NO Substitute

THE PUBLIC’S AGENDA TO REDUCE MICHIGAN’S RELIANCE ON UNCERTIFIED, LONG-TERM SUBSTITUTE TEACHERS (WINTER 2020)
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EXECUTIVE SUMMARY

In the fall of 2019, a Bridge Magazine investigation revealed that uncertified, long-term substitute teachers are leading more than 2,500 Michigan classrooms. These individuals can teach for an entire school year without any educational training or background in the subject they are teaching.

What was supposed to be an emergency stopgap is used routinely in some areas of the state, impacting up to 50,000 students. The number of long-term substitutes statewide have risen tenfold since the 2013-14 school year.

In response to the investigation and resulting concern of education experts, the Center for Michigan, Bridge Magazine's nonprofit publisher, commissioned a statewide poll from late October to early November 2019, and hosted a conference, Subbing Out Teachers: A Solution Summit, in November 2019 to identify resident views on this education trend and how the state should respond.

Participants spoke loud and clear: Michiganders think students deserve better.

Residents lack confidence that uncertified, long-term substitutes provide a quality education. They want stricter standards for who schools can hire to fill these roles, and are supportive of reform ideas that would increase the number of certified teachers in Michigan classrooms.

In a time of intense debate over education policy, the Center for Michigan found clear consensus that this is an issue to be tackled. Residents had five clear messages for state-level leaders:

**Michiganders have more confidence in full-time, certified teachers to provide a quality education than uncertified, long-term substitutes.**

More than 45 percent of Michiganders are “very confident” that a full-time, certified teacher does a good job educating students, whereas only 17 percent are “very confident” in an uncertified, long-term substitute. Eighty-seven percent of residents would be “somewhat” or “very” concerned if they learned their child’s classroom was to be led by a long-term sub for a full year.

**There should be stricter standards for who schools can hire as long-term substitutes.**

Eighty-seven percent of residents want the state to require formal K-12 teacher training, and 77 percent think a bachelor’s degree and/or work experience relevant to the subject matter should be required.

**Schools should have to tell parents/guardians when their students’ teacher is uncertified.**

Eighty-five percent of Michigan residents think that schools should be required to notify students’ parents/guardians if a substitute teacher will be teaching in the same classroom for more than a week. No such parent-friendly notification and accountability is required now.

**Numerous ideas proposed by experts to reduce the state’s reliance on long-term, uncertified substitutes are supported by the vast majority of Michigan residents.**

Offering financial incentives for teachers to teach at underserved schools, expanding the state’s interim teaching certificate program, encouraging undergraduates to enroll in teacher preparation programs, and reforming state law so retired teachers can substitute teach without diminished retirement benefits are all “highly” or “somewhat” supported by 92 percent or more Michiganders.

**Parents and guardians of K-12 students and the general public think similarly about these issues and reform ideas.**

Whether poll participants did or did not have K-12 child in their home had little impact on their level of concern over the rising use of long-term subs, lack of confidence in a long-term substitute’s ability to provide a quality education, or support for the different reforms proposed to state standards and recruitment practices.
Most Michigan residents want to be told if their child’s teacher is an uncertified, long-term substitute. It is a situation most told us they would be “somewhat” or “very” concerned about as they have less confidence in such substitutes than a certified teacher.

Eighty-seven percent of both parents and/or guardians of K-12 students and the general public said they would be “somewhat” or “very concerned” if they heard an uncertified, long-term sub was going to lead their child’s classroom all year.

Michiganders have lower confidence levels in these uncertified, long-term substitutes than certified teachers. Over half of parents/guardians are “very confident” in the education provided by a certified teacher, while less than 20 percent have the same confidence in a long-term, uncertified substitute. This confidence gap is mirrored in the general public.

Educational research consistently finds teacher quality to be a major factor in student success.

Laila Nasher, a student at a public charter school in Detroit where 30 of the 33 teachers were long-term substitutes last year, told Bridge Magazine her future would be brighter if she was provided access to certified teachers.

“I would have had a better SAT score, I would have had better opportunities,” she said. Her classmates reported turning to YouTube to learn what they were supposed to be taught in class by long-term subs.

