



GOVERNANCE AND

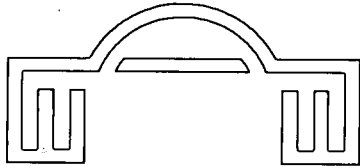
COORDINATION OF

PUBLIC HIGHER EDUCATION

IN ALL 50 STATES



A REPORT BY THE NORTH CAROLINA CENTER FOR PUBLIC POLICY RESEARCH



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By Carolyn Waller, Ran Coble, Joanne Scharer, and Susan Giamportone

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Governance and Coordination of Public Higher Education in All 50 States.

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Executive Summary

The structure of higher education systems in the United States reflects the individuality of each of the 50 states. Each state has its own history and culture in higher education, its own political structure and leadership, and its own geography and demographics — all of which influence higher education governance. Over time, each state has forged its own path toward the common goals of public higher education — teaching, research, and public service. Further, each state is unique in how it chooses to combine or divide authority for the two principal responsibilities of higher education boards — the governance of individual public institutions and the statewide coordination of higher education policy and planning.

Despite these differences, states can learn a great deal from one another and from an examination of other states' systems and structures. With that premise in mind, this report by the North Carolina Center for Public Policy Research (1) describes how each state structures its higher education system and discusses the advantages and disadvantages of each structure; (2) surveys various state statistics relevant to higher education and reports this data (e.g., state population, number of public universities, and size of student enrollment) in conjunction with the type of higher education system found within each state; and (3) discusses the similarities and differences among the central boards in all 50 states.

The first section of the report discusses the three basic ways states structure their higher education sys-

tems. This information provides a comprehensive look at how each state attempts to provide public higher education opportunities to its citizens. As used in this report, the term "state higher education system" encompasses all the various boards, agencies, committees, etc. that *together* provide planning, coordination, and governance for the state's higher education sectors. The name of the system typically reflects the principal function of the central board within that system.

State Higher Education Structures

There are three basic state higher education structures in place throughout the country:

1. Consolidated Governing Board Systems: (24 states)

In these states, all public institutional governance is centralized in either one or two governing boards. There is either one statewide board whose primary duty is to *govern* all public postsecondary institutions in the state, or there are two multi-campus boards that divide the governance of the state's public institutions between the two of them. Statewide *coordination* of higher education policy and planning may be the responsibility of this same consolidated governing board by statute or convention, or it may be the duty of a separate board or agency. Some-

times, a state has no formal board which carries out typical coordinating responsibilities.

2. Coordinating Board Systems — (a) Regulatory and (b) Advisory: (24 states)

In these states, central coordinating boards serve as liaisons between state government and the governing boards of individual institutions. These central coordinating boards have no governance authority. Instead, governance responsibilities are in the hands of institutional boards, three or more multi-campus boards, or a combination of institutional and multi-campus boards.

a. As part of their responsibility to coordinate higher education efforts throughout the state, **regulatory coordinating boards** generally have the authority to approve and eliminate academic programs at public institutions and to exercise some degree of regulatory power over the budgetary process. For instance, some regulatory boards present consolidated budgets, some may reject proposed budgets from individual campuses, and some review and submit individual campus budgets to the governor and the legislature (21 states).

b. **Advisory coordinating boards** have no real power *per se*, though their recommendations may be influential. They have the authority to review proposals to create new academic programs and to review existing programs, but their role is limited to providing advice to the state legislature, governor, or other higher education boards. The same holds true for their ability to influence university budgets (3 states).

3. Planning Agency Systems: (2 states)

In these states, there is no statewide board charged with higher education coordination or governance. There is only a planning agency that facilitates communication among institutions and education sectors and performs a voluntary planning function. Governance is the responsibility of institutional boards on each campus or multi-campus boards.

Why States Change Their Governance Systems

Aims C. McGuinness Jr. of the National Council for Higher Education Management Systems identifies eight recurrent concerns that may lead to reconsideration or restructuring of a state's higher education governance system, as follows: (1) actual or perceived duplication of high-cost graduate and professional programs; (2) conflict between the aspirations of institutions, often under separate governing boards, in

the same geographic area; (3) legislative reaction to lobbying by individual campuses; (4) frustrations with barriers to student transfer; (5) proposals to close, merge, or change the missions of particular colleges or universities; (6) inadequate coordination among institutions offering one- and two-year vocational, technical, occupational, and transfer programs; (7) concerns about an existing state board's effectiveness; and (8) a proposal for a "superboard" to bring all of public higher education under one roof.¹

When concerns such as these are raised and changes are considered, it is natural that the decisionmakers look to other states to find examples of systems and structures that are working well. States initially may be tempted simply to copy higher education models that have worked successfully for another state. McGuinness cautions against this practice, stressing "[One state's] structure may be inappropriate for [another] state's unique needs and underlying political culture."² Instead, he suggests that states undertake a thorough evaluation of how well their existing policies and structures align with the state's agenda and public interest, and he offers the following guidelines:

1. The development of clear goals and objectives should precede reorganization. Reorganization is a means to an end, not an end in itself.
2. States should be explicit about the specific problems that were catalysts for the reorganization proposals.
3. States should ask if reorganization is the only or the most effective means for addressing the problems that have been identified.
4. States should weigh the costs of reorganization against its short- and long-term benefits.
5. States should recognize that a good system considers both state and societal needs, as well as the needs of colleges and universities. McGuinness writes, "States often begin reorganization debates with either of two misconceptions — each of which has an element of truth. One is that the state's needs will be better met if state policy deliberately fosters the autonomy and performance of individual colleges and universities; in other words, the less state involvement the better. Alternatively, others will argue that the sum of institutional needs is not the same as the state's needs. They will argue that institutional needs can only be understood in the context of a public agenda framed in terms of the state's long-range education, social and economic priorities. If each college and university is able to pursue its mission without regard to this broader framework, the result will be unnecessary program duplication. Important statewide concerns such as minority access and achievement or student transfer and articulation between and among institutions will not be addressed. The danger is that debates will be shaped

Higher Education Structures in All 50 States

States with a Consolidated Governing Board Structure (24 States)	States with a Coordinating Board Structure (24 States)		States with a Planning Agency Structure (2 States)
	Regulatory (21)	Advisory (3)	
Alaska ⁺	Alabama	California	Delaware
Arizona	Arkansas	New Mexico	Michigan
Florida ⁺	Colorado	Pennsylvania	
Georgia	Connecticut		
Hawaii	Illinois		
Idaho	Indiana		
Iowa [*]	Kentucky		
Kansas	Louisiana		
Maine [*]	Maryland		
Minnesota ⁺	Massachusetts		
Mississippi [*]	Missouri		
Montana	Nebraska		
Nevada	New Jersey		
New Hampshire ⁺	New York		
North Carolina[*]	Ohio		
North Dakota	Oklahoma		
Oregon	South Carolina		
Rhode Island	Tennessee		
South Dakota [*]	Texas		
Utah	Virginia		
Vermont ⁺	Washington		
West Virginia ^{*+@}			
Wisconsin [*]			
Wyoming ⁺			

* These states have no board with authority of any kind over **both** two- and four-year public higher education institutions. (Note: South Dakota has no two-year public institutions of higher education.)

+ Minnesota, Vermont, and West Virginia each have a consolidated governing board system of governance with two consolidated governing boards that govern a segment of the higher education institutions within their respective state. Florida also has an advisory coordinating board that supplements the work of Florida's State Board of Regents, the state's consolidated governing board. Alaska, Minnesota, New Hampshire, and Wyoming have planning agencies located in the states' consolidated governing board structure that supplement the work of the governing board.

@ In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

by the assumption that one but not the other of these two perspectives must rule: either institutional autonomy is an absolute good and state involvement must be kept at a minimum, or state priorities must rule and institutional autonomy must be constrained by those priorities.”

6. States should distinguish between state coordination (concerned primarily with the state and system perspective) and institutional governance (the direction of individual universities or systems of institutions which takes place within the coordination framework) and avoid trying to solve coordination problems with governance alternatives or vice versa.
7. States should examine the total policy structure and process, including the roles of the governor, executive branch agencies, and the legislature, rather than focus exclusively on the formal postsecondary structure.³

Some of the concerns behind restructuring efforts in the 1990s are not new. They reflect perennial concerns over such issues as institutional autonomy and political power. However, according to McGuinness, some new forces also have been at work during the last decade, including:

1. Changes in state government leadership (governors, legislators, and higher education policymakers);
2. An apparent weakening consensus about the basic purposes of postsecondary education;
3. Growing political involvement in state coordination and governance;
4. An increase in legislative mandates in areas traditionally handled by state postsecondary education boards and institutions;
5. A gap between external and internal definitions of quality and expectations for quality assurance;
6. A trend toward boards dominated by representatives of internal constituencies and a decline in lay membership;
7. The impact of an increasingly market-driven, technology intensive postsecondary education system; and
8. State postsecondary education structures which are ill-equipped to address increasingly important cross-cutting issues, such as transfer and articulation between two- and four-year institutions and collaboration among the elementary, secondary, and post-secondary sectors.⁴

According to McGuinness, “The real issue in reorganization is, in some respects, not higher education at all, but the broader shifts in political and economic power within a state.”⁵

As part of the concern for operating a cost-effective system, many states grant their central boards the power to approve new academic programs or to terminate existing ones. For example, among the many duties performed by the UNC Board of Governors is the duty to approve new programs and to terminate existing academic programs at its 16 constituent four-year institutions. This power over both new and existing programs is found among both consolidated governing boards and regulatory coordinating boards across the country. Advisory coordinating boards and planning agencies may only make recommendations on new or existing programs.

Fiscal powers also are important in governing higher education. As in many states with a consolidated governing board structure, the Board of Governors of the University of North Carolina develops a consolidated budget for all 16 constituent public universities and recommends this budget to the Governor, the Advisory Budget Commission, and the North Carolina General Assembly. The UNC Board also is authorized by statute to allocate certain lump-sum appropriations among the 16 constituent institutions.

In states with a regulatory coordinating board structure, the central board often reviews budgets from each constituent institution and then recommends a consolidated budget to the governor or state legislature. However, in some states with regulatory coordinating boards, the budgets are not consolidated. Instead, the board reviews the individual budgets of the constituent institutions and presents a separate budget recommendation for each institution.

Advisory coordinating boards and planning agencies have no budgetary power beyond their ability to review and make recommendations on the budget requests of various institutions. In these states, the individual institutions or multi-campus systems present their budgets directly to the governor or state legislature. The advisory board or planning agency then will review the budget requests and submit its recommendations concerning the requests to the governor or legislature. In other words, unlike states with a consolidated governing board or regulatory coordinating board structure, the budget requests for all public universities do not come from one central board.

The second section of this report contains a comprehensive examination of state higher education structures, statistics, and statutes, often in a hierarchy or ranking from most to least. While this is not meant to imply any causal relationship between the reported statistics and the type of higher education system selected by any given state, this information provides important context and background concerning the environment in which a higher education system operates. In addition, the tables provide an easy mechanism for identifying the states most similar to each other in terms of the measure being used and the type of higher education system.



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Observations About Governance Structures and Other Factors

Among the observations made in this section are the following:

- Seven of the 10 most populous states have coordinating board structures (five regulatory and two advisory), while 11 of the 12 states having the smallest populations have consolidated governing board structures. However, among the seven most populous states with coordinating board structures, five are in states where governance is dominated by two or more multi-campus governing boards or by a combination of multi-campus governing boards and institutional governing boards, thus making their governance structure similar to that of the University of North Carolina. North Carolina, a state with a consolidated governing board, has the 11th largest population among the states.
- Thirty-five states have a central board responsible for coordinating statewide higher education policy and

planning for all public postsecondary institutions, and another eight states have a central board with limited planning and administrative duties for all public postsecondary colleges and universities. Only seven states — including North Carolina — have no central board or agency charged with planning or coordinating higher education policy and planning for both the two-year and four-year public colleges and universities.

- Among the 10 largest higher education systems in the country, as measured by the total number of four-year and two-year public and private higher education institutions, North Carolina has the highest percentage of *public* institutions, 60.7%.
- California has the largest higher education total student enrollment in the United States at 1,900,099 and the largest *public* higher education enrollment at 1,625,021. North Carolina's higher education system has the 10th largest total student enrollment at 372,993 students. It is also among the top 10 states in terms of student enrollment in *public* higher

education institutions, ranking ninth with 302,939 students.

□ Nine of the top 10 states in terms of public higher education enrollment — including North Carolina — also appear in the top ten in terms of state funding for higher education operating expenses (i.e., state tax funds appropriated for higher education institutions, student aid, and governing and coordinating boards). North Carolina ranks sixth in the nation in total state funding for higher education with appropriations of more than \$2 billion per year.

□ The average cost of tuition and fees for state residents at four-year public higher education institutions is lowest in Nevada (\$1,884) and North Carolina (\$1,895).⁶

□ California has the highest average salary for full-time faculty members at public universities at \$76,814. The average salary for full-time faculty at North Carolina's four-year public universities is \$64,304, ninth highest in the nation.⁷

□ Only in 14 states — California, Florida, Iowa, Kentucky, Maine, Maryland, Minnesota, New York, Oklahoma, Oregon, Tennessee, Vermont, Washington, and West Virginia — is the percentage of minorities enrolled in four-year public institutions larger than the percentage of minorities in the population as a whole.

□ Alabama has the largest number of historically black colleges and universities with 13, two of which are four-year public institutions and four of which are two-year public institutions. There are 11 historically black colleges and universities in North Carolina, five of which are public higher education institutions and part of the University of North Carolina system.

□ The Board of Governors of the University of North Carolina is the largest central state-level governing board in the country. The UNC Board has 32 voting members and one non-voting student member, while most of the boards examined have a total of 10–14 members. Of those central boards, the nearest in size to the UNC board is the 27-member Board of Trustees of the University System of New Hampshire.

□ Members of central higher education boards most commonly are appointed by state governors (43 boards), either with or without approval of the state senate. Alternatively, in five states, the governor or another public official appoints a portion of the board with the state legislature electing the remaining board members. Only in North Carolina and New York is the entire membership of the central, state-level board elected by the legislature. Two other states are unusual in that they have chosen *election by the public* of the members of their central higher education boards.

□ The state statutes of 37 higher education boards specifically define the composition of their central higher education boards, mandating representation according to such factors as age, gender, geographic representation, political party affiliation, race/ethnicity, or other criteria. Of those 37 boards in 35 states, 20 have coordinating board structures (19 regulatory, one advisory), and 17 have consolidated governing board structures. For example, in North Carolina, at least two of the 16 members of the UNC Board of Governors elected every two years must be women, at least two must be minorities, and at least two members must be from the largest minority political party in the N.C. General Assembly.

□ Members of the central higher education boards in the vast majority of states serve four- or six-year staggered terms with members being limited to the number of terms they may serve. Across the country, terms range between three years (Delaware and Rhode Island) and 12 years (Mississippi). Members of the Board of Governors of the University of North Carolina serve four-year terms of office and can serve no more than three full four-year terms in succession.

□ Forty-three boards have master planning duties in setting long-term goals for higher education — 20 consolidated governing boards, 20 regulatory coordinating boards, two advisory coordinating boards, and one planning agency. Centralized master planning for higher education systems appears to be a primary reason states create higher education boards or agencies.

□ The Utah Board of Regents and the UNC Board of Governors — both consolidated governing boards — have a similar relationship to their local campus boards of trustees in terms of delegation of powers. In both states, each senior public institution has its own board of trustees whose principal powers are delegated by the central state-level board. Only in North Carolina and Utah is this delegation of duties to local boards specifically listed among the responsibilities of the central governing board, and these are the only two states where the amount of power given to campus boards is left to the sole discretion of the central board.

□ Among the 50 states, Wisconsin's overall structure of higher education is most similar to the structure adopted in North Carolina. Both have a consolidated governing board with authority over the four-year public institutions and another consolidated governing board that oversees the technical and community colleges. However, unlike Wisconsin, North Carolina has local campus boards of trustees. Student enrollment in each state's public universities is comparable, and each state has approximately the same

number of four-year public universities (Wisconsin has 13 and North Carolina has 16). In addition, both are among the small group of states with no central board or planning agency that oversees both the state's public two-year and four-year institutions.

Unique Features in Higher Education Governance

Ultimately, the most important factors influencing the structure of each state's higher education system are those that are unique to each state: its political and higher education culture, constitution, history, population, geography, economic development, and other factors. Unique constitutional provisions can be found in Michigan, North Dakota, and North Carolina. For example, Michigan, with a long history of guarding institutional autonomy embedded in its constitution, is one of only two states with a planning agency structure, electing to keep governing duties in the hands of each individual campus. North Dakota's constitution spells out the name, location,

and mission of eight higher education institutions that the state must maintain, including a school of forestry at Bottineau. In 1998, North Dakota citizens voted on whether to remove references to specific institutions in a referendum amending the 1889 constitutional provision. The referendum did not pass. And, in North Carolina, the constitution mandates that "The General Assembly shall provide that the benefits of the University of North Carolina and other public institutions of higher education, as far as practicable, be extended to the people of the State free of expense,"⁸ which explains why the average tuition for state residents is consistently among the lowest in the nation.

The sheer size of the population of New York City probably has led to the higher education governance system chosen by the New York legislature, with the City University of New York (CUNY) governing all institutions within the five boroughs of New York City, and the State University of New York (SUNY) governing all other postsecondary institutions within the state. West Virginia, one of 19 southern states that once operated two separate educational systems — one for black students and one for white students — continues to operate a dual



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governance system (now completely integrated), with each system governed by its own consolidated governing board⁹ (currently, the historically black West Virginia State College has a student body that is approximately 13% black).¹⁰ California, the state with both the largest number of students enrolled in its public colleges and universities and the largest number of public institutions, has created a three-tiered system of governance — one for the nine research institutions, one for the state university's 22 campuses, and one for the two-year junior colleges. Other examples of how geography, economics, and culture can affect university governance can be found in the unique charges to the Iowa State Board of Regents to use degradable foam packing material manufactured from grains and starches and to the Board of Regents for the University of Wisconsin System to study the reintroduction of elk into the northern part of the state.

While some higher education concerns are unique to a particular state, some problems and issues face all states. One goal of this report is to help each state identify other states similarly situated to themselves in order to foster dialogue across state boundaries. Richard T. Ingram, president of the Association of Governing Boards of Universities and Colleges in Washington D.C., observes, "Higher education programs will be at the center of [federal budget] debates. . . Higher education also will be a critical item on the agenda of most state governors and legislators over the next several years. While the recovery of the economy will relieve some of the budgetary pressure most public colleges and universities have felt through the early 1990s, the ample concerns of these institutions will ensure that funding and productivity in higher education will remain hot topics." In addition, in the 21st century, emerging technology and distance education options are transforming higher education. In this environment, it is important that policymakers, higher education administrators, the media, and the public understand the choices that the 50 states have made in governing and coordinating institutions of higher education.

Trends in Governance, Accountability Measures, and Finances

Between 1950 and 1970, 47 states established either coordinating or governing boards for public higher education.¹¹ In the last few years, another wave of changes in governance has begun. In 1999, Kansas legislators centralized their governance structure and created a new Board of Regents to coordinate both public and private higher education and to govern all six public universities, 19 community colleges (though local governing boards are retained for the community colleges), five technical colleges, six technical schools, and a municipal university. Louisiana voters amended their consti-

tution in 1998 to create a new 17-member board to oversee a system of 50 community colleges and trade schools. By contrast, Illinois decentralized and abolished its Board of Governors and Board of Regents in 1995 and gave seven universities their own governing boards. In 2000, West Virginia abolished its State College System Board of Directors and the University System Board of Trustees, giving each institution its own governing board, but the legislature also created a new Higher Education Policy Commission. The South Carolina General Assembly changed the composition of its Commission on Higher Education by requiring that some of its 14 members come from public university boards of trustees. Six other states have made changes over the last decade — Kentucky, Maryland, Massachusetts, Nebraska, New Jersey, and Texas — and Colorado, Florida, Hawaii, and Tennessee also are contemplating changes to their governance systems.

At the same time, there is a new drive toward accountability in higher education. Governors have started demanding more accountability from public colleges and universities, and state legislators are linking additional money in higher education to "important state goals," says Earl S. Mackey, vice chancellor for external relations of the Ohio Board of Regents. The lawmakers want assurances that colleges will be accountable to the public, he says. About 5 percent of the Ohio system's budget is used to reward institutions for keeping tuition low, obtaining outside support for economically important research, and producing skilled graduates in a timely manner.¹²

At least 10 other states have implemented new accountability measures. Some states — such as Kansas, New Jersey, and New Mexico — began linking only a small share of their higher education appropriations to performance. Others, such as Colorado's Commission on Higher Education, will base at least 75 percent of its annual recommendations for *new* money for colleges on institutions' performance on such factors as graduation rates, class sizes, and faculty productivity.¹³ South Carolina's Commission on Higher Education is in the process of implementing a system to distribute 100 percent of its money based on 37 performance indicators in nine areas, including instructional quality, quality of faculty, administrative efficiency, graduates' achievements, and institutional cooperation and collaboration.¹⁴ Arkansas, California, Hawaii, Louisiana, and Virginia also have implemented new accountability measures.

The drive toward accountability also showed up in a poll of 35 governors by the Education Commission of the States. "All of the governors believed colleges should be more accountable for meeting local, state, and regional needs, and nearly all thought that it was important for states to link spending on colleges to the institutions' performance; to put more emphasis on faculty productivity; to give students incentives to pursue particular careers; and to reorganize the sectors of education into a seamless system covering kindergarten

through the first two years of college.”¹⁵ The good news for public higher education is that only elementary and secondary education were given a higher priority than higher education when governors were asked where more state money should go. The priorities of governors are verified by recent figures compiled by the National Conference of State Legislatures, which show public elementary and secondary education was the only sector that outpaced higher education in the growth of its state support in fiscal year 2000. Higher education’s slice of state budget pies — its share of aggregate general fund appropriations — dropped from 13.7 percent in fiscal year 1986 to 12.3 percent in fiscal 1996.¹⁶ However, in subsequent years, most legislatures appropriated funds to public colleges and universities at a rate significantly ahead of inflation rates.¹⁷ In fiscal year 2000, nine states included double-digit percentage increases for higher education — Florida, Maine, Maryland, Mississippi, Montana, Nebraska, South Carolina, Texas, and Virginia.¹⁸

This cause for optimism among state higher education officials is tempered, however, by the predictions of the late Harold A. Hovey, who served as president of State Policy Research and as the top budget officer in Illinois and Ohio. Hovey estimates that 40 states will have deficits by 2008 if current economic assumptions hold. Hovey describes higher education as “a balance wheel in state finance,” which means it receives higher-than-average appropriations when times are good (as in the late 1990s) and lower-than-average appropriations when times are bad (as in the late 1980s and early 1990s). Consequently, if predictions of state deficits come to pass, the outlook for higher education is not very good, says Hovey.¹⁹

This report is the second report in a four-part series by the North Carolina Center for Public Policy Research that examines key issues in the governance of higher education. The first report, *Reorganizing Higher Education in North Carolina: What History Tells Us About Our Future*, is a historical review of the N.C. General Assembly’s decision in 1971 to restructure North Carolina’s public university system. That report was released in June 1999. The third report will analyze the powers of the UNC Board of Governors and the system of election of the Board by the North Carolina legislature compared to the process of selection used by other states. The fourth report will examine how well the University of North Carolina governance system has fulfilled its multiple missions under the guidance of the UNC Board of Governors since its establishment in 1972.

This report does not make recommendations nor does it draw causal inferences. Rather, the information presented is intended to highlight various facts, statistics, and statutes relevant to higher education across the country in order to provide a broad perspective and basis of comparison. We hope it serves as a resource for policymakers, people in higher education, the media, and the public for years to come.

Footnotes

¹ Aims C. McGuinness Jr., “Essay,” *1997 Postsecondary Education Structures Sourcebook: State Coordinating and Governing Boards*, Education Commission of the States, Denver, CO: 1997, pp. 31–33.

² *Ibid.* at p. 33.

³ *Ibid.* at pp. 38–40.

⁴ *Ibid.* at pp. 34–39.

⁵ Aims McGuinness Jr., as quoted by Barbara Solow in *Reorganizing Higher Education Governance: What History Tells Us About Our Future*, North Carolina Center for Public Policy Research, Raleigh, NC: 1999, p. 3.

⁶ In February 2000, the University of North Carolina Board of Governors approved tuition increases at five of the system’s 16 universities. Likewise, in March 2000, they approved fee increases at these same schools. Thus, while North Carolina’s average cost of tuition and fees will increase, its ranking will still be one of the lowest in the country.

⁷ In 1999, the University of North Carolina Board of Governors, at the request of the N.C. General Assembly, commissioned a private consultant to study faculty salaries. The consultant, MGT Inc., compared average salaries and benefits on UNC campuses for four professorial ranks, from instructors to full professors, with their respective peer institutions across the country. Using public universities as the comparison, the study concluded that UNC system schools need an extra \$28.3 million each year to raise average salaries into the top 20 percent range. But comparing UNC schools with both their public and private peer institutions added an additional \$13.8 million to the figure.

⁸ Constitution of North Carolina, Article IX, Section 9.

⁹ In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

¹⁰ *Miles To Go: A Report on Black Students and Postsecondary Education in the South*, Southern Education Foundation, Atlanta, GA: 1998, p. 23.

¹¹ Education Commission of the States, *1997 State Postsecondary Education Structures Handbook*, Denver, CO: Education Commission of the States, 1997, p. 20.

¹² As quoted in Peter Schmidt, “States Make Healthy Increases in Spending on Higher Education,” *The Chronicle of Higher Education*, Washington, DC: June 25, 1999, p. A39.

¹³ Sara Hebel, “A New Governor’s Approach Rankles Colleges in Colorado,” *The Chronicle of Higher Education*, Washington, DC: October 29, 1999, p. A44.

¹⁴ Peter Schmidt, “Rancor and Confusion Greet a Change in South

Carolina's Budgeting System," *The Chronicle of Higher Education*, Washington, DC: April 4, 1997, p. A26.

¹⁵ Peter Schmidt, "Governors Want Fundamental Changes in Colleges, Question Place of Tenure," *The Chronicle of Higher Education*, Washington, DC: June 19, 1998, p. A38.

¹⁶ Peter Schmidt, "More Money for Public Higher Education," *The Chronicle of Higher Education*, Washington, DC: June 12, 1998, p. A30.

¹⁷ Schmidt, note 12 above, p. A39.

¹⁸ "State Budget Actions 1999," National Conference of State Legislatures, Denver, CO: March 2000, pp. 22-23.

¹⁹ "What's Ahead for Higher Ed?," *State Policy Reports*, Vol. 17, Issue 6 (September 1999), Denver, CO, p. 22. State Policy Research prepared *State Spending for Higher Education in the Next Decade: The Battle to Sustain Current Support* for the National Center for Public Policy and Higher Education in San Jose, California.

PART I

Higher Education Systems

CHAPTER 1

Introduction

"There is no standard model of organization, no gold standard of performance. Institutions are large and small, residential and nonresidential, religious and nonreligious, public and private, two-year and four-year, rural and urban, liberal arts and vocational, single sex and coeducational, open access and selective. All these dimensions interact in an almost bewildering array unmatched in any other nation. The range of options boggles the mind."

— Clark Kerr and Marian L. Gade

*The Guardians: Boards of Trustees of American Colleges and Universities:
What They Do and How Well They Do It'*

Higher education in the United States includes a complicated, diverse set of institutions. Within each state, the mix of different institutions together forms its higher education system, a system for which the state government is ultimately responsible. Moreover, as Stanley O. Ikenberry, President of the American Council on Education, observes, "[T]he higher education enterprise is complex and fundamentally different from most other functions of state government."² Nevertheless, states must choose a method by which to organize their higher education systems.

States typically have at least two basic goals in mind when organizing their systems: (1) the governance of their public colleges, universities, and sometimes their community colleges, and (2) the statewide coordination of higher education policy and planning.³ It is important to stress the difference between governance and coordination. Because public universities and colleges in a state are supported with state tax dollars (and federal funds

appropriated to the state), state governments may choose the manner in which these institutions are governed. They may also choose the particular governance mechanism: one consolidated governing board for all public institutions, one governing board for two-year public institutions and another for four-year institutions, institutional governing boards at each local campus, or some combination of these basic governing models. Whatever the mechanism, these boards are responsible for the actual governance of their constituent institutions. Typically, their duties include institutional fiscal management, oversight of personnel decisions for both administrators and faculty, academic program management, and other policy and management functions.

Aside from the governance of higher education institutions, states also are concerned with establishing priorities and goals for higher education within their respective states. Successful planning and implementation of these goals is only possible when all of the state's public institutions are aware of these priorities and work together to achieve these goals. Coordinating higher education within a state includes creating a long-range master plan, assessing system performance, creating an environment for articulation and coordination between institutions, disbursing information to all institutions, and becoming involved to some degree with academic program assessment and budget development.

This process of coordination is never easy and can be made even more difficult when certain factors are at work, such as: (1) a large and diverse population; (2) a

"[T]he higher education enterprise is complex and fundamentally different from most other functions of state government."

— STANLEY O. IKENBERRY,
PRESIDENT OF THE AMERICAN COUNCIL ON EDUCATION

vast geographic area; or (3) a deeply-rooted perception of prestige or funding rivalries among state institutions. Depending on the factors at play in a state, legislators and educational leaders choose a method by which the many components of the state's higher education system will be coordinated. A state may choose to have one board that both governs its institutions and coordinates its higher education system. Alternatively, it may elect to create a regulatory, advisory, or planning board or agency that is responsible for some aspects of coordination. If a state creates a coordinating board, the board(s) charged with governing authority typically are required by statute to cooperate and work with this central coordinating board — by providing statistical information or having representatives serve on the central board, for example. However, under such a system, the public institutions are not governed by the coordinating board.

In sum, a state's overall "higher education system" is that state's particular combination of (1) its public institutional governance mechanisms and (2) its method of statewide coordination for all higher education policy and planning. Moreover, the structure of each state's higher education system is unique. Despite the common ends of governance and coordination, the means by which states choose to achieve these ends vary widely. A state may choose to focus more on the institutional governance aspect of its structure than on the statewide coordination aspect, or vice versa. One board may be vested with both governance and coordination responsibilities. Alternatively, there may be no official coordinating body at all, or there may be two or more statewide boards having separate or overlapping planning, coordinating, and governing responsibilities. A state's political, social, and economic histories also play a large role in the choice and development of its higher education structure.⁴ Further, even if two states appear to have similarly structured systems, how those systems function is influenced by a multitude of factors unique to each state, such as the number of higher education institutions within the state, the percentage of students enrolled in the public versus the private institutions within the state, the demographics of the student population, the types of institutions within the state, and so on.

