in which the majority of respondents felt that the role of a statewide coordinating agency should include formulation of policies with respect to student admissions, tuition, fees and financial aid. Further, the majority of state government policy makers also supported for inclusion in the role of a coordinating body the development of policy research and suggestion of topics which emphasize state and federal interests and the establishment of policies pertaining to the growth and growth rate of institutions, campus branches and departments.

The views expressed by the majority of policy makers representing the public colleges and universities

appears to support their earlier position that the existing constitutionally defined approach to coordination and planning of higher education is the appropriate structure for Michigan. The majority of respondents from the institutions do not support the establishment of a statewide coordinating body for higher education in Michigan nor did they support the inclusion of any of the previously identified activities as part of the role of a coordinating body.

State government policy makers in a majority of responses did support the establishment of a statewide coordinating body for public higher education in Michigan. However, the activities that the majority of state government policy makers would support for inclusion in the role of a coordinating agency were limited to general policy issues affecting all institutions with the responsibility for implementation of the policies residing with the individual institutions. The exceptions to the general policy responsibilities of a coordinating body which were supported by the majority of state government officials were in the administration of capital outlay funds for buildings and in regard to the growth and rate of growth of institutions, branch campuses and departments.

The majority of respondents from the associations category of the survey population indicated that this

group, as did the institutional policy makers, believed that the existing structure of coordination and planning is the appropriate form for public higher education in Michigan. The majority of association policy makers did not support the establishment of a statewide coordinating body nor, with the exception of the administration of capital outlay funds for buildings, the inclusion of the previously specified activities in the role of a coordinating body.

In the following and final chapter of the study, a summary of the entire study is presented followed by conclusions and recommendations which resulted from the study.

## CHAPTER V

### SUMMARY OF THE STUDY

The study was directed at the identification of an operational definition of institutional autonomy and statewide coordination and planning of public higher education in Michigan through assessing the attitudes of policy makers from the institutions, state government, and educational associations regarding specific programmatic, fiscal, facilities, personnel and governance questions. The study was intended to address a research need recognized in the literature associated with statewide coordination and planning of higher education by focusing on the combined interests of all those policy makers who participate, both officially and unofficially, in the formulation of policy affecting public higher education in Michigan.

The purposes of the study were (1) to collect detailed and factual information that describes the existing attitudes of institutional, state agency and association decision makers on the coordination and planning of higher education in Michigan; (2) to identify specific issues and operational areas within public higher

education in Michigan in which there are agreement and discrepancies among the survey population; (3) to make comparisons and evaluations of attitudes among the institutions, state agencies and associations and within each of these survey groups; and (4) to provide information to institutional, state agency and association policy makers for consideration in their respective policy decisions concerning the planning and coordination of public higher education in Michigan.

A survey questionnaire was developed to assess the attitudes of institution, state and association policy makers on the coordination and planning of higher education in Michigan (Appendix B). The survey questionnaire was mailed to the study population which consisted of the chief financial and academic officers of each of the fifteen public baccalaureate colleges and universities in the state of Michigan ( $N = 30$ ), the chief financial and academic policy makers in the executive, legislative, fiscal and education agencies of state government ( $N = 15$ ), and to the chairman and executive directors of the graduate and higher education associations ( $N = 5$ ). (See Appendix A.) The response rate to the questionnaire was 76 percent and well within the guidelines established in the literature of survey research as being a very good return rate for analysis and reporting purposes. (See



Table 1.) The questions in the survey instrument were developed from issues and criteria defined by the American College Testing Program and the Carnegie Commission on Higher Education. Additional information used in the construction of the survey questionnaire was provided by research conducted in the study area by nationally recognized experts in the field of higher education, statewide coordination and planning as being central to understanding the significant concerns treated in the study area.

Analysis of the survey data in the study was reported in descriptive and summary statistical formats with accompanying narrative. The analysis of the survey data did not employ inferential statistical analysis or techniques because the entire population of the study as identified was surveyed with the results and conclusions based upon the total population rather than a sample of it.

