

III

THE INSTITUTIONS OF HIGHER EDUCATION IN THE EAST NORTH CENTRAL STATES

The single campus as an academic community is the crucial operating unit.

In this region of more than forty million people in 1981 there are sixty-odd state universities and four-year colleges; two hundred public two-year colleges; some sixteen private universities; and a large number of small four-year private colleges.

III

THE INSTITUTIONS OF HIGHER EDUCATION IN THE EAST NORTH CENTRAL STATES

In the five-state region as a whole, and defining an institution of higher education as a campus community, without regard to whether it is a main campus, branch campus, or what not, there are about 265 state institutions in the five East North Central states. This includes some 63 state universities and colleges (of which all but a handful now bear the title of university and possess all or many, or at least some, of the characteristics of a real university in our time or at least of an "emerging university").

Five Categories of Public Universities and Colleges

Taking account of the size, support, repute, and other features of these 63 institutions, they are classified herein in four categories:

- (1) the flagship universities (of which there are seven);
- (2) other large state universities, mostly urban (ten);
- (3) multipurpose universities having normal school origins (25);
- (4) other state universities and colleges, generally smaller (23).

To each of these four categories a separate section of this report is devoted. (Sections IV, V, VI, and VII, pages 42-74). The four-fold classification seems realistic and relatively easy; though, as in all such discriminating tasks, there may be a few occasional difficulties near the boundaries separating the four types; and there may be some institutions

having characteristics so unique that they do not fit comfortably in any classification.

There is, then, a very important fifth category of institutions:

(5) two-year colleges and institutes, of which there is a total of nearly 200 in the five states. These are the subject of another section (Section VIII, pages 75-92).

This present section is intended only to be a broad-scale introduction to the five sections which follow it in succession.

Table 12. East North Central Regional Totals by the Four Categories of State Universities

Types of Institutions (1)	Enroll- ment (2)	Appropri- ations* (3)	Per student (4)
Flagship universities	275,025	922,719	\$3,355
Urban state universities	229,433	510,934	\$2,227
Former normal schools	326,519	635,140	\$1,945
Other state universities and colleges	142,055	270,595	\$1,905
Totals	973,032	2,339,388	
Weighted average per student			\$2,404

*In thousands of dollars.

Source for appropriations data in this and other tables is:
Chambers, M. M. Appropriations of State Tax Funds for
Operating Expenses of Higher Education, 1979-1980. Wash, D.C.:
National Association of State Universities of Land-Grant
Colleges.

Table 13. Totals by States for the Four
Categories of State Universities

State (1)	Enroll- ment (2)	Appropri- ations* (3)	Per Student (4)
Indiana	151,885	325,710	\$2,144
Illinois	182,833	528,768	\$2,893
Michigan	237,185	628,756	\$2,651
Ohio	260,804	511,354	\$1,961
Wisconsin	140,325	344,600	\$2,456
Totals	973,032	2,339,388	
Weighted average per student			\$2,404

*In thousands of dollars.

Medical and Health Education

Colleges of medicine and of the numerous associated health professions and semi-professions occupy large parts in the financial scene, but do not receive separate or special attention in this story. Generally a medical college or medical center is a division of a large university, sometimes based on the main campus, but in some instances constituting a branch campus or a part of a branch campus located in a large city nearby or many miles away. In rare instances a state medical college stands apart and wholly unconnected with any university, as, for example, the Medical College of Ohio at Toledo.

Michigan State University at East Lansing has on its main campus a college of human medicine, a college of osteopathic medicine, a college

of veterinary medicine, a college of nursing, and other units for instruction and research in allied health fields.

In contrast, the University of Illinois has a large and comprehensive medical center constituting an important branch campus in Chicago, 125 miles from its main campus at Champaign-Urbana. Indiana University also has a large medical center at Indianapolis, 50 miles from its main campus at Bloomington, forming a part of the Indianapolis joint branch campuses known as Indiana University—Purdue University—Indianapolis (IUPUI) which is, in fact, a large urban university, though without separate legal identity.

For the sake of brevity, simplicity, and readability, this report does not exhaust all details such as the foregoing. Above all, this discourse aims to restrict itself to the high level of generality on which the focus is on states as units, with only a necessary minimum of descent into segments, systems, institutions, instructional levels and types. These cannot be ignored, and are given essential attention especially in the five sections following this present section.

Medical and health services education occupy collectively a larger element in the total of state tax support of higher education than any other single professional or academic domain; its organization and operation are fraught with many complexities, such as a great variety of arrangements with the indispensable teaching hospitals; developing decentralization of medical instruction and research in some states, involving use of some private or public colleges in the state for some of the instruction in biological sciences forming parts of the standard medical course; connecting the central medical college and hospital by two-way

television with other colleges and hospitals at other towns in the state, as in Indiana; and the planting of small "branch medical colleges" to offer major parts of the medical curriculum in other cities, as in Illinois.

To do any justice to the detailed medical education scene in the five East North Central states would require a special study much more difficult and extensive than the whole purview of this present brief traverse of state appropriations for higher education in the states as a whole. The same might be said, perhaps in somewhat lesser degree, of any separate or particular treatments of liberal arts or of its separate disciplines, or of legal education, engineering, business administration, or any of a score or more of other professions or semiprofessions in which university or college instruction is available. Such studies could result in a shelf of encyclopedic volumes, not within the scope of a short report aimed largely at general comparisons of states as units.

Private Universities and Colleges

Concerned as we are chiefly with state tax support of higher education, it is desirable to keep in mind that approximately 80 percent of all students are now in public universities, colleges, and community colleges (see Table 3, Section I, p. 6). But it has also been noticed that all five states operate one or more systems of state scholarships or similar tax-paid grants available to qualifying students in all reputable institutions, private and public; and that generally the bulk of the money appropriated goes to students in private colleges. This is "indirect" tax support of private colleges.

Then, too, in Illinois there is a system of direct grants to reputable private institutions, based on the numbers of undergraduates (lower and upper divisions) enrolled in each such college during the immediately preceding year. Illinois also makes small grants to selected colleges for approved consortial cooperative activities with other colleges.

There are many other reasons why the private institutions should not be omitted from this brief initial survey. Though they are not comparatively large, some of them enjoy deservedly great prestige and have long made superb contributions to education in the East North Central region. Each has its own character, such that it is difficult if not impossible to speak of them in any definite order of rank.

Among nine of the larger private universities are the renowned University of Chicago, heavily endowed and esteemed as a midwestern counterpart of the Ivy League universities of the Northeast; Northwestern University at Evanston, originally of Methodist origin, now ranking nationally with such others as Boston University and the University of Southern California. Then there is Case-Western Reserve University in Cleveland, formed recently by merging two esteemed private universities which had long been neighbors.

In Indiana there is the famed University of Notre Dame du Lac at South Bend, and in this group of nine are also five other Roman Catholic universities, all urban: Loyola University of Chicago; DePaul University in the same city; Marquette University in Milwaukee; the University of Detroit in Michigan; and the University of Dayton in Ohio.

In Table 14 the foregoing nine leading private universities are listed, for convenience, in descending order of the size of their headcount enrollments.

Table 14. Nine Private Universities in the East North Central States, with Headcount Enrollments

Institution (1)	Enrollment (2)
IL Northwestern U, Evanston	15,117
IL Loyola U of Chicago	13,394
IL DePaul U, Chicago	12,149
WI Marquette U, Milwaukee	11,044
OH U of Dayton	10,189
IL University of Chicago	9,112
IN U of Notre Dame, South Bend	8,802
MI U of Detroit	8,091
OH Case Western Reserve, Cleveland	7,844
Total	86,630

There is another echelon of private universities, slightly smaller, mostly in urban locations, and of enrollment counts approximately four thousand to seven thousand. Of these only one currently offers doctoral degrees. The majority offer some instruction above the master's degree but less than the doctorate. One provides only masters' programs and some professional degrees not above that level (Table 15).

Table 15. Another Echelon of Private Universities

Institution (1)	Enrollment (2)
IL Illinois Inst. of Tech, Chicago	7,041
IL Roosevelt U, Chicago [†]	6,808
OH Xavier U, Cincinnati ^{††}	6,558
IL Bradley U, Peoria [†]	5,239
IN U of Evansville ^{††}	4,817
IN Valpariso U ^{††}	4,377
IN Butler U, Indianapolis [†]	<u>3,852</u>
Total	38,692

[†]"Beyond master's but less than doctorate."

^{††}Offers master's and some professional degrees.

Thus there seem to be sixteen private universities which may be said, as to their highest levels of instruction and as to their enrollment counts, to be of a type somewhat apart from the typical four-year small private liberal arts college which for approximately a century was often called "the backbone of American higher education."