Given this often-confusing array of higher education systems, boards,⁵ and terminologies, categorizing higher education structures for purposes of comparison can be challenging. In his 1984 report, *Conflict in Higher Education: State Government Coordination Versus Institutional Independence*, John D. Millet compares higher education governance structures in 25 states⁶ and outlines the history of comparison efforts over the years. Millet, a long-time participant in and observer of higher education in the United States, begins by noting that before World War II, higher education systems were fairly uncomplicated and generally small enough that leaders of state universities could effectively negotiate directly with state budget officers and legislative committee chairs concerning educational programs and appropriation

[Glenny] thought governing boards were more effective in negotiating a budget with their respective state legislatures, while coordinating boards did a better job at preserving institutional autonomy.

needs. Following the war, as society changed and higher education enrollments rose dramatically, state governments began to create multiple universities, colleges, and professional schools, thus expanding the complexity of their higher education systems. Increasingly, states experienced the need to establish a comprehensive, statewide higher education organizational structure. In the ensuing years, many studies compared these structures, their responsibilities, their effectiveness, and their advantages and disadvantages. Millet highlights the following studies:

1. A 1959 study by Lyman A. Glenny listed four major functions of central agencies — statewide planning for higher education, academic programming, fiscal management and budgetary needs, and assessing the need for capital improvements. This study did not find any particular system superior in design to any other and concluded that the two main systems at the time — a central governing board system versus a coordinating board system — both had their strengths and weaknesses. Glenny found that coordinating boards sometimes suffered from strained relations with individual institutions, while consolidated governing boards often struggled to keep their duties as a governing board for an individual institution distinct from their duties as a coordinating body for a group of institutions. He said both were "equally inadequate" in their long-range planning capabilities. On the other hand, he thought that governing boards were more effective in negotiating a budget with their respective state legislatures, while coordinating boards did a better job at preserving institutional autonomy.⁷
2. A 1971 American Council on Education study, authored by Professor Robert O. Berdahl of the State University of New York at Buffalo and subsequently the University of Maryland, identified the advisory board, the regulatory board, and the consolidated governing board as the three primary systems established by states to shoulder higher education coordinating responsibilities. For those states without a board with coordination responsibilities, Berdahl said the burden of coordination rested with the governor and legislature. The primary purpose of his report was to help improve relationships between individual institutions and their coordinating board.⁸

3. The ambitious Carnegie Commission and Carnegie Foundation studies and reports of the 1960s, '70s, and '80s examined a variety of higher education issues. The Commission's 1967 report looked at both governance and coordination and found that states have several choices when it comes to how to govern their public institutions and how to coordinate their higher education system. As far as governing responsibilities are concerned, the Carnegie reports found that (1) governance can be left in the hands of each individual institution, (2) institutions can be grouped according to educational missions and governed by a common governing board, or (3) all institutions within the state can be governed by a single board. For coordinating higher education, a state could choose to (1) create a consolidated governing board whose functions would include coordination, (2) establish an advisory council, (3) create a regulatory agency, or (4) not have a body responsible for coordination.⁹
4. A 1976 study by Richard M. Millard classified state boards into three principal categories with extensive subclassifications. Millard used the terms "governing boards," "coordinating boards," and "nonstatutory boards" (his term for having planning functions only) to classify the structures.¹⁰
5. A 1977 report by the Sloan Commission¹¹ focused on federal regulation of institutions. In Millet's opinion, when the commission turned its attention to discussing state governments, "the concerns expressed and the recommendations offered added little to the understanding of the subject or to the ongoing discussion of the problems involved."¹²
6. The 1973 and 1980 reports of the Education Commission of the States, a group established by interstate compact in 1965, provided a forum for state governors and legislators to discuss educational concerns and bring state governments together in an effort to counter the increasing role of the federal government in education.¹³

... As far as governing responsibilities are concerned, the Carnegie reports found that (1) governance can be left in the hands of each individual institution, (2) institutions can be grouped according to educational missions and governed by a common governing board, or (3) all institutions within the state can be governed by a single board.

The Commission's 1973 task force was chaired by then-North Carolina Governor Robert W. Scott, former chairman of the Southern Regional Education Board and the initiator of the 1971 restructuring of North Carolina's higher education system.¹⁴ Concluding that there was no "best formula" for state-level planning, program review, or budget review, the task force did say, however, that planning and its effective implementation, in tune with the changing needs of society, were the keys to effective governance and coordination.¹⁵

The Commission's 1980 report again noted the diversity of state higher education structures and employed a classification scheme which divided structures into two broad categories, consolidated governing boards and coordinating boards. The report observed that smaller states tended to have consolidated governing boards, while



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larger states with more complex systems tended to have coordinating boards.

In *Conflict in Higher Education*, Millet bases his classifications on Berdahl's classification scheme (advisory boards, regulatory boards, and consolidated governing boards)¹⁶ and arrives at the following classifications: (1) statewide governing boards; (2) coordinating boards having the power to plan higher education policy, approve new academic programs, and review budgets and make recommendations; and (3) advisory boards having one or two of the powers of coordinating boards, but not all three.¹⁷ Millet concludes, "State governments will increasingly recognize the need for effective coordination of higher education, whatever the organizational arrangement they may adopt to this end." He continues, "Public institutions of higher education will gradually come to recognize and accept the proposition that university governance must be reconciled with state government concerns about higher education."¹⁸

Since the publication of Millet's often-cited 1982 study, many other reports have examined issues of higher education governance and coordination, compared structures, and employed many different classification systems. For example, in their 1989 work, *The Guardians: Boards of Trustees of American Colleges and Universities: What They Do and How Well They Do It*, Clark Kerr and Marian L. Gade used a three-part categorization to compare public governing boards. Under the Kerr-Gade approach, there are: (1) consolidated governance systems, where a single board either governs all public two- and four-year institutions or governs all four-year institutions with responsibility for two-year institutions vested elsewhere; (2) segmental systems, in which separate boards govern different types of institutions (sometimes including vocational-technical institutes, adult education centers, etc.); and (3) institutional systems, where campus-level boards may have full authority over a single campus with complete or near complete autonomy.¹⁹

This classification scheme has proven an extremely useful method for categorizing public governing boards. However, it fails to address the role of statewide coordination of higher education. It is this acknowledgment of the twin goals of state governments in organizing their



The Education Commission of the States' 1973 task force was chaired by then-North Carolina Governor Robert W. Scott, former chairman of the Southern Regional Education Board and the initiator of the 1971 restructuring of North Carolina's higher education system.

higher education systems — governance of public institutions and coordination of higher education planning and policy — that makes the classifications adopted by the Education Commission of the States in the *State Postsecondary Education Structures Sourcebook* series better suited to comparisons of state "higher education systems."²⁰ Rather than speaking of particular governing or coordinating boards, the *Sourcebook* speaks in terms of state structures for governance and coordination. The names of these systems generally reflect the type of board that operates at the state level within a state's overall higher education structure. The following *Sourcebook*-based models and vocabulary are used throughout this report:

1. Consolidated Governing Board Systems: (24 states)

In these states, all public institutional governance is centralized in either one or two governing boards. There is either one statewide board whose primary duty is to *govern* all public post-secondary institutions in the state, or there are two multi-campus boards that divide the governance of the state's public institutions between the two of them. Statewide *coordination* of higher education policy and planning may be the responsibility of this same consolidated governing board by statute or conven-

tion, or it may be the duty of a separate board or agency. Sometimes, a state has no formal board which carries out typical coordinating responsibilities.

2. Coordinating Board Systems — (a) Regulatory and (b) Advisory: (24 states)

In these states, central coordinating boards serve as liaisons between state government and the governing boards of the individual institutions. These central coordinating boards have no governance authority. Instead, governance responsibilities are in the hands of institutional boards, three or more multi-campus or segmental boards, or a combination of institutional and multi-campus boards.

a. As part of their responsibility to coordinate higher education efforts throughout the state, **regulatory coordinating boards** generally have the authority to approve and eliminate academic programs at public institutions and to exercise some degree of regulatory power over the budgetary process. For instance, some regulatory boards present consolidated budgets, some may reject proposed budgets from individual campuses, and some review and submit individual campus budgets to the governor or the legislature. (21 states)

b. **Advisory coordinating boards** have no real power per se, though their recommendations may be influential. They have the authority to review proposals to create new academic programs and to review existing programs, but their role is limited to providing advice to the state legislature, governor, or other higher education boards. The same holds true for their ability to influence university budgets. (3 states)

3. Planning Agency Systems: (2 states)

In these states, there is no statewide board charged with higher education coordination or governance. There is only a planning agency that facilitates communication among institutions and education sectors and performs a voluntary planning function. Governance is the responsibility of institutional boards or multi-campus boards.

Each higher education system — consolidated governing board, coordinating board, and planning agency — has certain advantages and disadvantages. The following chapters will discuss the basic characteristics of each system and attempt to identify the most common circumstances under which each characteristic could be considered an advantage or disadvantage.

Footnotes

¹ Clark Kerr and Marian L. Gade, *The Guardians: Boards of Trustees of American Colleges and Universities: What They Do and How Well They Do It*, Association of Governing Boards of Universities and Colleges, Washington, DC: 1989, p. 7.

² Stanley O. Ikenberry, "Introduction," *Bridging the Gap Between State Government and Public Higher Education*, Association of Governing Boards of Universities and Colleges, Washington, DC: 1998, p. vii.

³ Aims C. McGuinness Jr., "Essay," *1997 State Postsecondary Education Structures Sourcebook: State Coordinating and Governing Boards*, Education Commission of the States, Denver, CO: 1997, pp. 2–4.

⁴ See McGuinness, note 3 above, pp. 10, 18–19, and 20–30. For

*From "Colorado Higher Education 2000," a report from the
Colorado Commission on Higher Education:*

*"Reminiscent of Oxford and Cambridge 800 centuries ago, much of
higher education still models the traditional delivery paradigm:
a professor imparting knowledge to students in a didactic lecture."*

Some traditions go way back.

—"MARGINALIA"

THE CHRONICLE OF HIGHER EDUCATION, FEBRUARY 4, 2000

example, the amount of power a state's governor wields may influence the degree to which the governor and the legislature are involved in the budgets and fiscal management of higher education. Thus, states with historically powerful governors may choose a structure that keeps the executive and legislative branches very involved in budget matters, while states whose governors have relatively limited powers may design systems where budgetary responsibilities are delegated to the education governance boards. *Ibid.* at p. 18. See also Thad L. Beyle, "The Formal Powers of the Governor in North Carolina: Very Weak Compared to Other States," *North Carolina Focus: An Anthology on State Government, Politics, and Policy*, North Carolina Center for Public Policy Research, Raleigh, NC: 1996, pp. 267-275.

⁵ For convenience, the term "board" will be used generically throughout this report to include all terms for governing, coordinating and planning bodies, including "council," "commission," "agency," *et al.*

⁶ John D. Millet, *Conflict in Higher Education: State Government Coordination Versus Institutional Independence*, Jossey-Bass Publishers, San Francisco, CA: 1984. The 25 states in Millet's report are: Alabama, California, Colorado, Connecticut, Delaware, Florida, Georgia, Illinois, Indiana, Kansas, Maine, Massachusetts, Minnesota, Mississippi, Missouri, Montana, New Hampshire, New

Jersey, New York, Ohio, Pennsylvania, South Dakota, Texas, Washington, and West Virginia.

⁷ *Ibid.* at pp. 35-37.

⁸ *Ibid.* at p. 38.

⁹ *Ibid.* at p. 52.

¹⁰ *Ibid.* at p. 22.

¹¹ The Sloan Commission was a panel of 22 members, including chairman Louis Cabot of the Brookings Institution, two former members of the Carnegie Council on Policy Studies in Higher Education, and five administrators of higher education institutions and agencies.

¹² See Millet, note 6 above, p. 61.

¹³ *Ibid.*

¹⁴ For an in-depth account of the 1971 reorganization of higher education governance in North Carolina, see Barbara Solow, *Reorganizing Higher Education in North Carolina: What History Tells Us About Our Future*, North Carolina Center for Public Policy Research, Raleigh, NC: 1999.

¹⁵ See Millet, note 6 above, pp. 60-61.

¹⁶ *Ibid.* at p. 23.

¹⁷ *Ibid.*

¹⁸ *Ibid.* at p. 264.

¹⁹ See Kerr and Gade, note 1 above, p. 116.

²⁰ See McGuinness, note 3 above.

CHAPTER 2

Consolidated Governing Board Systems

1. Organization

States with a consolidated governing board system have either one or two boards whose primary functions, responsibilities, and duties relate to the actual control or governance of their constituent institutions.¹ Typically, these boards are responsible for the governance of all public postsecondary education in the state. Eleven states place all of their public postsecondary institutions under the jurisdiction of a single board; ten divide the governing responsibilities between one board that governs four-year institutions and one that governs two-year institutions; and three have a segmented system where research universities are governed by one board and all other four-year and two-year institutions are governed by another board (see Table 1).

States with consolidated governing board systems place considerable power and responsibility with their central boards. Typical among their functions are: (1) directly advocating on behalf of their constituent institutions to the governor and the legislature; (2) appointing, fixing the compensation of, and removing the chief executives of the system and the constituent institutions; (3) appointing, fixing the compensation of, granting tenure, and removing other institutional officers and faculty; (4) acting as a corporate body [i.e., incorporating under the laws of the state, typically having perpetual existence, adopting a corporate seal, owning property in its name, etc.]; (5) developing policy and setting higher education priorities for the institutions under their control; (6) set-

ting tuition and fees at constituent institutions or establishing the policies by which they are set; and (7) prioritizing institutional budget requests and disbursing lump sum allocations from the legislature among constituent institutions.²

In a consolidated governing board system, the central board(s) may or may not be responsible for coordination and planning of higher education within the state. Six states have both a consolidated governing board and a coordinating advisory board or planning agency whose primary responsibilities include the collection and disbursement of information between institutions of higher learning and the review and establishment of statewide higher educational needs and priorities. New Hampshire is typical of this sort of arrangement. The Board of Trustees of the University System of New Hampshire governs the four-year public institutions, the State Board of Vocational-Technical Education oversees the regional technical colleges, and the Postsecondary Education Commission has limited planning authority over all postsecondary education, including licensing authority for both public and private institutions.³

Ten states with a consolidated governing board structure elect to separate the organization of their two-year and four-year public institutions. In these states, the four-year institutions are governed by one board while the community colleges are governed by another board.⁴ However, it is important to keep in mind that all governing boards are not created equal, even when they are within the same educational system.

For example, in North Carolina, the Board of Governors of the University of North Carolina governs the 16 public universities within the state, and the State Board of Community Colleges governs the 59 two-year colleges. However, H. Martin Lancaster, President of the North Carolina Community College System, is quick to point out that the long arm of the UNC Board of Governors has a much farther reach over its respective institutions than that of the State Board of Community Colleges. Lancaster writes, “[Whereas the Board of Governors of the University of North Carolina] is truly a governing board with significantly centralized powers in the office of the president of the University and General Administration . . . the Community College System is very decentralized with almost all governing authority reposed in the local Board of Trustees.” He notes some of the more important distinctions between these systems, saying, “[The president of the UNC System] has authority to hire and fire chancellors; I do not. Boards of Trustees [of the community college system] choose their presidents with little input from the State Board and the State President. The Board of Governors receives a lump sum appropriation with little categorical funding and distributes those funds to the constituent campuses of the university with broad discretion. Funds are allocated to the various community colleges on a formula basis with almost no discretion in the State Board and unlimited discretion in the local president and board in how those funds will be used once they arrive on the campus. . . [And the] State Board has no involvement in choosing the local boards as opposed to the authority of the Board of Governors to choose trustees for the individual universities.”⁵

Three states with the consolidated governing board framework — Minnesota, Vermont, and West Virginia — have two separate and independent systems within their state, with each system governed by its own board. In these states, one “sub-system” is identified as the more senior system, with at least one of the institutions being a research university. The second “sub-system” in these states is composed of all remaining postsecondary institutions within the state and is under the auspices of a separate board. Of the three, Minnesota has the largest higher education system, with one board governing four public senior institutions and another board governing the seven state colleges and all of the state’s technical and community colleges. Coordination of the public higher education system in Minnesota is the responsibility of a central planning agency with limited authority over all institutions within both systems.

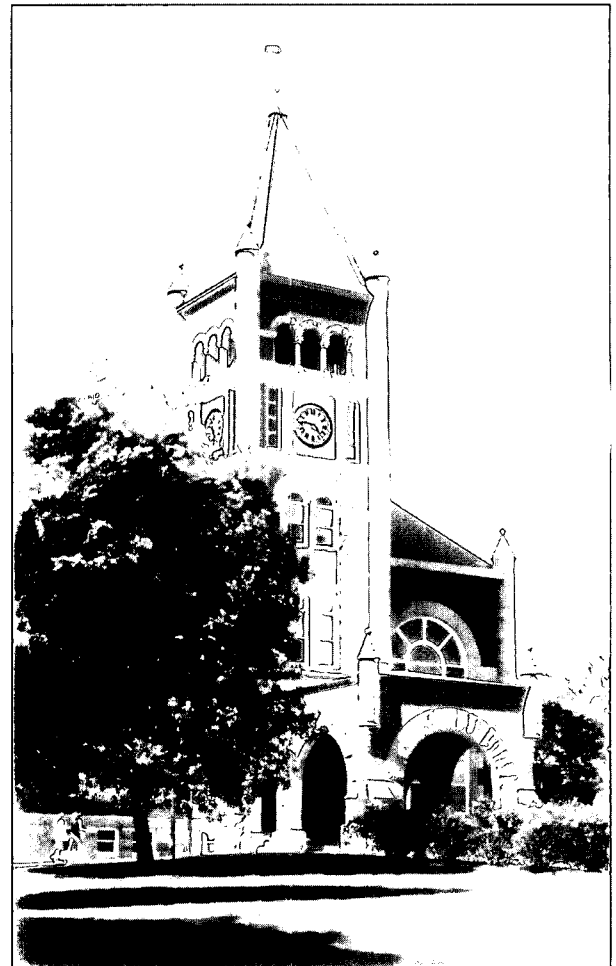
Vermont and West Virginia have smaller higher education systems and unique governing structures. Vermont has only one state university, three senior colleges, one technical college, and one community college. The university is governed by an institutional governing board, and the remaining institutions are governed by a second board. There also is a voluntary body that acts as a liaison between all of Vermont’s institutions, both public and

private, providing a forum for unofficial planning and distribution of information.⁶ While this system is technically a consolidated governing board system with two boards that govern all public institutions, the limited size of Vermont’s higher education system renders any discussion about consolidated governing board status less relevant to the actual dynamics at work within the state.

West Virginia, like Minnesota, has one board that governs its most senior institutions and another board that governs the remaining two-year and four-year institutions within the state.⁷ However, West Virginia does not have any central agency responsible for coordinating the higher education system in the state or creating a long-range master plan. Linkage between the two systems is through a central staff that functions as the administrative structure for both systems.

“It wasn’t cost effective to have separate staff or to have a dual administrative structure,” says Kathy Bissonette, Director of Institutional Analysis and Planning at West Virginia University. Even so, Bissonette believes there is a real advantage to having a segmented system. “[There are a] variety of public institutions of higher education in West Virginia . . . [It is] difficult for

Thompson Hall at the University of New Hampshire



Douglas Prince

Table 1.

States With A Consolidated Governing Board System¹

States with One Governing Board for All Two-Year and Four-Year Public Institutions

1. Board of Regents of the University of **Alaska**²
2. Board of Regents of the University System of **Georgia**³
3. Board of Regents of the University of **Hawaii**
4. Idaho State Board of Education/Board of Regents of the University of **Idaho**⁴
5. **Kansas** State Board of Regents²
6. **Montana** Board of Regents of Higher Education
7. Board of Regents, University and Community College System of **Nevada**
8. **North Dakota** State Board of Higher Education/**North Dakota** University System
9. **Rhode Island** Board of Governors for Higher Education
10. **South Dakota** Board of Regents
11. **Utah** State Board of Regents

States with One Governing Board for Four-Year Public Institutions and a Second Coordinating or Governing Board for Community Colleges and/or Technical Institutions

1. **Arizona** Board of Regents²
2. **Florida** State Board of Regents^{2,8}
3. **Iowa** State Board of Regents⁸
4. Board of Trustees of the University of **Maine**⁵
5. **Mississippi** Board of Trustees of State Institutions of Higher Learning
6. Board of Trustees of the University System of **New Hampshire**²
7. Board of Governors of the University of **North Carolina**⁶
8. **Oregon** State Board of Higher Education²
9. Board of Regents of the University of **Wisconsin** System
10. Board of Trustees of the University of **Wyoming**²

States with Two Governing Boards

1. Board of Regents of the University of **Minnesota**/Board of Trustees of the **Minnesota** State System²
2. Board of Trustees of the University of **Vermont** and State Agricultural College/Board of Trustees, **Vermont** State Colleges⁷
3. Board of Trustees of the University System of **West Virginia**/Board of Directors of the State College System of **West Virginia**^{7,9}

¹ The boards listed in this table are those with governing authority over the four-year public institutions within their respective state. The two boards listed for Minnesota, Vermont, and West Virginia each govern a segment of the higher education institutions.

² Florida also has a central coordinating board with authority over all public postsecondary institutions in the state. Alaska, Arizona, Kansas, New Hampshire, Minnesota, Oregon, and Wyoming have a central agency or board with planning and/or administrative duties for all public two-year and four-year institutions.

³ Georgia also has a Board of Technical and Adult Education that governs 33 technical institutes in the state.

⁴ The Idaho State Board of Education/Board of Regents of the University of Idaho serves as a single constitutional board for all levels of public education, including elementary, secondary, and postsecondary.

⁵ The Board of Trustees of the University of Maine has governing authority over all four-year public institutions, with the exception of the Maine Maritime Academy, which is the only institution of higher learning in the state that is governed by an institutional board.

⁶ While the State Board of Community Colleges in North Carolina is a governing board, its authority is much more limited than the Board of Governors of the University of North Carolina, which has governing authority over all four-year public institutions within the state.

⁷ These states have no central board with coordinating or planning authority over all postsecondary education within the state.

⁸ The central board that oversees the two-year institutions within these states is actually a coordinating, rather than a governing, board.

⁹ In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

Aside from the governance of higher education institutions, states also are concerned with establishing priorities and goals for higher education within their respective states.

one board to give attention to the disparate needs of all those institutions.” And, while the individual boards are able to give greater attention to the institutions with similar needs, the central staff creates an important link between the two systems. “There is an acknowledgment of the differences [between the systems] but a strong desire to have the systems work together, collaborate, and communicate,” says Bissonette.

2. Advantages and Disadvantages

In *Conflict in Higher Education: State Government Coordination Versus Institutional Independence*, John D. Millet examined many aspects of higher education governance, including the advantages and disadvantages of each structure. With respect to consolidated governing boards, he concluded, “The statewide governing board is not an effective device for reconciling institutional interests and state government interests unless it purposefully undertakes to emphasize its state government role and to de-emphasize its institutional attachments.”⁸ A consolidated governing board must be careful, however, not to ignore its institution-level role. For example, the president of North Dakota State University, Thomas Plough, resigned from his post, citing frustration over the state’s lack of support for college presidents.⁹ At the July 9, 1998 meeting of the North Dakota State Board of Higher Education, Gov. Edward T. Schafer said that he believed the Chancellor [appointed by the board and through whom the system institutions are accountable to the board] needs more flexibility and more power to directly manage the system and to interact with the presidents. Schafer said the presidents, in turn, need more flexibility in managing their own campuses. Most important, said the Governor, is for the cam-

puses to operate together as a system but still have flexibility to operate on their own.¹⁰

Along with this delicate balance between institutional autonomy and centralized governance, another common concern in consolidated governing board states is the ability of one board to balance its role as the governing body for each of its constituent institutions and its role in making policy for the entire postsecondary education system. At the same July meeting of the North Dakota State Board of Higher Education, state Representative Merle Boucher said the state should create a commission on education which would help all education sectors (K–12, vocational education, adult education, and higher education) to work together to assess resources and plan an educational growth strategy for North Dakota. With regard to higher education, Rep. Boucher said such a commission would act as an additional resource for the consolidated governing board, providing valuable information and recommendations for successful coordination among institutions.

Florida, along with five other states with consolidated governing boards, has an independent board that deals with statewide planning of higher education policy. This additional board supplements the work done by the Florida State Board of Regents of the State University System and the State Board of Community Colleges and may help these boards keep their governing duties and coordination responsibilities distinct. The Postsecondary Education Planning Commission (PEPC) is a citizen board which coordinates the efforts of postsecondary institutions and provides independent policy analysis to the State Board of Education and the legislature.¹¹ It functions purely as an advisory board with no regulatory

North Dakota State University



power and also conducts studies at the request of the legislature. In 1999, for instance, the Board of Regents debated the creation of two new law schools. Once the board makes its decision, the PEPC will comment on that decision, and then the legislature will make the final decision. As this example illustrates, while the PEPC provides advice to the legislature about higher education in Florida, the Board of Regents continues to function as a coordinating and planning agency for the institutions within the State University System. Further, PEPC studies often extend beyond the State University System to include community colleges and private institutions.

One potential challenge for a state with a consolidated governing board is to ensure the board is able to provide adequate guidance to each of its constituent institutions. Governing an institution is a time-consuming task, and it may not be realistic for some states to adopt this system of governance simply because of the size and number of their institutions. Indeed, of the 24 states with a consolidated governing board structure, 10 choose to separate the governance of the two-year postsecondary institutions from the four-year colleges and universities (Arizona, Florida, Iowa, Maine, Mississippi, New Hamp-

shire, North Carolina, Oregon, Wisconsin, and Wyoming). In essence, while these states have consolidated governing boards, governance is not completely centralized. For example, North Carolina has local boards of university trustees that serve a governing function at the institutional level. Local boards with statutory powers (such as selecting the heads of local universities) can sometimes even limit the central board's governing power.

In addition, only seven of the 24 states with consolidated governing boards have no additional agency or board apart from the governing board involved in higher education planning and/or administrative duties. These seven states are Iowa, Maine, Mississippi, North Carolina, Vermont, West Virginia and Wisconsin. North Carolina does however have the N.C. Education Cabinet, which consists of the Governor, the Chair of the State Board of Education, the Superintendent of Public Instruction, the President of the North Carolina Community College System, and the President of the University of North Carolina. By law, this cabinet, which works on major education policy issues in the state, includes private education representatives as adjunct members.

Typical Statutory Language for a Consolidated Governing Board Structure: Utah, Georgia, and North Carolina

The following excerpts from the Utah, Georgia, and North Carolina statutes illustrate some typical language concerning the establishment and authority of consolidated governing boards.

Utah State Board of Regents

§ 53B-1-103 Establishment of State Board of Regents — Powers and authority.

(1) There is established a State Board of Regents, hereafter referred to in this title as the "board."

(2) (a) The board is vested with the control, management, and supervision of the institutions of higher education designated in Section 53B-1-102 in a manner consistent with the policy and purpose of this title and the specific powers and responsibilities granted to it.

(b) The board may modify the name of an institution under its control and management, as designated in Section 53B-1-102, to reflect the role and general course of study of the institution.

Board of Regents of the University System of Georgia

§ 20-3-31 General Powers

The board of regents shall have power:

(1) To make such reasonable rules and regulations as are necessary for the performance of its duties;

(2) To elect or appoint professors, educators, stewards, or any other officers necessary for all of the schools in the university system, as may be authorized by the General Assembly; to discontinue or remove them as the good of the system or any of its schools or institutions or stations may require; and to fix their compensations;

—continued

(3) To establish all such schools of learning or art as may be useful to the state and to organize them in the way most likely to attain the ends desired; and

(4) To exercise any power usually granted to such corporation, necessary to its usefulness, which is not in conflict with the Constitution and laws of this state.

§ 20-3-32 Powers as to institutions, departments, courses, and degrees of the university system.

(a) The board of regents is authorized to consolidate, suspend, or discontinue institutions; merge departments; inaugurate or discontinue courses; and abolish or add degrees.

(b) Whenever any such modifications, changes, consolidations, or suspensions are put into effect, the board is authorized to readjust budgets to the extent necessary by the reallocation of the moneys appropriated for the institutions affected.

(c) Where similarity in names among the several institutions gives rise to confusion, the board may rename them.

§ 20-3-35 Annual reports to Governor.

The board of regents shall submit to the Governor annual reports of its transactions, together with such information as is necessary to show the condition of the university system and with such suggestions as it may deem conducive to the good of the system and the cause of education.

§ 20-3-51 Regents to govern system.

The government, control, and management of the university system and all of its institutions shall be vested in the board of regents.

§ 20-3-53 Authority to allocate appropriations among institutions.

All appropriations for the use of any or all institutions in the university system shall be paid to the board of regents in a lump sum, with the power and authority in said board to allocate or distribute them among the institutions under its control in such a way and manner and in such amount or amounts as will further an efficient and economical administration of the system.

Board of Governors of the University of North Carolina

§ 116-11 Powers and duties generally.

The powers and duties of the Board of Governors shall include the following:

(1) The Board of Governors shall plan and develop a coordinated system of higher education in North Carolina. To this end it shall govern the 16 constituent institutions, subject to the powers and responsibilities given in this Article to the boards of trustees of the institutions, and to this end it shall maintain close liaison with the State Board of Community Colleges, the Department of Community Colleges and the private colleges and universities of the State. The Board, in consultation with representatives of the State Board of Community Colleges and of the private colleges and universities, shall prepare and from time to time revise a long-range plan for a coordinated system of higher education, supplying copies thereof to the Governor, the members of the General Assembly, the Advisory Budget Commission and the institutions. Statewide federal or State programs that provide aid to institutions or students of post-secondary education through a State agency, except those related exclusively to the community college system, shall be administered by the Board pursuant to any requirements of State or federal statute in order to insure that all activities are consonant with the State's long-range plan for higher education.

(2) The Board of Governors shall be responsible for the general determination, control, supervision, management and governance of all affairs of the constituent institutions. . . .

(3) The Board shall determine the functions, educational activities and academic programs of the constituent institutions. The Board shall also determine the types of degrees to be awarded. The powers herein given to the Board shall not be restricted by any provision of law assigning specific functions or responsibilities to designated institutions, the powers herein given superseding any such provisions of law. The Board, after adequate notice and after affording the institutional board of trustees an opportunity to be heard, shall have authority to withdraw approval of any existing program if it appears that the program is unproductive, excessively costly or unnecessarily duplicative. The Board shall review the productivity of academic degree programs every

two years, using criteria specifically developed to determine program productivity.

(4) The Board of Governors shall elect officers as provided in G.S. 116-14. Subject to the provisions of section 18 of this act [Session Law 1971, Chapter 1244, section 18], the Board shall also elect, on nomination of the President, the chancellor of each of the constituent institutions and fix his compensation. The President shall make his nomination from a list of not fewer than two names recommended by the institutional board of trustees.

(5) The Board of Governors shall, on recommendation of the President and of the appropriate institutional chancellor, appoint and fix the compensation of all vice-chancellors, senior academic and administrative officers and persons having permanent tenure. . . .

(6) The board shall approve the establishment of any new publicly supported institution above the community college level.

(7) The Board shall set tuition and required fees at the institutions, not inconsistent with actions of the General Assembly.

(8) The Board shall set enrollment levels of the constituent institutions. . . .

(9a) The Board of Governors shall develop, prepare and present to the Governor, the Advisory Budget Commission and the General Assembly a single, unified recommended budget for all of public senior higher education. . . .