The comparative analysis of the survey results (Chapter IV) was made in relation to questions which continually emerge in the literature dealing with statewide coordination and planning of higher education and which concern policy makers on a recurrent basis. Specifically, the comparative analysis of the results of the survey assessing the attitudes of institutional, state government and association policy makers was directed at understanding the respondents' views on the following questions:

(1) Is the existing structure of coordinating and planning of public higher education in Michigan adequate to meet the needs of the state as perceived by the survey population? (2) Can a single statewide agency for higher education be more responsive to the needs of the state and to the concerns of the institutions? (3) What is an appropriate structure for the coordination and planning of public higher education in Michigan according to the three categories of policy makers in the survey population?

### Summary of Findings

#### Respondents from the Public Colleges and Universities

In regard to the first question dealing with the adequacy existing structure of coordination and planning of public higher education in Michigan to meet the needs of the state, the majority of the chief academic and financial officers representing the institutions view the existing structure, in its constitutional basis and evolved operational framework, as adequate and meeting the needs of the state. However, the college and university policy makers were in agreement with the other two respondent groups of the survey population in expressing a general dissatisfaction with the present method in which institutional requests are articulated to state

government and with the posture assumed by the executive branch of state government concerning higher education issues. The majority of institution policy makers in the survey population indicated that it was their belief that under the existing structure federal support funds dispersed to public institutions and programs relieved the state of some of its responsibility in the funding of public colleges and universities.

To the question of the ability of a single state-wide agency for public higher education to be more responsive to the needs of the state and to the concerns of the institutions, the majority of respondents from the institutional category of the survey population reported that they did not feel a single statewide agency would be more responsive to the needs of the state and to the concerns of colleges and universities. The majority of institutional policymakers in the survey population indicated that the most critical problems facing public higher education for the next decade are the level of state funding support and declining enrollments. The institutional respondents differed from the majority of state government and association policy makers on the issue of concentrating graduate-professional programs in three or four universities by supporting a wider dispersion of such advanced training among the public institutions. The

institutional academic and financial officers also differed from the majority views of the other two groups of the survey population on the question of closer adherence to a state-wide plan by reporting a majority not favoring closer adherence to a plan. The majority of institutional policy makers did not favor state government action to aid private colleges and universities as did the majority of policy makers from the state government and association groups of the survey population.

In respect to the question of what is an appropriate structure for the coordination and planning of public higher education in Michigan, the view expressed by the majority of policy makers representing the institutions appears to support their earlier position that the existing constitutionally defined approach to coordination and planning of higher education is the appropriate structure for Michigan. The majority of respondents from the colleges and universities did not support the establishment of a statewide coordinating body for higher education in Michigan nor did they support the inclusion of any of the activities identified in the survey as being associated with a coordinating body as part of the role of such a body.

Respondents from State  
Government Offices and  
Agencies

The majority of the policy makers representing the state government group of the survey population viewed the existing structure of coordination and planning of public higher education as inadequate and reported that they were not generally satisfied with the present constitutionally mandated division of responsibilities nor the operational format established between the state and the institutions. The majority of state government policy makers reported that they preferred more coordination of institutional support requests, increased legislative authority in regard to budget review, curriculum, appointments to governing boards and limitation of institutional autonomy. State government officials also indicated that competition among public institutions for tax dollars had negatively affected state support of higher education. In respect to the existing structure of coordination and planning meeting the needs of the state, state government policy makers indicated that in general the higher education needs of Michigan were being met but that instructional facilities were not being used economically and efficiently by the colleges and universities.

The views expressed by the majority of state government officials indicated that the state government

group of the survey population does believe that a single statewide agency for public higher education would be more responsive to the concerns of the state and to the needs of the institutions. The majority of state government respondents agreed with the majority of the other two groups of the survey population that the critical issues for the next decade are the level of state funding support and declining enrollments. However, in the three to five year period, the issue of academic program change and expansion was an exception to the view of the majority of the survey population and was identified by state government policy makers as being the critical issue for that particular time period. Also the majority of state government policy makers differed from the majority of institutional respondents by supporting the concentration of advanced graduate and professional programs in three or four universities, favoring closer adherence to a statewide plan, and indicating support for state action to assist private colleges and universities.