Indiana and the four neighboring states each have considerable numbers of these colleges, which will not be enumerated and classified here because the information is easily available in widely circulated reference works and directories, and this particular segment of higher education in its entirety now constitutes only a small fraction of the panorama, whereas the focus here is on state tax supported institutions,

and in that focus the collectivity of small private liberal arts colleges is only marginal, though many of them are highly admirable in their own place and in their own way.

No one wants to see a reputable private college disappear, and almost all deplore the apparent temporary shift away from emphasis on instruction in the humanities, languages and literatures, arts and social science fields. There will always be small private liberal arts colleges because their clientele will be drawn to them by many influences such as religious leanings, group loyalties, and family traditions, among others. Long may they live and flourish!

IV

SEVEN FLAGSHIP UNIVERSITIES IN FIVE STATES

At the apex are the world-renowned state universities in each state: Wisconsin at Madison; in Michigan (two) at Ann Arbor and at East Lansing; Ohio State at Columbus, Illinois at Champaign-Urbana; Indiana (two) at Bloomington and at West Lafayette. All have large, long-established, and productive graduate schools and graduate-professional schools; many doctoral programs and doctoral and postdoctoral students.

IV

SEVEN FLAGSHIP UNIVERSITIES IN FIVE STATES

The term "flagship university" is aptly used to designate the principal or leading university in a statewide system. This is without regard to whether the system is under tightly consolidated governance, or large decentralized. Usually the oldest and best-established state university, having many programs leading to graduate and graduate-professional degrees, is the "flagship."

In two of our five states—Michigan and Indiana—the naval parlance is somewhat strained, because each has two such institutions, on account of having established shortly after the mid-nineteenth century a college located at a distance from the existing state university, to become eventually the land-grant university of the state. The result today is that these separate land-grant colleges, with the passage of a century, have developed into comprehensive universities in fact as well as in name.

Nevertheless, while the two state universities in the same state may each be large and comprehensive, yet there are differences in their respective emphasis on different lines of instruction and research and public service such that, to a considerable extent, each complements the other; and from the statewide point of view they may be considered roughly as halves of the whole of the state's topmost echelon of higher educational institutions. Thus, though no flotilla has two flagships,

we say Michigan and Indiana each has two state universities worthy of the "flagship" title.

In each of the other three states a different evolution took place. The existing state university became also the land-grant university, and there is no other institution approaching it in size, support, or repute. It is clearly the one flagship of the statewide system. Thus it is that we place seven flagship universities in the five states. Their respective headcount enrollments and state appropriations for annual operating expenses as of 1980 appear in Table 16.

Table 16. Seven Flagship Universities in Five States

State Universities (1)	Enrollment 1979 (2)	Appropriation 1980* (3)	Per headcount student (4)
IN Indiana U, Bloomington	31,640	75,905	\$2,399
Purdue U, W. Lafayette	31,990	89,141	2,787
Total, Indiana	<u>63,630</u>	<u>165,046</u>	<u>\$2,594</u>
IL U of Illinois at Urbana	34,376	157,460	\$4,581
MI UM at Ann Arbor	36,158	146,370	\$4,048
Mich St U at Lansing	<u>47,350</u>	<u>146,103</u>	<u>3,086</u>
Total, Michigan	<u>83,508</u>	<u>292,473</u>	<u>\$3,502</u>
OH Ohio State U at Columbus	53,278	161,773	\$3,036
WI U of Wisconsin, Madison	40,233	145,967	\$3,628
Total, 7 universities	275,025	922,719	
Weighted average crude per student appropriations			\$3,355

*In thousands of dollars.

Overall Appropriations Per Headcount Student

"Appropriations per headcount student," derived simply by dividing the headcount enrollments reported for the institutions (here we mean only main campuses, stripped from all their branches and other outlying units) into the net total appropriation of state tax dollars for operating expenses in a given fiscal year, should not be taken too literally or overinterpreted. They are not based on minutely-detailed unit cost studies in each institution.

Many elusive factors may affect them and distort their meaning. Among these are the proportion of part-time students in an institution and differing methods of defining part-time students and deriving a fictitious figure for "full-time equivalents"; and also the distribution of students among the levels and types of instruction in each institution. A freshman in arts and sciences or business or education can be accommodated at an annual expense of less than half that of educating juniors or seniors in the same undergraduate college; and graduate and graduate-professional schools may find the expense of educating a student in his pre-doctoral years may be as much as ten times that for underclassmen in the undergraduate colleges. An illustration of the wide variation appears in Section IX of this report, pages 43-49.

In a large university, cost-per-student-per-year or per-semester or per-credit-hour, derived on a macro basis, conveys only an imprecise meaning, telling nothing about the broad variations in the types, levels, and quality of courses and programs.

Even such unit-cost records on a micro basis for each course and program also tell nothing about those matters; but this is not to deny

that they have some limited uses for management. As for cost-benefit ratios, there is no way in which to compute the dollar benefits to the state or to individuals from the operation of a university or college. They stretch over long periods of time and involve myriads of variables, pecuniary and non-pecuniary, measurable and imponderable. It may be that in the future some inconceivable electronic brain may be invented to encompass all these matters in a meaningful way; but in the meantime "cost-benefit ratios" are no more than fragmentary mechanical charades, more likely to mislead than to inform.

The Galaxy at the Top

The foregoing seven flagship universities are all members of the Association of American Universities, a long-standing self-selecting group of some fifty U.S. and Canadian institutions, about twenty-five private and twenty-five public, having full-fledged graduate schools offering doctoral degrees in arts and science fields and forming the spearhead of graduate education in North America.

These seven universities are also members of the National Association of State Universities and Land-Grant Colleges. The seven are also members of the famous "Big Ten," the other three being the University of Minnesota, the University of Iowa, and the private, nonprofit Northwestern University at Evanston, Illinois. They are a galaxy at the apex of the pyramid of public higher educational institutions in the United States and in the world.

These seven are also members of the Committee on Institutional Cooperation, which consists of the chief academic officers of each of

the Big Ten universities plus the University of Chicago (and is therefore sometimes informally called the Council of Eleven). This consortium was begun in 1958 chiefly for the purpose of achieving close liaison among the universities with regard to their offerings of rare and costly advanced specialties in their advanced graduate and graduate-professional programs; but its scope has gradually broadened to other types of inter-institutional liaison and cooperation.

The Committee presides over a consortium of what are the largest and most distinguished universities in any of the literally scores of consortiums that have come into existence. In a limited sense it may be said to be a surrogate for any formal regional interstate compact for higher education in the East North Central region, such as the New England Board of Higher Education, the Southern Regional Education Board at Atlanta, and the Western Interstate Commission for Higher Education at Boulder.

Our seven flagship universities are also members of the long-standing Association of Graduate Schools, an adjunct or partner society of the Association of American Universities; and also members of the more recently organized and much larger Council of Graduate Schools in the United States. In deference to the high significance of doctoral and postdoctoral education, this report includes a later section on "Advanced Graduate, Graduate-Professional, and Postdoctoral Learning." (Section IX, pages 94-103).

One of the foremost imperatives for the immediate and continuing future is that the topmost universities be supported to keep up their ongoing advancement of the uppermost reaches of instruction and research.

Output of Doctoral Graduates

One evidence of the pre-eminence of the flagship state universities of these five states is provided by the record of Ph.D. degrees conferred by all doctorate-granting graduate schools over the 54-year period, 1920-1974. (Table 17)

Table 17. Doctoral Degrees Granted by Seven Flagship Universities, 1920-1974.

State (1)	Institution (2)	Number Granted (3)	National ranking [†] (4)
IN	Indiana U, Bloomington	8,587	14
IN	Purdue U, W. Lafayette	8,345	15
IL	U of Illinois at Urbana	14,896	4
MI	UM at Ann Arbor	13,319	5
MI	Mich State U at Lansing	8,084	17
WI	U of Wisconsin, Madison	16,929	1
OH	Ohio State U, Columbus	12,167	7

[†]Among all graduate schools in the nation, 1920-1974.