(10) The Board shall collect and disseminate data concerning higher education in the State. To this end it shall work cooperatively with the Department of Community Colleges and shall seek the assistance of the private colleges and universities. It may prescribe for the constituent institutions such uniform reporting practices and policies as it may deem desirable.

(10a) The Board of Governors, the State Board of Community Colleges, and the State Board of Education, in consultation with private higher education institutions defined in G.S. 116-22(1), shall plan a system to provide an exchange of information among the public schools and institutions of higher education to be implemented no later than June 30, 1995. As used in this section, "institutions of higher education" shall mean public higher education institutions defined in G.S. 116-143.1(a)(3), and those pri-

vate higher education institutions defined in G.S. 116-22(1) that choose to participate in the information exchange. The information shall include:

a. The number of high school graduates who apply to, are admitted to, and enroll in institutions of higher education;

b. College performance of high school graduates for the year immediately following high school graduation including each student's: need for remedial coursework at the institution of higher education that the student attends; performance in standard freshmen courses; and continued enrollment in a subsequent year in the same or another institution of higher education in the State;

c. The progress of students from one institution of higher education to another; and

d. Consistent and uniform public school course information including course code, name, and description. . . .

(10b) The Board of Governors of The University of North Carolina shall report to each community college and to the State Board of Community Colleges on the academic performance of that community college's transfer students.

(11) The Board shall assess the contributions and needs of the private colleges and universities of the State and shall give advice and recommendations to the General Assembly to the end that the resources of these institutions may be utilized in the best interest of the State.

(12) The Board shall give advice and recommendations concerning higher education to the Governor, the General Assembly, the Advisory Budget Commission and the boards of trustees of the institutions. . . .

(13) The Board may delegate any part of its authority over the affairs of any institution to the board of trustees or, through the President, to the chancellor of the institution in any case where such delegation appears necessary or prudent to enable the institution to function in a proper and expeditious manner. Any delegation of authority may be rescinded by the Board at any time in whole or in part.

(14) The Board shall possess all powers not specifically given to institutional boards of trustees. ■

Table 2.

Advantages and Disadvantages of Consolidated Governing Board Systems

Typical	Might Be an Advantage	Might Be a Disadvantage
Characteristic	Where . . .	Where . . .
The Board directly advocates on behalf of its constituent institutions to the Governor and the legislature, and individual institutions must approach the Governor or legislature only through the Board.	The Board has a good, effective relationship with the Governor and legislature and advocates equally for the benefit of all its constituent institutions.	The Board's relationship with the Governor or legislature is strained or ineffective. The Board plays favorites among its constituent institutions in requesting funding, etc.
The Board grants tenure to faculty or has other administrative and personnel powers over the constituent institutions.	The Board and its members are well-regarded by institutional personnel and are considered well-informed about each constituent institution's mission. The level of Board involvement is viewed as appropriate and fair at constituent institutions.	The function becomes a mere rubber stamp, wasting Board time and resources and causing resentment among those who actually make and implement the decisions. The level of Board involvement is considered intrusive. The Board is seen to be serving a political agenda in making decisions.
The Board has a large degree of budgetary control — prioritizing budget requests and disbursing lump-sum allocations from the legislature to the constituent institutions.	Allocations to constituent institutions are based on well-researched formulas and are perceived as fair and equitable. The varying missions of individual institutions are considered by the Board in making budgetary decisions.	The Board makes allocations in response to pressure from individual institutions or their alumni or for other political reasons. The legislature ignores the Board's priorities and substitutes its own. The Board does not consider differing missions and areas of excellence among its constituent institutions.
The Board develops policy and sets higher education priorities for constituent public higher education institutions.	The Board is well-informed and responsive to institutional concerns. The Board, the Governor, and the legislature share the same goals, on paper and in practice.	The Board is ill-advised, uninformed, misinformed, or uninterested. The Board is not responsive to institutional concerns or responds more frequently to the concerns of one constituent institution than to those of the others.
The chief executive officer of the system is appointed by the Board, which also fixes his/her salary and has authority to remove him/her from office.	Board members exercise sound judgment, individually and as a group, and do not allow personal or political agendas to impede the efficiency and effectiveness of the selection process.	The selection process is or seems to be unnecessarily costly or drawn out. The process regularly produces unsuitable or ineffective leaders, chosen perhaps for political reasons.
The Board sets tuition and fees at constituent institutions.	The Board works with accurate, unbiased financial information and statistics in setting tuition and fees. The Board considers the comments and suggestions of each institution's president and financial officers, while remaining mindful of the fiscal concerns of the system as a whole.	The Board works with financial information that is inaccurate or skewed. The Board does not give adequate consideration to the concerns of each institution's president and financial officers, gives more favorable consideration to one particular president and institution, or loses sight of the fiscal concerns of the system as a whole.

Strong leadership often is cited as a crucial component to the success of a consolidated governing board. In discussing the stability of Georgia's Board of Regents — which has been in place since 1931 — Millet notes that the quality of individuals who have served on the Board has been of “a high order.”¹² And in Montana in the 1970s, a long history of inter-institutional rivalry fueled the need for strong, centralized leadership. Millet notes that this rivalry thus culminated in the creation of a constitutional, powerful Board of Regents and Commissioner of Higher Education. Further, Millet notes that a consolidated governing board's authority to appoint, remove, and compensate the system's chief officer is one of the major advantages of this governing structure and important for the development of unity and cohesion in the state higher education system.¹³ In the 1993 report, *Four Multicampus Systems: Some Policies and Practices That Work*, Marian L. Gade discusses the University of North Carolina and its Board of Governors. Gade writes, “[T]he University of North Carolina system rests on a base of stable and credible leadership at the campus and system level. The model of dedication and public service exhibited by the board from its inception, as well as that of the two presidents who have served the system in its current form, is not lost upon other participants.”¹⁴

Dormitory at the University of Vermont



Table 2 identifies some common characteristics of consolidated governing boards and circumstances under which each characteristic might be viewed as an advantage or disadvantage.

Footnotes

¹ See Aims C. McGuinness Jr., “Essay,” *1997 Postsecondary Education Structures Sourcebook: State Coordinating and Governing Boards*, Education Commission of the States, Denver, CO: 1997, pp. 10–11. See also Frank M. Bowen, Kathy Reeves Bracco, Patrick M. Callan, Jonie E. Finney, Richard C. Richardson, Jr., and William Trombley, *State Structures for the Governance of Higher Education: A Comparative Study*, The California Higher Education Policy Center, San Jose, CA: 1997, p. ix. Their description of a “unified system” is generally the same as the consolidated governing board structure discussed here.

² See McGuinness, note 1 above, p. 10; see also Bowen *et al.*, note 1 above, pp. 2, 7, 11–12, and 37–38.

³ Interview with Pattie Edes, Administrative Assistant to James A. Busselle, Executive Director, New Hampshire Postsecondary Commission; see also McGuinness, note 1 above, p. 99.

⁴ Florida and Iowa both have consolidated governing boards that oversee the senior institutions, and a coordinating board that regulates their community colleges. Community college governance in these two states is actually found at the institutional level.

⁵ H. Martin Lancaster, President, North Carolina Community College System, in a January 4, 1999 letter to the North Carolina Center for Public Policy Research, Raleigh, NC. Each constituent institution of the University of North Carolina has a local Board of Trustees with 13 members. Eight of those members are elected by the Board of Governors, four are appointed by the Governor, and the 13th member is the president of the student government of the institution. *The Code of The Board of Governors of the University of North Carolina*, Chapter IV, Section 400 A(1).

⁶ See McGuinness, note 1 above, p. 122.

⁷ In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

⁸ John D. Millet, *Conflict in Higher Education: State Government Coordination Versus Institutional Independence*, Jossey-Bass Publishers, San Francisco, CA: 1984, p. 264. Though Millet uses a different system of classifying state higher education systems than that employed in this report, the term “consolidated governing board” has the same meaning in both studies.

⁹ *The Chronicle of Higher Education, Almanac Issue*, Vol. XLV, No. 1, The Chronicle of Higher Education, Marion, OH: August 28, 1998, p. 94.

¹⁰ Minutes of the July 9, 1998 meeting of the North Dakota State Board of Higher Education meeting, reproduced at the Board's website: www.ndus.nodak.edu/sbhe/minutes/7-9-98_Board_minutes.html.

¹¹ See McGuinness, note 1 above, p. 75.

¹² See Millet, note 8. above, p. 107.

¹³ *Ibid.* at p. 105.

¹⁴ Marian L. Gade, *Four Multicampus Systems: Some Policies and Practices That Work*, Association of Governing Boards of Universities and Colleges, Washington, DC: 1993, p. 32.

*On Hollins and the Ivies,
On Tiffin and Malone,
We now bestow a high degree,
This one, our very own:*

*We tip our Stetson to Tufts and Taft,
We play a tune for Thiel and Yuba.
For all the nation's music schools,
We toot loud on our tuba.*

*We decorate the house with Berry,
Load the board with Rice and Bacon;
While in the kitchen, Bethune-Cookman's
Chestnut pie is in the Macon.*

*To Carnegie, we serve a Mellon,
To Citrus C., an Orange that's oranger.
To Indian River, heaps of Curry;
To Campbell U., a soup-filled porringer.*

*To every supping Duke and King;
We serve some macaroni.
We dab the Mayo ev'rywhere
And add some prov-Ohlonge.*

*We draw Clearwater from the Wells
And quaff a wholesome potion.
We add a glass of Brandywine
Or stronger stuff, by Goshen.*

*Possibly some Benedictine
Or some wine (Catawba)
Helping everyone to be
Jolly, not macabre.*

*We up, Ohio State, and at 'em;
Raise our brimming eggnog glasses,
'Tis the season, Sweet Briar, Chatham
(Alice Lloyd, at Pippa, Passes).*

*We toast all those at U. of M.,
At Harvard, Swarthmore, Brown, Pomona,
At Lehigh U. in Bethlehem,
At Simmons, Stanford, Cal Sonoma.*

*To Whitman C. in Walla Walla,
To R.I.T. and then Biola,
To U. Missouri's branch at Rolla,
We give a Case of Coker cola.*

*We gather round the tall Pine Manor,
Vassar, Nassau, Husson, Nasson,
And raise a cup of happiness
To all of Mass.'s lads and Lassen.*

*We dance round tow'ring Evergreen,
Lindenwood, Sequoias;
We call the Pine Bluff; Cedar Crest;
And bow to Georgetown's Hoyas.*

*We dance a holiday fandango;
Pirouette a Grace-ful waltz
For Clarion State in old Venango
And for SUNY at New Paltz.*

*We deck the halls of higher knowledge
Dear to you and yours this season;
Hail each four- and two-year college,
Ivy, redbrick; healthy, wheezin'.*

—CORBIN GWALTNEY,

"MARGINALIA," *THE CHRONICLE OF HIGHER EDUCATION*, DECEMBER 20, 1996

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CHAPTER 3

Coordinating Board Systems

1. Organization

Twenty-four states have a coordinating board system where a central board is responsible for coordinating higher education in the state but does not govern any individual institution. How these states choose to govern their public institutions varies. Six states decentralize governance and place it in the hands of each institution. Seven states go another route, leaving governance in the hands of two or more large multi-campus governing boards.¹ The remaining 11 states follow both routes, with some institutions part of multi-campus “subsystems” governed by a central board, and some institutions governed by their own local board (see Table 3).

By not giving the central board the responsibility for institutional governance, these states have their central boards focus all of their attention on planning and coordination of the entire public postsecondary education system — both the two-year community and technical colleges as well as all of the four-year colleges and universities. The central board in these states is responsible for coordinating the efforts of the higher education institutions and other leaders in the state — the governor, the legislature, and the institutional governing boards and/or the multi-campus boards that govern the

state’s institutions. Coordinating all of higher education in a state is a challenging task at best. When asked to comment on this “go-between” role, Alan S. Krech, senior executive assistant for policy and administration for the South Carolina Commission of Higher Education, invoked a thought attributed to one of the commission’s former chairmen: “Being the head of a coordinating board is like standing between a dog and a tree.”

Coordinating boards can be classified as either regulatory or advisory, a distinction that rests on a board’s ability to influence academic programming within the state’s higher education system. **Regulatory coordinating boards** generally have the power to approve or disapprove new academic programs proposed by the state’s public higher education institutions and to eliminate existing programs. As such, these boards actually regulate the substance of academic policy within the state, both in terms of what is offered at any particular institution, as well as what is available within the state system as a whole. By contrast, **advisory coordinating boards** may review academic program proposals and make recommendations regarding existing programs to the governor and state legislature, but there is no guarantee that these recommendations will be implemented.

Other functions that may be performed by coordinating boards include: (1) identifying statewide

“Being the head of a coordinating board is like standing between a dog and a tree.”

— ALAN S. KRECH, QUOTING A FORMER CHAIRMAN OF THE
SOUTH CAROLINA COMMISSION OF HIGHER EDUCATION



The Guggenheim Fountain at the University of Washington

higher education needs and developing priorities; (2) gathering and distributing higher education information for the benefit of the system and its institutions, state government, and citizens; (3) reviewing institutional budgets and making non-binding recommendations; or (4) presenting a consolidated budget for the system to the governor and legislature.² The actual responsibilities of any given coordinating board may include all of these functions, or they may be limited to only one or a few. Further, any given function or responsibility may vary tremendously from one board to the next.

This variation in board powers is best illustrated by looking briefly at three regulatory coordinating boards and their role in the budget process. The Washington Higher Education Coordinating Board reviews the budget proposals for each of the 73 institutions as they are submitted to the legislature and subsequently submits its own recommendations to the legislature. While this board reviews the budgets, it has no direct role in creating them, and it has no authority to change them. The Alabama Commission on Higher Education receives individual budget requests directly from each public postsecondary institution, creates a consolidated budget request based upon the information it receives, and presents this consolidated budget to the legislature. And, the Board of Regents of The University of the State of New York has no authority to get involved in the budgetary process at all.

While coordination of higher education generally is discussed in terms of the *public* institutions within any

given state, the role of *private* institutions may also influence the discussion. For example, many coordinating boards are responsible for developing a master plan for higher education and gathering and disseminating information from and to the state's public institutions. A handful of states expand these duties to private institutions as well. In these states, the missions of the state's private institutions are considered when establishing a master plan for higher education, and the distribution of the state's higher education strategic plan is extended both to the public and the private institutions within the state. However, these boards have no power to ensure the private institutions use this information in a manner that is complementary to the state's strategic plan. Even so, the inclusion of private institutions in coordination — even in the most limited capacity — is an important aspect of coordination, as private institutions enroll a significant percentage of most states' students (in a few states, more than half) and influence the state's higher education image and offerings.

Maryland and Pennsylvania are two states with some powers over private institutions of higher education. Some private institutions in Maryland receive direct state subsidies. In exchange for state dollars, these institutions relinquish some of their independence by giving the state board the power to approve new academic programs and to eliminate unnecessary ones. Pennsylvania has a similar arrangement, where several institutions are state-supported, but private in nature. They too have relinquished some of their autonomy in exchange for financial subsi-

Table 3.

States With A Coordinating Board System¹

States Where Governance Is Dominated by Institutional Governing Boards

1. **Kentucky** Council on Postsecondary Education^{2, 6}
2. **New Jersey** Commission on Higher Education^{2, 7}
3. **New Mexico** Commission on Higher Education³
4. **Ohio** Board of Regents²
5. **South Carolina** Commission on Higher Education^{2, 6, 8}
6. **Virginia** State Council of Higher Education^{2, 6}

States Where Governance Is Dominated by Two or More Multi-Campus Governing Boards

1. **California** Postsecondary Education Commission³
2. **Connecticut** Board of Governors for Higher Education²
3. **Louisiana** Board of Regents²
4. **Massachusetts** Board of Higher Education²
5. **Nebraska** Coordinating Commission for Postsecondary Education^{2, 5}
6. **New York** Board of Regents, The University of the State of New York²
7. **Tennessee** Higher Education Commission²

States Where Governance Is a Combination of Multi-Campus Governing Board(s) and Institutional Governing Boards

1. **Alabama** Commission on Higher Education²
2. **Arkansas** Higher Education Coordinating Board²
3. **Colorado** Commission on Higher Education^{2, 4}
4. **Illinois** State Board of Higher Education²
5. **Indiana** Commission for Higher Education²
6. **Maryland** Higher Education Commission²
7. **Missouri** Coordinating Board for Higher Education²
8. **Oklahoma** State Regents for Higher Education²
9. **Pennsylvania** State Board of Education, Council on Higher Education³
10. **Texas** Higher Education Coordinating Board²
11. **Washington** Higher Education Coordinating Board²

¹ The boards listed are the central boards with coordinating authority for the state's higher education system. All of these boards have coordinating authority over all four-year and two-year public institutions, and some have a limited amount of responsibility for coordinating with the private institutions as well.

² These 21 boards are regulatory. Regulatory coordinating boards generally have the power to approve academic programs.

³ The central boards in California, New Mexico, and Pennsylvania are **advisory** coordinating boards, with limited ability to review academic programs and make recommendations.

⁴ The University of North Colorado and the Colorado School of Mines are the only postsecondary institutions in Colorado with individual governing boards.

⁵ Nebraska divides the state into six community college regions, and each region is governed by a local board.

⁶ Almost all community colleges in Kentucky, South Carolina, and Virginia are governed by consolidated governing boards.

⁷ Rutgers, The State University of New Jersey, has three campuses governed by one board of governors.

⁸ The University of South Carolina, with three senior and five junior institutions, is governed by one board.

Typical Statutory Language for a Regulatory Coordinating Board Structure: Illinois

The following excerpts from the Illinois statutes illustrate some typical language concerning the establishment and authority of regulatory coordinating boards.

Illinois State Board of Higher Education

§ 205/6. Master plan — Preparation and submission to legislature.

§ 6. The board shall analyze the present and future aims, needs and requirements of higher education in the State of Illinois and prepare a master plan for the development, expansion, integration, coordination and efficient utilization of the facilities, curricula and standards of higher education for the public institutions of higher education in the areas of teaching, research and public service. The Board shall formulate the master plan and prepare and submit to the General Assembly and the Governor drafts of proposed legislation to effectuate the plan. The Board shall engage in a continuing study, analysis and evaluation of the master plan so developed and it shall be its responsibility to recommend, from time to time as it determines, amendments and modifications of any master plan enacted by the General Assembly.

§ 205/6.2. State university and college information system.

§ 6.2. The Board shall, in consultation with the Department of Central Management Services of the State of Illinois, and after affording a full opportu-

nity to the State universities and colleges to be heard, design and establish a State university and college information system to provide comprehensive, meaningful, and timely information pertinent to the formulation of decisions and recommendations by the Board. The information submitted by the universities and colleges shall be in comparable terms and the reports developed through the system shall conform to the procedures established by the Board of Higher Education in cooperation with the Department of Central Management Services.

§ 205/7. New unit of instruction, research or public service — Approval.

§ 7. The Board of Trustees of the University of Illinois, the Board of Trustees of Southern Illinois University, the Board of Governors of State Colleges and Universities, the Board of Regents of Regency Universities and the Illinois Community College Board and the campuses under their governance or supervision shall not hereafter undertake the establishment of any new unit of instruction, research or public service without the approval of the Board. The term “new unit of instruction, research or public service” includes the establishment of a college, school, division, institute, department or other unit in any field of instruction, research or public service not theretofore included in the pro-

dies and are therefore subject to greater coordinating control by the state than the typical private institution.

Although 24 states have a coordinating board structure, many of these states are structurally very different from one another. How a state elects to govern its institutions also has a profound impact on how a system functions. Of these 24 states with a coordinating board system, six states elect to keep governance primarily at the institutional level (Kentucky, New Jersey, New Mexico, Ohio, South Carolina, and Virginia). Thus, inherent in these systems is the relative decentralization of true decision power to the individual campuses.³ However, it would be inaccurate to assume each postsecondary institution within all these states is governed by its own in-

dividual board. Rather, what makes these states unique is that they each have a number of governing boards so that no board or group of boards dominates the higher education landscape. At one end of the spectrum is Kentucky, with eight governing boards for nine senior institutions, and one governing board for the state’s technical and community college system. At the other end, we find New Jersey with 31 governing boards, 19 of which govern individual community colleges and 12 of which govern a single senior institution.

Seven states with coordinating boards have strong multi-campus boards that govern “subsystems” within their overall higher education network (California, Connecticut, Louisiana, Massachusetts, Nebraska, New York,

gram of the institution, and includes the establishment of any new branch or campus. The term does not include reasonable and moderate extensions of existing curricula, research, or public service programs which have a direct relationship to existing programs; and the Board may, under its rule making power, define the character of such reasonable and moderate extensions.

Such governing boards shall submit to the Board all proposals for a new unit of instruction, research, or public service. The Board may approve or disapprove the proposal in whole or in part or approve modification thereof whenever in its judgment such action is consistent with the objectives of an existing or proposed master plan of higher education.

The Board of Higher Education is authorized to review periodically all existing programs of instruction, research and public service at the state universities and colleges and to advise the appropriate board of control if the contribution of each program is not educationally and economically justified.

§ 205/8. Budget proposals and recommendations.

§ 8. The Board of Trustees of the University of Illinois, the Board of Trustees of Southern Illinois University, the Board of Governors of State Colleges and Universities, the Board of Regents of Regency Universities and the Illinois Community College Board shall submit to the Board not later than the 15th day of November of each year its budget proposals for the operation and capital needs of the in-

stitutions under its governance or supervision of the ensuing fiscal year. Each budget proposal shall conform to the procedures developed by the Board in the design of an information system for State universities and colleges.

The Board, in the analysis of formulating the annual budget request, shall consider rates of tuition and fees at the state universities and colleges. The Board shall also consider the current and projected utilization of the total physical plant of each campus of a university or college in approving the capital budget for any new building or facility.

The Board of Higher Education shall submit to the Governor, to the General Assembly, and to the appropriate budget agencies of the Governor and General Assembly its analysis and recommendations on such budget proposals.

Each state supported institution within the application of this Act must submit its plan for capital improvements of non-instructional facilities to the Board for approval before final commitments are made. Non-instructional uses shall include but not be limited to dormitories, union buildings, field houses, stadiums, other recreational facilities and parking lots. The Board shall determine whether or not any project submitted for approval is consistent with the master plan for higher education and with instructional buildings that are provided for therein. If the project is found by a majority of the Board not to be consistent, such capital improvement shall not be constructed. ■

and Tennessee). Thus, rather than a decentralized governance scheme, the higher educational system in these states is dominated by strong, multi-campus governing boards. This creates some interesting dynamics because often the governing boards are more visible, and hence viewed as more influential in the state's higher education system. While the *coordinating* boards may in fact help steer higher education policy, play a role in the budgetary process, and have some authority when it comes to academic programs, the *governing* boards are described as "where the action is."

Of the seven coordinating board states with large multi-campus governing boards, five group their institutions according to institutional missions. In Connecti-

cut's first tier, the University of Connecticut system is composed of the state's land grant university and its branch campuses, along with a law school and medical school. In the second tier, the Connecticut State University system contains all other four-year institutions, and in the third tier, the Community-Technical Colleges system governs the two-year institutions. California follows a similar scheme with three tiers — one for the state's nine research institutions, one for the state university's 22 campuses, and one for the two-year junior colleges. Charles B. Reed, chancellor of the California State University System, jokingly calls the California State system the "workhorse" and the prestigious University of California, with its research universities,

the "show horse."⁴ Tennessee and Massachusetts have two tiers, effectively merging the second and third tiers found in California and Connecticut into one subsystem. Nebraska also has two tiers, but rather than merge the junior colleges into the second tier, the community colleges are divided into six regions with each region governed by a regional board.

Louisiana and New York also have multi-campus boards, but they do not divide their institutions according to missions. Louisiana has three subsystems, each governing a mix of two-year and four-year institutions. New York has two subsystems, the State University of New York (SUNY) and the City University of New York (CUNY). Institutions are governed according to geography, with CUNY governing all institutions within the five boroughs of New York City, and SUNY governing all other postsecondary institutions within the state.

Eleven states have some mix of multi-campus governing boards and institutional governing boards (Alabama, Arkansas, Colorado, Illinois, Indiana, Maryland, Missouri, Oklahoma, Pennsylvania, Texas, and Washington). These states are not dominated by the large multi-campus boards seen in California and New York, but they also are not completely decentralized. The result is a central coordinating board with significant influence in these states, as well as one or more multi-campus gov-

erning boards that have authority over a significant percentage of the public universities in the state. These governing boards have considerable impact on the shape of higher education within their respective states. For example, Pennsylvania has the Board of Governors of the State System of Higher Education that governs 16 of the state's 45 four-year public institutions.

2. Advantages and Disadvantages

As the preceding discussion demonstrates, the presence of a systemwide coordinating board is only one element that determines the shape and character of a state's higher education system. But whether you look at California or Alabama, Pennsylvania or New Mexico, all states with a coordinating board system share two principles: (1) the coordination of postsecondary education is made separate and distinct from the governance of individual institutions by creating a board whose sole responsibility is to coordinate higher education within the state; and (2) the governance of the senior institutions within the state is never the sole responsibility of one governing board.

The most important advantage to a coordinating board system is the creation of a board whose sole re-

University of Maryland





Old Main at Pennsylvania State University

sponsibility is the coordination of higher education. Not all states have an agency charged with coordination. By creating a coordinating board, these states have demonstrated their commitment to creating and maintaining a public higher education system with institutions that complement one another and effectively meet the postsecondary needs of the state. Further, because these boards have no governing authority, they do not have to worry about juggling the very different tasks of governance and coordination. This can be a problem in governing board systems that combine these responsibilities into one board.

The presence of a separate coordinating board may be most advantageous in states with numerous institutions and large numbers of students. The vast size of some higher education systems may very well prohibit a state from considering a consolidated board responsible for governing and coordinating all of the state's institutions. California, Texas, New York, and Pennsylvania have the greatest number of public four-year colleges and universities in the country and are four of the five most populous states in the union. These states not only have central coordinating boards but also have major multi-campus governing boards that govern a significant portion of the state's public institutions and play a major role in shaping higher education policy within their respective states.

As is often the case, what may be a strength in some circumstances may become a weakness in others. While

it may be beneficial to separate the tasks of governance and coordination, some view it as inefficient. In addition, under this arrangement, the boards responsible for governing and coordinating higher education must work together for the system to be effective. And, the ability of several boards to work together will depend on the political climate within the state and the personalities of the individuals who lead and sit on the various boards.

For example, Dave Johnson, secretary for the New York Board of Regents describes the relationship between the Board of Regents and SUNY as positive, but says "the relationship with CUNY is being tested right now." But at the same time, a source within SUNY said that "talking to them [The New York Board of Regents] is like talking to someone from Mars."

California presents another example of the challenges facing multiple boards and a large higher education system. "The major weakness of California's enterprise lies largely in its very strength," says Marge Chisholm, senior policy analyst for governmental relations with the California Postsecondary Education Commission. "Independent by nature, the segments tend to maintain ownership of their specific functions, inhibiting true coordination and collaboration, both administratively and programmatically."⁵

Ultimately, how a system functions may well rest on the dynamics of the people in charge. Recent changes in Colorado provide an interesting snapshot of how

personalities and politics may influence the ability of higher education systems to function efficiently and effectively. Recently, Colorado elected its first Republican governor in 24 years, and with the power to appoint all 11 members of the state's coordinating board, the Colorado Commission on Higher Education, Governor Bill Owens decided to make some changes. Within 12 months, Governor Owens appointed seven new members to the Commission and changed the philosophy of how the Commission interacts with the state's governing boards.⁶ The Commission is charged with presenting a unified budget to the state legislature and is involved in

proposing a funding formula to be used by the legislature to determine appropriate funding levels.⁷ The Commission has established new performance measures for evaluating the needs of individual institutions and has modified its budgetary requests for those institutions accordingly. Beginning in July 2000, "The commission will base at least 75 per cent of its annual recommendations for new money for colleges on institutions' performance on such factors as graduation rates, class sizes, and faculty productivity."⁸

Timothy Foster, the newly-appointed executive director of the Commission, says these new standards "will

Typical Statutory Language for an Advisory Coordinating Board Structure: California

The following excerpts from the California statute illustrate some typical language concerning the establishment and authority of advisory coordinating boards.

California Postsecondary Education Commission

§ 66903. Functions and responsibilities of commission.

The commission shall have the following functions and responsibilities in its capacity as the statewide postsecondary education planning and coordinating agency and adviser to the Legislature and Governor:

(a) It shall require the governing boards of the segments of public postsecondary education to develop and submit to the commission institutional and systemwide long-range plans in a form determined by the commission after consultation with the segments.

(b) It shall prepare a state plan for postsecondary education which shall integrate the planning efforts of the public segments and other pertinent plans. The commission shall seek to resolve conflicts or inconsistencies among segmental plans in consultation with the segments. If these consultations are unsuccessful the commission shall report the unresolved issues to the Legislature with recommendations for resolution.

In developing the plan, the commission shall consider at least the following factors:

- (1) The need for and location of new facilities.
- (2) The range and kinds of programs appropriate to each institution or system.

(3) The budgetary priorities of the institutions and systems of postsecondary education.

(4) The impact of various types and levels of student charges on students and on postsecondary education programs and institutions.

(5) The appropriate levels of state-funded student financial aid.

(6) The access and admissions of students to postsecondary education.

(7) The education programs and resources of independent and private postsecondary institutions.

(8) The provisions of this division differentiating the functions of the public systems of higher education.

(c) It shall update the plan periodically, as appropriate.

(d) It shall participate in appropriate stages of the executive and legislative budget processes as requested by the executive and legislative branches and shall advise the executive and legislative branches as to whether segmental programmatic budgetary requests are compatible with the state plan. It is not intended that the commission hold independent budget hearings.

(e) It shall advise the Legislature and the Governor regarding the need for, and location of, new institutions and campuses of public higher education.

cut down on the massive bureaucracy of the old system, with clear standards that serve as a better 'analytical tool.'" Others disagree and fear the new commission members, at the guidance of Governor Owens, have simply become "policy dictators" who are not interested in maintaining a dialogue with the individual institutions.⁹

While the Colorado Commission is a regulatory coordinating board, three states have an advisory coordinating board structure (California, New Mexico, and Pennsylvania). Advisory coordinating boards share all the same characteristics, advantages, and disadvantages of regulatory coordinating boards except that they do not

have the authority to approve academic programs. Advisory coordinating boards may make recommendations regarding academic programs, but the recommendations are not binding on the local campuses. The resulting perception of lack of power can on one hand facilitate communication, but on the other hand cause frustration for both board members and the constituent institutions who seek their assistance. Nevertheless, Aims McGuinness of the National Council for Higher Education Management Systems observes, "Advisory coordinating boards may have more actual influence than their regulatory counterparts. A board's power and in-

(f) It shall review proposals by the public segments for new programs, the priorities that guide them, the degree of coordination with nearby public, independent, and private postsecondary education institutions, and shall make recommendations regarding those proposals to the Legislature and the Governor.