Given these quality concerns, both the general public and parents/guardians of K-12 students think that schools should be required to tell parents if an uncertified, long-term substitute will lead their child’s classroom for more than a week. Schools are not currently required to alert students’ parents or guardians when long-term, uncertified substitute will lead the class for any period of time.
A CALL FOR STRICTER STANDARDS

Long-term substitute teachers are required to have 60 post-secondary education credits in any subject. Neither their education nor professional background must be related to the subject they are hired to teach, and they are not required to have any teacher education background.

Michigan residents do not think that is enough.

The vast majority of Michiganders, including parents/guardians, say the state should require formal K-12 training to be eligible to work as a long-term substitute teacher.

Whether or not the state should require long-term substitutes to have formal K-12 teacher training:

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“It’s not enough to know your content area. How to teach a thing is a study in itself,” Dr. Dorinda Carter Andrews, Chairperson and Professor at Michigan State’s Department of Teacher Education, told the crowd at Subbing Out Teachers Summit. “If you know how a child works, how the brain works, and have behavior supports, and a caring community, I think that is more important than a B.A. or professional experience.”

Requiring long-term substitutes to have a relevant bachelor’s degree and/or work experience to the subject they are hired to teach, however, was very popular with the public writ large.

Whether or not the state should require long-term substitutes to have a bachelors degree and/or professional work experience related to the subject they are teaching:

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“I think long-term subs should have a bachelor’s degree or some professional experience,” said one Michigan resident. “You see subs just looking for a job and then talking on their cell phone [in class]. Those people don’t have an interest in the kids.”
HIGH SUPPORT FOR POTENTIAL REFORMS

If you’re not going to solve the underlying problem, the Band-Aids are going to fall off.” - Doug Pratt, Director of Public Affairs for the Michigan Education Association

In the course of Bridge’s investigation into the state’s rising reliance on uncertified, long-term substitutes, experts recommended a variety of measures that could reverse the trend. All of these suggested reforms are supported by Michigan residents in general, as well as Michigan’s parents/guardians. The most popular idea with both groups is expanding Michigan’s Interim Teaching Certificate program.

GROWING THE TALENT POOL

The state teacher shortage is a key driver of this problem, according to education experts.

“If you have a shortage [of teachers] to start with... you are going to have a need for long-term subs. It’s just not possible to work without them,” Dr. Elizabeth Birr Moje, Dean of the University of Michigan’s School of Education, explained at Subbing Out Teachers. “And that means everybody in the regular sub pool gets pulled into those positions. And then you don’t have people to sub on a temporary basis.”

Two policy options to grow the number of certified teachers in the state include expanding the state’s Interim Teaching Program, a one-year accelerated certification program designed for mid-career professionals to move into teaching, and encouraging undergraduates to enroll in teacher preparation programs.

The Interim Teaching Program is for professionals with a bachelor’s degree and relevant work experience to earn their teaching certificate in a year. It is used by some schools as a professional development tool to get their long-term substitutes certified as teachers.

According to the Michigan Department of Education, nine secondary programs issued 1,019 certificates between the 2012 - 2013 school year and the end of 2019. Seven of these programs are operating today. Six of these programs are located in the southern part of Michigan’s lower peninsula, with the northernmost campus in Grand Rapids. The seventh program is offered online through #T.E.A.C.H., a Houston-based education preparation program.

Expanding this program could make transitioning into teaching easier for those already in Michigan’s workforce.

“Young people...can go to four years of college and do another year-and-a-half of practice teaching, so we have to change that model for people that aren’t young people. There’s a huge bulk of the population that is not young people,” said one resident.

The majority of Michiganders and Michigan parents/guardians agree and strongly support growing this program.

Support for expanding Michigan’s interim teaching certificate program:

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<td>I would somewhat support that plan (36%)</td>
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Growing the pipeline at the undergraduate level is another possible solution.

As reported in Bridge Magazine, “enrollment at Michigan’s teacher preparation programs dropped 70 percent in eight years. There were 16,000 fewer college students majoring in K-12 education degree programs in the 2016-17 school year … than there were 2008-09 ... the equivalent of one-sixth of Michigan’s current public school teaching workforce.”

“The number who graduated from the state’s college-based teacher prep programs – the primary pipeline for new classroom instructors – dropped 45 percent between 2011 and 2017, from 4,863 to 2,659.”