A majority of state government policy makers supported the establishment of a statewide coordinating body for public higher education in Michigan. However, the activities that the majority of state government policy makers would support for inclusion in the role of a coordinating agency were limited to general policy issues

affecting all institutions with the responsibility for implementation of the policies remaining with the individual institutions. The exceptions to the general policy responsibilities of a coordinating body which were supported by the majority of state government respondents were in the administration of capital outlay funds for buildings and in regard to the growth and rate of growth of institutions, branch campuses and departments.

Respondents from the  
Associations

The majority of respondents in the association category of the survey population reported that they felt the existing structure of planning and coordination of higher education was generally adequate and meeting the needs of the state. However, association policy makers indicated they were not generally satisfied with the manner in which institutional requests are conveyed to the state and that faculty salary levels are too low. The association policy makers were in agreement with state government officials regarding the negative influence that institutional competition for tax dollars has on state support of higher education and that institutional autonomy had impaired long-range planning.

The views reported by the majority of the policy makers representing the association group of the survey population indicated that the respondents in this category

felt that a single statewide agency for public higher education would be more responsive to state needs and institutional concerns. The majority of the association policy makers supported along with the majority of the state government respondents the position that closer adherence to a statewide plan would be beneficial to both institutions and state agencies. Association policy makers indicated that they did not believe that the role of the urban university would be expanded in the future which was in contrast to the majority view of the institutions and the state government respondents.

The majority of respondents from the associations category of the survey population indicated that this group, as did the institutional policy makers, believed that the existing structure of coordination and planning is the appropriate form for public higher education in Michigan. The majority of association policy makers did not support the establishment of a statewide coordinating body nor, with the exception of the administration of capital outlay funds for buildings, the inclusion of the activities specified in the survey instrument as being part of the role of a coordinating body.

### Conclusions

From the survey of institutions, state government and association policy makers and the comparative analysis



of the survey results the following conclusions were developed concerning the coordination and planning of public higher education in Michigan:

Conclusion Number One. The majority of policy makers in the survey population view the existing structure of coordination and planning of public higher education as adequate and meeting the needs of the state's citizens.

Conclusion Number Two. There is support to change the existing structure and to establish a single statewide body for the coordination and planning of public higher education in Michigan only among the majority of policy makers from the state government category of the survey population.

Conclusion Number Three. The existing structure of coordination and planning of public higher education contains operational features, i.e., the method of communicating funding needs by institutions to the state and the role and posture of the executive office, which were found to be unsatisfactory by the majority of respondents in the survey population.

Conclusion Number Four. The majority of policy makers in the survey population viewed the existing structure of coordination and planning of public higher education as the appropriate structure for Michigan and would

not support the establishment of a single statewide body for coordination and planning.

### Recommendations

On the basis of the consistent and almost complete agreement expressed by the policy makers in the survey population on these issues, the following recommendations are made:

Recommendation Number One. That research be conducted involving the three groups of policy makers represented in the survey population to identify and address the specific problems associated with the present method of articulating institutional requests for funding support to state government;

Recommendation Number Two. That the Executive Office of state government examine and evaluate its role with regard to the initiation and setting of public policy concerning higher education in Michigan. Further, that the Executive Office accord particular attention to the areas of long-range planning and capital outlay issues affecting public higher education;

Recommendation Number Three. That the public colleges and universities examine and evaluate their current approach and practices relating to inter-institutional competition to acquire state funding support for their respective programs, operational needs and institutional objectives.

## APPENDICES

APPENDIX A

SURVEY QUESTIONNAIRE RECIPIENTS

PUBLIC FOUR-YEAR COLLEGES AND UNIVERSITIES

Central Michigan University  
Mt. Pleasant, MI 48858

Dr. John Cantelon, Provost  
Mr. J. Ronald Tubbs, Vice President for Business .