(g) In consultation with the public segments, it shall establish a schedule for segmental review of selected educational programs, evaluate the program approval, review, and disestablishment processes of the segments, and report its findings and recommendations to the Legislature and the Governor.

(h) It shall serve as a stimulus to the segments and institutions of postsecondary education by projecting and identifying societal and educational needs and encouraging adaptability to change.

(i) It shall periodically collect or conduct, or both collect and conduct, studies of projected manpower supply and demand, in cooperation with appropriate state agencies, and disseminate the results of those studies to institutions of postsecondary education and to the public in order to improve the information base upon which student choices are made. . . .

(m) It shall act as a clearinghouse for postsecondary education information and as a primary source of information for the Legislature, the Governor, and other agencies, and develop a comprehensive data base ensuring comparability of data from diverse sources.

(n) It shall establish criteria for state support of new and existing programs, in consultation with the public segments, the Department of Finance, and the Joint Legislative Budget Committee.

(p) It shall consider the relationship between academic education and vocational education and job training programs and shall actively consult with representatives of public and private education.

(q) It shall review all proposals for changes in eligibility pools for admission to public institutions and segments of postsecondary education and shall make recommendations to the Legislature, the Governor, and institutions of postsecondary education.

(r) It shall report periodically to the Legislature and the Governor regarding the financial conditions of independent institutions, their enrollment and application figures, the number of student spaces available, and the respective cost of utilizing those spaces as compared to providing additional public spaces. The reports shall include recommendations concerning state policies and programs having a significant impact on independent institutions.

(s) Upon request of the Legislature or the Governor, it shall submit to the Legislature and the Governor a report on all matters so requested that are compatible with its role as the statewide postsecondary education planning and coordinating agency. Upon request of individual Members of the Legislature or personnel in the executive branch, the commission shall submit information or a report on any matter to the extent that sufficient resources are available. From time to time it may also submit to the Legislature and the Governor a report that contains recommendations as to necessary or desirable changes, if any, in the functions, policies, and programs of the several segments of public, independent, and private postsecondary education.

Table 4.

Advantages and Disadvantages of Coordinating Board Systems

Typical Characteristic	Might Be an Advantage Where...	Might Be a Disadvantage Where...
The Board has the power to approve or disapprove academic programs at constituent institutions.	Constituent institutions are unwilling to eliminate existing costly or duplicative programs.	The Board makes hasty, ill-advised, or political decisions as to which constituent institutions will be allowed to establish new programs.
	Constituent institutions propose new programs which are duplicative or outside the scope of their particular mission.	The Board approves so many requests that it loses its credibility with the legislature in its functions of helping control costs and allocating programs.
	The Board is well-informed and considers the system as a whole, as well as the missions of individual institutions.	
The Board identifies and develops higher education needs and priorities.	The Board, Governor, and legislature have the same goals and agendas.	Political clashes between the Board and Governor or legislature make agreement on priorities and action difficult (less likely where Board members are appointed by the Governor).
	The Board is qualified and well-informed.	The Board is unqualified or uninformed.
The Board reviews institutional budgets and makes recommendations.	The review is fair and mindful of each institution's mission and the goals of the entire system.	Alumni partisanship among Board members colors the budgetary review.
		The Board shies away from making recommendations.
The Board presents a consolidated budget for the higher education system to the Governor and legislature.	The budget presented is fair and mindful of each institution's mission and the goals of the entire system.	Alumni partisanship among Board members heavily influences appropriations requests.
		Members of institution-level boards of trustees directly lobby members of the executive and legislative branches for appropriations, who in turn pressure the Board to include these funds in the consolidated budget.
The Board gathers and distributes information on higher education, such as enrollment data, spending per student, etc.	The Board's reports alert policymakers and the public to significant trends in higher education (e.g., a baby boom or rising cost per student) and future needs.	Individual campuses do not cooperate in providing requested information or do not have the staff or the technology to properly respond to such requests.
	The Governor and the legislature use the information to identify pressing issues, consider the Board's recommendations, and respond to them.	The Governor and legislature are not made aware of the information or do not take appropriate action based on the information they are given.

fluence is related less to its formal authority than to its position of respect and to its reputation for objective, fair, and open policymaking.”¹⁰ However, Mark Musick, President of the Southern Regional Education Board, counters, “If this were really true, wouldn’t there be more than three states with this arrangement after more than 30 years of trial and error in higher education coordination/governance?”

In 1974, after the California Master Plan for Higher Education was reviewed, the California Postsecondary Education Commission was created, replacing its predecessor, the Coordinating Council for Higher Education.¹¹ Among the commission’s statutory responsibilities are to develop a statewide plan for postsecondary education, review institutional budgets, and review all proposals for new academic programs at public institutions. The commission does not have actual power to *approve, disapprove, or eliminate* academic programs. Nevertheless, one of its primary goals is “eliminating waste and unnecessary duplication.”¹²

In 1984, John D. Millet wrote of the commission, “[It] well illustrated the degree of influence that an advisory board might achieve over a period of time.”¹³ He notes that the legislature frequently sought the advice of the commission and asked it to undertake studies on a wide variety of issues, such as the development of a comprehensive higher education information system and the review of institutional budget requests in terms of the state’s master plan.

While the Postsecondary Education Commission exhibits a certain degree of influence with the California state legislature, the California Citizens Commission on Higher Education, a privately funded nonprofit group that studies higher education in California, was less success-

ful in getting the state’s legislators to follow its recommendations. In July 1998, the Citizens Commission recommended that the state create a long-term financing formula for public colleges that would set aside money in good times to help the institutions get through the bad times.¹⁴ The commission’s report asserted that California needed to bring financial stability to public higher education, particularly in light of demographic studies predicting a 30 percent increase in enrollment over the next 10 years. The state legislature hoped to protect the public institutions from financial hard times in the future when it passed legislation that would require state spending on the University of California and California State University systems to grow at least at the same rate as the per capita income of state residents.¹⁵ Citing concerns over the loss of needed flexibility in the state budgeting process, however, former Gov. Pete Wilson vetoed the bill in 1998.

Footnotes

¹ These multi-campus boards sometimes are referred to as “segmental” system boards. For example, the University of California is composed of the state’s research universities; the California State University System includes all other four-year public institutions; and the California Community College System is composed of the state’s two-year colleges. These systems also are described as tiered systems. For more information, see Chapter Seven, Section B of this report.

² See Aims C. McGuinness Jr., “Essay,” *1997 State Postsecondary Education Structures Sourcebook: State Coordinating*

The Patriot News of Harrisburg, Pa., reported last month on Pennsylvania State University’s current fund-raising campaign, which began in July 1996 and has raised \$332-million in its “silent” phase. “As a measure of the campaign’s success so far,” the newspaper reported, “Penn State officials point to the last university-wide campaign that raised \$352-million between 1984 and 1990, far surpassing the goal of \$200.”

—“MARGINALIA”

THE CHRONICLE OF HIGHER EDUCATION, MAY 14, 1999

and Governing Boards, Education Commission of the States, Denver, CO: 1997, pp. 11-12.

³ See McGuinness, note 2 above, p. 11.

⁴ As quoted in Jeffrey Selingo, "New Chancellor Shakes Up Cal. State with Ambitious Agenda and Blunt Style," *The Chronicle of Higher Education*, Washington, DC: June 11, 1999, p. A33.

⁵ From a three-page summary of higher education in California provided by Marge Chisholm, senior policy analyst for governmental relations for the California Postsecondary Education Commission, to the North Carolina Center for Public Policy Research, Raleigh, NC.

⁶ Sara Hebel, "A New Governor's Approach Rankles Colleges in Colorado," *The Chronicle of Higher Education*; Washington, DC: October 29, 1999, p. A44.

⁷ The Colorado Commission on Higher Education is a regulatory coordinating board with nine members. Members serve for four-year terms and are appointed by the governor with the consent of the sen-

ate. Colorado Statute § 23-1-102(3)(a).

⁸ Hebel, note 5 above, p. A44.

⁹ *Ibid.*

¹⁰ McGuinness, note 2 above, p. 11.

¹¹ See Frank M. Bowen, Kathy Reeves Bracco, Patrick M. Callan, Jonie E. Finney, Richard C. Richardson, Jr., and William Trombley, *State Structures for the Governance of Higher Education: A Comparative Study*, The California Higher Education Policy Center, San Jose, CA: 1997, p. 26.

¹² California Code § 66900.

¹³ John D. Millet, *Conflict in Higher Education: State Government Coordination Versus Institutional Independence*, Jossey-Bass Publishers, San Francisco, CA: 1984, p. 121.

¹⁴ See *The Chronicle of Higher Education, Almanac Issue*, Vol. XLV, No. 1 (hereinafter *The Almanac*), The Chronicle of Higher Education, Inc., Marion, OH: August 28, 1998, p. 48.

¹⁵ *Ibid.*

CHAPTER 4

Planning Agency Systems

1. Organization

States with planning agency systems have a central board whose principal charge is to collect information and initiate or facilitate dialogue among institutions, policymakers, and other individuals and organizations involved with higher education in the state.

¹ These boards have no power to govern any institutions of higher education and no official coordination responsibilities. Governance largely is decentralized, and there is no official agency or board responsible for coordination.² Only two states — Delaware and Michigan — have chosen a planning agency structure, as shown in Table 5.

2. Advantages and Disadvantages

The planning agency structure appears in Delaware and Michigan for very different reasons. In Delaware, the entire higher education system is composed of only five public institutions (two four-year schools with a total enrollment of only 24,708 and three two-year schools) and five private institutions (four four-year schools and one two-year institution), having a total enrollment of 44,838.³ From 1982 to 1997, the commission was an independent unit in the governor's office. In July 1997, however, the commission was moved to the newly-created Department of Education. The small size of

Delaware's system may explain why the state has a planning agency structure. Proposals to establish a statutory higher education coordinating board have been defeated in the legislature several times due to opposition by the public institutions. Maureen Laffey, associate director of the Delaware Higher Education Commission, says that the structure is "working fine" but adds that the commission has "no authority to require [the institutions of higher education] to do anything or to provide us any information," so coordination of planning efforts can be challenging.

In Michigan, the picture of higher education is very different. In contrast with the small number of higher education institutions in Delaware, Michigan has 15 public universities, 29 two-year public institutions, and 66 private institutions, with a total enrollment of 547,629.⁴ Governing responsibilities are handled at the institutional level, with the exception of a multi-campus governing board for the three University of Michigan campuses. Coordinating efforts historically have been handled successfully through voluntary agreements between the institutions.⁵

While there is no separate planning agency *per se*, the State Board of Education has assumed limited postsecondary coordinating functions since ratification of the 1963 state constitution. This Michigan board makes policy recommendations to the legislature and exercises certain licensing duties for postsecondary institutions in the state.⁶ Commentators have observed, however, that "subsequent court decisions and funding

cuts have completely eroded any responsibility that the Board of Education might have been intended to exercise for higher education.”⁷

Michigan is the only state with both a large population and a large number of institutions that has neither a consolidated governing board nor a coordinating board. Michigan’s unique decision to reject centralized governance or coordination is reflective of the state’s long history of guarding institutional autonomy. In 1850, partly in an effort to reduce political interference in its operations, the University of Michigan was accorded state constitutional status.⁸ Three later revisions of the state constitution extend such status to the other senior institutions in the state. This history, coupled with the existence of voluntary coordination agreements entered into by the state’s universities and community colleges,⁹ likely explains Michigan’s choice of a planning agency structure.

“We use the word ‘govern’ with a small ‘g’ and ‘system’ with a small ‘s,’” says Glenn Stevens, executive director of the Presidents Council, a voluntary collection of 15 university presidents that performs some limited coordination among these 15 institutions. He continues, “There is no strong feeling in most quarters for centralized control.” Stevens believes Michigan’s public universities have fared well under this decentralized system. Says Stevens, “It [Michigan’s higher education system] has worked remarkably well in creating a strong public university presence and an unusual one in that the state has no strong private systems. It’s unusual to have three research institutions in the same system, as Michigan does.”

Critics of Michigan’s system argue that the lack of central coordination and governance has led to “mission creep.” Stevens admits there’s some of that going on but doesn’t see that necessarily as problematic. “The distinguishing characteristic is that this really is a market driven system. It reflects a change in how academic programs are funded. In the old days, a school might want to start a major new program and would request state money. We’ve had almost none of that in the last couple of years. All new programs have come on line by reallocation of existing resources. . . . The point I’d like to make is that the institutional check and balance here is that the legislature says you can start new programs, but the state has no mandate to fund them.”

Critics also say the system has resulted in “gourmet fare for the University of Michigan and leftovers for the rest.”¹⁰ Michigan State University, which enrolled more students and more state residents than the flagship, received less money than the University of Michigan in 1994–95. It broke the gentleman’s agreement in 1995 and enlisted the help of a Michigan State graduate, Gov. John Engler, and obtained \$10.4 million in extra state funds on top of a standard budget increase. “Lobbying against other universities was a big mistake, and I think there will be a long memory of that,” said Rep. Kirk A. Profit, a former chairman of the House of Representatives Higher Education Committee.¹¹

Whatever the critics might say of Michigan’s system, it is difficult to find someone within the state championing a change. Michigan Senator John J.H. Schwartz (R-Battle Creek) summed up popular sentiment when he said, “Michigan has never had a coordinating board . . .

Typical Statutory Language for a Planning Agency Structure: Delaware

The following excerpts from the Delaware statute illustrate some typical language concerning the establishment and authority of planning agencies.

Delaware Higher Education Commission

§ 8111. Powers.

The Commission may:

- (1) Collect, correlate and analyze data relating to the extent and character of facilities within this State used for higher educational purposes or susceptible of such use;
- (2) Assemble, or otherwise obtain and keep current, statistics detailing the number and character of both full and part-time students enrolled in each of the several types of higher education institutions within this State and project trends in such enrollments.
- (5) Apply for, receive, administer, expend and account for such federal moneys or other assistance as may be available, from time to time, within the areas of its work.

□

Table 5.

States With Planning Agency Systems

1. **Delaware** Higher Education Commission

2. **Michigan** State Board of Education

Table 6.

Advantages and Disadvantages of Planning Agency Systems

Typical Characteristic	Might Be an Advantage Where . . .	Might Be a Disadvantage Where . . .
<p>The Agency has neither governance power nor coordination authority over higher education in the state.</p>	<p>The small number of institutions of higher education in the state makes additional, centralized governance or coordination unnecessary and economically wasteful.</p>	<p>Despite a small number of institutions of higher education in the state, conflicts between institutional leaders or a disparity in their levels of political savvy make it difficult to formulate cohesive, equitable state higher education policies and goals.</p>
	<p>A long and deeply-rooted history of institutional autonomy makes centralized governance or coordination politically impractical, particularly if the academic reputations of some institutions or of the system as a whole are good.</p>	<p>A long and deeply-rooted history of institutional autonomy has fostered an excessive spirit of political rivalry, harming the academic reputation of the state's higher education system and leading to excessive spending on duplicative programs.</p>
<p>The Agency conducts studies and makes recommendations concerning higher education issues, but has no governance authority whatsoever.</p>	<p>The Agency's studies and recommendations are given additional credence because its lack of governance authority is viewed as a mark of its impartiality.</p>	<p>The Agency's studies and recommendations are undervalued or ignored because of its inability to enforce its suggestions.</p>
<p>The Agency administers state and/or federal student aid programs.</p>	<p>Communication and coordination exist among the Agency, the institutions' governing bodies, and their financial aid offices.</p>	<p>The institutional governing bodies or financial aid offices believe that they they actually do the work of administering the student aid programs and that the Agency is merely needless bureaucracy.</p>
	<p>The Agency reports relevant student aid statistics to the governor, legislature, or other higher education coordinating body, which seriously considers the statistics when formulating policy.</p>	<p>The Agency is not asked to report relevant student aid statistics to policymakers, does not accurately report such statistics, or reports statistics which are ignored when policy is formulated.</p>



Delaware State University, Mishoe Science Center

our universities are autonomous. . . . The last thing in the world I'd like to see in Michigan is a statewide board of any kind [for higher education]."

Table 6 identifies some common characteristics of planning agencies and circumstances under which each characteristic might be viewed as an advantage or disadvantage.

Footnotes

¹ Aims C. McGuinness Jr., "Essay," *1997 Postsecondary Education Structures Sourcebook: State Coordinating and Governing Boards*, Education Commission of the States, Denver, CO: 1997, p. 12.

² Arizona, Kansas, New Hampshire, Minnesota, Oregon, and Wyoming have a central agency or board with planning and/or administrative duties for all public two-year and four-year institutions. These states are not included in the discussion here, because their overall structure is that of a consolidated governing board system and not a planning agency system.

³ *The Chronicle of Higher Education, Almanac Issue*, Vol. XLVI, No. 1, The Chronicle of Higher Education, Washington, DC: August 27, 1999, p. 68.

⁴ *Ibid.*, p. 92.

⁵ Interview with Glenn Stevens, Executive Director of the Presidents Council of Michigan.

⁶ See McGuinness, note 1 above, p. 91. The State Board of Edu-

cation has assumed these duties since ratification of the Michigan state constitution in 1963.

⁷ Frank M. Bowen, Kathy Reeves Bracco, Patrick M. Callan, Jonie E. Finney, Richard C. Richardson, Jr., and William Trombley, *State Structures for the Governance of Higher Education: A Comparative Study*, The California Higher Education Policy Center, San Jose, CA: 1997, p. 26.

⁸ Michigan State Constitution, Art. 8, § 4.

⁹ See Bowen *et al.*, note 7 above, p. 26.

¹⁰ Patrick Healy, "Michigan State U.'s Political Coups Provoke Anger," *The Chronicle of Higher Education*, Washington, DC: August 18, 1995, p. A25.

¹¹ As quoted in *Ibid.*

"Michigan has never had a coordinating board . . . our universities are autonomous. . . . The last thing in the world I'd like to see in Michigan is a statewide board of any kind [for higher education]."

— JOHN J.M. SCHWARTZ,
MICHIGAN SENATOR (R-BATTLE CREEK)

CHAPTER 5

Choosing a Structure

In choosing a structure, states face some common concerns as they figure out how to provide high-quality, cost-effective educational opportunities for their students. Governors and legislatures must decide whether or how to delegate responsibility for policy-making and planning, for approval and review of academic programs, and for budgetary and funding matters. They often must wrestle with issues of system-wide mission vs. institutional missions and attempt to create a cohesive, coordinated educational system from disparate components.¹

Aims C. McGuinness Jr. of the National Council for Higher Education Management Systems identifies eight recurrent concerns that may lead to reconsideration or restructuring of a state's higher education governance system: (1) actual or perceived duplication of high-cost graduate and professional programs; (2) conflict between the aspirations of institutions, often under separate governing boards, in the same geographic area; (3) legislative reaction to lobbying by individual campuses; (4) frustrations with barriers to student transfer; (5) proposals to close, merge, or change the missions of particular colleges or universities; (6) inadequate coordination among institutions offering one- and two-year vocational, technical, occupational, and transfer programs; (7) concerns about an existing state board's effectiveness; and (8) a proposal for a "superboard" to bring all of public higher education under one roof.²

When concerns such as these are raised and changes are considered, it is natural that the decisionmakers look

to other states to find examples of systems and structures that are working well. States initially may be tempted simply to copy higher education models that have worked successfully for another state. McGuinness cautions against this practice, stressing "[One state's] structure may be inappropriate for [another] state's unique needs and underlying political culture."³ Instead, he suggests that states undertake a thorough evaluation of how well their existing policies and structures align with the state's agenda and public interest, and he offers the following guidelines:

1. The development of clear goals and objectives should precede reorganization. Reorganization is a means to an end, not an end in itself.
2. States should be explicit about the specific problems that were catalysts for the reorganization proposals.

"[One state's] structure may be inappropriate for [another] state's unique needs and underlying political culture."

— AIMS C. MCGUINNESS JR.,
NATIONAL COUNCIL FOR HIGHER EDUCATION
MANAGEMENT SYSTEMS

3. States should ask if reorganization is the only or the most effective means for addressing the problems that have been identified.
4. States should weigh the costs of reorganization against its short- and long-term benefits.
5. States should recognize that a good system considers both state and societal needs, as well as the needs of colleges and universities.
6. States should distinguish between state coordination (concerned primarily with the state and system perspective) and institutional governance (the direction of individual universities or systems of institutions which takes place within the coordination framework) and avoid trying to solve coordination problems with governance alternatives or vice versa.
7. States should examine the total policy structure and process, including the roles of the governor, executive branch agencies and the legislature, rather than focus exclusively on the formal postsecondary structure.⁴

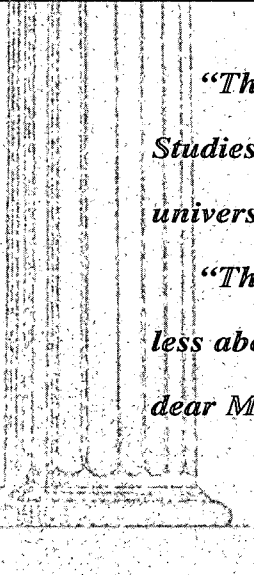
While looking to other states may be helpful, most states ultimately design higher education systems that are custom made for their own political and educational culture. Arkansas, Illinois, Kentucky, Louisiana, Massachusetts, Minnesota, Montana, New Jersey, and South Carolina all made major changes to their systems in the 1990s. The resulting structures are unique to each state and encompass conflicting trends toward both centralization and decentralization, as well as both increases and decreases in board power.⁵

In a move toward centralization, Kentucky's 1997 restructuring replaced the state's former coordinating board, the Council on Higher Education, with a signifi-

cantly stronger one, the Council on Postsecondary Education. The traditional responsibilities strengthened under the new council include academic program review, accountability system development and implementation, and operating and capital budgeting recommendations and oversight.⁶ Among the council's new responsibilities are the development of a strategic agenda; the authority to revise university missions; the coordination and development of a Commonwealth Virtual University; and the establishment of guidelines for college and university access to six strategic incentive trust funds. Gordon K. Davies, President of the Council, further notes that "the Council was given specific responsibilities to avoid and eliminate duplication between and among public and private institutions . . . and was given authority to eliminate existing academic programs at institutions."⁷

The reorganization also increased the scope of the council's coordination responsibility. Thirteen community colleges and 25 technical schools were merged into the new Kentucky Community and Technical College System (though the schools maintain their separate identities), which was placed under the coordinating umbrella of the council. Kentucky's system of postsecondary education is composed of 63 institutions — 22 public institutions (eight four-year institutions with a total enrollment of 104,317 and 14 two-year institutions) and 41 private institutions (27 four-year institutions and 14 two-year institutions) with a total (public and private) enrollment of 178,904.⁸

What was the reason behind this reorganization? It was the desire of Kentucky Gov. Paul Patton to upgrade the postsecondary system's role in economic development. "Workforce preparation was the primary reason for instituting reforms and to coordinate all entities that prepare the workforce," says Dennis Taulbee, general counsel for the Council on Postsecondary Education.



"There's a lot of talk about establishing an Institute of Advanced Studies; he'd be very important there. It will come as soon as the university can get its hands on some money."

"That may not be soon. Our fatherly government is growing restless about the big sums universities consume. It's the people's money, dear Maria, and don't you ever forget it."

—ROBERTSON DAVIES

THE REBEL ANGELS



Old Queens is the main administration building and one of the oldest facilities at Rutgers University.

And this approach may be the first of its kind, according to Taulbee. “We think it is unique in the U.S. that the legislature has established broad social goals for the entire system and set a time frame [for reaching those goals],” asserts Taulbee. “The thing that is interesting to us is the bill lays out specific goals for postsecondary education. It says postsecondary education is ‘the engine of economic change’ and lays out broad social and institutional goals.”⁹

In New Jersey, the inauguration of Gov. Christine Todd Whitman in 1994 was accompanied by a major restructuring of the state’s higher education system. The 1994 legislation created a tripartite system consisting of the Commission on Higher Education, the Presidents’ Council, and individual institutional trustee boards. The Commission on Higher Education replaced both the Board and Department of Higher Education as the state planning and coordinating agency. Ultimately, replacing these entities reduced the extent of state involvement in institutional matters and removed a level of bureaucratic review. The Commission is a smaller, much less regulatory coordinating board providing general systemwide coordination, research, advocacy, planning, and policy development, with advice from the Presidents’ Council. The Commission also recommends higher education ini-

tiatives and incentive programs to the governor and legislature and submits an annual coordinated budget policy statement to the governor and legislature. The newly created Presidents’ Council (consisting of the presidents of most of the colleges and universities in the state) advises on such issues as new programs, programmatic mission, statewide higher education policy, and state aid levels. Separate boards of trustees govern each individual institution. They are specifically charged with responsibility for institutional policy and planning, student tuition and fees, admissions, degree requirements, investment of institutional funds, legal affairs, and budget requests for state support. The institutional governing bodies also have authority for academic programs, personnel decisions, and initiatives for improving institutional facilities.¹⁰ This restructuring has continued the state’s trend toward decentralization and increased institutional autonomy.¹¹

A joint report by the Commission on Higher Education and the Presidents’ Council in July 1999 finds that this new structural model “spurred institutional autonomy, collaboration, and innovation.”¹² At the same time, the report points to the “natural tension between campus interests and the interests of the system and the state” and argues that “it is essential for institutions to

Higher Education As A Vehicle For Social Change

The following language from the Kentucky statute that restructured its higher education system identifies the goals of reorganization in that state:

164.003

- (1) The General Assembly hereby finds that:
 - (a) The general welfare and material well-being of citizens of the Commonwealth depend in large measure upon the development of a well-educated and highly-trained workforce;
 - (b) The education and training of the current workforce of the Commonwealth can provide its businesses and industries with the competitive edge critical to their success in the global economy and must be improved to provide its citizens the opportunity to achieve a standard of living in excess of the national average; . . .
- (2) The General Assembly declares on behalf of the people of the Commonwealth the following goals to be achieved by the year 2020:
 - (a) A seamless, integrated system of postsecondary education strategically planned and adequately funded to enhance economic development and quality of life;
 - (b) A major comprehensive research institution ranked nationally in the top twenty (20) public universities at the University of Kentucky;
 - (c) A premier, nationally-recognized metropolitan research university at the University of Louisville;
 - (d) Regional universities, with at least one (1) nationally-recognized program of distinction or one (1) nationally-recognized applied research program, working cooperatively with other postsecondary institutions to assure statewide access to baccalaureate and master's degrees of a quality at or above the national average;
 - (e) A comprehensive community and technical college system with a mission that assures, in conjunction with other postsecondary institutions, access throughout the Commonwealth to a two (2) year course of general studies designed for transfer to a baccalaureate program, the training necessary to develop a workforce with the skills to meet the needs of new and existing industries, and remedial and continuing education to improve the employability of citizens; and
 - (f) An efficient, responsive, and coordinated system of autonomous institutions that delivers educational services to citizens in quantities and of a quality that is comparable to the national average.
- (3) Achievement of these goals will lead to the development of a society with a standard of living and quality of life that meets or exceeds the national average. . . .
- (5) The furtherance of these goals is a lawful public purpose that can best be accomplished by a comprehensive system of postsecondary education with single points of accountability that ensure the coordination of programs and efficient use of resources.



help establish and maintain an ongoing balance between the interests of individual institutions and broader statewide needs and goals.”¹³

Arkansas also has recently experienced major restructuring in its higher education system. In 1997, the State Board of Higher Education was replaced with the Higher Education Coordinating Board.

The legislation also created a President’s Council that acts in an advisory capacity. Council members are the presidents and chancellors of every two-year and four-year public institution in the state. Steve Floyd, Deputy Director for Academic Affairs in the Department of Higher Education in Arkansas, believes these changes were in part the result of poor relationships between the institutions and the state board of higher education. Ironically, he notes that the actual powers of the new board are similar to the powers held by the board it replaced. Floyd says, “There is a perception that since [the new board is] called a ‘coordinating’ board that it has less governing leverage. This has helped create a greater sense that they [the board members] are coming up with better decisions. There is more openness between the board members and the representatives [of the President’s Council] and more of a feeling that the board is listening to the concerns of the campuses.”

Some of the impetus behind restructuring efforts in these and other states in the 1990s is not new. These efforts reflect perennial concerns over such issues as institutional autonomy and political power. However, according to Aims McGuinness, some new forces also have been at work during this decade, including:

- (1) Changes in state government leadership (governors, legislators, and higher education policymakers);
- (2) An apparent weakening consensus about the basic purposes of postsecondary education;
- (3) Growing political involvement in state coordination and governance;
- (4) An increase in legislative mandates in areas traditionally handled by state postsecondary education boards and institutions;
- (5) A gap between external and internal definitions of quality and expectations for quality assurance;
- (6) A trend toward boards dominated by representatives of internal constituencies and a decline in lay membership;
- (7) The impact of an increasingly market-driven, technology intensive postsecondary education system; and
- (8) State postsecondary education structures which are

“We think it is unique in the U.S. that the legislature has established broad social goals for the entire system and set a time frame [for reaching those goals].”

— DENNIS TAULBEE, GENERAL COUNSEL FOR
THE KENTUCKY COUNCIL ON POSTSECONDARY EDUCATION

ill-equipped to address increasingly important cross-cutting issues, such as transfer and articulation between two- and four-year institutions and collaboration among the elementary, secondary, and postsecondary sectors.¹⁴

According to McGuinness, “The real issue in reorganization is, in some respects, not higher education at all, but the

broader shifts in political and economic power within a state.”¹⁵

Footnotes

¹ See Aims C. McGuinness Jr., “Essay,” *1997 Postsecondary Education Structures Sourcebook: State Coordinating and Governing Boards*, Education Commission of the States, Denver, CO: 1997, p. 307; see also Frank M. Bowen, Kathy Reeves Bracco, Patrick M. Callan, Jonie E. Finney, Richard C. Richardson, Jr., and William Trombley, *State Structures for the Governance of Higher Education: A Comparative Study*, The California Higher Education Policy Center, San Jose, CA: 1997, p. x.

² McGuinness, note 1 above, pp. 31–33.

³ *Ibid.* at p. 33.

⁴ *Ibid.* at pp. 40–41.

⁵ *Ibid.* at pp. 27–30.

⁶ “About the CPE,” appearing on the Kentucky Council on Postsecondary Education’s website at: www.cpe.state.ky.us/cpe.htm

⁷ Gordon K. Davies, President of the Kentucky Council on Postsecondary Education, in a letter to the North Carolina Center for Public Policy Research, January 22, 1999.

⁸ *The Chronicle of Higher Education, Almanac Issue*, Vol. XLVI, No. 1, The Chronicle of Higher Education, Washington, DC: August 27, 1999, p. 84.

⁹ See the 1997 First Extraordinary Session legislation for the complete language of the Kentucky legislation.

¹⁰ *The Five-Year Assessment of Higher Education Restructuring*, joint report of the New Jersey Commission on Higher Education and the New Jersey Presidents’ Council, appearing on the New Jersey Commission on Higher Education’s website at: www.state.nj.us/highereducation/res99.htm

¹¹ See McGuinness, note 1 above, p. 27.