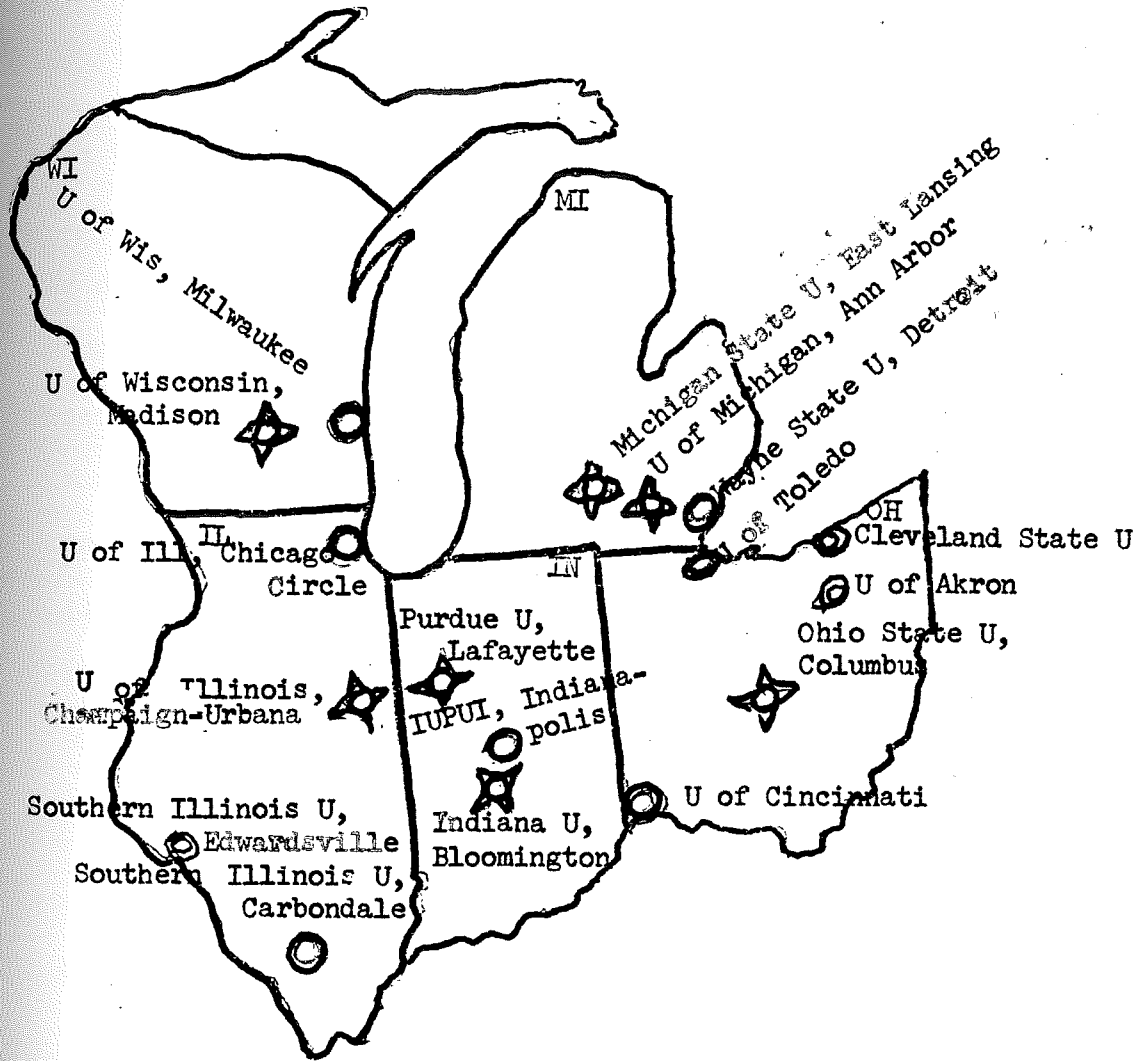
Source: National Research Council, Commission on Human Resources: A Century of Doctorates (Washington, D.C., 2101 Constitution Ave., N.W.).

The University of Wisconsin at Madison stood first, with 16,929 Ph.D. degrees granted; but if Indiana's two complementary flagship universities—Indiana University and Purdue—combine their achievements in this respect, then their total equals that of Wisconsin.

Further, if Michigan's two leading universities—University of Michigan at Ann Arbor and Michigan State University at East Lansing—combine their records, then the state of Michigan substantially exceeds the record of either the state of Indiana or of Wisconsin. Table 17 includes only state universities, and does not include the output of private university graduate schools.

Further data on the output of doctoral degrees by other state universities in the region is placed in another section of this report (Section IX, GRADUATE, ADVANCED PROFESSIONAL, AND POSTDOCTORAL LEARNING, pages 94-103).

SEVENTEEN LARGE STATE UNIVERSITIES



★ Seven "flagship" universities

⊙ Ten other large state universities, mostly urban

TEN OTHER STATE UNIVERSITIES, LARGELY URBAN

Serving large cities in the five states are ten other state universities, mostly of more recent origin and expanding rapidly in recent years in response to the insistent demands of urban people. These universities are indispensable allies of the other state universities in the trend toward higher educational opportunities and choices for all Americans.

TEN OTHER LARGE STATE UNIVERSITIES, LARGELY URBAN
AND NOT IN THE NORMAL SCHOOL TRADITION

Each of the five states has at least one urban state university. It is true that a century and more ago, when the flagship state universities were founded, almost all of them were placed in small cities, at a distance from any major urban area. This is said to have been partly due to the belief that the distractions of large city life were not compatible with college or university study—a view no longer given credence. Moreover, the great metropolitan areas have grown enormously (Chicago and the five adjacent counties hold approximately half of all the people of Illinois), and educators have embraced the idea that in order to make higher education accessible to as many people as possible, the guide should be "to put the college where the people are."

Municipal Universities Have Disappeared

In earlier decades the higher education needs of the burgeoning big city populations were met to a limited extent by urban private universities and colleges; and in part, during roughly the first half of the twentieth century, by municipal (city tax-supported) universities. Of this type there were at about 1925 as many as nine in existence in the United States, all of which have by now been "taken over" by the states in which they are located.

Ohio had three, at Cincinnati, Akron, and Toledo, all of which are now state universities. Wayne State University in Detroit passed

through stages as a private corporation, then a municipal university, and became a state university during the transition period from 1956 to 1959.

Chicago Teachers College, once a municipal institution having two campuses in the city, has now become two state institutions—Chicago State University and Northeastern Illinois State University. In Wisconsin, the private (Roman Catholic) Marquette University recently found itself unable financially to continue its medical college. The Wisconsin legislature solved the problem by forming a new public corporation styled the Medical College of Wisconsin, to assume the support and operation of the former medical college of Marquette University as a separate state-supported medical institution.

The City University of New York, long the nation's leading and best-known municipal university, retains its nominal status as an agency of the city, but state statutes have recently forced it to abandon the century-and-a-half-old policy of free tuition for regular full-time undergraduates, as well as its more recent (1970) policy of open admissions to all holders of high school diplomas. It is now mandated by state law to charge the same fees as the several state colleges, and is in the midst of a process of having the state assume the whole of its tax support, relieving the city. Its governing board (the Board of Higher Education of the City of New York) has been changed in composition to include a majority of appointees of the Governor and a minority of appointees of the Mayor.

Thus it may be said that the municipal university is a species that has disappeared from the American scene. City governments have given up the effort to support city universities. Urban private

institutions have neither the means nor the will to finance and operate facilities for universal higher education in their cities. The lack is being supplied by growing urban state universities and public community colleges. That is the rationale for considering together most of the ten state universities discussed in this section.

These are usually slightly smaller in enrollment and in the magnitude of state tax support. The only non-urban one (Southern Illinois University at Carbondale) belongs in this category because of its great enterprise over the recent half-century in providing public facilities for higher education in the forty-county area of the southern one-third of Illinois. It is also the only one in this group that originated as a normal school—teachers college.

Table 18. Ten Other Large State Universities, Mostly Urban

State Universities (1)	Enrollment 1979 (2)	Appropriations 1980* (3)	Per headcount Student (4)
IN IUPUI at Indianapolis	21,453	45,519	\$2,122
IL So ILL U, Carbondale	22,695	80,952	\$3,567
U ILL, Chicago Circle	20,285	48,791	2,405
So ILL U, Edwardsville	12,060	35,833	2,971
Total, Illinois	55,040	165,576	\$3,008
MI Wayne State U, Detroit	34,337	98,237	\$2,860
OH U of Cincinnati	34,321	64,733	\$1,886
U of Akron	23,931	33,527	1,401
Cleveland State U	17,776	27,502	1,547
U of Toledo	17,498	26,954	1,540
Total, Ohio	93,526	152,716	\$1,629
WI U of Wis., Milwaukee	25,077	48,886	\$1,949
Total, ten universities	229,433	510,934	\$2,227
Weighted average crude per student appropriations			

*In thousands of dollars.