Eastern Michigan University  
Ypsilanti, MI 48197

Dr. James Magee, Vice President of Academic Affairs  
Mr. Robert Romkema, Vice President for Business and  
Finance

Ferris State College  
Big Rapids, MI 49307

Dr. James Farrell, Vice President of Academic Affairs  
Mr. George Hartford, Vice President of Business Operations

Grand Valley State Colleges  
Allendale, MI 49401

Mr. Glenn Niemeyer, Vice President for Academic Affairs  
Mr. Ronald Vansteeland, Vice President for Administration

Lake Superior State College  
Sault Ste. Marie, MI 49783

Dr. Kenneth F. Light, Vice President of Academic Affairs  
Mr. Lyle Shaw, Vice President for Business Affairs

Michigan State University  
East Lansing, MI 48824

Dr. Lawrence Boger, Provost  
Mr. Jack Breslin, Executive Vice President

Michigan Technological University  
Houghton, MI 49931

Mr. Joseph Romig, Vice President of Academic Affairs  
Mr. Edward Koepel, General Manager of Operations

Northern Michigan University  
Marquette, MI 49855

Dr. Robert Glenn, Provost  
Mr. Leo Van Tassel, Vice President of Business and Finance

Oakland University  
Rochester, MI 48063

Dr. Frederick Obear, Vice President of Academic Affairs-  
Provost  
Mr. Robert Swanson, Vice President of Business Affairs

Saginaw Valley State College  
University Center, MI 48710

Dr. Curtis McCray, Vice President for Academic Affairs  
Dr. Russell Driver, Vice President for Business Affairs

University of Michigan--Ann Arbor Campus  
Ann Arbor, MI 48109

Dr. Frank Rhodes, Vice President of Academic Affairs  
Dr. James Brinkerhoff, Vice President for Financial  
Affairs

University of Michigan--Dearborn Campus  
Dearborn, MI 48128

Dr. Eugene Arden, Vice Chancellor, Academic Affairs  
Mr. Richard Schwartz, Vice Chancellor, Business

University of Michigan--Flint Campus  
Flint, MI 48503

Dr. Wesley D. Rae, Dean of College Arts and Sciences  
Dr. Arnold Melnick, Dean of Administration

Wayne State University  
Detroit, Mi 48202

Dr. Diether Haenicke, Provost  
Mr. Edward Cushman, Executive Vice President

Western Michigan University  
Kalamazoo, MI 49008

Dr. Stephen Mitchell, Vice President for Academic Affairs  
Mr. Robert Wetnight, Vice President for Finance

## STATE AGENCIES

Michigan Department of Education  
Lansing, MI 48902

Dr. Robert L. Huxol, Associate Superintendent for Higher Education  
 Dr. James F. Weber, Director, Higher Education Management Services

Executive Office  
Lansing, MI 48909

Dr. James L. Phelps, Special Assistant to the Governor for Higher Education  
 Dr. Fred Whims, Section Chief, Educational Section, Bureau of the Budget  
 Dr. Gerald H. Miller, Director, Department of Management and Budget

Fiscal Agencies  
Lansing, MI 48902

Dr. David E. Murphy, Assistant Director, Senate Fiscal Agency  
 Mr. Vincent Carillot, Assistant Director, House Fiscal Agency

Legislature--Senate  
Lansing, MI 48909

Senator Jerome T. Hart, Chairman, Committee on Appropriations  
 Senator Charles O. Zollar, Senior Minority Member, Committee on Appropriations  
 Senator Gary G. Corbin, Chairman, Committee on Colleges and Universities  
 Senator Bill S. Huffman, Chairman, Committee on Higher Education



Legislature--House of Representatives  
Lansing, MI 48909

Representative Dominic Jacobetti, Chairman, Committee on  
Appropriations

Representative Raymond Kehees, Majority Vice Chairman,  
Committee on Appropriations

Representative Melvin DeStigter, Committee on Appropria-  
tions

Representative Gary M. Owen, Committee on Appropriations

ASSOCIATIONS

Michigan Council of Graduate Deans

Dr. Philip Johnson, Chairman

Michigan Council of State College Presidents

Lansing, MI 48933

Mr. Richard Miller, Executive Director

Association of Independent Colleges and Universities of  
Michigan

Lansing, MI 48902

Dr. John Gaffney, Executive Director

Michigan Education Association

East Lansing, MI

Mr. William Owen, Consultant

Association of American College and University Professors

Lansing, MI 48902

Dr. Alan Jones, Executive Secretary

**APPENDIX B**

**SURVEY INSTRUMENT**

# SURVEY QUESTIONNAIRE

1. Which issue of the following issues confronting public higher education in Michigan do you feel is the most critical for the next?