¹² *The Five-Year Assessment of Higher Education Restructuring*, joint report of the New Jersey Commission on Higher Education and the New Jersey Presidents’ Council, adopted June 25, 1999, Trenton, NJ: p. 13.

¹³ *Ibid.*

¹⁴ McGuinness, note 1 above, pp. 34–39.

¹⁵ Aims McGuinness Jr., as quoted by Barbara Solow in *Reorganizing Higher Education Governance: What History Tells Us About Our Future*, North Carolina Center for Public Policy Research, Raleigh, NC: 1999, p. 3.

CHAPTER 6

The North Carolina Model: A Consolidated Governing Board System

1. Historical Perspective

The last major restructuring of North Carolina's public university system in 1971 culminated in the creation of the Board of Governors of the University of North Carolina, a consolidated governing board responsible for 16 constituent institutions. In the Center's 1999 report, *Reorganizing Higher Education in North Carolina: What History Tells Us About Our Future*, Barbara Solow chronicles the transition from a system which had both a governing board for six public universities (the old Consolidated University Board of Trustees) and a coordinating board (the old Board of Higher Education) to a consolidated governing board structure (the UNC Board of Governors governing 16 public universities).

One of the major forces leading to the restructuring was the tremendous growth of North Carolina's public higher education system and the resulting need for statewide governance and coordination. Public higher education in the state had grown from one institution and campus in Chapel Hill to a far-flung network of public colleges and universities in a state 540 miles long. The Consolidated University was created by the state legislature during the Depression in 1931 in hopes that consolidating the state's three leading public universities in Chapel Hill, Raleigh, and Greensboro would "save money by streamlining operations and eliminating duplication of costly professional and graduate programs."¹ By the late 1960s and early '70s, similar concerns were raised due to the increased number of institutions and

students in the system. By 1969, the legislature had added three more campuses to the Consolidated University — UNC-Charlotte, UNC-Asheville, and UNC-Wilmington — bringing the total number of campuses in the system to six.

Further, the public institutions outside the Consolidated University had begun to look beyond their original missions and were lobbying the legislature to increase their status and degree-granting authority. In 1969, against the advice of the Board of Higher Education, the General Assembly granted three regional universities the right to offer doctoral degrees beginning in 1972, a move Solow characterizes as having "toppled the established educational pyramid," since the Consolidated University would no longer be the sole public provider of programs beyond the master's degree.²

In 1971, then-Governor Robert Scott submitted legislation to the North Carolina General Assembly to restructure the university system. The call for reform, of course, had its supporters and its opponents (see Table 8). Nonetheless, after much study and spirited debate, in a special legislative session in October 1971, the General Assembly passed restructuring legislation, added 10 state-supported institutions to the UNC system, and adopted a consolidated governing board structure for the 16 campuses in North Carolina's public higher education system.³

Since that legislation was enacted, "everyone wants to 'do a North Carolina,'" says Aims McGuinness of the National Council for Higher Education Management Systems. In an essay on sources of change in higher

education, McGuinness lists eight factors that have led to states' efforts to restructure higher education (see page 39 above). The six factors that were present in North Carolina in 1971 were: (1) perceived duplication of high-cost graduate and professional programs; (2) conflict between the aspirations of institutions; (3) legislative reaction to lobbying by individual campuses; (4) proposals to close, merge, or change the missions of particular colleges or universities; (5) concerns about an existing state board's effectiveness; and (6) a proposal for a "superboard" to bring all of public higher education under one roof. Between 1950 and 1970, 47 states established either coordinating or governing boards for public higher education.

2. An Overview of North Carolina's Higher Education System

In North Carolina, the state's public postsecondary institutions are divided into two subsystems. The North Carolina Community College System is composed of 59 technical and community colleges. This system is governed by the State Board of Community Colleges, although the local boards of trustees for each institution retain a great

deal of authority. The 16 public institutions that grant baccalaureate degrees are part of the University of North Carolina System, which consists solely of these 16 constituent institutions (see Table 9). These public, four-year institutions⁴ of higher learning are governed by the Board of Governors of the University of North Carolina, a consolidated governing board. The Board is responsible for the "general determination, control, supervision, management and governance of all affairs of the constituent institutions."⁵

Each of the 16 local campuses has a 13-member Board of Trustees charged with the duty to "promote the sound development of the institution within the functions prescribed for it, helping it to serve the State in a way that will complement the activities of the other institutions and aiding it to perform at a high level of excellence in every area of endeavor."⁶ The Board of Governors of the University of North Carolina appoints eight of the Trustees at each institution, the Governor appoints four, and each institution's student body president serves *ex-officio*. The duties of the local Boards of Trustees are defined in a memorandum delegating certain powers from the UNC Board of Governors (See Sidebar on page 146).⁷

State statutes also charge the UNC Board of Governors with the duty to "plan and develop a coordinated

Table 7.

The Historic Growth of The University of North Carolina

- 1789 – The University of North Carolina is founded with one campus at Chapel Hill.
- 1795 – The University of North Carolina opens its doors to students, the first state university in the U.S. to do so.
- 1931 – North Carolina College for Women in Greensboro and North Carolina College of Agricultural and Mechanic Arts in Raleigh — also publicly-funded universities — join UNC as the University of North Carolina at Greensboro and North Carolina State University at Raleigh, respectively. The term "Consolidated University" comes into use to describe the three-campus federation.
- 1965 – Charlotte College, a state-funded college, joins UNC as the University of North Carolina at Charlotte, bringing the total number of campuses to four.
- 1969 – Asheville-Biltmore College and Wilmington College — both state-funded — join UNC as the University of North Carolina at Asheville and the University of North Carolina at Wilmington, bringing the total number of campuses to six.
- 1972 – Ten state-supported institutions join UNC, bringing the total number of UNC campuses to 16. The 10 institutions, with their original names in parentheses, are Appalachian State University (Watauga Academy), East Carolina University (East Carolina Teachers Training School), Elizabeth City State University (State Colored Normal School), Fayetteville State University (Howard School), North Carolina Agricultural and Technical State University (Agricultural and Mechanical College for Negroes), North Carolina Central University (North Carolina College for Negroes), North Carolina School of the Arts, the University of North Carolina at Pembroke (Croatan Normal School), Western Carolina University (Cullowhee State Normal and Industrial School), and Winston-Salem State University (Slater Industrial Academy).

Source: Barbara Solow, *Reorganizing Higher Education in North Carolina: What History Tells Us About Our Future*, North Carolina Center for Public Policy Research, Raleigh, NC: p. 6.

Table 8.

Major Arguments For and Against Restructuring of Higher Education in North Carolina, 1971

Arguments for Restructuring:

1. A consolidated system would prevent each campus from running to the legislature independently for funds.
2. A consolidated system would prevent unnecessary duplication of academic programs and the resulting waste of taxpayer dollars.
3. Restructuring would benefit regional universities and historically black institutions that had not received an equitable share of resources in the past.
4. The allocation of power between the Board of Governors and the local campus boards of trustees would preserve the individual identities of each campus and give them control over such activities as fundraising and honorary degrees.
5. A consolidated system would protect UNC's historic flagship campuses in Chapel Hill and Raleigh as competition for funding among all higher educational institutions increased.
6. A centralized Board of Governors would help keep politics out of higher education by giving decision-making power to a board of experts, the Board of Governors.

Arguments Against Restructuring:

1. Restructuring of higher education was unnecessary, since there were already mechanisms in place — namely, the Consolidated University Board of Trustees and the North Carolina Board of Higher Education — to manage the growth in higher education.
2. A centralized Board of Governors would not be able to do as good a job of allocating resources and programs as the Consolidated University system.
3. A consolidated system that would replace the existing University of North Carolina would amount to an untried experiment and a rejection of years of tradition, academic excellence, and administrative talent.
4. The allocation of power between the Board of Governors and the local campus boards of trustees would result in managerial chaos.
5. A consolidated system would bring academic standards down to the lowest common denominator among the 16 campuses and would harm the flagship status of UNC-Chapel Hill and North Carolina State University.
6. A centralized Board of Governors elected by the legislature represented a dangerous concentration of power and the potential for increased legislative control over higher education.

Source: Barbara Solow, *Reorganizing Higher Education in North Carolina: What History Tells Us About Our Future*, North Carolina Center for Public Policy Research, Raleigh, NC: 1999, p. 29.

Table 9.

The Constituent Institutions of the University of North Carolina, 2000

Institution <i>(original name and date of founding)</i>	Date Joined UNC	Fall 1972 Enrollment ¹	Fall 1998 Enrollment ¹	FY 99-00 Budget ²
Old Consolidated University:				
UNIVERSITY OF NORTH CAROLINA AT CHAPEL HILL <i>(University of North Carolina, 1789)</i>	1789	19,224	23,827	273.4 ³ <u>173.8⁴</u> 447.2
NORTH CAROLINA STATE UNIVERSITY <i>(North Carolina College of Agricultural and Mechanic Arts, 1887)</i>	1931	13,809	27,176	344.9
UNIVERSITY OF NORTH CAROLINA AT CHARLOTTE <i>(Charlotte Center of UNC, later known as Charlotte College, 1946)</i>	1965	5,159	16,670	123.3
UNIVERSITY OF NORTH CAROLINA AT GREENSBORO <i>(State Normal and Industrial School, later known as North Carolina College for Women, 1891)</i>	1931	7,428	12,700	113.5
UNIVERSITY OF NORTH CAROLINA AT WILMINGTON <i>(Wilmington College, 1947)</i>	1969	2,233	9,643	78.4
UNIVERSITY OF NORTH CAROLINA AT ASHEVILLE <i>(Buncombe County Junior College, 1927)</i>	1969	968	3,175	29.8
1972 Enrollment Total for Consolidated University:		48,821		
EAST CAROLINA UNIVERSITY <i>(East Carolina Teachers Training School, 1907)</i>	1972	10,858	17,799	149.0 ³ <u>47.9⁴</u> 196.9
APPALACHIAN STATE UNIVERSITY <i>(Watauga Academy, 1899)</i>	1972	7,353	12,386	106.5
NORTH CAROLINA AGRICULTURAL AND TECHNICAL STATE UNIVERSITY <i>(Agricultural and Mechanical College for Negroes, 1891)</i>	1972	4,510	7,354	74.7
WESTERN CAROLINA UNIVERSITY <i>(Cullowhee State Normal and Industrial School, 1905, later known as Western Carolina Teachers College)</i>	1972	5,972	6,287	63.2
NORTH CAROLINA CENTRAL UNIVERSITY <i>(National Religious Training School and Chautauqua, later known as North Carolina College for Negroes, 1909)</i>	1972	3,760	5,580	54.5
FAYETTEVILLE STATE UNIVERSITY <i>(Howard School, 1867, later known as State Colored Normal School)</i>	1972	1,643	3,943	34.0
WINSTON-SALEM STATE UNIVERSITY <i>(Slater Industrial Academy, 1892, later known as Winston-Salem State Teachers College)</i>	1972	1,720	2,778	30.3
UNIVERSITY OF NORTH CAROLINA AT PEMBROKE <i>(Croatan Normal School, 1887, later known as Pembroke State University until 1999)</i>	1972	1,970	2,998	26.0
ELIZABETH CITY STATE UNIVERSITY <i>(State Colored Normal School, 1891)</i>	1972	1,109	1,903	23.5
NORTH CAROLINA SCHOOL OF THE ARTS (1963)	1972	351	772	21.7
1998 Enrollment Total for UNC System:			154,991	

¹ Figures are for head count enrollment.

² Current Operations Budget in millions of dollars.

³ Academic Affairs Budget.

⁴ Health Affairs Budget.

Source: University of North Carolina General Administration and Solow, p. 9.

system of higher education” in the state, including preparing “a long-range plan for a coordinated system of higher education.” To that end, it is the Board’s statutory duty to “maintain close liaison with the State Board of Community Colleges, the Department of Community Colleges, and the private colleges and universities of the State.”⁸

Though it could be argued that the language of the statute assigns the UNC Board of Governors a wider coordination role, the Board does not actually exercise this authority over any but its constituent public four-year institutions. In actual practice, John L. Sanders, a member of the UNC Board of Governors and former system Vice President for Planning, says, “[I]t does not matter how many community colleges or private colleges and universities North Carolina has, or how many students they enroll, or how much money they spend. The Board of Governors has no authority with respect to either set of institutions, it has never sought to exercise authority over them, and any effort to do so would be summarily rejected by those institutions (and probably by the General Assembly as well).”⁹

Footnotes

¹ Barbara Solow, *Reorganizing Higher Education in North Carolina: What History Tells Us About Our Future*, North Carolina Center for Public Policy Research, Raleigh, NC: 1999, pp. 6 and 49.

² *Ibid.* at p. 11.

³ For more about the 1971 restructuring of the North Carolina university system, see Barbara Solow, *Reorganizing Higher Education in North Carolina: What History Tells Us About Our Future*, North Carolina Center for Public Policy Research, Raleigh, NC: 1999.

⁴ The North Carolina School of the Arts is a notable exception, enrolling high school, college, and graduate students. See *The University of North Carolina* (annual brochure, 1997–1998 edition), UNC General Administration, Chapel Hill, NC: 1997, p. 22.

⁵ N.C.G.S. §116-11(2).

⁶ N.C.G.S. §166-33.

⁷ *The Code of The Board of Governors of the University of North Carolina*, Chapter I, Appendix 1.

⁸ N.C.G.S. §166-11(1).

⁹ John L. Sanders, in a January 1999 letter to the North Carolina Center for Public Policy Research, Raleigh, NC.

Institutional Missions Within a Multi-Campus University System

In 1776, the University of North Carolina was established under the state constitution. According to the modern wording in the Constitution of 1971, “The General Assembly shall maintain a public system of higher education, comprising The University of North Carolina and such other institutions as the General Assembly may deem wise.”¹ For more than 150 years, the University of North Carolina at Chapel Hill — the first public university to open its doors in the nation — was the *only* “University of North Carolina.” In 1931, however, the “Consolidated University” was formed, bringing what are now known as the University of North Carolina at Greensboro and North Carolina State University at Raleigh under the Consolidated University umbrella. In the 1960s, three more institutions joined the University. And finally, in 1972, 10 more institutions were brought into the University, forming the current system and bringing to 16 the total number of constituent institutions.²

Each of these 16 constituent institutions has its own proud history, traditions, and mission. The system includes liberal arts institutions, teacher-preparation colleges, technology- and research-oriented

institutions, two agricultural institutions, a school of the arts, five historically black institutions, and one school which was founded to educate Native Americans.³ In an Association of Governing Boards of Universities and Colleges report, author Marian Gade observed, “. . . North Carolina has struggled to allow formerly minority-based institutions to retain both their distinctiveness and their appeal to a wide range of students from all races — arguably contradictory goals. Yet by 1990, 8.3 percent of students on formerly white campuses were black, and 18.2 percent of students on formerly black campuses were white — almost double the figures for the previous decade.”⁴

Despite the divergence of their traditional missions, the 16 constituent institutions share in the overall mission of the University: “to discover, create, transmit, and apply knowledge to address the needs of individuals and society.”⁵ In 1995, following a recommendation by the North Carolina Center for Public Policy Research, language was added to the statute specifying that this overall mission of the University is accomplished through the three mis-

—continued

sions of teaching or instruction, research, and public service. Instruction, research, and public service also are the traditional three-fold missions of state and land-grant universities,⁶ among them, the University of North Carolina at Chapel Hill, North Carolina State University, and North Carolina A&T State University. Similar language appears in many other state higher education statutes (California, Nebraska, and Pennsylvania, for example), and may reflect

the state and land-grant traditions in those states.

Multi-campus systems now are the dominant form of higher education in the United States.⁷ Each multi-campus system is unique, though each may learn from the others in how to incorporate individual institutional missions within a multi-campus system. The mission statements of each of the 16 constituent institutions of the University of North Carolina appear below.

Mission Statements of the 16 Constituent Institutions of The University of North Carolina

Appalachian State University

Appalachian State University is a public comprehensive university, offering a wide variety of degree programs at the baccalaureate, master's, and intermediate levels as well as the Ed.D. in Educational Leadership. With a distinctively residential campus and a faculty and staff characterized by high quality and broad diversity of professional skills, Appalachian takes as its mission the practice and propagation of scholarship. This is accomplished particularly through instruction, but also through the research, creative, and service activities of the university community. Appalachian is committed to excellence in its undergraduate and graduate educational programs, while continuing to serve as a center of cultural and professional activity within its state and region.



East Carolina University



East Carolina University is a public comprehensive institution committed to rich and distinctive undergraduate and graduate education, exemplary teaching, research and scholarship, public service, and human and intellectual diversity. The university offers degrees at the baccalaureate, master's, intermediate, and doctoral levels. Programs of study include the arts and sciences and a wide range of professional fields, including the first-professional program in medicine. The fundamental educational goal of the university is to provide students with a substantive general education and to enable students and other constituents to secure specialized and multidisciplinary knowledge. The primary research mission is to

advance knowledge, to encourage traditional and nontraditional creative activity, to solve significant human problems, and to provide the best possible basis for professional practice. The service

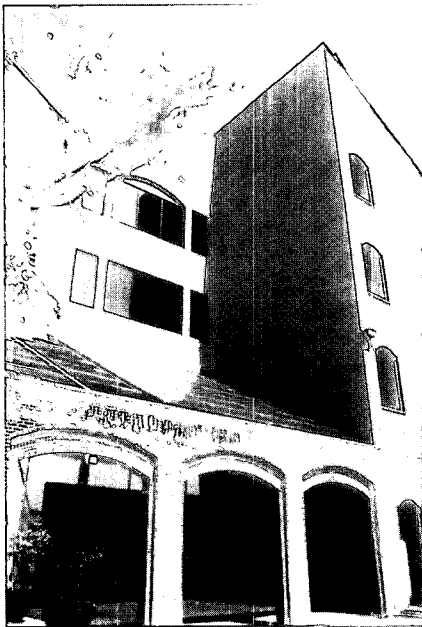
mission is to provide leadership in the pursuit of educational, research, and cultural goals. The university values the contribution of each member of the academic community, encourages the full development of human potential, and is dedicated to scholarly integrity and responsible stewardship of the public trust.

Elizabeth City State University

Elizabeth City State University is a public baccalaureate university, offering baccalaureate programs in the basic arts and sciences and in selected professional and pre-professional areas. Through its Graduate Center, the university provides master's level programs for advanced study. Originally an institution serving African Americans, the university's heritage provides a rich background for serving an increasingly multicultural student body. The university provides a challenging and supportive environment that prepares its students for knowledgeable, responsible participation and leadership in an ever-changing, technologically advanced society. Elizabeth City State University continues to promote excellence in teaching as its primary responsibility to meet the needs of the students and citizens of the state, nation, and world. Through its teaching, research, and community service, the university seeks to identify and address the needs of northeastern North Carolina with particular attention to supporting its environmentally sensitive economic development.



Fayetteville State University



Fayetteville State University is a public comprehensive institution, offering degrees at the baccalaureate, master's and doctoral levels. The primary mission of Fayetteville State University is to provide quality education to its students through a basic liberal arts foundation, specialized professional training, and specific graduate programs. Committed to excellence in teaching, research, and service to the community, the university seeks to prepare its students and graduates to lead meaningful and productive lives. In doing so, Fayetteville State University strives to produce creative thinkers and leaders who will reach beyond current intellectual and cultural boundaries to become the change agents for shaping the future of America and the world.

As part of its broader mission, the university extends its services as a regional institution by providing life-long learning experiences and opportunities to the University's immediate and extended communities and serving as a resource for business, education, and culture in North Carolina.

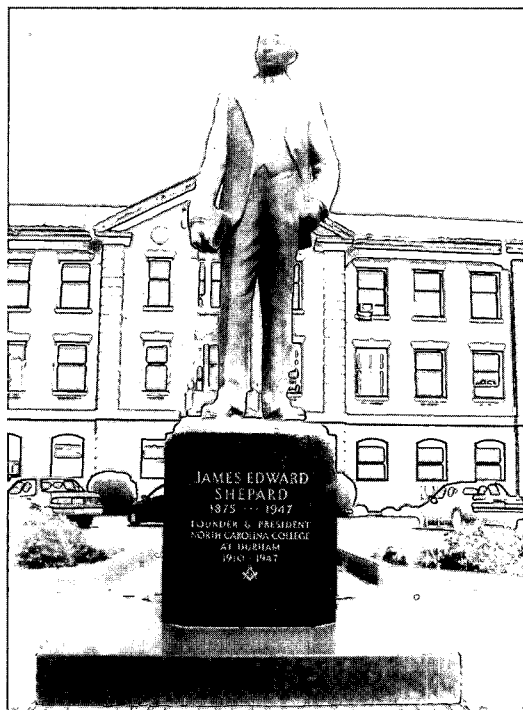
North Carolina Agricultural and Technical State University

North Carolina Agricultural and Technical State University is a public, comprehensive, land-grant university committed to fulfilling its fundamental purposes through exemplary undergraduate and graduate instruction, scholarly and creative research, and effective public service. The university offers degree programs at the baccalaureate, master's, and doctoral levels with emphasis on engineering, science, technology, literature, and other academic areas. As one of North Carolina's three engineering colleges, the university offers Ph.D. programs in engineering. Basic and applied research is conducted by faculty in university centers of excellence, in inter-institutional relationships, and through significant involvement with several public and private agencies. The university also conducts major research through engineering, transportation, and its extension programs in agriculture.



North Carolina Central University

North Carolina Central University is a comprehensive university offering programs at the undergraduate and graduate levels. It is the nation's first public liberal arts institution founded for African Americans. The university maintains a strong liberal arts tradition and a commitment to academic excellence in a diverse educational and cultural environment. It seeks to encourage intellectual curiosity and to enhance the academic and professional skills of its students and faculty.



It seeks to encourage intellectual curiosity and to enhance the academic and professional skills of its students and faculty.

The mission of the university is to prepare students academically and professionally and to promote consciousness of social responsibility and dedication to the advancement of the general welfare of the people of North Carolina, the United States, and the world. The university will serve its traditional clientele of African American students: it will also expand its commitment to meet the educational needs of a student body that is diverse in race and other socioeconomic attributes.

Teaching is the primary focus of the university. As a part of that focus, the university encourages its faculty to pursue intellectual development and rewards effective teaching. The university recognizes, however, the mutually reinforcing impact of scholarship and service on effective teaching and learning. North Carolina Central University, therefore, encourages and expects faculty and students to engage in scholarly, creative, and service activities which benefit the global community.

North Carolina School of the Arts

The North Carolina School of the Arts is a specialized institution, offering programs at the secondary and baccalaureate levels in dance, design and production, drama, filmmaking, and music, and at the master's level in design and production and music. The School is the only state institution which is dedicated entirely to the professional training of students who possess exceptional talent in the performing arts. According to the Enabling Act, the mission is distinctive:

“. . . The primary purpose of the School shall be the professional training, as distinguished from liberal arts instruction, of talented students in the fields of music, drama, dance, and allied performing arts, at both the high school and college levels of instruction, with emphasis placed upon performance of the arts, and not upon academic studies of the arts.”



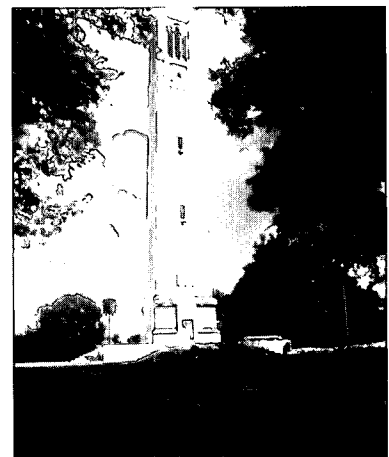
performing arts, at both the high school and college levels of instruction, with emphasis placed upon performance of the arts, and not upon academic studies of the arts.”

Its program in the performing arts includes general education programs offered by the Division of General Studies. The School will continue to strengthen and improve its existing programs, and will continue to place emphasis upon recruitment of North Carolina students. The School will also emphasize the further development of those community service activities that contribute to the cultural enrichment of

North Carolina, principally through concerts and performances of its faculty and students. These activities form an important element in the professional training of its students.

North Carolina State University

The mission of North Carolina State University is to serve its students and the people of North Carolina as a Research I, land-grant university. Through the active integration of teaching, research, and extension, North Carolina State University creates an innovative learning environment that stresses mastery of fundamentals, intellectual discipline, creativity, problem solving, and responsibility. Enhancing its historic strengths in agriculture, science, and engineering with a commitment to excellence in a comprehensive range of academic disciplines, North Carolina State University provides leadership for intellectual, cultural, social, economic, and technological development within the state, the nation, and the world.



University of North Carolina at Asheville

The University of North Carolina at Asheville is distinctive within the public higher education system of North Carolina in its primary mission: to offer an undergraduate liberal arts education of superior quality for serious and able students. The university also provides selected pre-professional and professional programs which are solidly grounded in the liberal arts. The university is committed to a liberating education emphasizing the central role of human values in thought and action, the free and rigorous pursuit of truth, and a respect for differing points of view and heritage. It aims to develop men and women of broad perspective who think critically and creatively and who communicate effectively. The university maintains undergraduate programs in the arts, the humanities, and the natural and social sciences, and offers at the graduate level the Master of Liberal Arts. It promotes understanding of the connections among the traditional disciplines of the liberal arts through interdisciplinary studies, and it integrates the areas of inquiry with programs that prepare students for meaningful careers and professions. It promotes innovation in curriculum and instruction by a faculty dedicated to teaching. The University is committed to serving the community in ways that complement its educational mission. Programs for advanced professional study are also available through the Asheville Graduate Center located on campus. The university seeks to enrich cultural life, enhance the conduct of public affairs, and contribute to the advancement of the region, the state, and the nation.



University of North Carolina at Chapel Hill



The University of North Carolina at Chapel Hill has existed for two centuries as the nation's first state university. Through its excellent undergraduate programs, it has provided higher education to ten generations of students, many of whom have become leaders of the state and the nation. Since the nineteenth century, it has offered distinguished graduate and professional programs. The university is a research university. Fundamental to this designation is a faculty actively

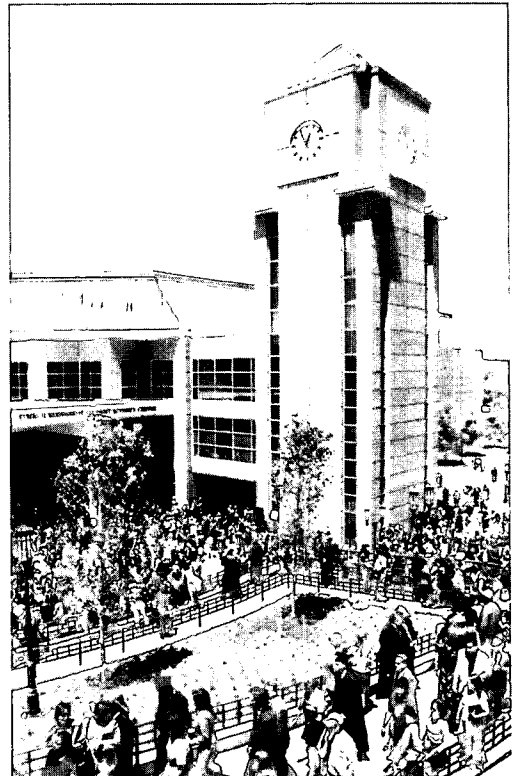
involved in research, scholarship, and creative work, whose teaching is transformed by discovery and whose service is informed by current knowledge. The mission of the university is to serve all the people of the state, and indeed the nation, as a center for scholarship and creative endeavor. The university exists to teach students at all levels in an environment of research, free inquiry, and personal responsibility; to expand the body of knowledge; to improve the condition of human life through service and publication; and to enrich the culture.

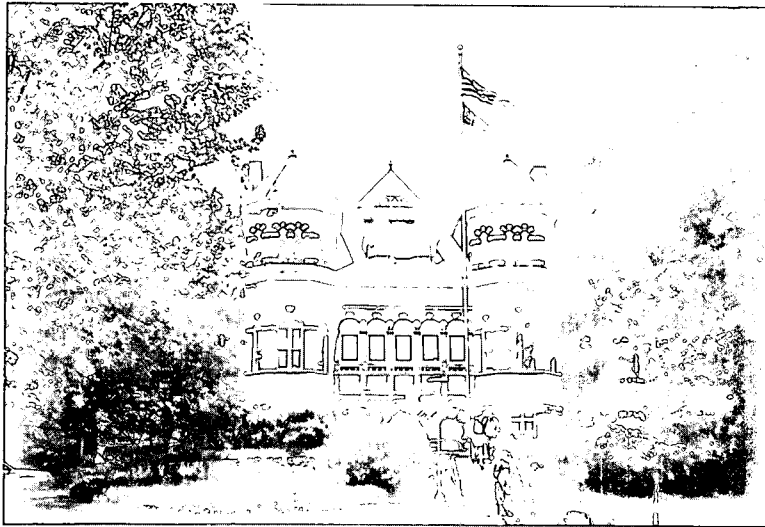
To fulfill this mission, the university must: (1) acquire, discover, preserve, synthesize, and transmit knowledge; (2) provide high quality undergraduate instruction to students within a community engaged in original inquiry and creative expression, while committed to intellectual freedom, to personal integrity and justice, and to those values that foster enlightened leadership for the state and nation; (3) provide graduate and professional programs of national distinction at the doctoral and other advanced levels; (4) extend knowledge-based services and other resources of the university to the citizens of North Carolina and their institutions to enhance the quality of life for all people in the state; and (5) address, as appropriate, regional, national, and international needs.

University of North Carolina at Charlotte

UNC Charlotte is the public university of the Charlotte region, fully engaged in the discovery, dissemination, synthesis, and application of knowledge. It provides for the educational, economic, social, and cultural advancement of the people of North Carolina through on- and off-campus programs, continuing personal and professional education opportunities, research, and collaborative relationships with the private, public, and nonprofit institutional resources of the greater Charlotte metropolitan region.

The primary commitment of UNC Charlotte is to extend educational opportunities and to ensure success for qualified students of diverse backgrounds through informed and effective teaching in the liberal arts and sciences and in selected professional programs offered through colleges of Architecture, Arts and Sciences, Business Administration, Education, Engineering, and Nursing and Health Professions, and through programs and services designed to support students' intellectual and personal development. The university offers a comprehensive array of baccalaureate and master's programs and selective opportunities for doctoral education.





University of North Carolina at Greensboro

The University of North Carolina at Greensboro is a leading student-centered university, linking the Piedmont Triad to the world through learning, discovery, and service. UNCG has for the past century offered rigorous undergraduate programs in the liberal arts and professions. Assuming additional responsibility in 1963 for doctoral work, it now provides an array of nationally recognized

graduate programs. The University affirms the primacy of teaching and learning at all levels. Teaching, research, scholarship, creative work, and service are expected to be excellent and mutually reinforcing of one another. Intellectual curiosity, tolerance, and a commitment to build and sustain community are the foundation for our endeavors as a university.