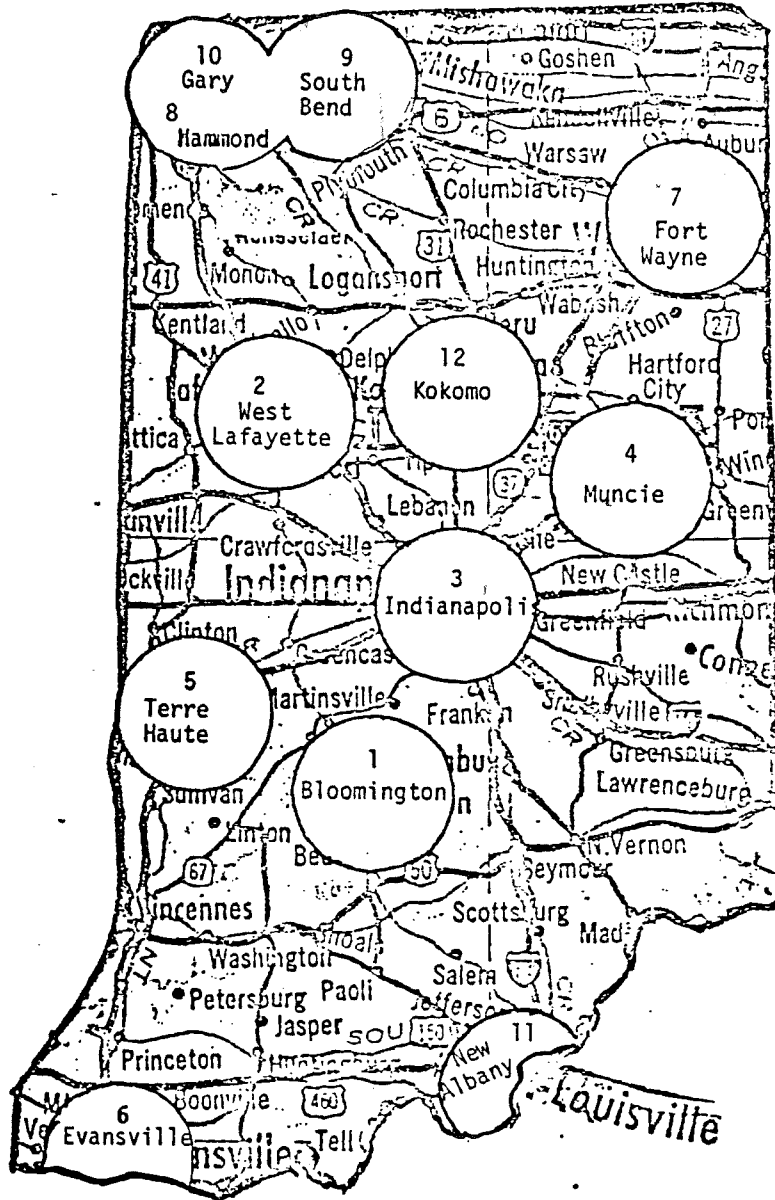
Southern Illinois University is Different

The institutions named in Table 18 are all located in large urban centers, except Southern Illinois University at Carbondale and Edwardsville. Although the institution at Carbondale is clearly in the teachers college tradition with normal school antecedents, it is placed here because of its remarkable record of expansion since 1950, so that it has become a substantially more comprehensive multi-purpose university than any other of the numerous institutions in the region having similar backgrounds. Another peculiarity of SIU is that its Board of Trustees maintains a "sister campus" (Southern Illinois University at Edwardsville, 100 miles from Carbondale and near East St. Louis) which is not spoken of as a branch campus, but as the other unit of a "dual university." Being of much more recent origin, the institution at Edwardsville does not have normal school antecedents, but was intended to be a multipurpose university from the time of its founding. It now includes a college of dentistry located in the nearby small city of Alton.

The Urban State University

In Indiana

At Indianapolis, capital and largest city, there has long been the large Medical Campus of Indiana University, and Indiana University's second Law School (which operates largely with a 4-year program accredited for afternoon-and-evening students, as distinguished from the standard 3-year law curriculum on Indiana University's main campus at Bloomington). Indiana University also conducts in Indianapolis other institutions including a school of art, a college of physical education and gymnastics,



- 1 Indiana University
- 2 Purdue University
- 3 Indiana University-Purdue University at Indianapolis
- 4 Ball State University
- 5 Indiana State University, Main Campus
- 6 Indiana State University, Evansville Campus
- 7 Indiana University-Purdue University at Fort Wayne
- 8 Purdue University, Calumet Campus
- 9 Indiana University at South Bend
- 10 Indiana University Northwest
- 11 Indiana University Southeast
- 12 Indiana University at Kokomo

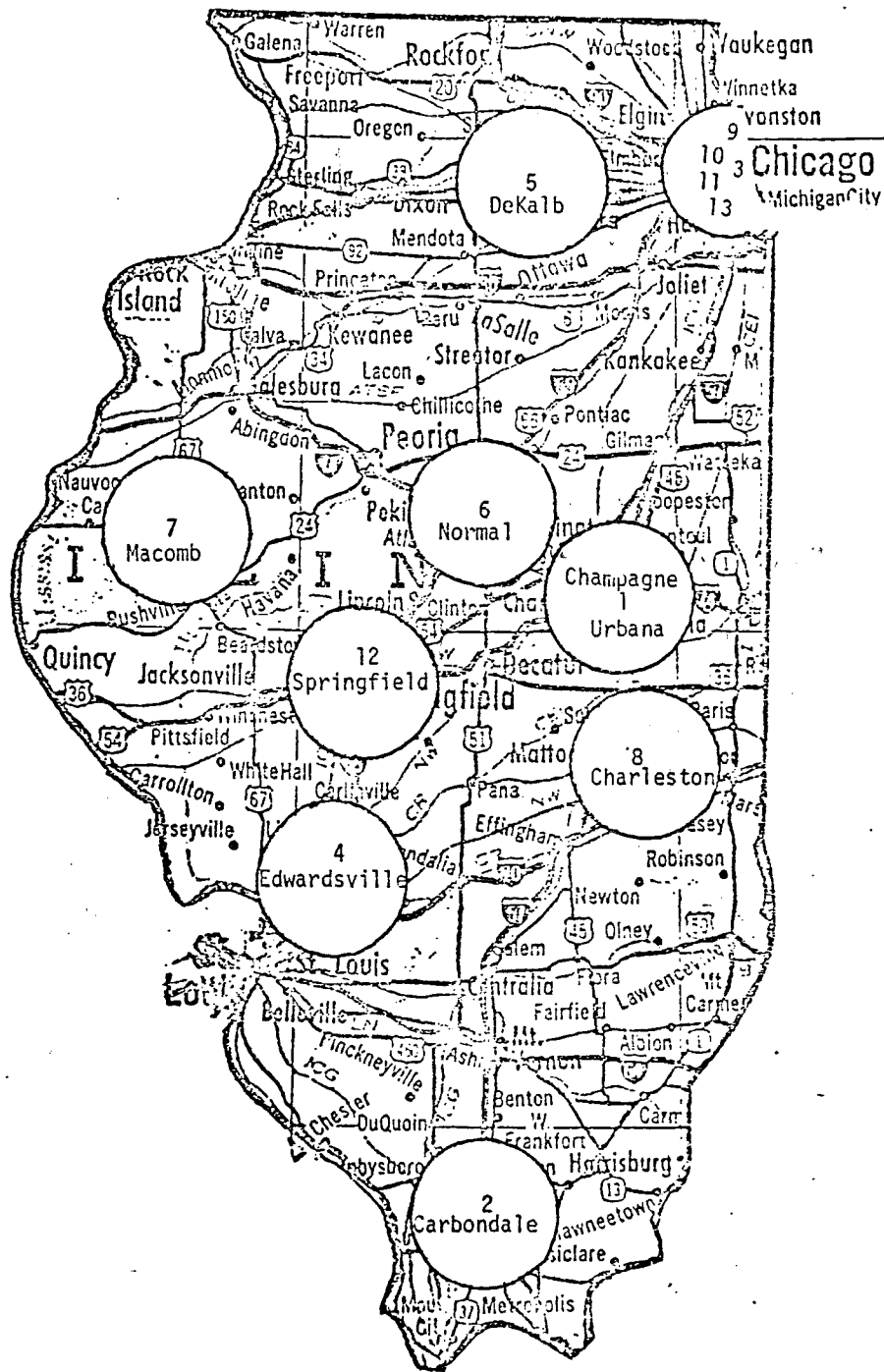
and its very large general university branch campus offering numerous four- and five-year curricula leading to degrees, and also standard doctoral degree programs in some departments.

Indiana University and Purdue each has an important branch at Fort Wayne. At first separately located and separately operated, a decade or more ago these were moved to a large new campus and operated practically as one, though each is governed by its respective "mother university" but under a flexible scheme of cooperation and alternation which is advantageous to the clientele of both and to the entire community.

Indiana State University at Terre Haute, one of the two smaller universities having evolved from the teachers' college tradition, now has one branch campus at Evansville, with programs leading to four- and five-year degrees.

Purdue University also operates a four-year branch in Indianapolis. In recent years the entire complex developed by the two state universities as branch campuses in that city have been given the clumsy appellation of Indiana University—Purdue University—Indianapolis (I.U.P.U.I.). This institution, already large and growing, undoubtedly has an expansive future, if for no other reason than it is in fact if not in name a state university, and the only public university in a metropolitan region of more than a million people.