Experts say reversing that trend could make it easier over time for Michigan’s K-12 schools to find certified teachers.

Though not quite as popular as expanding the Interim Teaching Certificate program, growing the traditional teacher pipeline is supported by the vast majority of Michiganders.

Support for universities encouraging undergraduates to enter teaching preparation programs:

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<tr>
<td>I would somewhat support that plan (37%)</td>
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EXPANDING TEACHER PAY AND BENEFITS

“When we look at the pay, we have to admit the pay is not commensurate to the value that our teachers bring to society and the work that they do.” - Dr. Pamela Pugh, Vice President of the State Board of Education

Another angle from which experts recommend addressing this issue is teacher pay and benefits. The average teacher salary in Michigan is $61,908 in the 2017 - 2018 school year, lower than the $63,024 the average teacher made in 2009 - 2010 school year, (even without accounting for inflation).4 While Michigan's average teacher salary is higher than the national average, and higher than the average household income in Michigan ($52,492),5 it can take six-to-ten years to reach that salary level for teachers.6 The starting salary for most teachers hovers around $36,000, and many teachers leave the profession before hitting that six-to-ten year mark.7

“The long-term solution... is to fund public education the right way. People say it's not about money. Well, it is about money,” said Dr. Nikolai Vitti, Detroit Public Schools Superintendent. “Funding does matter. Funding is related to what we pay teachers. Funding is related to the professional development we provide teachers. Funding is related to class sizes.”

Vitti tackled his district's high reliance on uncertified, long-term substitutes by increasing teacher pay with noted success.

“What we did was actually lead,” Vitti said. “We said we had to raise teacher salaries.”

Detroit Public Schools Community District (DPSCD), according to Vitti, raised salaries an average of $9,000 over the last three years, incentivizing hires at hard-to-staff schools by offering an additional $3,000 bonus. In tandem, the school hired new HR staff and instituted monthly meetings between Vitti and principals to discuss their ongoing hiring efforts.

The district had 275 vacancies when Vitti began his tenure as superintendent in 2017. There are now 70 across the district.

“But that's still not enough” full-time, certified teachers in Detroit classrooms Vitti said. “And that's the kind of demand that we have to have. If it's not good enough in Livonia, it's not good enough for Detroit.”

Many of the teachers hired by DPSCD came from nearby charter schools, however, exacerbating this issue for the region's many charters.

This may indicate that financial incentives can draw talent to fill a district's vacancies, but if they are not broadly implemented they can trigger a talent migration that rebates the issue rather than resolves it. Indeed, the difference in financial incentives offered between districts is part of why reliance on long-term substitutes is centralized in high-poverty urban and rural districts rather than wealthy suburbs.

In addition to salaries, experts such as University of Michigan's Moje suggest that a variety of state-sponsored financial incentives, such as student loan forgiveness or housing stipends, could help professionals enter and stay in the profession.

The vast majority of Michigan residents say they would support the state offering some form of financial incentive to draw full-time, certified teachers into areas facing a teaching shortage.

Support for financial incentives to reduce teacher shortages:

GENERAL PUBLIC

I would highly support that plan (55%)
I would somewhat support that plan (39%)
I would not support that plan (6%)

PARENT/GUARDIAN

I would highly support that plan (61%)
I would somewhat support that plan (35%)
I would not support that plan (4%)

“We are trying to build our own teacher staff in our community [in the western Upper Peninsula], but we don’t have the funds. If there were funds or state incentives for people willing to go there and stay there, that would be important.” - Michigan school superintendent
REINSTATING FULL RETIREE BENEFITS

Reforming regulations on retired teacher benefit packages is another potential avenue to reduce the number of long-term substitutes that have no education experience.

Currently, retired teachers receive diminished benefits if they begin substitute teaching. This law is to prevent “double dipping,” where retired teachers were simultaneously drawing from the state’s pension fund and being paid to substitute teach while no longer paying into educators’ retiree funds.

There are some exemptions to this law if a curriculum area, such as math or special education, is deemed by the legislature to be experiencing a “critical shortage” of available educators.

Reforming this law may incentivize retired teachers to substitute teach, decreasing the need for schools to rely on less-experienced candidates.

