

DOCUMENT RESUME

ED 135 307

HE 008 675

TITLE Trends, Issues, and Policies for Graduate and Professional Education in Michigan.

INSTITUTION Michigan State Dept. of Education, Lansing. Higher Education Management Services.

PUB DATE Feb 77

NOTE 32p.; Page 8 not included due to marginal legibility.

AVAILABLE FROM State of Michigan Department of Education, Lansing, Michigan 48909

EDRS PRICE MF-\$0.83 HC-\$2.06 Plus Postage.

DESCRIPTORS Articulation (Program); *Educational Policy; External Degree Programs; *Graduate Study; Higher Education; *Interinstitutional Cooperation; *Professional Education; Program Evaluation; Program Planning; State Action; State Agencies; *Statewide Planning

IDENTIFIERS *Michigan

ABSTRACT

A report following up the Task Force on Graduate Education's 1974 recommendations and subsequent state action has three purposes: (1) to define graduate education and to identify those programs considered to be at the first-professional level; (2) to review current national and state trends; and (3) to report on recent cooperative efforts within the state, especially with respect to proposals for external graduate study. It also provides policies on graduate and professional education for consideration by state-level decision-makers in their evaluation of institutional proposals for new expansion of high-cost programs of instruction. (Editor/MSE)

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TRENDS, ISSUES, AND POLICIES FOR
GRADUATE AND PROFESSIONAL EDUCATION
IN MICHIGAN

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HIGHER EDUCATION MANAGEMENT SERVICES

Michigan Department of Education

February, 1977

STATE OF MICHIGAN

DEPARTMENT OF EDUCATION

Lansing, Michigan 48909

February 14, 1977



JOHN W. PORTER
Superintendent of
Public Instruction

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At its meeting of February 2, 1977, the State Board of Education reviewed the report on "Trends, Issues, and Policies for Graduate and Professional Education in Michigan." Several amendments were offered by board members. The report, as amended, was approved.

A copy of the report incorporating the amendments is attached for your information. If you have any questions please contact Dr. James F. Weber, Director of Higher Education Management Services. Dr. Weber's telephone number is (517) 373 3820.

Sincerely,

A handwritten signature in cursive script, appearing to read "John W. Porter".

John W. Porter

Enclosure

cc: Senate Appropriations Committee
House Appropriations Committee
Senate Colleges and Universities Committee
House Colleges and Universities Committee
Director, Department of Management and Budget
Administrative Secretary
State Board of Education

FOREWORD

In 1972, the State Board of Education appointed a Task Force on Graduate Education, which was to review the state of graduate education in Michigan. It was also to make recommendations on steps to be taken to maintain the high quality of graduate programs and yet continue to produce an adequate supply of individuals educated at the graduate level.

The report of the Task Force on Graduate Education, completed in June, 1974 and subsequently approved by the State Board of Education, contained a number of significant conclusions and recommendations. These are included as an Appendix to this present report.

Key among the recommendations of the Task Force involved (1) exploration of means for increasing voluntary cooperation among institutions offering graduate-level instruction, (2) extended cooperation with those state agencies concerned with graduate education, and (3) a more rigorous evaluation of newly proposed graduate programs and a review of existing programs to insure that they meet the criteria of demonstrated need and high quality.

Since completion of the Task Force report, the following activities have taken place:

1. Staff members of the Department of Education have participated on a regular basis in meetings of the Michigan Council of Graduate Deans.
2. Criteria have been developed for internal institutional

graduate program review and evaluation, and for the evaluation of non-traditional graduate study.

3. Recent State Board of Education actions have demonstrated the need for development of state-level policies on graduate education, and that these policies be extended to include education at the first-professional as well as the graduate level.

This present report is intended to provide a definition of graduate education and to identify those programs considered to be at the first-professional level; to review current trends at the national level and in Michigan; and to report on recent cooperative efforts within the state, in particular with respect to proposals for external graduate study.

Further, this report provides policies on graduate and professional education for consideration by state-level decision makers in their evaluation of institutional proposals for new expansion of high-cost graduate and professional programs of instruction.