Although it has experienced various stages of development over many years, this important urban institution as yet is not a legal corporate entity, and has no integral institutional identity apart from its status as branch campuses operated chiefly by Indiana University but also



- 1 University of Illinois, Main Campus
- 2 Southern Illinois University, Main Campus
- 3 University of Illinois, Chicago Circle
- 4 Southern Illinois University, Edwardsville Campus
- 5 Northern Illinois University
- 6 Illinois State University
- 7 Western Illinois University
- 8 Eastern Illinois University
- 9 Northeastern Illinois University
- 10 Chicago State University
- 11 Governors State University
- 12 Sangamon State University
- 13 University of Illinois Medical Center

in part by Purdue University. The entire complex has one executive and administrative staff.

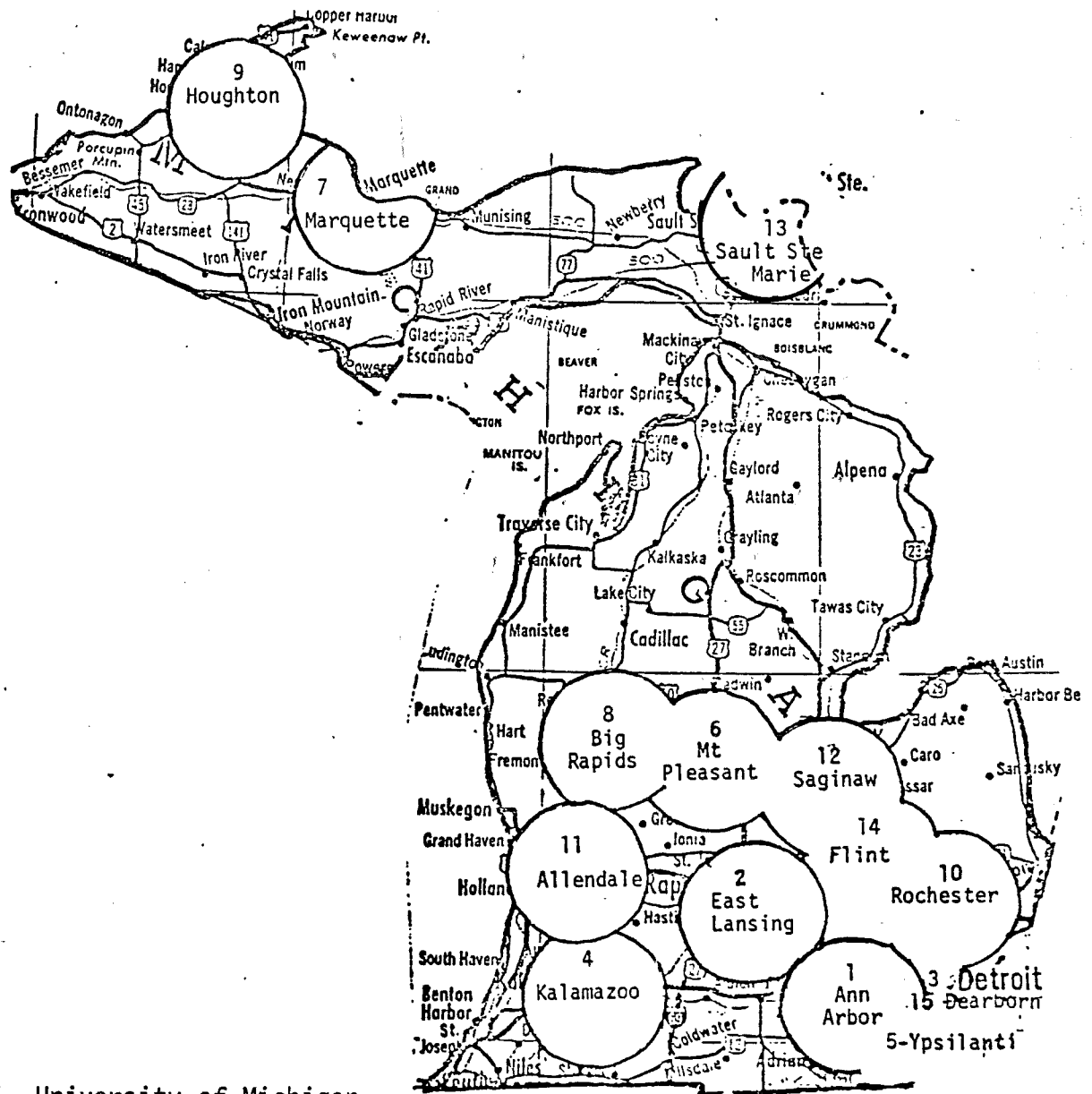
Because of its lack of statutory entity and identity, pedantic critics may question its being called an urban state university; but oddities of bureaucratic structure must not obscure that it is in fact serving that purpose on a large scale.

In Illinois

The University of Illinois at Chicago Circle is a lusty branch campus of the parent flagship university at Champaign-Urbana. Although scarcely as much as twenty years old, it has grown in enrollment and comprehensiveness, and affords another excellent example of a long-standing flagship university establishing a large outpost in the state's largest city, more than a hundred miles from its main campus. It is under the jurisdiction of the Trustees of the University of Illinois and the central office of the U of I System at Champaign-Urbana, but its very name, as well as its performance, gives it a certain institutional identity as an urban state university.

Southern Illinois University at Carbondale has a different story. It is not in a large urban concentration. Originally it was one of the five excellent institutions of their type in Illinois that originated as normal schools; but in 1949 it was taken out of the jurisdiction of the State Normal School Board and placed under its own Board of Trustees. Even before that time it had made substantial strides toward providing comprehensive higher educational services to the southernmost forty counties—about one-third of the entire state of Illinois, where it was the only public institution of higher education extant.

MICHIGAN. Fifteen Campuses of State Universities and Colleges.



- 1 University of Michigan
- 2 Michigan State University
- 3 Wayne State University
- 4 Western Michigan University
- 5 Eastern Michigan University
- 6 Central Michigan University
- 7 Northern Michigan University
- 8 Ferris State College
- 9 Michigan Technological University
- 10 Oakland University
- 11 Grand Valley State College
- 12 Saginaw Valley State College
- 13 Lake Superior State College
- 14 University of Michigan, Flint
- 15 University of Michigan, Dearborn