University of North Carolina at Pembroke

The University of North Carolina at Pembroke, as a constituent institution of the University of North Carolina, is committed to academic excellence in a balanced program of teaching, research, and service. The institution is a public comprehensive university offering degrees at the baccalaureate and master's levels in the liberal arts and sciences and in selected pre-professional areas. A primary focus is to promote excellence in teaching. Student engagement with a faculty dedicated to sound, vigorous teaching and to dynamic contributions in their academic disciplines enables University of North Carolina at Pembroke graduates to perform with distinction within and beyond the region.

Founded in 1887 as an institution for the education of American Indians, the University of North Carolina at Pembroke will continue to affirm the unique strength of its culturally diverse student body, community, and region. The interaction within and among these groups fosters social consciousness and sensitivity to the rights and views of others, encouraging appreciation of different cultures in a global perspective.

Through its commitment to education as a lifelong experience, the university seeks to enhance and enrich the intellectual, social, cultural, and political life of the region.



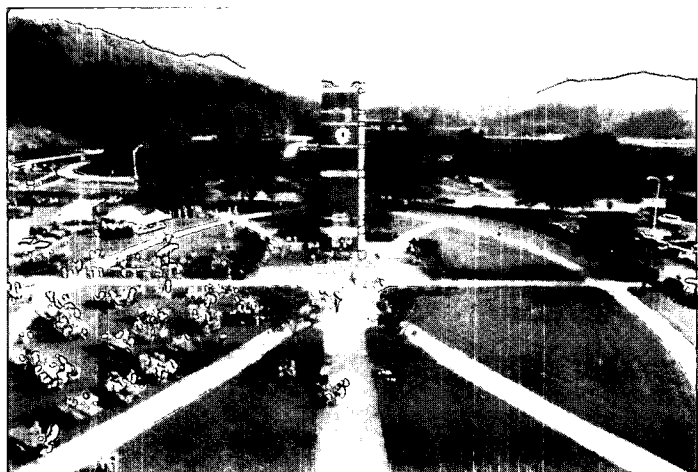
University of North Carolina at Wilmington

The University of North Carolina at Wilmington is an evolving comprehensive university dedicated to excellence in teaching, in scholarly and artistic achievement, and in service to regional and global communities. As the only university in the region, it has a special responsibility to education and service. In fulfilling this responsibility, the university recognizes the primary importance of its undergraduate teaching mission, while at the same time offering high quality graduate education that complements its undergraduate programs. The university seeks to stimulate intellectual curiosity, imagination, rational thinking, thoughtful expression, and love of learning in a broad range of discipline and professional fields. Knowledge of the humanities, the social and natural sciences, and the fine arts is central to the curriculum. The university considers research and creative activities essential for effective learning and strives to create an academic environment in which faculty and students can reach their full potential for scholarship. The university's location in an historic Atlantic seaport provides special opportunities for teaching and research in a variety of fields, among them marine and environmental sciences, the humanities, and business. In its public service role, the university serves as a resource and catalyst for regional growth and development.



Western Carolina University

Western Carolina University is a comprehensive university within the University of North Carolina, offering a broad array of undergraduate and graduate programs in the arts, sciences, and professions. The university serves the people of North Carolina from its residential main campus at Cullowhee and through its resident credit programs in Asheville and Cherokee. Teaching and learning constitute the central mission of Western Carolina University. The university seeks to create a community of scholarship in which the activities of its members are consistent with the highest standards of knowledge and practice in their disciplines. The commitment of the community to service, research, and creative activities complements the central mission and extends the benefits of its scholarship to society. As a major public resource for western North Carolina,



the university assists individuals and agencies in the region through the expertise of its faculty, its staff, and its students. Western Carolina University seeks to provide an environment in which students, faculty, and staff jointly assume responsibility for learning, where free exchange of ideas, intellectual challenge, and high standards of scholarship prevail.

Winston-Salem State University

Winston-Salem State University is a public university, whose primary mission is to offer quality undergraduate educational programs at the baccalaureate level for diverse and motivated students. Master's and intermediate level programs for professional study are also available in the Winston-Salem State University Graduate Center through inter-institutional agreements. While the primary focus is on teaching and learning, the university encourages scholarship and creative activities by faculty and students and engages in mutually beneficial relationships with the community in ways which complement its educational mission.



Source: The University of North Carolina Board of Governors' Long-Range Planning, 1998–2003 (January 1998). Photographs courtesy of UNC-General Administration.

Footnotes

- ¹ North Carolina Constitution, Article IX, Section 8.
- ² See Barbara Solow, *Reorganizing Higher Education in North Carolina: What History Tells Us About Our Future*, North Carolina Center for Public Policy Research, Raleigh, NC: 1999, p. 6.
- ³ *The University of North Carolina* (annual brochure, 1997–1998 edition), UNC General Administration, Chapel Hill, NC: 1997, p. 6.
- ⁴ Marian L. Gade, *Four Multicampus Systems: Some Policies and Practices That Work*, AGB Special Report, Association of Governing Boards of Universities and Colleges, Washington, DC: 1993, p. 24.
- ⁵ N.C.G.S. 116-1(b).
- ⁶ John A. DiBiaggio, essay, "The Legacy," in *Serving the World: The People and Ideas of America's State and Land-Grant Universities*, National Association of State Universities and Land-Grant Colleges, Washington, DC: 1987, pp. 383–393.
- ⁷ Gade, note 4 above, p. 1.

□

PART II

Comparing State Higher Education Systems and Statistics

After reading higher education statutes, two things quickly become apparent: (1) it is the goal of every state to provide an economical, high-quality system of higher education; and (2) every state follows its own unique path toward that end. In a very real sense, every state is in a league of its own.

Nonetheless, governors, legislators, educators, and concerned citizens monitor their higher education governance paths to be sure they are heading in the right direction. They also look to other states and ask, “What states are like us, and what are they doing?” Legislators in all states must at some time define higher education goals and reach compromises, decide to create or terminate boards or agencies, and ultimately choose statutory language that will convey duties and a structure for higher education in their state. Legislators make these determinations not in a vacuum but in the context of life in their state and questions such as: How big is the state’s population? What is the geography of our state? How many public institutions of higher education do we have? How many private? Do we have a large minority population or a number of historically black institutions? What can the state afford? Virtually every aspect of a state’s make-up could potentially affect its higher education structure.

In the following chapters, the higher education systems in all 50 states are reported alongside information and statistics about certain aspects of life in the states. This information provides context and background concerning the environment in which the higher education structure operates. The aspects and statistics examined are: (1) the size of state populations; (2) the number, type, and prestige of higher education institutions; (3) the size of student enrollment; (4) state budgets and financial commitments for higher education; and (5) minority enrollment and the number of historically black colleges and universities.

CHAPTER 7

Comparisons of State Higher Education Systems

A. State Higher Education Structures and the Size of State Populations

As seen in Table 10, of the 11 most populous states, three have consolidated governing board structures, two have advisory coordinating board structures, five have regulatory coordinating board structures, and one has a planning agency structure. These 11 states have more in common than it would appear at first glance. California, New York, Georgia, Florida, and North Carolina all have large multi-campus governing boards that play a significant role in shaping higher education within the state. A significant difference between these states with multi-campus governing boards and North Carolina is that only in North Carolina do the institutions under the governing board also have local boards of trustees. Pennsylvania, Texas, and Illinois also have at least one large multi-campus governing board that plays a major role in the higher education system. Ohio, New Jersey, and Michigan seem to favor institutional governance.

In terms of coordination responsibilities, 10 of these 11 states have a central board specifically charged with some degree of coordination for all *public* postsecondary institutions within the state. Only North Carolina does not have a central board that is currently taking on the task of coordinating higher education for all two-year and

four-year public institutions within the state (See pages 42 & 45 for comment on the difference between the statutory charge and the actual practice in North Carolina.). Michigan, which does not have a statutory governing board, does have voluntary coordinating and planning boards created to coordinate their system without being specifically mandated to do so by the state legislature. Georgia, a state with a consolidated governing board system like North Carolina, has one board that governs both the two-year and four-year institutions. Because the Georgia system is governed entirely by one board, the same board also is able to perform coordination duties. Florida, the only other state with a consolidated governing board system that also is ranked in the top 11 in terms of population, likewise has a coordinating board that supplements the work of the state's governing boards.

The largest concentration of consolidated governing board structures is among the states with the smallest populations: Eleven of the 12 least populous states have consolidated governing board structures. Of these 11, seven have "superboards" that govern all two-year and four-year public institutions within the state (Alaska, Hawaii, Idaho, Montana, North Dakota, Rhode Island, and South Dakota). Delaware, with the sixth smallest population, has a planning agency structure, one of only two such state higher education structures in the nation (Michigan is the other).

B. State Higher Education Structures and the Number, Type, and Prestige of Higher Education Institutions in the State

1. The Number of Higher Education Institutions

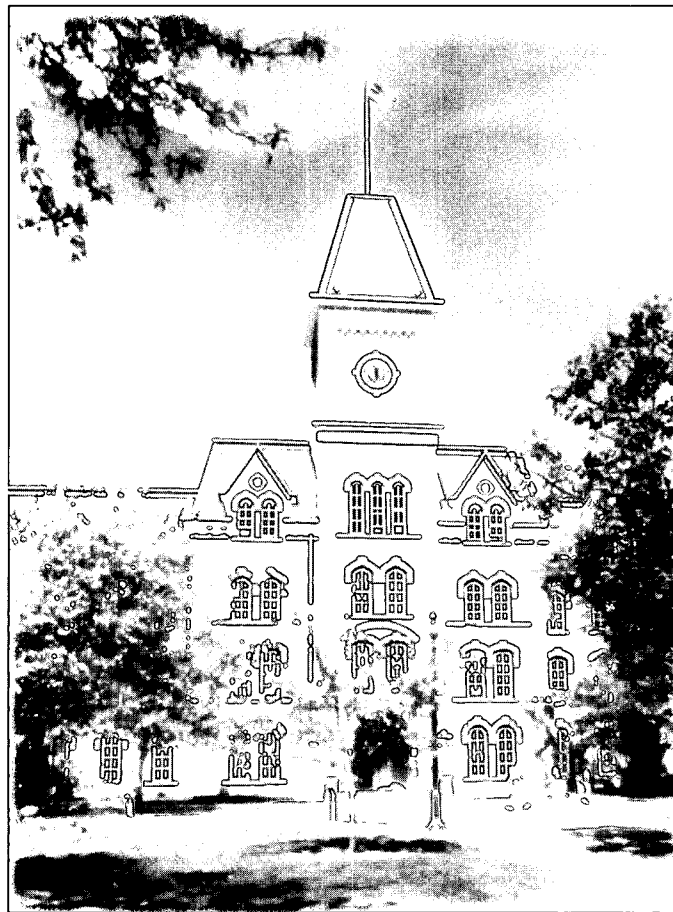
Table 11 illustrates the size of state higher educational systems as measured by the total number of institutions of higher education in the state, including all four-year, two-year, public, and private institutions. The information in Table 11 reflects 1997–98 U.S. Department of Education statistics and encompasses “degree granting postsecondary institutions that are eligible to participate in Title IV federal financial-aid programs.” Using this information provides a consistent basis for comparison.

However, it is important to recognize that many state higher education boards and agencies use a different methodology to determine the number of institutions in their state and believe that the U.S. Department of Education figures can give an inaccurate picture of the size of their higher education system. For instance, in a letter to the N.C. Center for Public Policy Research, Robert T. Perry, Executive Director of the South Dakota Board of Regents, notes, “The South Dakota Board of Regents governs eight institutions . . . , but two of these are special schools, the state’s schools for the deaf and visually handicapped. Thus, there are only six institutions of higher education that should be included in the information.”

In North Carolina, Leslie Reiff, communications specialist for the Community College System, points out that though the U.S. Department of Education says there are 58 community colleges in the state, her agency uses the figure 59. The discrepancy comes because the federal government’s total represents the actual number of community colleges in the state, while the Community College System figure reflects the number of community college institutions, and thus includes the North Carolina Center for Applied Textile Technology. Where state boards reported such discrepancies, they are noted in the table keys.

Based on the U.S. Department of Education statistics reported in Table 11, the eight largest systems are in California (400 institutions), New York (324), Pennsylvania (258), Texas (195), Ohio (180), Illinois (173), Florida (142), and Massachusetts (129). North Carolina has the ninth largest higher education system in the country with 122 institutions — 16 public four-year institutions, 43 private four-year colleges and universities, 58 community colleges, and five private two-year institutions. Minnesota rounds out the 10 largest systems with a total of 116 institutions. The smallest systems — having a total of less than 10 institutions — are in Alaska (8), and Wyoming (9).

Wyoming has the highest percentage of higher education institutions that are public (8 of 9, or 88.9%).



University Hall at Ohio State University

Among the 10 largest systems, North Carolina has the highest percentage of public institutions, 60.7%. North Carolina is ranked 10th overall in the percentage of higher education institutions that are public. In only one other top-10 state, Texas, do public institutions comprise more than half (55.9%) of the total number of institutions in the state. The percentages of public institutions among all higher education institutions in the other eight states with the largest number of institutions are as follows: California, 35.5%; New York, 28.1%; Pennsylvania, 25.6%; Ohio, 35.6%; Illinois, 35.3%; Florida, 26.8%; Massachusetts, 25.6%; and Minnesota, 49.1%. Table 12 provides a state-by-state comparison of the number of public and private institutions, while Table 13 provides a state-by-state statistical overview of only four-year public institutions.

As shown in Table 14, Pennsylvania (45), New York (44), Texas (41), and California (33) have the most four-year public institutions, while Wyoming, with just one four-year public higher education institution, has the least. With 16 four-year public institutions, North Carolina has the eighth largest number of such institutions. Four states have 15 four-year public institutions — Maryland, Massachusetts, Michigan, and Virginia — and tie for the ninth largest number.

Of the 24 states with consolidated governing board structures, Georgia has the most four-year public institu-

tions (21), followed by North Carolina (16). Of the rest, five states have 10 or more four-year public institutions — West Virginia (13); Wisconsin (13); Kansas (11); Minnesota (11); and Florida (10) — and 17 states have nine or fewer.

Of the 23 states having fewer than 10 four-year public institutions, 17 of them (74%) have consolidated governing board structures. North Carolina and Georgia have consolidated governing board structures but are among the top 10 states as ranked by the number of public four-year institutions. North Carolina has 16 and is ranked eighth. Georgia has 21 and is ranked sixth.

2. *The Types of Higher Education Institutions*

The Carnegie Council on Policy Studies in Higher Education publishes the well-known “Carnegie Classifications,” categorizing educational institutions by type. These classifications are based on a number of factors, including the number and types of academic programs and degrees offered, the size of the institution and number of faculty, and the budget and external funding of the institution. The 1994 classifications are as follows:¹

Research Universities I These offer a full range of baccalaureate programs, are committed to graduate education through the doctorate level, and give high priority to research. They award 50 or more doctoral degrees annually and receive \$40 million or more in federal support.

Research Universities II These meet the same criteria as level I research universities except that their annual federal support is between \$15.5 and \$40 million.

Doctoral Universities I These offer a full range of baccalaureate programs and are committed to graduate education through the doctoral level. They award at least 40 doctoral degrees annually in five or more disciplines.

Doctoral Universities II These meet the same criteria as level I doctoral universities except that they annually award at least 10 doctoral degrees in three or more disciplines or 20 or more doctoral degrees in one or more disciplines.

Master’s I Comprehensive Institutions These offer a full range of baccalaureate programs and are committed to graduate education through the master’s degree. They award 40 or more master’s degrees annually in three or more disciplines.

Selective Liberal Arts Colleges These are primarily undergraduate colleges with major emphasis on baccalaureate degree programs. They are selective in their admissions and award 40 percent or more of their baccalaureate degrees in liberal arts fields.

Like many states, North Carolina has at least one institution classified in nearly every category. However, two of North Carolina’s institutions have missions unique to most public university systems. The University of North Carolina at Asheville is a Selective Liberal Arts College, one of only seven public colleges with such a classification.² Also part of the University of North Carolina system is the North Carolina School of the Arts, a specialized institution with instruction in the arts (See Table 15).

In terms of the types of four-year institutions within a state, Maryland and Virginia are most similar in design to North Carolina. All three of these states have approximately the same number of four-year institutions (North Carolina — 16; Maryland — 15; Virginia — 15). In addition, all have a wide range of institutions with varying missions, including at least one Research I University, one Doctoral I University, one Doctoral II University, several Comprehensive Master’s Universities, and a Selective Liberal Arts institution.

—continues on page 71

University Arch at the University of Georgia

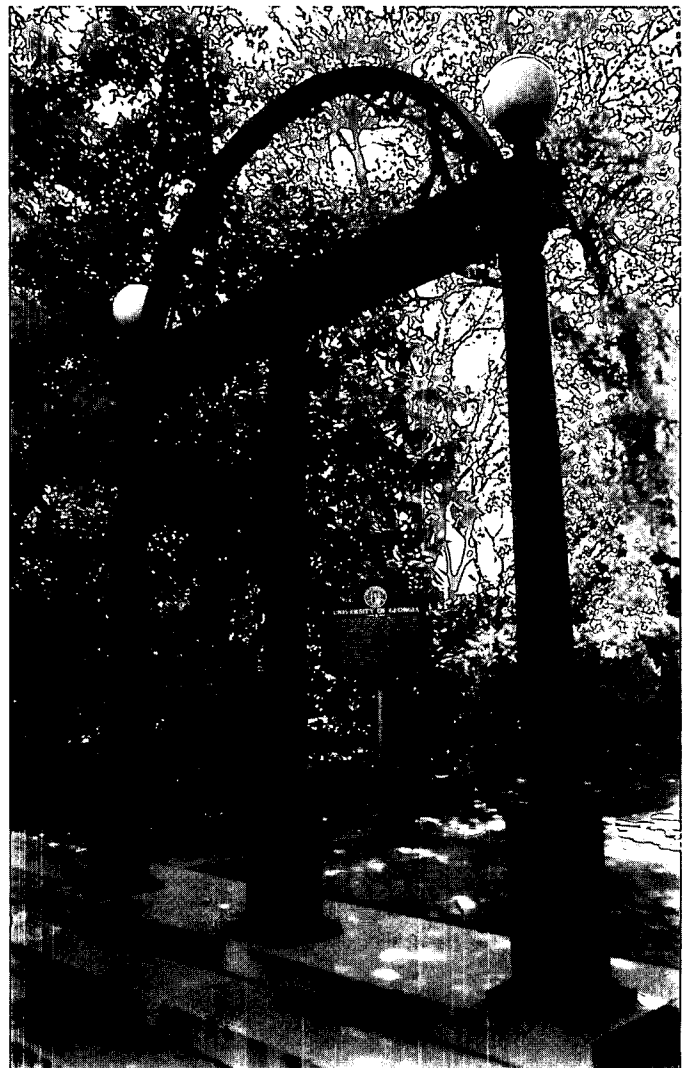


Table 10.

State Populations and Higher Education Structures, Ranked by State

Rank	State	1998 Population	State Higher Education Structure
1.	California	32,667,000	Coordinating Board–Advisory
2.	Texas	19,760,000	Coordinating Board–Regulatory
3.	New York	18,175,000	Coordinating Board–Regulatory
4.	Florida	14,916,000	* Consolidated Governing Board
5.	Illinois	12,045,000	Coordinating Board–Regulatory
6.	Pennsylvania	12,001,000	Coordinating Board–Advisory
7.	Ohio	11,209,000	Coordinating Board–Regulatory
8.	Michigan	9,817,000	Planning Agency
9.	New Jersey	8,115,000	Coordinating Board–Regulatory
10.	Georgia	7,642,000	* Consolidated Governing Board
11.	North Carolina	7,546,000	* Consolidated Governing Board
12.	Virginia	6,791,000	Coordinating Board–Regulatory
13.	Massachusetts	6,147,000	Coordinating Board–Regulatory
14.	Indiana	5,889,000	Coordinating Board–Regulatory
15.	Washington	5,689,000	Coordinating Board–Regulatory
16.	Missouri	5,439,000	Coordinating Board–Regulatory
17.	Tennessee	5,431,000	Coordinating Board–Regulatory
18.	Wisconsin	5,224,000	* Consolidated Governing Board
19.	Maryland	5,135,000	Coordinating Board–Regulatory
20.	Minnesota	4,725,000	* Consolidated Governing Board
21.	Arizona	4,669,000	* Consolidated Governing Board
22.	Louisiana	4,369,000	Coordinating Board–Regulatory
23.	Alabama	4,352,000	Coordinating Board–Regulatory
24.	Colorado	3,971,000	Coordinating Board–Regulatory
25.	Kentucky	3,936,000	Coordinating Board–Regulatory
26.	South Carolina	3,836,000	Coordinating Board–Regulatory
27.	Oklahoma	3,347,000	Coordinating Board–Regulatory
28.	Oregon	3,282,000	* Consolidated Governing Board
29.	Connecticut	3,274,000	Coordinating Board–Regulatory

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Table 10.

CONTINUED

State Populations and Higher Education Structures, Ranked by State

Rank	State	1998 Population	State Higher Education Structure
30.	Iowa	2,862,000	* Consolidated Governing Board
31.	Mississippi	2,752,000	* Consolidated Governing Board
32.	Kansas	2,629,000	* Consolidated Governing Board
33.	Arkansas	2,538,000	Coordinating Board–Regulatory
34.	Utah	2,100,000	* Consolidated Governing Board
35.	West Virginia [†]	1,811,000	* Consolidated Governing Board
36.	Nevada	1,747,000	* Consolidated Governing Board
37.	New Mexico	1,737,000	Coordinating Board–Advisory
38.	Nebraska	1,663,000	Coordinating Board–Regulatory
39.	Maine	1,244,000	* Consolidated Governing Board
40.	Idaho	1,229,000	* Consolidated Governing Board
41.	Hawaii	1,193,000	* Consolidated Governing Board
42.	New Hampshire	1,185,000	* Consolidated Governing Board
43.	Rhode Island	988,000	* Consolidated Governing Board
44.	Montana	880,000	* Consolidated Governing Board
45.	Delaware	744,000	Planning Agency
46.	South Dakota	738,000	* Consolidated Governing Board
47.	North Dakota	638,000	* Consolidated Governing Board
48.	Alaska	614,000	* Consolidated Governing Board
49.	Vermont	591,000	* Consolidated Governing Board
50.	Wyoming	481,000	* Consolidated Governing Board

* Denotes states with consolidated governing board structures.

[†] In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

Source: The Census Bureau (<http://www.censu.gov>), 1998 statistics, as reported in *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Inc., Washington, DC: 1999, p. 8.

Table 11.

Total Number of Higher Education Institutions, Ranked by State

Number of Higher Ed. Institutions (ranked most to least)			Public Institutions as Percent of All Institutions		
Rank	State (1998 pop. rank)	Total	State %	Rank	State Higher Education Structure
1.	California (1)	400	35.5%	38	Coordinating Board–Advisory
2.	New York (3)	324	28.1	46	Coordinating Board–Regulatory
3.	Pennsylvania (6)	258	25.6	48 (tie)	Coordinating Board–Advisory
4.	Texas (2)	195	55.9	16	Coordinating Board–Regulatory
5.	Ohio (7)	180	35.6	37	Coordinating Board–Regulatory
6.	Illinois (5)	173	35.3	39	Coordinating Board–Regulatory
7.	Florida (4)	142	26.8	47	* Consolidated Governing Board
8.	Massachusetts (13)	129	25.6	48 (tie)	Coordinating Board–Regulatory
9.	North Carolina (11)	122	60.7	10	* Consolidated Governing Board
10.	Minnesota (20)	116	49.1	25	* Consolidated Governing Board
11.	Missouri (16)	112	29.5	43	Coordinating Board–Regulatory
12.	Michigan (8)	111	39.7	36	Planning Agency
13.	Georgia (10)	105	53.3	20	* Consolidated Governing Board
14.	Indiana (14)	97	28.9	44	Coordinating Board–Regulatory
15.	Virginia (12)	92	42.4	34	Coordinating Board–Regulatory
16.	Louisiana (22)	85	74.1	3	Coordinating Board–Regulatory
17.	Tennessee (17)	84	28.6	45	Coordinating Board–Regulatory
18.	Alabama (23)	80	62.5	9	Coordinating Board–Regulatory
19.	Washington (15)	73	56.2	14	Coordinating Board–Regulatory
20.	Colorado (24)	71	40.8	35	Coordinating Board–Regulatory
21.	Arizona (21)	70	55.6	17	* Consolidated Governing Board
22.	Wisconsin (18)	66	48.5	26	* Consolidated Governing Board
23.	Iowa (30)	64	31.3	42	* Consolidated Governing Board
24.	Kentucky (25)	63	35.0	40	Coordinating Board–Regulatory
25.	South Carolina (26)	61	54.1	18	Coordinating Board–Regulatory
26. (tie)	Kansas (32)	60	56.7	13	* Consolidated Governing Board
	Maryland (19)	60	58.3	12	Coordinating Board–Regulatory
28.	New Jersey (9)	59	55.9	15	Coordinating Board–Regulatory
29.	Oregon (28)	54	46.3	28	* Consolidated Governing Board
30.	Arkansas (33)	47	70.2	4	Coordinating Board–Regulatory

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Table 11.

CONTINUED

Total Number of Higher Education Institutions, Ranked by State

Number of Higher Ed. Institutions (ranked most to least)			Public Institutions as Percent of All Institutions		State Higher Education Structure
Rank	State (1998 rank)	Total	State %	Rank	
31. (tie)	Oklahoma (27)	46	65.2%	6 (tie)	Coordinating Board–Regulatory
	Mississippi (31)	46	67.4	5	* Consolidated Governing Board
33.	New Mexico (37)	45	60.0	11	Coordinating Board–Advisory
34.	Connecticut (29)	43	44.1	29	Coordinating Board–Regulatory
35.	Nebraska (38)	37	43.2	30	Coordinating Board–Regulatory
36.	Maine (39)	35	42.9	31 (tie)	* Consolidated Governing Board
37.	West Virginia (35) [†]	34	50.0	21 (tie)	* Consolidated Governing Board
38.	Montana (44)	28	64.3	8	* Consolidated Governing Board
39. (tie)	New Hampshire (42)	26	34.6	41	* Consolidated Governing Board
	South Dakota (46)	26	53.9	19	* Consolidated Governing Board
41.	Vermont (49)	25	24.0	50	* Consolidated Governing Board
42.	North Dakota (47)	23	65.2	6 (tie)	* Consolidated Governing Board
43.	Utah (34)	21	42.9	31 (tie)	* Consolidated Governing Board
44.	Hawaii (41)	20	50.0	21 (tie)	* Consolidated Governing Board
45.	Idaho (40)	15	46.7	27	* Consolidated Governing Board
46.	Nevada (36)	14	42.9	31 (tie)	* Consolidated Governing Board
47.	Rhode Island (43)	12	75.0	2	* Consolidated Governing Board
48.	Delaware (45)	10	50.0	21 (tie)	Planning Agency
49.	Wyoming (50)	9	88.9	1	* Consolidated Governing Board
50.	Alaska (48)	8	50.0	21 (tie)	* Consolidated Governing Board

* Denotes states with consolidated governing boards.

[†] In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

Note: The figures represented are those reported by the U.S. Department of Education. Some states may use a different method of calculating the number of institutions in their state. Discrepancies may be explained by differing methods employed to gather/calculate data. The U.S. Department of Education statistics are compiled using the same method of calculation from state to state, however, and are thus employed in this report for consistency. Individual states should be contacted directly if "official" state statistics are desired.

Source: The U.S. Department of Education (<http://www.ed.gov>), for the academic year 1997–98, as reported in *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Inc., Washington, DC: 1999, pp. 8–13.

Table 12.

Comparison of the Number of Public and Private Higher Education Institutions, by State

State	Number of			Number of			Total Number
	Four-Year	Two-Year	Total	Four-Year	Two-Year	Total	Four- and Two-Year
	Public Institutions			Private Institutions			Public & Private
Alabama	18 ^A	32	50	20 ^B	10	30	80
Alaska	3	1	4	3	1	4	8
Arizona	5	20	25	20	25	45	70
Arkansas	10	23	33	10	4	14	47
California	33 ^A	109	142	183	75	258	400
Colorado	14 ^A	15	29	24	18	42	71
Connecticut	7	12	19	19	5	24	43
Delaware	2	3	5	4	1	5	10
Florida	10	28	38	63	41	104	142
Georgia	21	46	67	41	8	49	116
Hawaii	3	7	10	7	3	10	20
Idaho	4	3	7	5	3	8	15
Illinois	12	49	61	95	17	112	173
Indiana	14	14	28	41	28	69	97
Iowa	3	17	20	37	7	44	64
Kansas	11	23	34	21	5	26	60
Kentucky	8	14	22	27	14	41	63
Louisiana	14	49	63	12	10	22	85
Maine	8	7	15	13	7	20	35
Maryland	15	20	35	22	3	25	60
Massachusetts	15	18	33	83	13	96	129
Michigan	15	29	44	60	7	67	111
Minnesota	11	46	57	38	21	59	116
Mississippi	9	22	31	11	4	15	46
Missouri	13	20	33	59	20	79	112
Montana	6	12	18	5	5	10	28
Nebraska	7	9	16	16	5	21	37
Nevada	2	4	6	3	5	8	14
New Hampshire	5	4	9	14	3	17	26
New Jersey	14 ^A	19	33	20	6	26	59
New Mexico	6	21	27	14	4	18	45
New York	44	47	91	172	61	233	324
North Carolina	16	58^C	74	43	5	48^D	122
North Dakota	6	9	15	4	4	8	23
Ohio	28	36	64	67	49	116	180

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Table 12.

CONTINUED

Comparison of the Number of Public and Private Higher Education Institutions, by State

State	Number of			Number of			Total Number
	Four-Year	Two-Year	Total	Four-Year	Two-Year	Total	Four- and Two-Year
	Public Institutions			Private Institutions			Public & Private
Oklahoma	14	16	30	14	2	16	46
Oregon	8	17	25	26	3	29	54
Pennsylvania	45 ^A	21	66	102	90	192	258
Rhode Island	2	1	3	9	0	9	12
South Carolina	12	21	33	23	5	28	61
South Dakota	8	6	14	10	2	12	26
Tennessee	10	14	24	44	16	60	84
Texas	41	68	109	57	29	86	195
Utah	5	4	9	4	8 ^E	12	21
Vermont	5	1	6	15	4	19	25
Virginia	15	24	39	40	13	53	92
Washington	8	33	41	27	5	32	73
West Virginia	13	4	17	10	7	17	34
Wisconsin	13	19	32	32	2	34	66
Wyoming	1	7	8	0	1	1	9

^A These states report that they use a different method of calculating the number of four-year *public* institutions in their states than does the U.S. Department of Education, whose statistics are reported here. Particularly for these states, the central boards should be consulted if the "official" state statistics are desired. The U.S. Department of Education statistics are compiled using the same method of calculation from state to state (and include degree-granting postsecondary institutions that are eligible to participate in Title IV federal financial-aid programs), however, and thus are employed in this report for consistency.