JOHN W. PORTER
Superintendent of
Public Instruction

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DEFINITION OF GRADUATE AND PROFESSIONAL EDUCATION

Background

Graduate education in the United States, as defined by the Council of Graduate Schools, refers to that aspect of higher education in the arts, letters, and sciences commencing after the successful attainment of a baccalaureate degree in one of the disciplines of these fields. According to the Council, graduate study leads to the academic degree of Master of Arts or Master of Science, and eventually to the Doctor of Philosophy, the highest academic degree awarded by American universities. Graduate education is differentiated from postbaccalaureate education in law, theology, medicine, and dentistry which lead to the attainment of a first professional degree. Additionally, graduate education, in the traditional view, is not concerned with non-degree postbaccalaureate work that is available at many colleges and universities to qualified persons for their professional advancement or individual satisfaction. In the strictest sense, graduate education is applied only to organized advanced study and research leading to a higher academic not professional degree.

Purposes of Graduate Education

The National Board on Graduate Education, in a 1972 report, identified three basic purposes served by graduate education that contribute significantly to the quality of life in our society. These purposes are:

(1) the education and development of skilled individuals; (2) the production of knowledge and; (3) the preservation and transmission of knowledge.

The report states that these three purposes remain fundamental to graduate education but that new forms and emphasis must be given to these purposes so that the contributions of graduate education to our society can be enhanced. It concludes that, while these three basic purposes remain valid for society, there is a new concept of graduate education emerging which is much broader and more closely associated to today's needs and problems. This concept is designed to complement traditional activities by encouraging the graduate schools to disseminate knowledge to the average citizen. The objective is to do this in forms that are comprehensible to the individual and that can be used in dealing with current personal and civic problems.

Graduate and Professional Education Defined

For the purposes of this report, Graduate education is defined as all postbaccalaureate education in the arts, sciences, and the professions, including postdoctoral and continuing education. Instruction at the First-Professional level is defined as programs leading to degrees in Dentistry, Medicine, Optometry, Osteopathic Medicine, Veterinary Medicine, Law, or a professional degree in Theology. It is in this context that this report seeks to address the issues of graduate and professional education in Michigan.

NATIONAL TRENDS IN GRADUATE EDUCATION

The National Board of Graduate Education (NBGE) conducted an extensive study of graduate education (Outlook and Opportunities for Graduate Education), which centered upon the development of new federal, state, and institutional policies to address current and projected trends in graduate education. The final report of the Board emphasized that such policies "should encourage a more explicit differentiation of functioning among graduate programs than currently exists." The report observed that the primary model of graduate education has been full-time study for the Ph.D. degree by students who have recently received baccalaureate degrees. The report further concluded that "the great expansion in number doctorate-granting institutions in the past two decades received much of its internal impetus from the prestige accorded the traditional Ph.D. program and those faculty members associated with it." The National Board also cited that, during the 1960's, the accelerated growth of undergraduate enrollments and of sponsored research in the universities encouraged institutions to initiate new doctoral programs because of the available support and the complementary relationship between these activities and graduate education. Graduate students were needed both as teaching and research assistants in the expanding public universities and on the increasing number of sponsored research projects. The report clearly notes "that unique period of growth has ended, however, and the universities must adapt to the changing circumstances."

The Board identified eight major trends affecting graduate education in the future and subsequent work (Allan Cartter's Ph.D.'s and the Academic Market), tends to support the importance of these trends.

These trends are as follows:

- 1) A steady reduction in demand for new Ph.D.'s to serve as college and university faculty members through the 1980's.
- 2) A reduced rate of growth of R + D expenditures relative to that of the 1960's, and hence reduced growth rates of demand for new Ph.D.'s in such activities. (There will undoubtedly be specific research areas, however, that grow much faster than the average.)
- 3) A substantial supply adjustment on the part of students and universities that will reduce the number of new Ph.D.'s awarded well below the number projected on the basis of past trends; in many fields, however, the supply of new doctorates will exceed the demand from traditional, discipline-related sources.
- 4) A continuing decline in the total amount of financial support available to full-time graduate students, thereby increasing the relative importance of loans and self-support.
- 5) Some increased enrollment demand by "non-traditional" graduate students, e.g., older students, part-time students, non-residential students, women returning after child-bearing, and non-degree students.
- 6) An increase in the number of women and minority students seeking graduate education.
- 7) Continued focus on accountability, including program evaluation, cost analysis, and other measures of program performance.
- 8) No large new programs to support graduate education, barring a major intellectual breakthrough in some discipline or a substantial shift in national priorities.