More than 90 percent of Michiganders and parents of K-12 students would “highly” or “somewhat” support reforming state law so retired teachers can work as long-term substitutes without diminished retirement benefits.
EXPERT CONSENSUS

Pay teachers more, return respect to the profession, and diversify the teaching workforce in order to reduce the number of long-term substitutes in Michigan. That will address some of the major issues underpinning the state’s increased reliance on uncertified educators: disinvestment in public education that has contributed to stagnant or diminished salaries and underfunded classrooms, the cultural shift away from viewing teaching as a well-respected professional endeavor, and a racially homogenous education workforce.

That’s the consensus from education experts across the state who participated in the Center for Michigan’s November 2019 Solutions Summit and spoke with Bridge reporters about the issue.

LOW SALARIES A DETERRENTE

Citing the twelve percent decline in teacher salary over the last decade, experts pointed to the decline in teacher pay as one of the largest drivers of Michigan’s teacher shortage.

“When you look at college tuition and you can make it as a CPA versus an educator, it is not a hard decision,” said Doug Pratt, Director of Public Affairs for the Michigan Education Association.

A Bridge Magazine report found that even without taking inflation into account, “average teacher pay in Michigan was lower in 2017-18 ($61,908) than in 2009-10 ($63,024).” The report also echoed expert concerns about the rising cost of teacher preparation programs relative to salary, noting that teachers earn 20 percent less than professionals with similar education.

Average salaries are much lower for teachers in their first few years in the field, making it difficult to retain teachers year over year.

“Ninety-seven percent of first-year teachers making $40,00 or more do come back [to teach the next year], whereas only 89 percent of teachers who make less than $40,000 do come back,” said Dr. Pamela Pugh, Vice President of Michigan’s State Board of Education.

Exacerbating this issue, panelists pointed out, is that salaries are often lower in high-poverty districts, making it more difficult to draw educators to the highest-need students.

“The people who are affected are not necessarily the most powerful people in our state,” Moje told the crowd at Subbing Out Teachers.

Education experts asserted low teacher salaries are indicative of a broken funding system that results in increased class sizes, fewer resources, and limited professional development.

“We’re disinvesting in public education and teachers are feeling that,” Vitti said, saying that larger class sizes and limited professional development are also results of a broken funding model that asks more of teachers than it provides.

Experts at the summit called for innovation to rebuild teacher compensation and support.

Michigan could “encourage residency programs [modeled on medical residencies] for teachers,” said Moje, who has also suggested student loan forgiveness and housing stipends to incentivize teachers working in the state’s highest need districts.

“There are things we can do to improve the work life of educators,” added Pratt. “We can change the perception. Incentivize.”

NO RESPECT, NO TEACHERS

“We have taken a profession and demeaned it. It is not held to the same regard it once was.” - Dr. Nikolai Vitti, Detroit Public Schools Superintendent

“We hear routinely from teachers that there is a lack of respect and how much harder the work is across the board. Let’s stop talking about teachers as if they’re idiots,” urged Moje.

Education leaders continually point to the lack of respect and punitive discourse about teachers as a major barrier to professionals entering and staying in the profession. It is an issue repeatedly raised by educators at Center for Michigan town hall conversations over the last decade, and one felt by teachers across the state. A 2019 poll of over 16,000 Michigan educators found that 66 percent of teachers say a lack of respect negatively impacted their career satisfaction. Lack of support from policy makers and politicians is even more prevalent, cited by 72 percent of teachers.

These sentiments have a major impact on Michigan’s teacher pipeline and retention. Only one-in-five teachers would recommend the profession to young people they know, according to the same 2019 poll.

It appears young people feel the same way - enrollment in Michigan’s teacher preparation programs has declined
steadily over the last few years.

“Fewer people choose to go into teacher prep programs. You have people leaving the programs in the first five years,” said Pratt. “We need to deal with funding and pay issues and how that interrelates to respect for the profession.”

Panelists explained that these shifting attitudes towards education careers drive a damaging cycle. A negative view of the profession promotes punitive policies that do not solve underlying issues, so student performance does not improve.

“If you are not going to solve the underlying problem, the Band-Aids are going to fall off,” said Pratt.