In this regard, the Alabama Commission on Higher Education reports that Alabama has 16 four-year public institutions and 19 two-year public institutions, the California Postsecondary Education Commission reports that it has 31 four-year public institutions and 106 two-year public institutions, the Colorado Commission on Higher Education reports that it has 13 four-year public institutions, and the Pennsylvania State Board of Education reports 18 public baccalaureate institutions. Peter Garland, the Pennsylvania Board's Executive Director, believes the large discrepancy is a result of how branch campuses of the state's public universities are categorized. In a letter to the Center, he notes, "Penn State, which has the most branches, is a single institution, with a single faculty and a single governing board and administration. The branches have no separate charter to operate or any statutory authority save that which comes from the single entity that is Penn State. This is also true for the University of Pittsburgh, Temple University, and Indiana University of Pennsylvania."

^B The Alabama Commission on Higher Education reports that Alabama has 15 four-year private institutions and 1 two-year private institution.

^C The North Carolina Community College System reports that there are 59 community college *institutions* in the state — the 58 community colleges and the North Carolina Center for Applied Textile Technology. The figure reported here represents the actual number of community *colleges* in the state.

^D North Carolina Independent Colleges and Universities reports that there are 36 private colleges and universities in North Carolina.

^E Utah reports that it has 6 two-year private schools, with another three 4-year, out-of-state schools which have campuses in Utah.

Source: The U.S. Department of Education (<http://www.ed.gov>), for the 1997–98 academic year, as reported in *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Inc., Washington, DC: 1999, pp. 8–13.

Table 13.

Four-Year Public Higher Education Institutions: A Statistical Overview, by State

State	Population* (and Rank) 1998	Number of Four-Year Public Institutions	Enrollment 1996-1997	Minority Students As a Percentage of Enrollment 1996-1997	Average Tuition and Fees, 1997-98	Average Salary of Full-Time Faculty at Public Universities 1997-1998	State Higher Education Structure
Alabama	4,352 (23)	18 ^A	122,796	23.8%	\$2,487	\$49,640	Coordinating Board-Regulatory
Alaska	614 (48)	3	27,077	19.3	2,609	51,729	* Consolidated Governing Board
Arizona	4,669 (21)	5	102,501	20.9	2,058	59,949	* Consolidated Governing Board
Arkansas	2,538 (33)	10	62,094	18.8	2,451	50,511	Coordinating Board-Regulatory
California	32,667 (1)	33 ^A	504,803	51.1	2,709	76,814	Coordinating Board-Advisory
Colorado	3,971 (24)	14 ^A	132,293 ^B	16.5	2,622	60,326	Coordinating Board-Regulatory
Connecticut	3,274 (29)	7	55,296	14.1	4,273	71,779	Coordinating Board-Regulatory
Delaware	744 (45)	2	24,798	19.4	4,318	64,878	Planning Agency
Florida	14,916 (4)	10	211,178	32.0	1,909	59,093	* Consolidated Governing Board
Georgia	7,642 (10)	21	159,013	25.6	2,356	59,098	* Consolidated Governing Board
Hawaii	1,193 (41)	3	21,691	73.8	2,790	60,469	* Consolidated Governing Board
Idaho	1,229 (40)	4	41,344	7.2	2,201	48,792	* Consolidated Governing Board
Illinois	12,045 (5)	12	192,319	26.2	3,701	58,419	Coordinating Board-Regulatory
Indiana	5,889 (14)	14	182,946	11.1	3,344	54,908	Coordinating Board-Regulatory
Iowa	2,862 (30)	3	66,539	8.3	2,761	63,119	* Consolidated Governing Board
Kansas	2,629 (32)	11	85,934	11.3	2,311	51,657	* Consolidated Governing Board
Kentucky	3,936 (25)	8	104,317	9.5	2,328	56,089	Coordinating Board-Regulatory
Louisiana	4,369 (22)	14	147,238	31.4	2,269	52,295	Coordinating Board-Regulatory
Maine	1,244 (39)	8	30,979	3.5	3,880	50,678	* Consolidated Governing Board
Maryland	5,135 (19)	15	113,159	36.3	4,135	61,153	Coordinating Board-Regulatory
Massachusetts	6,147 (13)	15	101,824	13.5	3,981	67,850	Coordinating Board-Regulatory
Michigan	9,817 (8)	15	259,414	17.2	4,131	65,529	Planning Agency
Minnesota	4,725 (20)	11	117,846	9.5	3,776	69,602	* Consolidated Governing Board

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Table 13.
CONTINUED

Four-Year Public Higher Education Institutions: A Statistical Overview, by State

State	Population* (and Rank) 1998	Number of Four-Year Public Institutions	Enrollment 1996-1997	Minority Students As a Percentage of Enrollment 1996-1997	Average Tuition and Fees, 1997-98	Average Salary of Full-Time Faculty at Public Universities 1997-1998	State Higher Education Structure
Mississippi	2,752 (31)	9	60,560	34.5%	\$2,568	\$46,464	* Consolidated Governing Board
Missouri	5,439 (16)	13	117,242	11.6	3,394	60,339	Coordinating Board-Regulatory
Montana	880 (44)	6	31,697	5.8	2,607	47,069	* Consolidated Governing Board
Nebraska	1,663 (38)	7	57,266	7.0	2,414	56,256	Coordinating Board-Regulatory
Nevada	1,747 (36)	2	30,988	19.9	1,884	61,035	* Consolidated Governing Board
New Hampshire	1,185 (42)	5	26,547	2.6	5,193	57,663	* Consolidated Governing Board
New Jersey	8,115 (9)	14 ^A	137,493	29.9	4,562	71,636	Coordinating Board-Regulatory
New Mexico	1,737 (37)	6	48,818	38.8	2,068	49,640	Coordinating Board-Advisory
New York	18,175 (3)	44	328,666	37.7	3,844	62,695	Coordinating Board-Regulatory
North Carolina	7,546 (11)	16	156,539	24.8	1,895	64,304	* Consolidated Governing Board
North Dakota	638 (47)	6	28,052	4.9	2,545	41,985	* Consolidated Governing Board
Ohio	11,209 (7)	28	258,417	13.5	4,009	58,064	Coordinating Board-Regulatory
Oklahoma	3,347 (27)	14	93,778	21.4	2,054	52,236	Coordinating Board-Regulatory
Oregon	3,282 (28)	8	64,413	14.2	3,496	50,810	* Consolidated Governing Board
Pennsylvania	12,001 (6)	45 ^A	232,223	13.1	5,188	64,039	Coordinating Board-Advisory
Rhode Island	988 (43)	2	22,251	9.8	4,013	61,573	* Consolidated Governing Board
South Carolina	3,836 (26)	12	87,344	21.2	3,414	55,456	Coordinating Board-Regulatory
South Dakota	738 (46)	8	28,367	9.1	2,900	39,469	* Consolidated Governing Board
Tennessee	5,431 (17)	10	115,508	18.9	2,296	56,213	Coordinating Board-Regulatory
Texas	19,760 (2)	41	414,021	34.3	2,273	56,902	Coordinating Board-Regulatory
Utah	2,100 (34)	5	81,313	6.1	2,113	51,042	* Consolidated Governing Board
Vermont	591 (49)	5	15,578	3.7	6,492	51,399	* Consolidated Governing Board
Virginia	6,791 (12)	15	167,809	24.1	4,045	59,725	Coordinating Board-Regulatory

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Table 13^a
CONTINUED

Four-Year Public Higher Education Institutions: A Statistical Overview, by State

State	Population* (and Rank) 1998	Number of Four-Year Public Institutions	Enrollment 1996-1997	Minority Students As a Percentage of Enrollment 1996-1997	Average Tuition and Fees, 1997-98	Average Salary of Full-Time Faculty at Public Universities 1997-1998	State Higher Education Structure
Washington	5,689 (15)	8	87,304	19.5%	\$3,036	\$57,725	Coordinating Board—Regulatory
West Virginia ^c	1,811 (35)	13	68,036	6.2	2,168	51,374	* Consolidated Governing Board
Wisconsin	5,224 (18)	13	140,964	8.1	2,958	65,964	* Consolidated Governing Board
Wyoming	481 (50)	1	11,251	8.2	2,326	46,941	* Consolidated Governing Board

* Denotes states with a consolidated governing board structure.

^a The 1998 population is reported in thousands.

FOOTNOTES

^A These states report that they use a different method of calculating the number of institutions in their states than does the U.S. Department of Education, whose statistics are reported here. Particularly for these states, the central boards should be consulted if the "official" state statistics are desired. The U.S. Department of Education statistics are compiled using the same method of calculation from state to state (and include degree-granting postsecondary institutions that are eligible to participate in Title IV federal financial-aid programs), however, and thus are employed in this report for consistency.

In this regard, the Alabama Commission on Higher Education reports that Alabama has 16 four-year public institutions, the California Postsecondary Education Commission reports that it has 31 four-year public institutions, the Colorado Commission on Higher Education reports that it has 13 four-year public institutions, and the Pennsylvania State Board of Education reports 18 public baccalaureate institutions. Peter Gariand, the Pennsylvania Board's Executive Director, believes the large discrepancy is a result of how branch campuses of the state's public universities are categorized. In a letter to the Center, he notes, "Penn State, which has the most branches, is a single institution, with a single faculty and a single governing board and administration. The branches have no separate charter to operate or any statutory authority save that which comes from the single entity that is Penn State. This is also true for the University of Pittsburgh, Temple University, and Indiana University of Pennsylvania."

^B The Colorado Commission on Higher Education notes that a different method of calculation must be employed in compiling the U.S. Department of Education statistics than their state statistics, since their official count (not provided by the Commission) does not match the figures reported here.

^C In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

Sources: 1998 population figures are from the Census Bureau (<http://www.census.gov>). Enrollment figures and the number of minorities as a percentage of enrollment are current as of 1996 and also come from the U.S. Department of Education (<http://www.ed.gov>). Numbers of public universities, average tuition and fees, and average salaries for full-time faculty are the most recent figures available from the U.S. Department of Education, and are for the 1997-98 academic year. All of these figures are as reported in *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, *The Chronicle of Higher Education*, Inc., Washington, DC: 1999, pp. 8-13.

Table 14.*Number of Four-Year Public Higher Education Institutions, Ranked by State*

Rank	State	Number of Four-Year Public Institutions	State Higher Education Structure
1	Pennsylvania	45 ^A	Coordinating Board–Advisory
2	New York	44	Coordinating Board–Regulatory
3	Texas	41	Coordinating Board–Regulatory
4	California	33 ^A	Coordinating Board–Advisory
5	Ohio	28	Coordinating Board–Regulatory
6	Georgia	21	* Consolidated Governing Board
7	Alabama	18 ^A	Coordinating Board–Regulatory
8	North Carolina	16	* Consolidated Governing Board
9 (tie)	Maryland	15	Coordinating Board–Regulatory
	Massachusetts	15	Coordinating Board–Regulatory
	Michigan	15	Planning Agency
	Virginia	15	Coordinating Board–Regulatory
13 (tie)	Colorado	14 ^A	Coordinating Board–Regulatory
	Indiana	14	Coordinating Board–Regulatory
	Louisiana	14	Coordinating Board–Regulatory
	New Jersey	14 ^A	Coordinating Board–Regulatory
	Oklahoma	14	Coordinating Board–Regulatory
18 (tie)	Missouri	13	Coordinating Board–Regulatory
	West Virginia ^B	13	* Consolidated Governing Board
	Wisconsin	13	* Consolidated Governing Board
21 (tie)	Illinois	12	Coordinating Board–Regulatory
	South Carolina	12	Coordinating Board–Regulatory
23 (tie)	Kansas	11	* Consolidated Governing Board
	Minnesota	11	* Consolidated Governing Board
25 (tie)	Arkansas	10	Coordinating Board–Regulatory
	Florida	10	* Consolidated Governing Board
	Tennessee	10	Coordinating Board–Regulatory
28	Mississippi	9	* Consolidated Governing Board
29 (tie)	Kentucky	8	Coordinating Board–Regulatory
	Maine	8	* Consolidated Governing Board
	Oregon	8	* Consolidated Governing Board
	South Dakota	8	* Consolidated Governing Board
	Washington	8	Coordinating Board–Regulatory
34 (tie)	Connecticut	7	Coordinating Board–Regulatory
	Nebraska	7	Coordinating Board–Regulatory

—continued

Table 14.
CONTINUED

Number of Four-Year Public Higher Education Institutions, Ranked by State

Rank	State	Number of Four-Year Public Institutions	State Higher Education Structure
36 (tie)	Montana	6	* Consolidated Governing Board
	New Mexico	6	Coordinating Board-Advisory
	North Dakota	6	* Consolidated Governing Board
39 (tie)	Arizona	5	* Consolidated Governing Board
	New Hampshire	5	* Consolidated Governing Board
	Utah	5	* Consolidated Governing Board
	Vermont	5	* Consolidated Governing Board
43	Idaho	4	* Consolidated Governing Board
44 (tie)	Alaska	3	* Consolidated Governing Board
	Hawaii	3	* Consolidated Governing Board
	Iowa	3	* Consolidated Governing Board
47 (tie)	Delaware	2	Planning Agency
	Nevada	2	* Consolidated Governing Board
	Rhode Island	2	* Consolidated Governing Board
50	Wyoming	1	* Consolidated Governing Board

* Denotes states with consolidated governing board structures.

^A These states report that they use a different method of calculating the number of institutions in their states than does the U.S. Department of Education, whose statistics are reported here. Particularly for these states, the central boards should be consulted if the "official" state statistics are desired. The U.S. Department of Education statistics are compiled using the same method of calculation from state to state (and include degree-granting postsecondary institutions that are eligible to participate in Title IV federal financial-aid programs), however, and thus are employed in this report for consistency.

In this regard, the Alabama Commission on Higher Education reports that Alabama has 16 four-year public institutions, the California Postsecondary Education Commission reports that it has 31 four-year public institutions, the Colorado Commission on Higher Education reports that it has 13 four-year public institutions, and the Pennsylvania State Board of Education reports 18 public baccalaureate institutions. Peter Garland, the Pennsylvania Board's Executive Director, believes the large discrepancy is a result of how branch campuses of the state's public universities are categorized. In a letter to the Center, he notes, "Penn State, which has the most branches, is a single institution, with a single faculty and a single governing board and administration. The branches have no separate charter to operate or any statutory authority save that which comes from the single entity that is Penn State. This is also true for the University of Pittsburgh, Temple University, and Indiana University of Pennsylvania."

^B In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

Sources: U.S. Department of Education (<http://www.ed.gov>), as reported in *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Inc., Washington, DC: 1999, pp. 8-9. Public institutions, as defined by the Department of Education, "include colleges and universities controlled by local and state governments, as well as military academies and other institutions operated by the federal government." *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Inc., Washington, DC: 1999, p. 132.

However, in terms of governance structure, Maryland and Virginia have little in common with North Carolina. Both are regulatory coordinating board systems, and while Maryland has a combination of multi-campus governing boards and institutional governance, Virginia is dominated by institutional governing boards.

In this regard, a closer cousin to North Carolina is Georgia, where all of that state's four-year public higher education institutions are a part of one system governed by one board, the Board of Regents.³ Georgia has 21 four-year institutions, with institutional classifications over the full spectrum of possibilities. However, the two state systems are by no means identical. The Georgia Board of Regents has governing authority over all the state's public two-year and four-year institutions, while North Carolina splits the governing responsibilities between the University of North Carolina Board of Governors and the North Carolina State Board of Community Colleges. Another important distinction from North Carolina is Georgia's lack of a selective liberal arts college like the University of North Carolina at Asheville and a lack of a specialized institution like the North Carolina School of the Arts. Finally, Georgia institutions, unlike University of North Carolina institutions, do not have separate boards of trustees on each campus.

Despite these differences, both the University of North Carolina Board of Governors and the Georgia Board of Regents are responsible for coordinating and governing a number of institutions with very different missions. Dr. Joe Szutz, Assistant Vice Chancellor for Planning with the Georgia Board of Regents, says "the wide range of types and sizes of institutions presents challenges in administration and policy-making."

In an attempt to alleviate some of these challenges, some states have set up tiers of governance of higher education institutions. Tiering within a state's higher education structure exists in several different forms. The most deliberate example of tiering is California, where the state has placed its nine research universities under the governance of one board and all other four-year colleges and universities under a second board. With seven Research I Universities and two Research II Universities, California has more than twice as many research institutions as any other state.



University of Virginia

One advantage of having a separate system for research universities is the coherence of the research mission, says Sandra Smith, Assistant Vice President for Planning and Analysis of the University of California system. Smith says, "Having a clear definition that everyone buys into helps shape the direction of the university. We are very clear about who we are and what we do. Our policies are appropriate for a research university, which can be very different [from other universities]."

California is not the only state that places its research institutions in a separate system. Several states place their research universities under a multi-campus board, while their other four-year institutions are governed at the institutional level (Arkansas, Illinois, Maryland, Massachusetts, and New Jersey). Conversely, other states may have systems that are dominated by multi-campus governing boards, but the governance of one or more of their research institutions is at the institution level (Indiana, Michigan, South Carolina, and Texas). Although more by history than by design, Vermont's only research university stands alone with a governing board separate from the state's other four-year public higher education institutions known as "state colleges." Regina White, Director of Sponsored Programs for the University of Vermont, says she sees no real advantage or disadvantage to this division. White explains that the separation between the University of Vermont and the state colleges "evolved

because it is the only university in the state." While White does not "think it would be very different at all" if all the schools were in one system, she does say that funding decisions might be more problematic if all the schools were in the same system. "Competing for the same pie might become difficult," says White.

Setting up tiers of institutions also may happen when a state designates an official "flagship" campus. Though many states have universities that are informally considered their flagship institution, only three states (Maryland, Oklahoma, and West

Virginia) have the specific statutory authority to establish or develop such an institution. Of these, only Maryland's statute specifically names a flagship institution, the College Park campus of the University of Maryland.

"[The designation as the flagship campus] and my personal opinion will get a dollar fifty and a cup of cof-

"Having a clear definition that everyone buys into helps shape the direction of the university. We are very clear about who we are and what we do. Our policies are appropriate for a research university, which can be very different [from other universities]."

— SANDRA SMITH,
ASSISTANT VICE PRESIDENT FOR PLANNING AND ANALYSIS,
UNIVERSITY OF CALIFORNIA SYSTEM

Table 15.

Carnegie Classifications for North Carolina's Public Universities*

1994 Classification	University	2000 Classification
Research University I	The University of North Carolina at Chapel Hill North Carolina State University	Doctoral/Research University – Extensive
Research University II	None	
Doctoral University I	The University of North Carolina at Greensboro	Doctoral/Research University – Intensive
Doctoral University II	East Carolina University ⁺	
Master's I Comprehensive	Appalachian State University Fayetteville State University North Carolina A & T State University North Carolina Central University University of North Carolina at Charlotte University of North Carolina at Pembroke University of North Carolina at Wilmington Western Carolina University	Master's I Comprehensive
Selective Liberal Arts College	University of North Carolina at Asheville	Baccalaureate College – Liberal Arts
Public Baccalaureate	Elizabeth City State University Winston-Salem State University	Baccalaureate College – General
Specialized Institution – Arts	North Carolina School of the Arts	Specialized Institution – Arts

* As this report was going to press, the 2000 Carnegie Classifications were released. This table reflects the previous 1994 classifications and the new 2000 classifications for North Carolina's 16 public universities.

⁺ In 1994, East Carolina University was classified as a Master's I Comprehensive Institution by Carnegie. Since that time, East Carolina met the requirements for a Doctoral II Institution and the UNC Board of Governors upgraded ECU to doctoral status in April 1998. The 2000 Carnegie Classifications show ECU as a Doctoral/Research University–Intensive. In July 2000, the UNC Board of Governors also took steps to upgrade UNC-Charlotte to doctoral status.

Source: Julianne Basinger, "A New Way of Classifying Colleges Elates Some and Perturbs Others," *The Chronicle of Higher Education*, August 11, 2000, Washington, DC: pp. A31-A35.

fee," says Donald Langenberg, Chancellor of the University of Maryland System. "What is worth something is that it [the University of Maryland at College Park] is the only major research university in Maryland. What is worth something is its performance in moving up the ranks of major research universities. The substantive things are what matter, they're the things we look at and support. We don't question the term 'flagship,' but we don't necessarily think it means something."

The advantages and disadvantages of tiering universities are generally up for debate. Some of the options sound good in theory, but how they would actually work

in practice may be altogether different. Furthermore, every state's character, culture, and political environment are different. A higher education design that works well in one state may not work well in another. Says Szutz, Assistant Vice Chancellor for Planning with the Georgia Board of Regents, "While some institutions may feel they would do better competing freely for funding from the legislature, I don't see an advantage for the people of Georgia or for the majority of institutions from that model of public higher education."

As with most change or reform, a proposal to introduce tiers where none had been present before is bound

"[The designation as the flagship campus] and my personal opinion will get a dollar fifty and a cup of coffee."

— DONALD LANGEWBERG,
CHANCELLOR OF THE UNIVERSITY OF MARYLAND SYSTEM

to create some political upheaval. One recent example involves the City University System of New York (CUNY). In June 1999, New York City Mayor Rudolf Giuliani's Advisory Task Force on CUNY proposed a new model for the universities that immediately produced strong debate. One of the report's recommendations included creating tiered missions for CUNY colleges, designating some as flagships and creating specific, different missions for each one. While some praised the idea of tiering as "brilliant," others registered harsh criticism.

Bernie Sohmer, chairman of the University Faculty Senate and a mathematics professor at City College, described the report's call for tiers as "a code word for 'ethnic cleansing.'" Dividing the colleges, he argued, would divert the bulk of resources to the few top colleges in the system and leave the others struggling. The result would be a decline in the quality of education available for many

minority and economically disadvantaged students, who attend in greater numbers those institutions most likely to be placed in the lower tiers.⁴

3. *The Prestige of Higher Education Institutions*

U.S. News and World Report magazine annually publishes rankings of higher education institutions in the United States. These rankings are based on academic reputation, the rate of student retention, faculty resources, student selectivity, financial resources, alumni giving, and graduation rate performance.⁵ *U.S. News* states that the rankings are designed with the prospective student in mind: "The data we gather on America's colleges — and the rankings of the schools that arise from this data — serve as an objective guide by which students and their parents can compare the academic quality of each school. . . . Rankings are helpful to applicants because they rate the strength of the academic program at each undergraduate institution. As such, the rankings give applicants information on a key factor to consider when selecting a college."⁶

Critics of the rankings question what it is they actually measure. Stuart Rojstaczer writes in an op-ed piece in *The News and Observer* in Raleigh, North Carolina,

Lyndon State College in Vermont



"The rankings are designed first and foremost to sell magazines, not to be an honest evaluation. . . . Even if meaningful quantitative distinctions could be made, true rankings would change very little from year to year. Magazine rankings change every year. . . . As a result, every annual issue contains an arbitrary reshuffling of the top 30 colleges and universities. No one would buy the magazine if the rankings were static."⁷

Many school administrators are critical of the rankings, particularly if their institution does not fare as well as they would like. Some argue the rankings favor certain types of institutions over others or favor certain types of programs. By its own admission, *U.S. News and World Report* recognizes that private institutions generally fare better than their public counterparts. "Because of their mission to serve students in their state, publics (public colleges and universities) generally don't score as high on selectivity (of students) as private colleges that have more stringent admissions standards. In addition, public colleges and universities tend to have lower graduation and retention rates and larger classes. Finally, the public schools often lack the financial resources of the better-endowed private universities."⁸

Regardless of how one feels about the magazine's rankings, an institution's rank often is used by school admissions offices in materials distributed to prospective students, and many university presidents and system heads rely on these rankings to gauge how their constituent institutions are doing. As shown in Table 16, four of *U.S. News and World Report's* 25 top-ranked national universities are public institutions: the University of California-Berkeley (in a two-way tie for 20th); the University of Virginia (22nd); and the University of California-Los Angeles and the University of Michigan-Ann Arbor (in a two-way tie for 25th). Of the three states in which these public institutions are located, one has an advisory coordinating board structure (California), one has a regulatory coordinating board structure (Virginia), and one has a planning agency structure (Michigan).

As demonstrated in Table 17, 19 states are represented in the 2000 *U.S. News and World Report* listing of the 25 top-ranked national public universities. Of those, four states have more than one institution represented: California (6), Georgia (2), Texas (2), and

Virginia (2). Three of these four states have coordinating board structures — California has an advisory coordinating board, while Texas and Virginia have regulatory coordinating boards. Georgia has a consolidated governing board structure. Interestingly, the six California institutions ranked in the top 25 all are a part of the same multi-campus system — The University of California — and are thus governed by the same board. Fifteen states each have one institution on the list: Delaware, Florida, Illinois, Indiana, Iowa, Maryland, Michigan, Minnesota, New Jersey, New York, North Carolina (the University of North Carolina at Chapel Hill), Ohio, Pennsylvania, Washington, and Wisconsin. Of these states' structures, five have a consolidated governing board (Florida, Iowa, Minnesota, North Carolina, and Wisconsin), seven have a regulatory coordinating board (Illinois, Indiana, Maryland, New Jersey, New York, Ohio, and Washington), one has an advisory coordinating board (Pennsylvania), and two have planning agencies (Delaware and Michigan).

C. State Higher Education Structures and the Size of Student Enrollment

Table 18 provides a state-by-state overview of enrollment statistics for both public and private institutions of higher education in the United States. Molly Corbett Broad, President of the University of North Carolina, notes the importance of each state's history when it comes to examining enrollment trends. She points out that "higher education in the early decades (centuries) in New York was dominated by private universities, and only with the mid-20th century invention of SUNY was that system become a major provider of higher education to New Yorkers." She contrasts New York's history with that of western states, where "the development of the west and especially the enactment of the Morrill Act creating land grant universities [made it] much more likely to be dominated by public universities. Thus, in California, the public universities have dominated the enrollment markets from the beginning, and the development of the community colleges has extended that trend."⁹

As demonstrated in Table 19, according to U.S. Department of Education statistics, the California higher education system (both public and private, four- and two-year institutions) has the largest total student enrollment: 1,900,099 students. Other states in the top 10 in terms of total enrollment are: New York (1,028,351); Texas (959,698); Illinois (721,133); Florida (645,832); Pennsylvania (587,447); Michigan (547,629); Ohio (544,371); and Massachusetts (411,676). North Carolina has the tenth largest total system enrollment, with 372,993 students. With a few exceptions — North Carolina among them — states with fewer higher education

*"All animals are created equal.
But some animals are more equal
than others."*

—GEORGE ORWELL

ANIMAL FARM

institutions and thus, lower enrollments, tend to have consolidated governing board structures. As shown in Table 19, of the 14 states in which total enrollment is less than 100,000, 13 states have consolidated governing board structures.

When *public* higher education system enrollments are compared, however, Virginia joins the top 10, and with a public enrollment of only 173,854, Massachusetts, drops to 24th, as shown in Table 20. The other states in the top 10 in terms of public system enrollment are the same as those having the largest *total* system enrollments, but the rankings shift somewhat: California (1,625,021); Texas (838,943); New York (572,482); Illinois (532,470); Florida (529,422); Michigan (458,989); Ohio (407,108); Pennsylvania (335,181); North Carolina (302,939); and Virginia (292,412). Of the 18 states in which public enrollment is less than 100,000, 13 states have consolidated governing board structures.

A new group of states appears in the top 10 when comparing enrollment in *public* institutions as a *percentage of total higher education enrollment*. As demonstrated in Table 21, Wyoming has the largest public enrollment by this measure with 97.4% of its students enrolled in public institutions. That number is mitigated somewhat by noting that 88.9% of all of Wyoming's institutions of higher education are *public* institutions. Overall, public institution enrollment makes up more than 80% of total higher education enrollment in 32 states, including North Carolina (81.2%, ranked 31st). Following Wyoming, the other nine states in the top 10 in public institution enrollment as a percentage of total enrollment are: Nevada (97.2%); Alaska (96.9%); New Mexico (93.7%); Mississippi (91.2%); Arizona (90.0%); Kansas (90.0%); Arkansas (89.7%); North Dakota (89.4%); and Alabama (89.0%).

As seen in Table 21, in eight of the top 10 states in public institution enrollment as a percentage of total enrollment, public institutions also represent more than 57% of the state's total *number of institutions* of higher education — Wyoming (88.9%), Alaska (57.1%), New Mexico (59.1%), Mississippi (70.5%), Kansas (57.6%), Arkansas (72.3%), North Dakota (65.2%), and Alabama (63.9%). In Nevada and Arizona, however, the percentage is much lower — 46.2% and 37.3%, respectively. Thus, in Nevada and Arizona, though public institutions constitute less than half of the total number of institutions of higher education in these states, they enroll 97.2% and 90.0% of the states' total student populations, respectively.

As further seen in Table 21, seven of these top 10 states have consolidated governing board structures — Wyoming, Nevada, Alaska, Mississippi, Arizona, Kansas, and North Dakota. Thus, it seems that the higher the percentage of students enrolled in a state's *public* institutions of higher education and the higher the percentage of higher education institutions that are public, the more likely it may be that the state will have a consolidated governing board structure.

Table 16.

2000 U.S. News & World Report Rankings of the Top 25 Universities in the United States (Public and Private Institutions)

1. California Institute of Technology (CA)
2. Harvard University (MA)
3. Massachusetts Institute of Technology (MA)
4. Princeton University (NJ)
Yale University (CT)
6. Stanford University (CA)
7. Duke University (NC)
John Hopkins University (MD)
University of Pennsylvania (PA)
10. Columbia University (NY)
11. Cornell University (NY)
Dartmouth University (NH)
13. University of Chicago (IL)
14. Brown University (RI)
Northwestern University (IL)
Rice University (TX)
17. Washington University (MO)
18. Emory University (GA)
19. University of Notre Dame (IN)
20. *University of California – Berkeley (CA)
Vanderbilt University (TN)
22. *University of Virginia (VA)
23. Carnegie Mellon University (PA)
Georgetown University (DC)
25. *University of California – Los Angeles (CA)
*University of Michigan – Ann Arbor (MI)

* Denotes public higher education institutions. See Table 17 for rankings of public institutions.

Source: "Best Colleges 2000," *U.S. News and World Report*, U.S. News and World Report Inc., New York, NY: August 31, 1999, Volume 125, Number 8, p. 84.

Table 17.

2000 U.S. News & World Report Rankings of the Top 25 Public Universities in the United States

Rank	University	Previous Rank
1	* University of California-Berkeley (CA)	1 (tie)
2	* University of Virginia (VA)	1 (tie)
3	* University of California – Los Angeles (CA)	4 (tie)
	* University of Michigan – Ann Arbor (MI)	4 (tie)
5	University of North Carolina at Chapel Hill (NC)	3
6	College of William and Mary (VA)	7
7	University of California-San Diego (CA)	6
8 (tie)	University of Illinois – Urbana-Champaign (IL)	10
	University of Wisconsin-Madison (WI)	8 (tie)
10	Georgia Institute of Technology (GA)	13
	Pennsylvania State University (PA)	11 (tie)
12	University of California – Davis (CA)	11 (tie)
13	University of California – Santa Barbara (CA)	14
	University of Texas – Austin (TX)	17 (tie)
	University of Washington (WA)	17 (tie)
16	University of California – Irvine (CA)	8 (tie)
	University of Florida (FL)	23 (tie)
18	Purdue University – West Lafayette (IN)	
	Texas A & M – College Station (TX)	15
	University of Minnesota – Twin Cities (MN)	17 (tie)
21	University of Iowa (IA)	
22	Miami University – Oxford (OH)	
	Rutgers – New Brunswick (NJ)	16
	State University of New York – Binghamton (NY)	21 (tie)
	University of Delaware (DE)	
	University of Georgia (GA)	
	University of Maryland – College Park (MD)	

* Denotes institutions which also appear among the top-25 ranked universities in the U.S., both public and private, in Table 16.