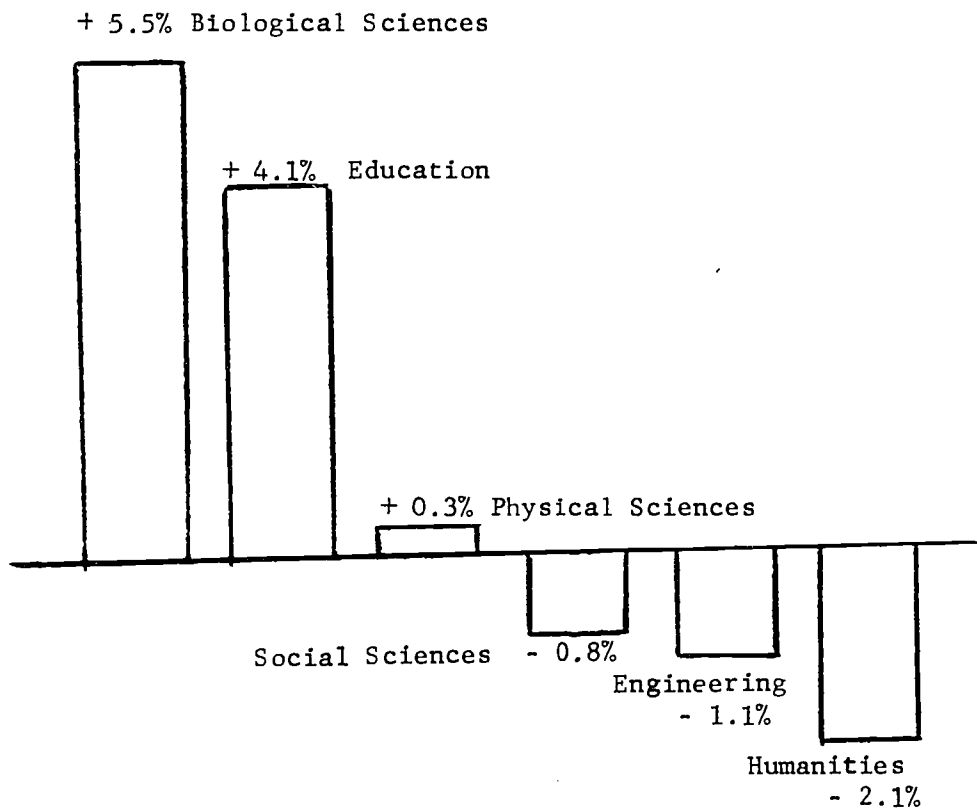
The Board report states that the national need for traditional Ph.D. programs in all fields will continue, but not for the number of programs that currently exist. What will be needed, according to the report, are

the expansion of opportunities for non-traditional forms of graduate education. The task for graduate education in the coming decade is to make the transition from a system that emphasizes a single model for advanced study to a system that reflects the diversity mandated by changing economic, social and demographic factors. Regarding the nature of the various roles to be assumed for the transition of graduate education, the Board noted that federal and state governments, private foundations, professional societies, and industry all have important parts to play, "but the most important actions must be taken by the universities themselves. Faculty members, administrators, and graduate students in each university must discuss seriously the type of graduate programs that the institution can reasonably be expected to offer."

In confronting the issue of evaluation of graduate programs with special concern for continued public support, the Board concluded that "every graduate program worth maintaining should be justified clearly and unambiguously in terms of its particular purposes served, and these should not be vague and rhetorical but highly specific, supported by hard data. If a program claims to be turning out research scholars, there should be evidence of this in terms of institutional capability and in terms of placements; if it claims to be serving primarily the local community with part-time and continuing education programs, there should be evidence of this in enrollments. When purposes are clear and performance indicators are consistent with these purposes, the problems of public accountability should be much diminished."