This, panelists said, stirs further resentment toward teachers, resulting in more negative discourse and policy, resulting in reduced classroom resources, constantly shifting performance standards, and larger class sizes.

“It does not cost anything to change the negative discourse, the accountability discourse,” added Moje. “The implicit in ‘we are going to hold these teachers accountable’ is that they are lazy and not very smart. We need to change the narrative.”

EDUCATIONAL EQUITY AND DIVERSITY CRUCIAL TO LONG-TERM SUCCESS

“Public schooling in the U.S. has been designed, historically, to educate a certain group of kids. And that’s not the kids Michigan primarily educates now, and it’s not the kids that are disproportionately in these districts that have high numbers of long-term subs.” - Dr. Dorinda Carter Andrews, Chairwoman and Professor at Michigan State University’s Department of Teacher Education

As Michigan tackles the teacher shortage, which is more acute in urban and rural districts, experts say that policymakers should also focus on creating a diverse workforce to promote educational equity.

“Nobody wants to talk about the racial nature of the problem,” said Carter Andrews. “[Teacher shortages are] happening in communities where people don’t pay attention.”

“We have to look at teachers, especially in our urban districts, our African-American districts, our minority schools,” agreed Pugh, asserting that those teachers often make do with less pay and fewer resources in the face of larger challenges than in neighboring, wealthy, white-majority districts. “Kids don’t have books. Kids may not have shoes. There are social issues that the teachers are expected to take care of... we [need to make] sure that we are supporting them by helping to address the social issues that they are seeing and experiencing in those communities.”

“When we think about long-term solutions to the problem... we have to push for structural and system change around recruitment and retention... public schooling in the U.S. has been designed, historically, to educate a certain group of kids. And that’s not the kids Michigan primarily educates now, and it’s not the kids that are disproportionately in these districts that have high numbers of long-term subs,” said Carter Andrews.

Research indicates racial representation in the education workforce can impact student achievement; black students are more likely to succeed in classrooms led by black teachers.12 In Michigan, eighteen percent of students in the state are black, while 92 percent of teachers are white.13

“We will not resolve this problem by continuing to have an 86 percent white, middle class teaching force when the student population continues to grow ethnically, linguistically, racially,” Carter Andrews said. “If we don’t have strategies for how to diversify the teaching profession, we will continue to see kids underperform because it’s not just the content aspect - it’s the relational aspect. And the relational aspect has cultural rooting.”
**METHODOLOGY**

In late October and early November 2019, the Center for Michigan commissioned a statewide poll and hosted a policy conference in Lansing, Michigan, to gauge resident reactions to the state's increasing use of uncertified, long-term substitute teachers and how they want the state to address the trend. These public engagement efforts were spurred by an investigation by Bridge Magazine, the Center for Michigan's publication, that revealed an exponential spike in the number of long-term substitutes statewide in the last seven years. This report contains resident concerns, ideas, and hopes for ensuring every Michigan child has a quality educator at the front of their classroom.

From October 25th to November 7th, 1,859 residents participated in the Center's summit and a demographically representative, statewide poll administered online by Public Sector Consultants. The citizen recommendations in this report are based on the results of the statewide, demographically representative poll. Quotes and images included came from the November 7th summit hosted at Lansing Community College. Residents participated in this engagement campaign in the following ways:

- 59 summit attendees
- 800 residents with a K-12 child living in their home responded to the statewide poll
- 1,000 residents without a K-12 child living in their home responded to the statewide poll
- The general public samples in this report are an aggregate of the respondents both with and without K-12 children in their home.

**SUMMIT METHODOLOGY**

The Center hosted a two-and-a-half hour summit on the evening of November 7th at Lansing Community College. Free and open to the public, this summit was designed to gather public reaction to the rising use of long-term substitute teachers and gauge their support levels for various reform ideas. Each participant received our “Subbing Out Teachers” issue guide which provided the complete collection of reporting published during the Bridge Magazine investigation into this issue. It was reported and written by Mike Wilkinson, Bridge Magazine's data reporter, and Ron French, Bridge Magazine's education reporter. The conference opened with two 45-minute panels of experts discussing two main topics: “Tracking the Trend: How Long-Term Sub Rates Exploded and Why that Matters,” and “No Substitutions: Real Solutions for Michigan’s Reliance on Long-Term Subs,” moderated by Wilkinson and French. Afterward, attendees were asked 10 multiple-choice questions about their confidence level in full-time, certified teachers and long-term, uncertified subsites and various reform ideas provided by education experts. Participants were then given the opportunity to share their thoughts during an open discussion guided by three dialogue prompts related to the previous ten questions in a session facilitated by Center for Michigan Public Engagement Director, Alexandra Schmidt. Participants were then asked to answer five demographic questions. Quotes and images from this open dialogue were used in this report to illustrate resident thought patterns behind polling results.