<u>Two Years</u>	<u>Three to Five Years</u>	<u>Five to Ten Years</u>	
			Declining Enrollments
			Level of State Funding Support
			Academic Program Change and Expansion
			Capital Equipment and Facilities
			Information Gathering, Proces- sing, Reporting, and Storage
			Increased State Centralization
			Quality of Instruction, Research and Service
			Public Accountability
			Other

2. Public Higher Education in Michigan serves many purposes-- liberal education, graduate-professional education, technical training, research, and public service. Which one of these purposes, if any, do you feel has been neglected since 1970?

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3. Do you think that each public baccalaureate institution in Michigan should serve each of the previously stated purposes?

\_\_\_\_ Yes

\_\_\_\_ No

4. Should advanced graduate and professional programs,  
 \_\_\_\_\_ be concentrated in three or four universities,  
 \_\_\_\_\_ or be spread more widely?

5. Are you generally satisfied with the manner in which the needs of higher education are articulated to state government?

       Yes

       No

6. Would you prefer        more or        less coordination of institutional requests to state government agencies?

7. Do you refer to or use the current State Plan for Higher Education developed by the Michigan Department of Education in your present position?        Yes        No        Not Aware of Plan.

8. Would you favor closer adherence to such a statewide plan for both state agencies and public colleges and universities?

       Yes

       No

9. Are you generally satisfied with the present division of responsibilities between the state government and the public colleges and universities?        Yes        No

10. How do you feel about the amount of control the Legislature has over higher education at the present time?

       Too Little        About Right        Too Much  
Why? \_\_\_\_\_  
\_\_\_\_\_

11. Regarding legislative action in the following activities, please indicate how you feel state control should be changed, if at all, for each activity.

Increase    No Change    Decrease

_____	Budget Review
_____	Admission Standards
_____	Curriculum
_____	New Buildings and Facilities
_____	Construction
_____	Appointments to Governing Boards

12. Do you feel that the Legislature is able, with its current staff and resources, to do a proper job of overseeing public higher education in Michigan? ☐ Yes ☐ No If no, what changes would you suggest? \_\_\_\_\_

13. Are you generally satisfied with the posture assumed by the executive branch of state government and the direction it provides concerning higher education issues? ☐ Yes ☐ No. If no, what recommendations would you make regarding the executive branch? \_\_\_\_\_

14. Do you feel that instructional facilities at public four-year institutions are being used economically and efficiently? ☐ Yes ☐ No. If no, which of the following potential actions would you support to increase efficiency? (Indicate more than one if you desire)

☐ Extend Building Hours  
☐ Increase Class Size  
☐ Consolidate Program Offerings  
☐ Close Low Demand Buildings  
☐ Prioritize Programs According to Resource Generation  
☐ Then Reallocate Space  
☐ Other

15. In your view, has competition among state colleges and universities for tax dollars and programs affected state government support of Michigan higher education? ☐ Yes ☐ No. If yes, please indicate how support is affected. \_\_\_\_\_

16. In terms of financing public higher education in Michigan, where, in your view, does the greatest need for additional funding lie with respect to the following (Check only one)

☐ Student Access/Financial Aid  
☐ Research (Applied and theoretical)  
☐ Faculty Salaries  
☐ Physical Plant Needs and Construction  
☐ Instructional Equipment and Devices  
☐ Other

17. Regarding salaries at Michigan's Public colleges and universities, please indicate your feeling in reference to the following?

Administrative Salaries	Faculty Salaries	
		Too High
		Adequate
		Too Low

18. Do you think that students should pay a larger share of the costs of higher education than they are presently paying?

\_\_\_ Yes      \_\_\_ No . If no, why?

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19. Do you think the present geographic location of the state univities and colleges is effecting in meeting present needs?