For the next decade, the goal of graduate education in Michigan should be complementary to the national goal recognized by the Board, to accentuate and further develop the differential strengths present in the state's graduate education programs, not the continuation of the 1960's singular trend of each institution attempting to achieve research university status through graduate program expansion. Basic research performed by graduate education is fundamental to the well being and interest of the citizens of the state of Michigan, but basic research does not preclude the development of alternative forms of graduate study nor does it require that every institution which offers graduate programs be a provider of such research. The State does expect that its graduate programs, both in research and service, will demonstrate a high level of imagination and quality in meeting the needs of the citizens of Michigan.

TABLE I
 CHANGING GRADUATE ENROLLMENT
 1974 - 1975



Enrollment of first-time graduate students, Fall, 1975, at 296 graduate institutions showed the above changes from the previous year.

Source: Council of Graduate Schools and Graduate Record Examinations Board, as reported in the Chronicle of Higher Education.

CURRENT TRENDS IN GRADUATE EDUCATION IN MICHIGAN

Enrollments

Enrollments in graduate and professional programs have increased 16 percent during the past six academic years. (See Table III on the following page.) In aggregate, the rate of enrollment growth during the 1970-76 period for both public and private institutions averages 2.66 percent per academic year. In percentage terms of enrollment growth, the private professional and graduate schools lead the increase in all categories over the public institutions. In total enrollments, the private sector increased 48.2 percent compared to 13.3 percent for the public sector during the same period. The area experiencing the largest rate of growth in graduate and professional enrollments was the private full-time category showing an overall increase of 87.8 percent compared to 20.9 percent for the public institutions. Private institutions had an 11.1 percent increase in their part-time graduate enrollment category as compared to 7.6 percent for public institutions in this area.

TABLE III

Michigan Graduate and Professional Enrollments*

	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76
Public Full-Time**	22,890	23,333	23,686	25,509	25,471	27,696
Public Part-Time	30,396	28,313	27,573	29,972	32,344	32,713
Total Public	53,286	51,646	51,259	55,481	57,815	60,409
Private Full-Time	2,243	2,646	3,180	3,238	3,410	4,214
Private Part-Time	2,392	2,319	1,975	2,094	2,476	2,658
Total Private	4,635	4,965	5,155	5,332	5,886	6,872
TOTAL PUBLIC & PRIVATE	57,921	56,611	56,414	60,813	63,701	67,281

* source: HEGIS Data Compiled by Higher Education Management Services, Michigan Department of Education

** Full-Time Defined as Carrying at Least 3/4 of a Normal Load.

Degrees and Awards Earned

The increase in the total number of graduate and professional degrees awarded by public and private institutions during the 1970-1975 period was 13.2 percent. (See Table IV on the following page.) In general, the increases in graduate and professional degrees awarded closely paralleled enrollment patterns for the same academic years with private institutions reflecting a 40.4 percent increase compared to 10.9 percent increase in the public sector. The exception to the degrees awarded and enrollment figures is in the two categories (public and private) of Doctor's degrees awarded. As indicated in Table IV, Doctor's degrees awarded by public graduate and professional schools have decreased during the first half of this decade some 9.6 percent. However, the increase in the Doctor's degrees awarded by the private institutions, while high in percentage terms, (81.2 percent) represent an actual increase of 13 degrees. The decline in public Doctorates awarded and the relatively stable number of Doctorates awarded by the private graduate professional sector is indicative of the declining employment opportunities available for recipients of advanced graduate degrees and of the reduction of federal research support. The highest single category increase, for both public and private institutions, was in first professional degrees awarded with a total growth of 30.9 percent for the public sector and 60.1 percent for the private institutions. The number of Master's degrees awarded by the private sector for the five year period increased 31.8 percent compared to 12.1 percent awarded by the public institutions.