**POLLING METHODOLOGY**

The Center for Michigan hired Public Sector Consultants, a nonpartisan policy consulting firm, to administer an online poll to gather Michigan residents' thoughts on the rise of long-term substitutes across the state and gauge their support for potential reform ideas. All 15 multiple choice questions (10 teacher-related and five demographic) that were asked of these online poll participants were also asked to conference attendees. This poll was administered from late October through early November 2019, to 1,800 demographically representative Michigan adults.

The general population poll has an overall margin of error of +/- 2.31 percent at a 95 percent confidence level. The parent/guardian subsection has a margin of error of +/- 3.46 percent at a 95 percent confidence level.
## DEMOGRAPHICS

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<tr>
<td>Caucasian or white</td>
<td>78%</td>
<td>77%</td>
</tr>
<tr>
<td>Other</td>
<td>3%</td>
<td>2%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>INCOME</th>
<th>GENERAL POPULATION</th>
<th>PARENT/GUARDIAN SUBSET</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;$10,000</td>
<td>7%</td>
<td>6%</td>
</tr>
<tr>
<td>$10,000 - $14,999</td>
<td>5%</td>
<td>3%</td>
</tr>
<tr>
<td>$15,000 - $24,999</td>
<td>9%</td>
<td>8%</td>
</tr>
<tr>
<td>$25,000 - $34,999</td>
<td>11%</td>
<td>12%</td>
</tr>
<tr>
<td>$35,000 - $49,999</td>
<td>15%</td>
<td>15%</td>
</tr>
<tr>
<td>$50,000 - $74,999</td>
<td>20%</td>
<td>21%</td>
</tr>
<tr>
<td>$75,000 - $99,999</td>
<td>13%</td>
<td>14%</td>
</tr>
<tr>
<td>$100,000 +</td>
<td>20%</td>
<td>21%</td>
</tr>
</tbody>
</table>

Percentages may not equal 100% due to rounding.
WHAT YOU CAN DO

CONTACT YOUR LEADERS

Make your voice heard! Call or write your legislators and urge them to act on the priorities you shared with us, as well as your additional ideas for improving our state.

To find the name and contact information for your state representative, visit www.house.mi.gov.

To find the name and contact information for your state senator, visit www.senate.michigan.gov.

Your voice matters!

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NOTES


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The Center for Michigan is a 501(c)(3) nonprofit and nonpartisan think-and-do tank, founded in 2006.

We are Michigan’s leading practitioner of nonpartisan public engagement. We make citizenship interesting, convenient, and meaningful though interactive, small-group Community Conversations, large town hall conferences, phone polling, and online engagement tools. More than 75,000 residents have engaged with us to date. This bottom-up public engagement can, and does, lead to actual policy change.

We also publish Bridge, our free online news publication, at bridgemi.com. Launched in 2011, Bridge focuses on the “how” and “why” of Michigan current events. Our differentiated, in-depth, data-driven public affairs reporting and watchdogging of the state capitol, education, state economy, environment, urban affairs and other policy issues has earned more than 150 state and national journalism awards. Nearly 2.5 million people read Bridge in 2019.

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The Center for Michigan was founded by retired newspaper publisher Philip Power and is governed by an six-member board of directors. The Center is counselled by a venerable bipartisan steering committee of nearly two dozen Michigan leaders. A similarly experienced and respected statewide board of advisors provides key journalistic guidance to Bridge.

The Center for Michigan employs 18 professionals with backgrounds in journalism, public engagement, and public policy. Staff bios and lists of our board and steering committee members are available at bridgemi.com/about.

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• William Parfet
• W.K. Kellogg Foundation
• Zero Divide-Renaissance Journalism

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