\_\_\_ Yes      \_\_\_ No,      Future needs?      \_\_\_ Yes      \_\_\_ No

20. Do you see the urban university playing an increased role in the future?      \_\_\_ Yes      \_\_\_ No. Why?

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21. Do you feel that the state's needs for professional training are being met in the following areas:

Yes	No	
		Law
		Human Medicine
		Dentistry
		Veterinary Medicine

22. Do you think the federal government has a special responsibility in regard to professional training? ☐ Yes ☐ No
23. Federal aid now comes in many forms to both the state and to the institutions of higher education. Should federal aid to the different state colleges and universities be channelled through some central state agency? ☐ Yes ☐ No  
Why? \_\_\_\_\_  
\_\_\_\_\_
24. In your judgment, does federal money to state institutions and programs make it possible for the colleges and universities to do things they otherwise would not do? ☐ Yes ☐ No  
Or does federal money simply ease the burden of the state?  
☐ Yes ☐ No
25. Private colleges and universities are accounted for in state level planning of higher education needs. The private institutions are financially hard pressed. Do you support the state doing something about the situation? ☐ Yes ☐ No
26. If the state were to provide financial assistance to the private institutions, should it have control over appointments to the governing boards? ☐ Yes ☐ No. What about control over budget and audit? ☐ Yes ☐ No.
27. In your estimation, how does higher education in Michigan compare with other states with regard to the following statements?

Accurate	Not Accurate
<input type="checkbox"/>	<input type="checkbox"/> Favorably
<input type="checkbox"/>	<input type="checkbox"/> Unfavorably
<input type="checkbox"/>	<input type="checkbox"/> Michigan Can't Keep up with Other States
<input type="checkbox"/>	<input type="checkbox"/> Is of Little or No Concern
<input type="checkbox"/>	<input type="checkbox"/> Causes Undue Costs Increases
<input type="checkbox"/>	<input type="checkbox"/> Cannot Be Controlled



28. Does the control pattern established by the 1963 State of Michigan Constitution and as interpreted by the three branches of state government adequately recognize the individual character of each of the four-year institutions as each pursues its established functions and goals?

\_\_\_\_\_ Yes, Definitely

\_\_\_\_\_ Yes, To a Limited Extent

\_\_\_\_\_ No

29. Would you support the establishment of a coordinating body for higher education which would control overall planning and state-wide policies (centralized policy control) while leaving local policies and executive decision making to the local institutions (decentralized operations)?

\_\_\_\_\_ Yes, Definitely

\_\_\_\_\_ Yes, To a Limited Extent

\_\_\_\_\_ No

30. As a result of institutional autonomy, do you feel that the PROCESS of long-range planning has been impaired?

\_\_\_\_\_ Yes, Definitely

\_\_\_\_\_ Yes, To a Limited Extent

\_\_\_\_\_ No

31. The establishment of standards for use in evaluating an institution's resource allocation and utilization should be done in Michigan by:

\_\_\_\_\_ The Legislature

\_\_\_\_\_ The Legislature, with Recommendations from a Coordinating Body

\_\_\_\_\_ A Coordinating Body

\_\_\_\_\_ A Coordinating Body with Input from the Institutions

\_\_\_\_\_ The Individual Institution, which Establishes Its Own Internal Standards

32. The actual evaluation of an institution's resource utilization should be done by:

\_\_\_\_\_ The Legislature

\_\_\_\_\_ The Legislature, with Recommendations from a Coordinating Body

\_\_\_\_\_ A Coordinating Body

\_\_\_\_\_ A Coordinating Body, with Input from the Institutions

\_\_\_\_\_ The Institution's Own Administrations Which Establish Their Own Internal Standards and Review Procedures

33. With respect to the determination of administrative and faculty salaries, which of the following statements would you support as being the proper role of a coordinating body?

\_\_\_\_\_ Has No Policy. This Function is Left to the Individual Institution

\_\_\_\_\_ Sets General Salary Levels, While the Determination of Specific Salaries is Left to the Institution

\_\_\_\_\_ Approves Specific Salaries, Upon Recommendation by the Institution

\_\_\_\_\_ Sets the Specific Salaries of Individuals

34. Concerning capital expenditures and construction, please indicate if you are in agreement with the following statements regarding the role of a statewide coordinating body in Michigan:

Yes	No	
		Approves the Selection of Architects for the Planning and Construction Supervision of Buildings
		Approves the Planning for and Construction of Buildings
		Administers Capital Expenditures for Buildings
		Administers Capital Expenditures for Major Equipment
		Administers Capital Expenditures for Minor Equipment

35. Concerning academic affairs, please indicate if you are in agreement with the following statements regarding the role of a statewide coordinating body in Michigan?