TABLE IV

Graduate and Professional Degrees Awarded*

	1970-71	1971-72	1972-73	1973-74	1974-75
Public First Professional	1,097	1,214	1,305	1,320	1,436
Public Master's	12,275	12,655	12,494	12,780	13,771
Public Doctor's	1,777	1,694	1,736	1,571	1,606
Total Public	15,149	15,563	15,535	15,671	16,813
Private First Professional	361	362	519	672	578
Private Master's	898	830	1,009	829	1,184
Private Doctor's	16	16	23	11	29
Total Private	1,275	1,308	1,551	1,512	1,791
TOTAL PUBLIC & PRIVATE	16,424	16,871	17,086	17,183	18,604

* Source: HEGIS Data Compiled by Higher Education Management Services, Michigan Department of Education

REGIONAL COOPERATION

High cost graduate and professional programs have in other regions of the United States been coordinated on a voluntary basis by interstate boards and commissions. Officials from the midwestern states are currently discussing the potential advantages of regional cooperation in planning graduate and professional programs. Reciprocity agreements, if evolved, could in certain instances, increase educational opportunities for Michigan residents at costs below those required for establishing new programs in state institutions. Moreover, enrollments in Michigan institutions could be increased in selected programs.

Regional cooperative agreements are not without disadvantages. Comparing advantages and disadvantages is a crucial function, one that must be undertaken in the context of diminishing enrollments and scarcity of state resources directed to supporting higher education.

COOPERATIVE EFFORTS WITH THE MICHIGAN COUNCIL OF GRADUATE DEANS

As a result of a recommendation following from the staff analysis of the report of the Task Force on Graduate Education in Michigan, staff of the Department have been meeting on an ongoing basis with the Michigan Council of Graduate Deans. This cooperative effort by the Council of Graduate Deans and the Department of Education to discuss and explore issues and problems of graduate education in Michigan has been and promises to continue to be an informative and beneficial venture for both groups. During the period of cooperative association, several discussions and meetings have been conducted to address questions such as external degree delivery and needs, problems related to non-traditional graduate study, and an examination of graduate education issues in a joint meeting with the Graduate Deans of Ohio.

In respect to the issues of graduate review and evaluation and quality criteria for non-traditional graduate study, the Michigan Council of Graduate Deans issued in 1975 two policy statements to deal with these respective concerns. These policy statements provide the needed guidelines for institutional actions regarding these two entities of graduate education. Additionally, it is hoped that the Michigan Council of Graduate Deans will continue to explore and disseminate their views on questions of graduate education for the benefit of higher education community and the citizens of the State.

CURRENT STATE-LEVEL ISSUES

The objectives of graduate education within the State of Michigan are many and varied. Included are the development of values, character, and general socialization of the individual to the issues and perspectives of a discipline and profession. These objectives are in addition to the acquisition, generation, and dissemination of knowledge and the education of manpower with advanced and professional skills. As a consequence, the outputs of graduate education are multiple and concomitant in the economic and social sense.

From a state-level perspective, decision makers must rely in part upon subjective judgement concerning the outputs of graduate education. Such factors as judgement, intuition, and faith play an important part in most decisions, in both the private and public sector, but these are particularly important in the case of decisions concerning graduate education in which public benefits, in contrast to individual and private benefits, loom so large.

Decisions affecting graduate education are made at various levels. At the national and state levels, decisions which result in the establishment of new institutions and new programs and the expansion or elimination of existing programs are frequently at issue. Decisions must be made periodically, deliberately or inadvertently and with or without all pertinent information. Such decisions presuppose an understanding of the institution's role and mission as well as state-level criteria

for determining the higher education needs of the state. As frequently noted in the literature of graduate education and public resource allocation, John P. Miller, writing in the WICHE study, concludes:

"These preference systems will vary between institutions, and the parties at interest in any particular institution or in any given decision may operate with different preference systems. The outcome will depend, then, not only on the perceived alternatives and objectives or preference systems, but also on the collective decision process. In light of the diversity of educational objectives and preference systems and the variety of decision processes, a multiplicity of measures of output takes on special significance."

Decision makers at the state-level need to know that resource decisions made at the institutional-level are the result of careful analysis of relevant information.