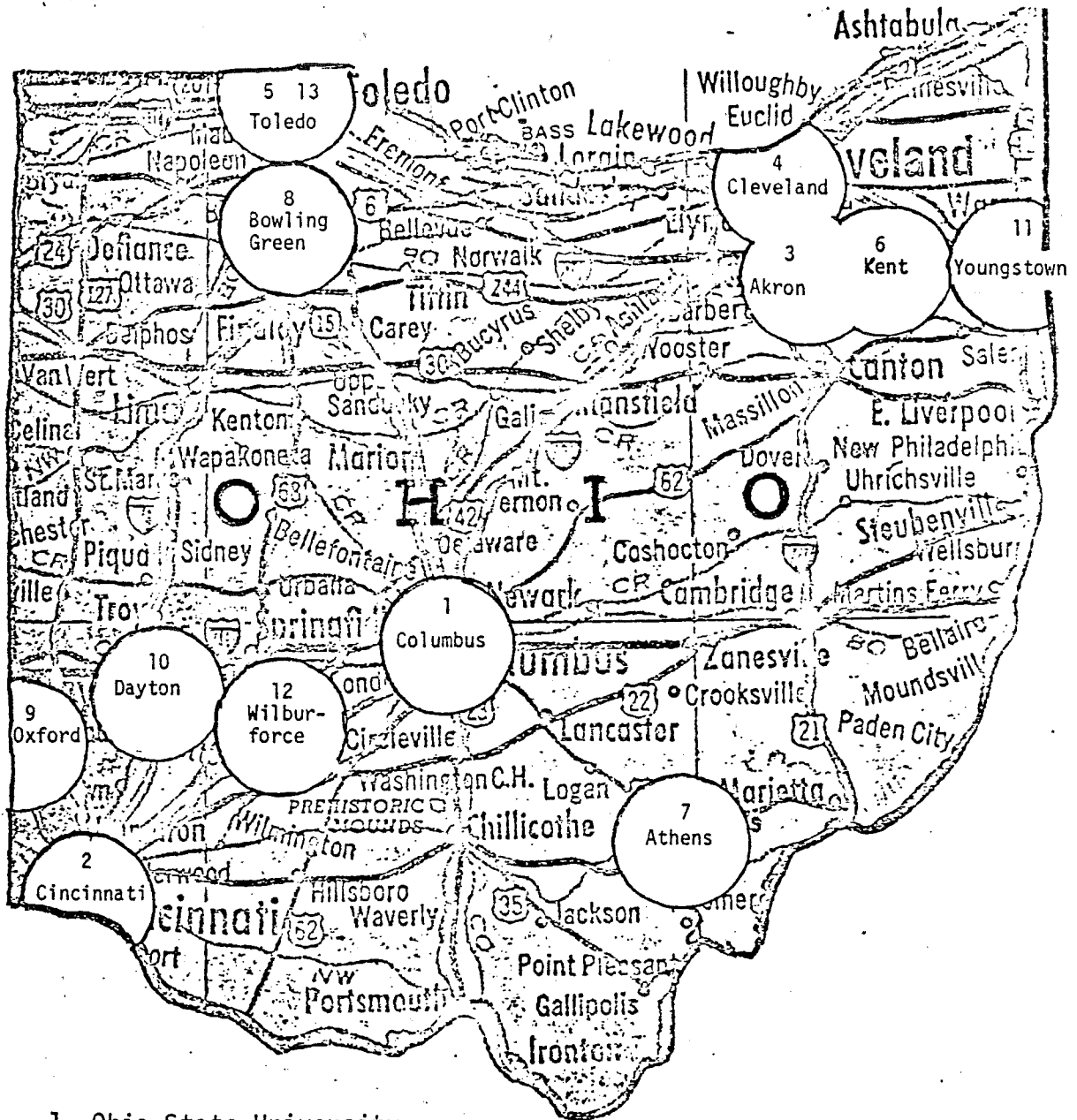
In Michigan

Wayne State University in Detroit began long ago as a small private medical college, gradually acquired other missions as the city grew, and eventually became a municipal university supported by Detroit and Wayne County. In 1956 the Michigan legislature enacted a law providing that it be metamorphosed into a state university over a three-year transition period, 1956-59. Thus it became Michigan's third largest state university. The Constitution of 1963 gave it substantially the same large and definite measure of autonomy that had been possessed for a century by the University of Michigan at Ann Arbor, and for half a century by Michigan State University at East Lansing. The same Constitution of 1963 conferred autonomy on all other state universities and colleges then existing or that might be established in the future in Michigan.

In Ohio

The University of Cincinnati began in the nineteenth century as a private institution and evolved into one of the nation's best-known municipal universities. The cities of Akron and Toledo also developed municipal universities, and for several decades during the first half of the twentieth century Ohio was the only state having as many as three municipal universities. Eventually state aid had to be provided in increasing proportions, and in the nineteen sixties all three became full-fledged state universities. Cincinnati's full change came last, only after a period of a few years as an "affiliated state university."

Cleveland State University was once a YMCA college, but was "taken over" by the state under an amicable agreement with its private



- 1 Ohio State University
- 2 University of Cincinnati
- 3 University of Akron
- 4 Cleveland State University
- 5 University of Toledo
- 6 Kent State University
- 7 Ohio University
- 8 Bowling Green State University
- 9 Miami University
- 10 Wright State University
- 11 Youngstown State University
- 12 Central State University
- 13 Medical College of Ohio

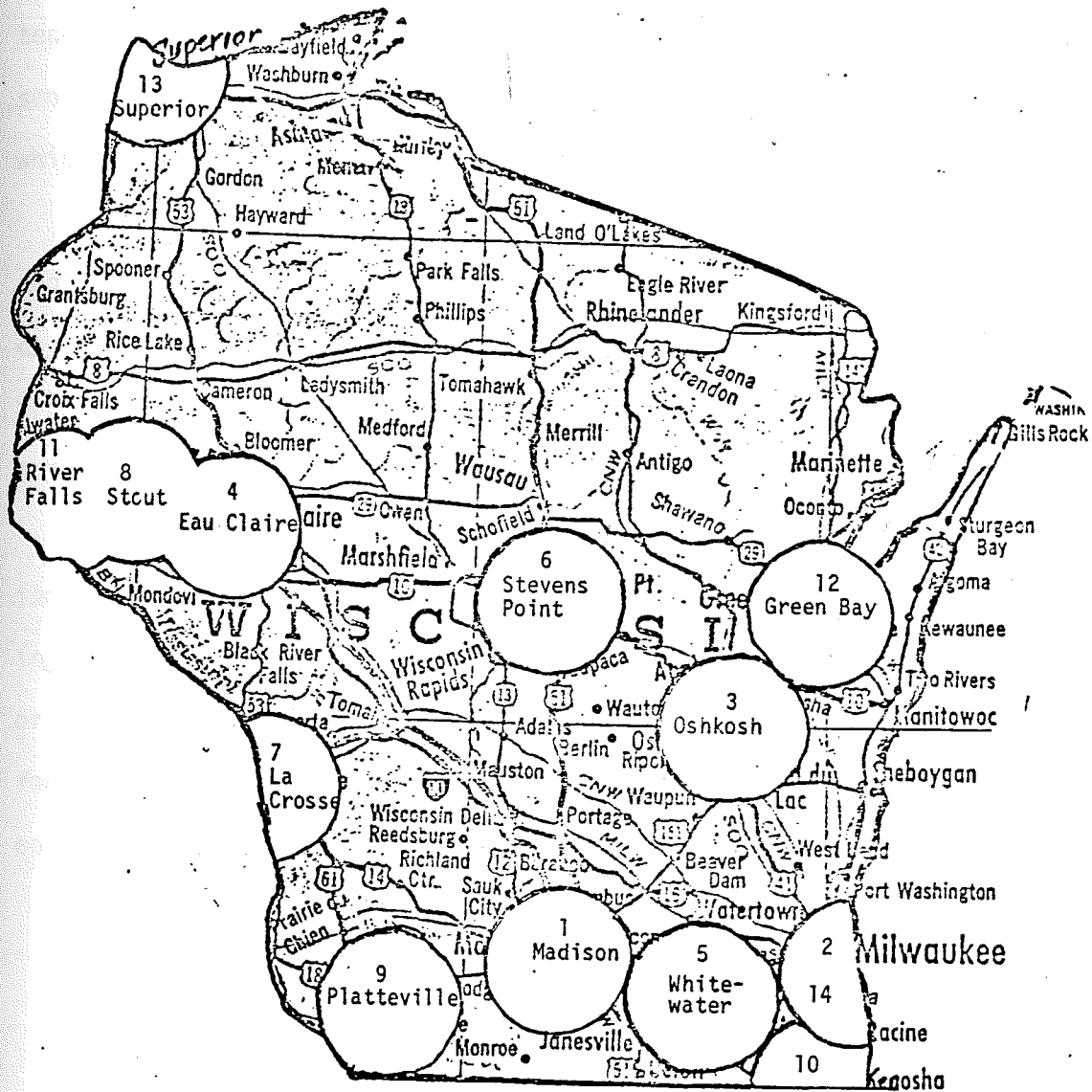
board of trustees in the late 1960s. With its location in Ohio's largest city, it can scarcely be less than a large state university and hardly avoid becoming larger.

In Wisconsin

For some years prior to 1950 the University of Wisconsin at Madison operated a small two-year extension campus in downtown Milwaukee. Milwaukee also had the Milwaukee State Teachers College, one of the largest and best of its type in the state. Demand for more varied public university facilities in the southeastern counties of Wisconsin led to the commissioning of a survey team which recommended that a large four- and five-year state college be provided in the environs of Milwaukee, not to have any administrative connection with either the University at Madison or the Milwaukee Teachers College. This was opposed by both those institutions; but several years subsequently the Madison branch in Milwaukee grew to become a full-fledged university, absorbed the former Milwaukee Teachers College, purchased the land and buildings of an adjacent private college, and under the reorganization of 1973 became the "University of Wisconsin—Milwaukee," now the second member of the "Doctoral Cluster" within the statewide University of Wisconsin System, alongside its much older and more distinguished parent "University of Wisconsin—Madison."

Serving the Cities

There are manifest similarities among the five foregoing sketches. To those who have eyes to see, they afford vistas of the growth of one or more vast cities in each populous state; of the increasing complexity of the economy and the society; of redoubled needs for advancing



- 1 University of Wisconsin, Madison
- 2 University of Wisconsin, Milwaukee
- 3 University of Wisconsin, Oshkosh
- 4 University of Wisconsin, Eau Claire
- 5 University of Wisconsin, Whitewater
- 6 University of Wisconsin, Stevens Point
- 7 University of Wisconsin, LaCrosse
- 8 University of Wisconsin, Stout
- 9 University of Wisconsin, Platteville
- 10 University of Wisconsin, Parkside
- 11 University of Wisconsin, River Falls
- 12 University of Wisconsin, Green Bay
- 13 University of Wisconsin, Superior
- 14 Medical College of Wisconsin

technological know-how, for skills in the social sciences, for growing sensitivity to ethics, for solicitude for personal integrity,—all of which are fostered on university campuses.