Yes	No
	Formulates Policies with Respect to Student Admissions
	Formulates Policies with Respect to Tuition, Fees, and Financial Aid
	Formulates Policies with Respect to Scholastic Levels for Retention and Granting of Degrees
	Formulates Policies with Respect to Student Recruitment and Selection
	Establishes Policies for Selection, Promotion, and Tenure of Faculty
	Establishes Personnel Controls for Non-Academic Personnel
	Approves Academic Programs, Including Specific Courses
	Develops Policy Research and Suggests Topics Which Emphasize State and Federal Interests
	Establishes the Policies Pertaining to the Growth and to the Rate of Growth of an Institution or Campus
	Establishes Policies Pertaining to the Growth and to the Rate of Growth of any Subdivision, Such as a Branch Campus or Even a Department
	Assists in the Selection of Academic and Administrative Leadership for State Colleges and Universities.

APPENDIX C

SURVEY COVER LETTERS AND  
FOLLOW-UP LETTER

March 25, 1977

The enclosed survey questionnaire is part of a doctoral dissertation study examining statewide coordination and planning issues in Michigan. Your confidential cooperation and assistance is vital to the research. All responses will remain confidential, with findings being reported by aggregate groups only.

The research project was reviewed and approved by the Executive Vice President of Michigan State University and by the Researcher's Guidance Committee. Confirmation of legitimacy and confidentiality will be given by the Guidance Committee chairman, Dr. R. L. Featherstone, (517-353-1746).

I am requesting that you complete the questionnaire and return it in the enclosed, self-addressed and stamped envelope by April 15, 1977. A summary of findings and conclusions will be provided to you at your request.

I am available to meet and discuss with you, at your convenience, any questions you may have regarding the survey and your participation in it. You may contact me through Dr. Featherstone's telephone number and address listed above.

Again, I would stress that individual responses will not be reported in the study and urge your confidential participation.

Thank you for your interest and time in helping to make the research successful.

Sincerely,

Thomas E. Johnston

Enc. (2)

March 25, 1977

The enclosed survey questionnaire is part of a doctoral dissertation study examining statewide coordination and planning issues in Michigan. Your confidential cooperation and assistance is vital to the research. All responses will remain confidential, with findings being reported by aggregate groups only.

The research project was reviewed and approved by the Executive Vice President of Michigan State University and by the Researcher's Guidance Committee. Confirmation of legitimacy and confidentiality will be given by the Guidance Committee chairman, Dr. R. L. Featherstone, (517-353-1746).

I am requesting that you complete the questionnaire and return it in the enclosed, self-addressed and stamped envelope by April 15, 1977. A summary of findings and conclusions will be provided to you at your request.

Again, I would stress that individual responses will not be reported in the study and urge your confidential participation.

Thank you for your interest and time in helping to make the research successful.

Sincerely,

Thomas E. Johnston

Enc. (2)

April 21, 1977

The enclosed survey questionnaire is a follow-up to one sent to you in late March. This second questionnaire is submitted to you because to date, your response to the initial questionnaire has not been received. Again I urge your confidential participation and assistance in helping to make the research effort successful.

The survey questionnaire is part of a doctoral dissertation study examining statewide coordination and planning of higher education in Michigan. All responses will remain confidential, with findings being reported by aggregate groups only. Your cooperation is vital to the research which is attempting to clarify and understand the respective views of policy-makers concerning the issues of coordination and planning of higher education in Michigan.

The research project was reviewed and approved by the researcher's Guidance Committee. Confirmation of legitimacy and confidentiality will be given by the Guidance Committee chairperson, Dr. R. L. Featherstone, at 517-353-1746.

I am again requesting that you complete the questionnaire and return it in the enclosed, self-addressed, stamped envelope at your earliest convenience. A summary of findings and conclusions will be provided to you when the study is completed.

I am available to meet and discuss with you, at your convenience, any questions you may have regarding the survey and your participation in it. You may contact me through Dr. Featherstone's telephone number and address listed above.

Again, I would stress that individual responses will not be reported in the study and urge your confidential participation. Thank you for your interest and time in helping to make the research successful.

Sincerely,

Thomas E. Johnston  
Enc. (2)

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