As a followup to a March, 1976 meeting of the State Board of Education, the following five questions were raised:

- 1) Should there be a statement on the role of graduate professional instruction statewide and projected estimates of how that system should be organized to respond to the state's needs for manpower with graduate professional credentials?
- 2) Should the State Board of Education seek additional funding in order to appoint a permanent advisory board with responsibility for assisting the Department in a rigorous assessment and evaluation of existing and proposed graduate and professional programs?
- 3) Should the State Board of Education have staff prepare a formal and definitive set of criteria to be utilized in reviewing new and existing graduate level programs in light of the previously mentioned statement on the role of graduate professional instruction within the state?
- 4) Should the State Board of Education pursue with the Executive Office and the legislative leadership the need to develop a mechanism whereby there is a direct

relationship between program offerings and the funding formula?

- 5) Should the State Board of Education, in responding to the Governor's concerns, indicate that these issues to be adequately addressed will necessitate during this legislative session an appropriation for adequate staffing to carry out planning and coordinating responsibilities relative to graduate professional programs?

These major issues should be addressed with the recognition that graduate and professional education is costly: 35% of higher education appropriations are directed to 14% of the collegiate population. In regard to these issues, the following points concerning graduate and professional education should be emphasized: (1) the State lacks a comprehensive policy on graduate and professional education; (2) policy questions with respect to student access, institutional capabilities, and priorities for offering such programs, manpower considerations, and service delivery needs are not dealt with in a uniform manner.

CONCLUSIONS

The recommendations made by the Task Force on Graduate Education in Michigan and the staff analysis of the final report have received the attention of the Department of Education and of the universities. Cooperative actions were initiated with the Council of Graduate Deans and many institutions have begun or have completed self-evaluation of their graduate programs, and the Graduate Deans have established a uniform set of policy and procedural guidelines for review and development of existing and proposed graduate study programs.

Graduate and professional education in Michigan is continuing to experience growth in terms of enrollments and degrees awarded, and as professional inservice and development needs remain strong, the current rate of growth is expected to continue particularly at the Master's level. The efforts and activities of the Michigan Council of Graduate Deans regarding external graduate study combined with pressures from out-of-state institutions offering non-traditional programs will probably result in the development of external graduate study programs by Michigan graduate schools. The Michigan Department of Education views the development and offering of external graduate study programs by Michigan graduate schools as a positive and needed action to provide state citizens with greater access to quality graduate instruction. The extension of external graduate study should be supported through the Michigan Council of Graduate Deans, as a body whose concern is focused upon quality graduate instruction, cooperative program development, and avoidance of

proliferation and duplication of instructional offerings. Further, the development and provision of external graduate study programs by Michigan institutions will, as the National Board on Graduate Education recommends, assist in bringing diversity to the traditional approach of graduate education.

Through continuing examination of the issues of graduate and professional study, both in particular and in total, the state has acknowledged the fundamental need to preserve and value the individual identity of the graduate institutions. In this perspective, the State Board has been cognizant of its responsibility to promote diversity and flexibility of graduate and professional education for the well being of all Michigan's citizens and the concomitant necessity for supporting a variety of institutions with special missions.

STATE-LEVEL POLICIES FOR GRADUATE AND PROFESSIONAL EDUCATION

1. Michigan Graduate institutions shall be encouraged to continue in their cooperative efforts to develop internal review and evaluation criteria for proposed new and existing programs of graduate study, and for evaluation of non-traditional graduate instruction. The chairpersons of the graduate program committees of the public institutions should be involved in the development of review criteria.
2. The State Board of Education shall vigorously uphold its Constitutional and statutory responsibilities for review and action on educational programs, including those at the graduate level, which are proposed by Michigan universities and out-of-state institutions seeking to provide instruction to Michigan residents.
3. The expansion of opportunities for all Michigan residents to pursue graduate education through a coordinated program for external graduate degrees and other non-traditional programs shall be encouraged and supported.
4. The State Board of Education shall support proposed new programs at the graduate and first-professional level, when there is a clear demonstration of effective demand for the proposed program in terms of employment opportunities for graduates of the program, availability of qualified faculty and other needed resources for quality support, and that the proposing institution is the one which is best suited to serve the needs of students on a regional, state-wide, or inter-state basis. The State Board of Education shall develop a plan for review of existing programs.