Along with these go practical and thoughtful learning in a score and more professions and semiprofessions that are indispensable in present-day communities, and the enlightening influence of learning in the liberal arts and sciences and the humanities which are the heritage of millennia and are at the base of all humane communities.

The ten state universities mentioned in this section have stepped into the breach in the advancing line of civilization. They are struggling, growing, achieving. As yet none of them can match the age, prestige, or justified renown of the seven flagship universities;—but they already form a phalanx of indispensable allies in the forward march toward higher educational opportunities and choices for all Americans.

VI

MULTIPURPOSE STATE UNIVERSITIES HAVING TEACHERS
COLLEGE OR NORMAL-SCHOOL ORIGINS

The former normal schools and teachers colleges have become multipurpose state universities of middle size, with three to six undergraduate colleges and a graduate school, some of which provide limited but growing numbers of doctoral programs.

These institutions form a distinct segment of public higher education in this region, with much to commend them. Collectively they have more students than any of the other segments of public universities and four-year colleges in the region, as classified herein.

VI

THE MULTIPURPOSE STATE UNIVERSITIES OF NORMAL-SCHOOL AND TEACHERS COLLEGE ORIGIN

The five states all had an early practice of establishing normal schools for the education of teachers in the common elementary schools. A few of these, especially in Michigan, date from as early as the 1840s, but the bulk of them were started more recently, near the turn of the century, give or take a few years. During that period improved highways were few, school districts were tiny, and transportation was largely by horse-drawn vehicles. Even as late as the mid-twentieth century, Illinois had as many as 10,000 school districts. Thus it made sense to locate the normal schools in different regions within the state to make them accessible. Each of the five east north central states followed that practice; and each in 1980 has from two to nine multipurpose regional universities which have grown from the normal school tradition: Ohio 2, Indiana 2, Illinois 4, Wisconsin 9, and Michigan 4.

To these may be added a few other regional-within-state universities which are today in roughly similar developmental stages. Ohio University at Athens (founded in 1804) and Miami University at Oxford, Ohio, have been regional universities in the southeast and southwest parts of the state, respectively, for more than a century and a half. They are not strictly in the normal school tradition, though the legendary Professor McGuffey who contributed greatly to the quality of the elementary schools of the nineteenth and early twentieth centuries with

his famous series of "Readers" was associated with them.

There may be other instances in which an institution placed in this group of twenty-five does not feel at home with the designation of "former teachers college or normal school." For example, the University of Wisconsin at Parkside, at the city of Kenosha, did not develop from a normal school but from a two-year extension center of the University of Wisconsin at Madison, so also did the institution at Green Bay.

This Segment is Important

As indicated in Table 19, the twenty-four universities in five states received more than \$635 million in net state tax-fund appropriations by the states for fiscal year 1980, and their total enrollment apparently exceeds 325,000 students. Collectively they constitute an important and respected segment of the state university scene in the East North Central region.

Michigan and Illinois each has four of these universities, and the total enrollment for all four in each of these two states is almost exactly the same, at near 69,000; but for fiscal 1980, Illinois appropriated nearly \$149 million, as compared with Michigan's \$132 million. Ohio also has four such universities, with total enrollment about 17 percent higher than in either Michigan or Illinois; but Ohio's appropriation for fiscal 1980 is \$1 million less than Michigan's, and \$18 million less than that of Illinois.

Wisconsin's enrollment in eleven institutions is substantially less than Ohio's in only four; but Wisconsin's appropriation for 1980 is 11 percent more than Ohio's. These comparisons are of limited significance because they apply only to one of four segments of the state

Table 19. Twenty-five State Universities Having Normal School Antecedents

State Universities (1)	Enrollment 1977 (2)	Appropriations 1980* (3)	Per Headcount Student (4)
IN Ball State U	18,241	41,905	
Indiana State U	14,839	37,762	
Total for Indiana	33,080	79,667	\$2,408
IL Northern Illinois U	24,737	53,421	
Illinois State U	20,114	42,960	
Western Illinois U	13,875	31,260	
Eastern Illinois U	10,102	20,991	
Total for Illinois	68,818	148,632	\$2,160
MI Western Michigan U	22,496	46,729	
Eastern Michigan U	19,104	34,779	
Central Michigan U	17,973	29,531	
Northern Michigan U	9,306	20,849	
Total for Michigan	68,879	131,888	\$1,915
OH Kent State U	23,387	38,887	
Ohio University	17,870	32,586	
Bowling Green State U	18,784	31,559	
Miami University	18,309	27,463	
Total for Ohio	81,350	130,495	\$1,604
WI U of Wis—Oshkosh	9,694	20,177	
U of Wis—Eau Claire	10,344	18,628	
U of Wis—Whitewater	9,589	15,590	
U of Wis—Stevens Point	8,880	15,198	
U of Wis—LaCrosse	8,554	14,622	
U of Wis—Stout	6,463	12,759	
U of Wis—Platteville	4,607	10,294	
U of Wis—Parkside	5,182	10,022	
U of Wis—River Falls	5,019	10,009	
U of Wis—Green Bay	3,642	9,671	
U of Wis—Superior	2,418	7,488	
Total for Wisconsin	74,392	144,458	\$1,942
Total, 25 universities	326,519	635,140	
Weighted average crude per student appropriation			\$1,945

*In thousands of dollars.

university scene. Half of the twenty-five universities in the five states may be said to be the leading state universities of their type, because of such factors as their size, comprehensiveness, and stage of progress toward multipurpose university characteristics. These are set out in Table 20. Twelve have been selected for brief notice (Table 20) because a few generalizations about them can be ventured.

Table 20. Twelve Leading East North Central Multipurpose State Universities of the Former Teachers College Type

Rank (1)	Universities (2)	Appropriation Fiscal 1980* (3)	Enrollment 1977 (4)
1	Northern Illinois U	53,421	24,737
2	Western Michigan U	46,728	22,496
3	Illinois State U	42,960	20,114
4	Ball State U (IN)	41,905	18,241
5	Kent State U (OH)	38,887	26,387
6	Indiana State U	37,762	14,839
7	Eastern Michigan U	34,779	19,104
8	Ohio University	32,586	17,870
9	Western Illinois U	31,760	13,865
10	Bowling Green SU (OH)	31,559	18,704
11	Central Michigan U	29,531	17,973
12	Miami University (OH)	27,463	18,309

*In thousands of dollars.

No more than a quarter of a century ago each of these was a comparatively small four-year state teachers college (and before that a two-year normal school). In more than one instance a president of one of these was heard to say, "This is a teachers college, and as long as I am president it will be a teachers college, and nothing but a teachers college."

It is hardly appropriate here to dwell at length upon the salient qualities of those institutions that were less than admirable as viewed from the present day. Presidents especially, and often other administrators as well, often dealt with the faculty in an extremely authoritarian way. Faculty members were often likewise stiff-necked and authoritarian in their relationships with students. In turn, the whole institution had its curriculum prescribed by an officious state superintendent of public instruction and staff. In fact, in many states these institutions were no more than browbeaten step-children of the state public school bureaucracy, with their academic and fiscal policies and practices dictated from the state capital.

Small wonder that any pretensions they may have had toward popular recognition as colleges or universities were often ridiculed by their contemporary liberal arts colleges in their own states; and they were widely regarded with disdain by the prestigious private colleges and universities everywhere, but especially in the Northeast. Despite all this, the old normal schools and teachers colleges were not without their merits in their day and time. To deny or denigrate their large contribution to the advancement of education at all levels would be both unfair and erroneous. Some of them, such as Eastern Michigan University at Ypsilanti and Illinois State University at Bloomington-Normal had a hundred years of service behind them before the time arrived when the realization grew with pent-up force that teachers in elementary and secondary schools should have a university education; that they should not be confined to a small, narrowly-conceived, fragmentary single-purpose institution, obsessively concentrated on "teacher-training" in its less-inspiring senses.

Many teachers colleges were besieged by students who openly declared that they did not want or expect to become teachers, but wanted a college education in a convenient and competent institution. This was heresy to many teachers college administrators and faculty members who vigorously turned away such students, but eventually could not stem the tide.

One by one and state by state, teachers colleges became dual-purpose (liberal arts and education), then multipurpose (adding fine arts, applied science and technology, business, and a graduate school), and developing whatever other specialties sufficient numbers of their clientele requested. Within a few decades, enrollments jumped from a few hundred to the vicinity of 20,000. Typically there are now thirty-odd instructional departments wherein baccalaureate and masters' degrees can be earned, one or more research institutes or centers, with the whole organized in five to ten schools and colleges. Typically three to a dozen departments offer doctoral degree programs.

In these situations a university has come into being, and is already well past its start-up stage. Not a second Oxford or Paris or Heidelberg, or yet a Harvard or Berkeley or Ann Arbor, no; but eventually probably as valuable in its milieu of the early twenty-first century as any of these.