APPENDIX

Recommendations of the Task Force on Graduate Education in Michigan

In the fall of 1972, Dr. John W. Porter, Superintendent of Public Instruction, appointed the Task Force on Graduate Education in Michigan. The Task Force was charged by Dr. Porter to report to him and to the State Board of Education on the status of graduate education generally and more particularly on those steps which may be taken to enhance Michigan's good record of producing an adequate supply of highly trained and educated individuals. The Final Report of the Task Force on Graduate Education in Michigan, issued in June of 1974, presented the following recommendation and conclusions:

A. Cooperation and Collaboration Among Graduate Institutions in Michigan

RECOMMENDATION:

Graduate institutions in Michigan, both public and private, should seek every opportunity to explore and develop all feasible means of promoting a greatly increased voluntary cooperation and collaboration in offering graduate programs of the highest possible quality at the least possible expense to the student and the taxpayer.

CONCLUSIONS:

- 1) It is essential that both the graduate institutions and those state agencies concerned with graduate education recognize both the advantages and responsibilities of Michigan's existing system of graduate education.
- 2) Michigan's system of graduate education, however fragile, should require only the steady application of its inherent checks and balances to function both efficiently and effectively.

- 3) Efforts should be made immediately to begin identifying those separate resources of the universities which could be used cooperatively and collaboratively to insure the highest quality of graduate education available at the lowest possible public expense.

B. Evaluation of New and Existing Graduate Programs

RECOMMENDATION:

Graduate institutions in Michigan should establish appropriately rigorous evaluation procedures for all newly proposed graduate programs and for the systematic periodical review of all existing graduate programs. New programs should be introduced and existing programs continued only if they meet the criteria of demonstrated need and high quality.

CONCLUSIONS:

- 1) In view of the costs of graduate education, it is essential that graduate programs be offered only if they meet a demonstrated need and are of high quality.
- 2) The evaluation of demonstrated need should:
 - A) Distinguish between needs which are statewide or national in character and those which are peculiar to areas or regions within the state.
 - B) Take account of graduate programs offered by other public or private institutions in the state and the possibility of cooperative programs being offered jointly by two or more institutions.
 - C) Be based on criteria of need which include the ability of the program to prepare degree holders for careers in education, industry, government, or other occupations; to transmit or extend a given field of knowledge; to provide skills to help solve societal problems; or to provide a cultural experience for which there is a demand.
- 3) The evaluation of the quality of a graduate program should:
 - A) Examine in the light of realistically estimated financial support the quality of the traditional components of graduate education, including

the availability of qualified faculty and students, the quality of laboratory, library, or other physical facilities, and the quality of supporting services.

- B) Examine the educational design of the program, including curriculum, research, and teaching components, internships and field experiences, and other aspects of the student's training.
 - C) Examine the value of the program wherever possible in terms of the subsequent experience of those who receive graduate training,
- 4) The responsibility for periodic evaluations of need and quality of existing graduate degree programs should be accepted by the institutions themselves, utilizing some fairly uniform set of policy and procedures guidelines such as those recommended in the Report of the Committee on Program Review and Evaluation, Michigan Council of Graduate Deans.
- 5) The evaluation of new or proposed graduate programs at all levels should be conducted in much the same fashion as recommended for existing doctoral programs above.

In an analysis of the report, staff in the Michigan Department of Education were entirely supportive of the report and recommendations as presented and made the following additional recommendation: 1) that staff from the Michigan Department of Education work with and be included in deliberations of the Michigan Council of Graduate Deans; 2) that the State Board of Education seek additional funding in order to staff and appoint a permanent advisory body with responsibility for developing criteria and procedures to assist graduate institutions in Michigan to rigorously assess and evaluate existing and proposed graduate programs; 3) that the State Board of Education rescind the moratorium on support for new graduate programs which would result in an institution awarding

degrees at a level higher than they now award with the clear understanding that proposed new programs of this type will only be considered on the basis of demonstrable regional need, indicators of potential for high quality, and consistency with the role of the institution; and 4) that the State Board of Education direct staff in the Department of Education to prepare formal and definitive criteria to be utilized in reviewing all proposed new graduate level instructional programs at public baccalaureate institutions. It is understood that these criteria will be developed in cooperation with appropriate representatives of the graduate institutions in Michigan.

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