A decade is but a moment in the life of a university, but it can bring many changes in the society and the economy which the university serves, and in the institution itself. The leading former teachers colleges are now not only respectable universities, but universities "on the make." Year by year and decade by decade they emerge further from the

chrysalis of their restricted background and assume more and more of the characteristics of free and enthusiastic intellectual effort, comprehensiveness and cosmopolitanism, and rise further from the thrall of provincialism, obsolescent prejudices, and busy-work red-tape routine.

No generalized designation fits them exactly. Call them "regional state universities" if you will, but most of them have no fixed boundary lines drawn around their respective areas. Call them "emerging state universities," but all universities everywhere are always "emerging" in the sense that they are growing and plowing new ground and making new discoveries.

VII

TWENTY-THREE OTHER STATE UNIVERSITIES AND COLLEGES

Between 1960 and 1980 each of the East North Central States has seen a handful of new state universities and colleges come into being, either by evolving from earlier antecedents or by new establishment. Some are not many years beyond the startup stage, but all are permanent. Enrollments range generally from 2,000 to 11,000. These institutions form a species of "growing edge," serving new areas, new missions, or unique needs.

VII

TWENTY-THREE OTHER STATE UNIVERSITIES AND COLLEGES OF LESSER SIZE AND OFTEN OF MORE RECENT ORIGIN

These institutions are a miscellaneous grouping as to their respective origins and missions. In Indiana they consist of the "grown-up" four- and five-year branch campuses of Indiana University and Purdue University (eight in all), excluding the central and largest joint branch at Indianapolis, which is placed among ten large urban universities in the region, discussed in an earlier section (Section V, pages 51-59).

In Illinois the group includes the recently-established Sangamon State University in Springfield and Governors State University in Chicago, as well as Northeastern Illinois University and Chicago State University, both in the latter city. These latter two institutions, in a strained sense, could be said to have the teachers college tradition, because the two present universities are developing at their respective sites at what were once the North and South campuses of the Chicago Teachers College—a municipal institution now defunct.

In Michigan there is the long-established former School of Mines at Houghton on the Northern Peninsula now named Michigan Technological University and Ferris State College at Big Rapids—a unique species of college that began as a private vocational school half a century ago at the instigation of the U.S. Senator for whom it is named. Gradually it came to emphasize the teaching of pharmacy, and became for a time the largest school of pharmacy in the nation. It also has other

semi-professional and occupational programs, several of which require only two years of instruction beyond high school, and continues to have a large proportion of its students in those categories. The other four institutions named in Table 21 are all of more recent origin. Each has a history not to be recounted at this point.

In Ohio the oldest of the institutions of this category is the recently renamed Central State University, which developed over several decades alongside the small predominantly black private college known as Wilberforce University. For many years it was known as the Normal and Industrial Department of Wilberforce University, though it was fully state-supported and eventually came greatly to exceed in size the private college to which it was nominally attached. The long story of the interrelations between the two involve many legal niceties, not to say anomalies.

The other state universities (in Ohio) mentioned in Table 21, both date from the 1960s. At Youngstown the state took over a sinking private college; and Wright State University near Dayton is the outgrowth of what was once a branch campus of Ohio State University established at a U.S. Air Force Base to cooperate in providing technical and scientific instruction for Air Force personnel.

The Medical College of Ohio (at Toledo) was set up as a separate school having no connection with the University of Toledo. Here it must be noted there is another instance of this kind of development in Wisconsin, but it is something of a rarity in medical education. Most state medical colleges are units of state universities, whether located on the main campus or on a medical campus at a distance. This present report

Table 21. Twenty-three Other State Universities and Colleges

State Institutions (1)	Enroll- ment 1977 (2)	Appropri- ations 1980 [†] (3)	Per Headcount Student (4)
IN IUPUI at Fort Wayne	9,353	10,295	
Purdue at Calumet	6,977	7,568	
Indiana U at South Bend	6,167	6,043	
Indiana U Northwest	4,736	5,789	
Indiana U Southeast	4,008	3,468	
Indiana U Kokomo	2,481	2,315	
Total for Indiana	33,722	35,478	\$1,052
IL Northeastern Illinois U	10,148	17,738	
Chicago State U	7,025	15,664	
Governors State U	3,814	12,137	
Sangamon State U	3,612	11,761	
Total for Illinois	24,599	57,300	\$2,329
MI Ferris State College	9,964	21,846	
Michigan Technological U	6,807	20,929	
Oakland University	11,150	19,756	
Grand Valley State College	7,469	13,268	
U of Michigan, Dearborn	5,480	9,348	
U of Michigan, Flint	3,801	8,585	
Saginaw Valley State College	3,529	6,687	
Lake Superior State College	2,261	5,739	
Total for Michigan	50,461	106,158	\$2,104
OH Wright State U	14,364	23,102	
Youngstown State U	15,696	21,268	
Central State U	2,230	7,971	
Medical College of Ohio	360	14,029	
Total for Ohio	32,650	66,370	\$2,033
WI Medical College of Wisconsin	623	5,289	\$8,490
Total, 23 universities	142,055	270,595	\$1,905
Weighted average crude per student appropriation			\$1,905

[†]In thousands of dollars.

does not attempt to tell the full story or to analyze the comprehensive statistics of medical education in the East North Central states.

In Wisconsin the only institution listed in Table 21 is also a state medical college, legally separate from any university. A bit of its reason for being is mentioned herein in Section V, page 52.

Wisconsin's famous ten former teachers colleges (now designated as the Wisconsin State Universities) lost one of their number when the Milwaukee State Teachers College was merged into the University of Wisconsin—Milwaukee; but gained two neophytes when former University of Wisconsin centers at Green Bay and Kenosha evolved into four- and five-year institutions by 1965, and have now joined the "university cluster," raising its number of universities to eleven (nine former teachers colleges plus newer state universities at Green Bay and Kenosha). The latter is named University of Wisconsin—Parkside.

Michigan was prolific in founding three new four- and five-year state colleges since 1960: Saginaw Valley State college, Grand Valley State College (at Allendale), and Lake Superior State College at Sault Sainte Marie on the Northern Peninsula.

The story of the last-named is of especial interest. The campus at Sault Sainte Marie had been a U.S. military installation through World War Two, but was acquired in 1946 by Michigan Technological University and operated for some twenty years thereafter as a two-year branch campus, some 200 miles from its main campus at Houghton. Though the Northern Peninsula stretches more than 200 miles from west to east, it has no more than 300,000 people. In addition to the technological university at Houghton, there is also the long-standing Northern Michigan

University at Marquette, roughly sixty miles east of Houghton and 160 miles west of Sault Sainte Marie. The American town of Sault Sainte Marie has 25,000 people, and a Canadian town of the same name on the opposite side of the river has 50,000.

When in the early 1960s it was proposed that the two-year branch campus at the American town be expanded to become a four-year state college, an ad hoc advisory committee of Michigan citizens was appointed to advise the Michigan State Board of Education, which in turn advised the state legislature that the proposal should be enacted and funded; and this was done.

There was bitter opposition from conservatives who argued that the Northern Peninsula was an outlying province of sparse population, scarce resources, few developed industries, and altogether without the economic base to support a four-year college in addition to the two universities it already had.

The argument that prevailed, however, was that in wealthy and populous Michigan it was a duty of the state to provide fair opportunity for a college education for the young men and women born and brought up in the remote and economically depressed eastern half of the Peninsula, even if it would entail much greater unit costs than customary in other wealthier and more populous parts of the state.

Other favorable arguments related to benefits to the economy of the Northern Peninsula and educational benefit to the entire state. Thus Lake Superior State College was born. One committee-member remarked: "If a four-year state college is opened in Sault Sainte Marie next September, it will immediately have one thousand students from Detroit;"

and this in fact proved to be literally true, bringing with it considerable advantages both to the people of the Northern Peninsula and to the people of Detroit, and to the whole state, ultimately.

Table 22. Twelve Leading State Universities of the Generally Younger and Smaller Types, Not Having Teachers College Origins

State (1)	Rank (2)	Universities, (3)	Appropriation Fiscal 1980 (4)
OH	1	Wright State University	23,102
MI	2	Ferris State College	21,846
OH	3	Youngstown State University	21,268
MI	4	Michigan Technological U	20,929
MI	5	Oakland University	19,756
IL	6	Northeastern Illinois U	17,738
IL	7	Chicago State University	15,664
OH	8	Medical Col of OH (Toledo)	14,029
MI	9	Grand Valley State College	13,268
IL	10	Governors State U (Chicago)	12,137
IL	11	Sangamon State U (Springfield)	11,761
IN	12	I.U.P.U.I. at Fort Wayne	10,395