Source: "Best Colleges 2000," *U.S. News and World Report*, U.S. News and World Report Inc., New York, NY: August 30, 1999, Volume 125, Number 8, p. 89.



Mackay Statue overlooks the Quad at the University of Nevada at Reno

D. State Higher Education Structures and State Financial Commitments to Higher Education

Table 22 shows a variety of financial information relevant to higher education. Although the data in this table are by no means the only relevant financial information, this compilation is intended to provide a thumbnail sketch of some aspects of state funding and expenditures for higher education.

As demonstrated in Table 22, New York saw the largest percentage decline in state funding for higher education operating expenses (state tax funds appropriated for colleges and universities, for student aid, and for governing and coordinating boards) from 1989–90 to 1998–99 — a decrease of 5%. During this same decade, Nevada saw the largest percentage funding increase, 98%.

In North Carolina, while state higher education funding increased by 49% between 1989–90 and 1998–99, public funding for the university system as a percent of general fund appropriations has remained relatively stable since 1965–66. In that fiscal year, 13% of the state's General Fund appropriations went to what was then a four-campus system. After creation of the 16-campus system by the 1971 legislature, 14.7% of the General Fund appropriations went to the UNC system in FY 1973–74. After peaking at 17.3% in 1984–85, 12% of

the General Fund appropriations went to the university system in 1999–2000.¹⁰

As might be expected, expenditures by public higher education institutions in 1995–96 were highest in California (\$14.3 billion), the state with the largest number of such institutions. Expenditures by public institutions were lowest in South Dakota (\$291 million). Private higher education institution expenditures, on the other hand, were highest in New York (\$11.1 billion), where private institutions make up 71.9% of all higher education institutions. Expenditures by private institutions were lowest in Wyoming (\$13 million), where they represent only 11.1% of the total number of institutions. State spending on student aid during 1997–98 was highest in New York (\$649 million) and lowest in South Dakota, the only state that did not expend any state funds on student aid. As above, this spending pattern appears to have more to do with the size of state higher education systems and tax bases than it does with state higher education governance structures.

Table 23 ranks the 50 states in terms of state funding for higher education operating expenses (i.e. state tax funds appropriated for colleges and universities, for student aid, and for governing and coordinating boards) as researched and reported by Edward R. Hines of Illinois State University. The five states having the largest amounts of state funding are: California (\$7.3 billion), Texas (\$3.5 billion), New York (\$3.0 billion), Florida (\$2.5 billion), and Illinois (\$2.4 billion). By this measure, North Carolina ranks sixth in the nation with funding of approximately \$2.2 billion. The other states in the top 10 are: Ohio (\$1.9 billion), Michigan (\$1.9 billion), Pennsylvania (\$1.8 billion), and Georgia (\$1.4 billion). Nine of these states, including North Carolina, also appear in the top 10 in terms of public higher education system enrollment; Georgia (15th in public enrollment), however, does not (See Table 20 for state rankings in public higher education system enrollment figures).

In terms of the average resident tuition and fees at *four-year public* institutions of higher education, Nevada charges the least at \$1,884. North Carolina tuition ranks second lowest in the nation — an average of \$1,895 per academic year, as seen in Table 24.¹¹ This commitment to financial accessibility to higher education can be traced to North Carolina's constitutional requirement that "The General Assembly shall provide that the benefits of the University of North Carolina and other public institutions of higher education, as far as practicable, be extended to the people of the State free of expense."¹²

Despite its low tuition, North Carolina ranks among the highest in average salaries paid to professors at four-year public universities, as well as to full-time faculty members, as seen in Table 25. (Full-time faculty is defined as those full-time members of the instructional staff on nine- and 10-month contracts. These individuals account for about 85% of all full-time college professors. The figures do not include medical-school faculty

—continues on page 92

Table 18.

1996-97 Student Enrollment in Public and Private Higher Education Institutions, by State

State	Enrollment				Enrollment				Total Number
	Four-Year	Two-Year	Total	%	Four-Year	Two-Year	Total	%	Four- & Two-Year
	Public Institutions				Private Institutions				Public & Private
Alabama	122,796	73,735	196,531	89.0%	22,420	1,760	24,180	11.0%	220,711
Alaska	27,077	751	27,828	96.6	652	326	978	3.4	28,806
Arizona	102,501	156,662	259,163	90.0	22,040	6,833	28,873	10.0	288,036
Arkansas	62,094	35,311	97,405	89.7	10,825	406	11,231	10.3	108,636
California	504,803	1,120,218	1,625,021	85.5	247,929	27,149	275,078	14.5	1,900,099
Colorado	132,293	76,890	209,183	85.3	31,372	4,557	35,929	14.7	245,112 ^A
Connecticut	55,296	41,040	96,336	62.5	56,217	1,586	57,803	37.5	154,139
Delaware	24,708	11,871	36,579	81.6	8,259	0	8,259	18.4	44,838
Florida	211,178	318,244	529,422	82.0	104,265	12,145	116,410	18.0	645,832
Georgia	159,013	71,191	230,204	76.5	65,913	4,678	70,591	23.5	300,795
Hawaii	21,691	25,679	47,370	75.4	14,013	1,461	15,474	24.6	62,844
Idaho	41,344	8,462	49,806	82.4	2,390	8,215	10,605	17.6	60,411
Illinois	192,319	340,151	532,470	73.8	182,555	6,108	188,663	26.2	721,133
Indiana	182,946	38,021	220,967	76.1	61,849	7,368	69,217	23.9	290,184
Iowa	66,539	59,384	125,923	70.4	50,589	2,348	52,937	29.6	178,860
Kansas	85,934	70,512	156,446	90.0	16,048	1,371	17,419	10.0	173,865
Kentucky	104,317	43,106	147,423	82.4	27,453	4,028	31,481	17.6	178,904
Louisiana	147,238	37,985	185,223	86.6	26,144	2,626	28,770	13.4	213,993
Maine	30,979	7,281	38,260	68.3	15,946	1,811	17,757	31.7	56,017
Maryland	113,159	104,118	217,277	83.3	42,299	1,181	43,480	16.7	260,757
Massachusetts	101,824	72,030	173,854	42.2	230,608	7,214	237,822	57.8	411,676
Michigan	259,414	199,575	458,989	83.8	86,512	2,128	88,640	16.2	547,629
Minnesota	117,846	95,438	213,284	74.8	61,835	9,845	71,680	25.2	284,964
Mississippi	60,560	54,345	114,905	91.2	10,407	715	11,122	8.8	126,027
Missouri	117,242	72,609	189,851	64.7	97,523	6,210	103,733	35.3	293,584
Montana	31,697	6,303	38,000	87.3	4,314	1,236	5,550	12.7	43,550
Nebraska	57,266	42,451	99,717	82.6	19,599	1,373	20,972	17.4	120,689
Nevada	30,988	40,937	71,925	97.2	1,518	527	2,045	2.8	73,970
New Hampshire	26,547	9,818	36,365	56.5	24,162	3,869	28,031	43.5	64,396
New Jersey	137,493	127,103	264,596	80.6	58,402	5,145	63,547	19.4	328,143
New Mexico	48,818	51,100	99,918	93.7	4,969	1,775	6,744	6.3	106,662
New York	328,666	243,816	572,482	55.7	430,129	25,740	455,869	44.3	1,028,351

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Table 18.

CONTINUED

1996-97 Student Enrollment in Public and Private Higher Education Institutions, by State

State	Enrollment				Enrollment				Total Number
	Four-Year	Two-Year	Total	%	Four-Year	Two-Year	Total	%	Four- & Two-Year
	Public Institutions				Private Institutions				Public & Private
North Carolina	156,539	146,400	302,939	81.2	68,850	1,204	70,054	18.8	372,993 ^A
North Dakota	28,052	8,713	36,765	89.4	3,514	863	4,377	10.6	41,142
Ohio	258,417	148,691	407,108	74.8	118,671	18,592	137,263	25.2	544,371
Oklahoma	93,778	60,603	154,381	87.1	20,954	1,831	22,785	12.9	177,166
Oregon	64,413	77,016	141,429	84.9	24,726	507	25,233	15.1	166,662
Pennsylvania	232,223	102,958	335,181	57.1	219,780	32,486	252,266	42.9	587,447
Rhode Island	22,251	15,236	37,487	51.8	34,945	0	34,945	48.2	72,432
South Carolina	87,344	61,019	148,363	85.1	24,626	1,314	25,940	14.9	174,303
South Dakota	28,367	4,494	32,861	82.5	6,605	354	6,959	17.5	39,820
Tennessee	115,508	78,630	194,138	78.4	50,410	3,089	53,499	21.6	247,637
Texas	414,021	424,922	838,943	87.4	110,418	10,337	120,755	12.6	959,698
Utah	81,313	32,383	113,696	74.7	36,186	2,380	38,566	25.3	152,262 ^B
Vermont	15,578	4,561	20,139	56.3	15,230	410	15,640	43.7	35,779
Virginia	167,809	124,603	292,412	82.3	56,654	6,124	62,778	17.7	355,190
Washington	87,304	175,055	262,359	86.5	37,785	3,306	41,091	13.5	303,450
West Virginia	68,036	7,080	75,116	86.2	10,187	1,796	11,983	13.8	87,099
Wisconsin	140,964	104,096	245,060	81.8	52,736	1,726	54,462	18.2	299,522
Wyoming	11,251	18,743	29,994	97.4	0	811	811	2.6	30,805

FOOTNOTES

^A These states particularly note that their official enrollment statistics do not match the U.S. Department of Education statistics reported here. Discrepancies may be explained by differing methods employed to gather/calculate data. The U.S. Department of Education statistics are compiled using the same method of calculation from state to state, however, and thus are employed in this report for consistency.

In this regard, the Colorado Commission on Higher Education reports that its statistics do not match those shown here but did not provide its official figure. The North Carolina Community College System reports a total "unduplicated" headcount of 795,425 in the state's community colleges for 1996-97. [Leslie Reiff, Communications Specialist for the System, notes further that that figure is *not* unduplicated for curriculum and extension (in other words, if a student took both curriculum and extension classes during the year, that student was counted twice). A truly unduplicated headcount of 710,681 is reported by the System for the 1996-97 academic year.]

^B Utah reports that currently enrollment for four-year public institutions is 82,003, enrollment for two-year public institutions is 34,044, and total enrollment of public institutions is 116,047.

Source: U.S. Department of Education (<http://www.ed.gov>) Fall 1996 statistics, as reported in *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Inc., Washington, DC: 1999, p. 9.

Table 19.

1996-97 Total Postsecondary Enrollment, Ranked by State

Rank	State	Total Student Enrollment of All Higher Education Institutions in the State (Four- and Two- Year, Public and Private)	State Higher Education Structure
1.	California	1,900,099	Coordinating Board-Advisory
2.	New York	1,028,351	Coordinating Board-Regulatory
3.	Texas	959,698	Coordinating Board-Regulatory
4.	Illinois	721,133	Coordinating Board-Regulatory
5.	Florida	645,832	* Consolidated Governing Board
6.	Pennsylvania	587,447	Coordinating Board-Advisory
7.	Michigan	547,629	Planning Agency
8.	Ohio	544,371	Coordinating Board-Regulatory
9.	Massachusetts	411,676	Coordinating Board-Regulatory
10.	North Carolina	372,993^A	* Consolidated Governing Board
11.	Virginia	355,190	Coordinating Board-Regulatory
12.	New Jersey	328,143	Coordinating Board-Regulatory
13.	Washington	303,450	Coordinating Board-Regulatory
14.	Georgia	300,795	* Consolidated Governing Board
15.	Wisconsin	299,522	* Consolidated Governing Board
16.	Missouri	293,584	Coordinating Board-Regulatory
17.	Indiana	290,184	Coordinating Board-Regulatory
18.	Arizona	288,036	* Consolidated Governing Board
19.	Minnesota	284,964	* Consolidated Governing Board
20.	Maryland	260,757	Coordinating Board-Regulatory
21.	Tennessee	247,637	Coordinating Board-Regulatory
22.	Colorado	245,112 ^A	Coordinating Board-Regulatory
23.	Alabama	220,711	Coordinating Board-Regulatory
24.	Louisiana	213,993	Coordinating Board-Regulatory
25.	Kentucky	178,904	Coordinating Board-Regulatory
26.	Iowa	178,860	* Consolidated Governing Board
27.	Oklahoma	177,166	Coordinating Board-Regulatory
28.	South Carolina	174,303	Coordinating Board-Regulatory
29.	Kansas	173,865	* Consolidated Governing Board
30.	Oregon	166,662	* Consolidated Governing Board

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Table 19.

CONTINUED

1996-97 Total Postsecondary Enrollment, Ranked by State

Rank	State	Total Student Enrollment of All Higher Education Institutions in the State (Four- and Two- Year, Public and Private)	State Higher Education Structure
31.	Connecticut	154,139	Coordinating Board-Regulatory
32.	Utah	152,262 ^B	* Consolidated Governing Board
33.	Mississippi	126,027	* Consolidated Governing Board
34.	Nebraska	120,689	Coordinating Board-Regulatory
35.	Arkansas	108,636	Coordinating Board-Regulatory
36.	New Mexico	106,662	Coordinating Board-Advisory
37.	West Virginia ^C	87,099	* Consolidated Governing Board
38.	Nevada	73,970	* Consolidated Governing Board
39.	Rhode Island	72,432	* Consolidated Governing Board
40.	New Hampshire	64,396	* Consolidated Governing Board
41.	Hawaii	62,844	* Consolidated Governing Board
42.	Idaho	60,411	* Consolidated Governing Board
43.	Maine	56,017	* Consolidated Governing Board
44.	Delaware	44,838	Planning Agency
45.	Montana	43,550	* Consolidated Governing Board
46.	North Dakota	41,142	* Consolidated Governing Board
47.	South Dakota	39,820	* Consolidated Governing Board
48.	Vermont	35,779	* Consolidated Governing Board
49.	Wyoming	30,805	* Consolidated Governing Board
50.	Alaska	28,806	* Consolidated Governing Board

* Denotes states with a consolidated governing board structure.

^A These states particularly note that components of their official enrollment statistics do not match the U.S. Department of Education statistics reported here. Discrepancies may be explained by differing methods employed to gather/calculate data. The U.S. Department of Education statistics are compiled using the same method of calculation from state to state, however, and are thus employed in this report for consistency. Please consult state boards directly if their official statistics are required.

^B Utah reports that currently the total enrollment of all higher education institutions in the state is 154,613.

^C In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

Source: U.S. Department of Education (<http://www.ed.gov>), Fall 1996 statistics, as reported in *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Washington, DC: 1999, p. 9.

Table 20.

1996-97 Public Higher Education System Enrollment, Ranked by State

Rank	State	Total Student Enrollment of All Public Higher Education Institutions in the State (Four- and Two- Year)	State Higher Education Structure
1.	California	1,625,021	Coordinating Board-Advisory
2.	Texas	838,943	Coordinating Board-Regulatory
3.	New York	572,482	Coordinating Board-Regulatory
4.	Illinois	532,470	Coordinating Board-Regulatory
5.	Florida	529,422	* Consolidated Governing Board
6.	Michigan	458,989	Planning Agency
7.	Ohio	407,108	Coordinating Board-Regulatory
8.	Pennsylvania	335,181	Coordinating Board-Advisory
9.	North Carolina	302,939^A	* Consolidated Governing Board
10.	Virginia	292,412	Coordinating Board-Regulatory
11.	New Jersey	264,596	Coordinating Board-Regulatory
12.	Washington	262,359	Coordinating Board-Regulatory
13.	Arizona	259,163	* Consolidated Governing Board
14.	Wisconsin	245,060	* Consolidated Governing Board
15.	Georgia	230,204	* Consolidated Governing Board
16.	Indiana	220,967	Coordinating Board-Regulatory
17.	Maryland	217,277	Coordinating Board-Regulatory
18.	Minnesota	213,284	* Consolidated Governing Board
19.	Colorado	209,183 ^A	Coordinating Board-Regulatory
20.	Alabama	196,531	Coordinating Board-Regulatory
21.	Tennessee	194,138	Coordinating Board-Regulatory
22.	Missouri	189,851	Coordinating Board-Regulatory
23.	Louisiana	185,223	Coordinating Board-Regulatory
24.	Massachusetts	173,854	Coordinating Board-Regulatory
25.	Kansas	156,446	* Consolidated Governing Board
26.	Oklahoma	154,381	Coordinating Board-Regulatory
27.	South Carolina	148,363	Coordinating Board-Regulatory
28.	Kentucky	147,423	Coordinating Board-Regulatory
29.	Oregon	141,429	* Consolidated Governing Board
30.	Iowa	125,923	* Consolidated Governing Board

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Table 20.

CONTINUED

1996-97 Public Higher Education System Enrollment, Ranked by State

Rank	State	Total Student Enrollment of All Public Higher Education Institutions in the State		State Higher Education Structure
		(Four- and Two- Year)		
31.	Mississippi	114,905		* Consolidated Governing Board
32.	Utah	113,696 ^B		* Consolidated Governing Board
33.	New Mexico	99,918		Coordinating Board-Advisory
34.	Nebraska	99,717		Coordinating Board-Regulatory
35.	Arkansas	97,405		Coordinating Board-Regulatory
36.	Connecticut	96,336		Coordinating Board-Regulatory
37.	West Virginia ^C	75,116		* Consolidated Governing Board
38.	Nevada	71,925		* Consolidated Governing Board
39.	Idaho	49,806		* Consolidated Governing Board
40.	Hawaii	47,370		* Consolidated Governing Board
41.	Maine	38,260		* Consolidated Governing Board
42.	Montana	38,000		* Consolidated Governing Board
43.	Rhode Island	37,487		* Consolidated Governing Board
44.	North Dakota	36,765		* Consolidated Governing Board
45.	Delaware	36,579		Planning Agency
46.	New Hampshire	36,365		* Consolidated Governing Board
47.	South Dakota	32,861		* Consolidated Governing Board
48.	Wyoming	29,994		* Consolidated Governing Board
49.	Alaska	27,828		* Consolidated Governing Board
50.	Vermont	20,139		* Consolidated Governing Board

* Denotes states with a consolidated governing board structure.

^A These states particularly note that components of their official enrollment statistics do not match the U.S. Department of Education statistics reported here. Discrepancies may be explained by differing methods employed to gather/calculate data. The U.S. Department of Education statistics are compiled using the same method from state to state, however, and thus are employed in this report for consistency. Please consult state boards directly if their official statistics are required.

^B Utah reports that currently the total enrollment of public higher education institutions in the state is 116,047.

^C In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

Source: U.S. Department of Education (<http://www.ed.gov>), Fall 1996 statistics, as reported in *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Washington, DC: 1999, p. 9.

Table 21.

*1996-97 Enrollment in Public Higher Education Institutions,
as a Percentage of Total Higher Education Enrollment, Ranked by State*

Rank	Enrollment in Public Institutions as Percentage of Total Enrollment in Higher Education Institutions		Percent of Total Number of Institutions That Are Public Institutions ^A	State Higher Education Structure
	State	Percentage ^A		
1.	Wyoming	97.4 %	88.9 %	* Consolidated Governing Board
2.	Nevada	97.2	46.2	* Consolidated Governing Board
3.	Alaska	96.9	57.1	* Consolidated Governing Board
4.	New Mexico	93.7	59.1	Coordinating Board-Advisory
5.	Mississippi	91.2	70.5	* Consolidated Governing Board
6. (tie)	Arizona	90.0	37.3	* Consolidated Governing Board
	Kansas	90.0	57.6	* Consolidated Governing Board
8.	Arkansas	89.7	72.3	Coordinating Board-Regulatory
9.	North Dakota	89.4	65.2	* Consolidated Governing Board
10.	Alabama	89.0	63.9	Coordinating Board-Regulatory
11.	Texas	87.4	57.2	Coordinating Board-Regulatory
12.	Montana	87.3	65.5	* Consolidated Governing Board
13.	Oklahoma	87.1	64.4	Coordinating Board-Regulatory
14.	Louisiana	86.6	74.0	Coordinating Board-Regulatory
15.	Washington	86.5	55.6	Coordinating Board-Regulatory
16.	West Virginia ^B	86.2	48.6	* Consolidated Governing Board
17.	California	85.5	36.7	Coordinating Board-Advisory
18.	Colorado	85.3 ^A	42.9 ^C	Coordinating Board-Regulatory
19.	South Carolina	85.1	55.0	Coordinating Board-Regulatory
20.	Oregon	84.9	49.0	* Consolidated Governing Board
21.	Michigan	83.8	40.0	Planning Agency
22.	Maryland	83.3	60.3	Coordinating Board-Regulatory
23.	Nebraska	82.6	43.2	Coordinating Board-Regulatory
24.	South Dakota	82.5	51.9	* Consolidated Governing Board
25. (tie)	Idaho	82.4	50.0	* Consolidated Governing Board
	Kentucky	82.4	33.9 ^A	Coordinating Board-Regulatory
27.	Virginia	82.3	42.4	Coordinating Board-Regulatory
28.	Florida	82.0	28.4	* Consolidated Governing Board
29.	Wisconsin	81.8	48.5	* Consolidated Governing Board
30.	Delaware	81.6	55.6 ^A	Planning Agency
31.	North Carolina	81.2 ^A	60.7 ^A	* Consolidated Governing Board

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Table 21.

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1996–97 Enrollment in Public Higher Education Institutions,
as a Percentage of Total Higher Education Enrollment, Ranked by State

Rank	State	Enrollment in Public Institutions as Percentage of Total Enrollment in Higher Education Institutions Percentage ^A	Percent of Total Number of Institutions That Are Public Institutions ^A	State Higher Education Structure
32.	New Jersey	80.6%	55.9%	Coordinating Board–Regulatory
33.	Tennessee	78.4	30.1	Coordinating Board–Regulatory
34.	Georgia	76.5	52.0	* Consolidated Governing Board
35.	Indiana	76.1	29.2	Coordinating Board–Regulatory
36.	Hawaii	75.4	50.0	* Consolidated Governing Board
37. (tie)	Minnesota	74.8	50.0	* Consolidated Governing Board
	Ohio	74.8	35.8	Coordinating Board–Regulatory
39.	Utah	74.7 ^D	42.9	* Consolidated Governing Board
40.	Illinois	73.8	35.3	Coordinating Board–Regulatory
41.	Iowa	70.4	31.2	* Consolidated Governing Board
42.	Maine	68.3	44.1	* Consolidated Governing Board
43.	Missouri	64.7	70.5 ^A	Coordinating Board–Regulatory
44.	Connecticut	62.5	44.2	Coordinating Board–Regulatory
45.	Pennsylvania	57.1	26.1 ^A	Coordinating Board–Advisory
46.	New Hampshire	56.5	41.4	* Consolidated Governing Board
47.	Vermont	56.3	24.0	* Consolidated Governing Board
48.	New York	55.7	28.1	Coordinating Board–Regulatory
49.	Rhode Island	51.8	25.0	* Consolidated Governing Board
50.	Massachusetts	42.2	26.6	Coordinating Board–Regulatory

* Denotes states with a consolidated governing board structure.

^A Certain states particularly have reported that official statistics on their system enrollments and/or number of institutions do not match the underlying U.S. Department of Education statistics used in the calculation resulting in the figures reported here. U.S. Department of Education statistics are compiled using the same method of calculation from state to state, however, and thus, for consistency, have been employed as the underlying basis for the figures in this table. The state boards should be consulted directly if their reported statistics are required.

^B In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

^C The Colorado Commission on Higher Education reports that using its underlying calculations (see note A above), the percent of total number of institutions that are public is 54.9%.

^D Utah reports that currently 75.1% of the total enrollment is enrolled at public institutions.

Source: *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Inc., Washington, DC: 1999, p. 9.

Table 22.

State Financial Commitments to Higher Education

State	State Funds for Higher Education Operating Expenses, 1998-1999*	% Change (1989-90 to 1998-99)	Expenditures by Public Institutions, 1995-1996	Expenditures by Private Institutions, 1995-1996	State Spending on Student Aid, 1997-1998	Total Spending on Research and Development by Doctorate-Granting Institutions, 1996
Alabama	\$ 1,028,644,000	+33%	\$ 2,715,643,000	\$ 329,527,000	\$ 7,936,000	\$ 368,602,000
Alaska	170,403,000	- 4	352,811,000	17,614,000	1,677,000	70,943,000
Arizona	836,538,000	+51	1,976,169,000	221,992,000	3,161,000	376,818,000
Arkansas	556,447,000	+74	1,181,083,000	148,871,000	15,403,000	102,204,000
California	7,309,377,000*	+31	14,284,348,000	7,385,479,000	286,240,000	2,978,575,000
Colorado	682,210,000	+35	1,974,306,000	381,651,000	44,935,000	427,435,000
Connecticut	626,878,000	+23	1,168,038,000	1,706,149,000	26,427,000	392,668,000
Delaware	168,601,000	+46	491,597,000	34,192,000	1,803,000	30,617,000
Florida	2,498,665,000	+60	3,714,984,000	1,835,413,000	134,956,000	681,508,000
Georgia	1,483,818,000	+68	2,835,505,000	1,916,837,000	209,201,000	766,346,000
Hawaii	319,421,000	+14	634,970,000	118,609,000	589,000	120,107,000
Idaho	265,708,000	+68	510,601,000	104,356,000	987,000	64,278,000
Illinois	2,410,004,000	+42	4,498,142,000	4,875,603,000	311,458,000	929,639,000
Indiana	1,147,816,000	+41	2,783,027,000	1,167,186,000	86,439,000	400,399,000
Iowa	785,230,000	+49	2,163,536,000	739,510,000	45,385,000	341,772,000
Kansas	600,413,000	+38	1,547,154,000	192,432,000	10,507,000	197,586,000
Kentucky	888,700,000	+61	1,779,945,000	365,868,000	27,199,000	158,238,000
Louisiana	747,821,000	+42	1,970,177,000	656,789,000	19,590,000	330,131,000
Maine	200,149,000	+15	407,819,000	269,305,000	8,081,000	33,144,000
Maryland	940,073,000	+14	2,136,898,000	1,871,954,000	43,914,000	1,242,151,000
Massachusetts	997,595,000	+22	1,647,254,000	6,796,569,000	74,405,000	1,268,356,000
Michigan	1,882,500,000	+34	5,653,791,000	913,662,000	95,291,000	842,303,000
Minnesota	1,239,394,000	+31	2,694,395,000	940,013,000	96,433,000	363,095,000
Mississippi	786,969,000	+81	1,440,692,000	124,907,000	1,151,000	124,601,000
Missouri	919,548,000	+58	1,994,150,000	2,014,787,000	29,022,000	464,809,000
Montana	129,929,000	+19	402,792,000	59,825,000	1,315,000	70,591,000
Nebraska	442,020,000	+51	1,143,547,000	339,289,000	4,094,000	175,592,000
Nevada	290,363,000	+98*	505,518,000	14,063,000	7,218,000	23,750,000
New Hampshire	91,837,000	+33	390,816,000	533,508,000	1,941,000	107,505,000
New Jersey	1,445,843,000	+29	3,064,901,000	1,303,480,000	161,403,000	462,052,000

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Table 22.

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State Financial Commitments to Higher Education

State	State Funds for Higher Education Operating Expenses, 1998-1999 [†]	% Change (1989-90 to 1998-99)	Expenditures by Public Institutions, 1995-1996	Expenditures by Private Institutions, 1995-1996	State Spending on Student Aid, 1997-1998	Total Spending on Research and Development by Doctorate-Granting Institutions, 1996
New Mexico	517,247,000	+75%	\$1,329,422,000	\$ 51,722,000	\$ 42,816,000	\$ 219,150,000
New York	3,033,704,000	- 5 ^{##}	6,728,593,000	11,085,580,000	649,273,000	1,783,810,000
North Carolina	2,171,339,000	+49	3,538,606,000	2,438,635,000	105,031,000	785,980,000
North Dakota	171,690,000	+23	440,332,000	48,441,000	2,373,000	56,096,000
Ohio	1,939,438,000	+36	4,818,930,000	2,051,600,000	139,681,000	375,137,000
Oklahoma	723,051,000	+60	1,329,938,000	326,548,000	28,415,000	162,871,000
Oregon	565,462,000	+43	1,815,638,000	403,937,000	15,795,000	290,603,000
Pennsylvania	1,775,307,000	+30	4,781,347,000	6,479,714,000	251,591,000	1,241,180,000
Rhode Island	149,563,000	+17	353,270,000	706,781,000	6,012,000	111,977,000
South Carolina	761,931,000	+24	1,903,952,000	357,255,000	21,917,000	219,000,000
South Dakota	125,882,000	+47	290,868,000	74,217,000	none	13,151,000
Tennessee	944,435,000	+33	2,062,547,000	1,519,687,000	21,349,000	329,710,000
Texas	3,527,867,000	+34	8,300,915,000	2,076,444,000	66,122,000	1,581,200,000
Utah [†]	492,035,000	+68	1,442,592,000	533,283,000	2,933,000	234,151,000
Vermont	59,173,000 ^{**}	+ 3	329,457,000	310,422,000	12,464,000	59,526,000
Virginia	1,296,078,000	+19	3,515,201,000	900,487,000	96,980,000	454,525,000
Washington	1,144,908,000	+37	2,945,074,000	547,539,000	70,944,000	507,659,000
West Virginia	362,261,000	+44	718,596,000	179,167,000	12,139,000	63,638,000
Wisconsin	1,040,341,000	+31	3,024,877,000	891,492,000	58,978,000	497,289,000
Wyoming	139,711,000	+20	291,864,000	13,044,000	198,000	47,753,000

[†] Includes state tax funds appropriated for colleges and universities, for student aid, and for governing and coordinating boards.

^{*} Most in category

^{**} Least in category

[#] Largest increase

^{##} Largest decrease

[†] Utah reports that current state funding for higher education operating expenses is \$495,359,700, the current one-year change is 1%, the expenditure by public institutions is \$1,628,638,967, expenditure by private institutions is \$562,100,000, state spending on student aid is \$6,177,517, and total spending on research and development by doctorate-granting institutions is \$189,883,400.

Source: *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Inc., Washington, DC: pp. 54-131.

Table 23.

State Funds for Higher Education Operating Expenses, 1998-99, Ranked by State

Rank	State	State Funds for Higher Education Operating Expenses, 1998-99	Higher Education State Structure
1.	California	\$ 7,309,377,000	Coordinating Board-Advisory
2.	Texas	3,527,867,000	Coordinating Board-Regulatory
3.	New York	3,033,704,000	Coordinating Board-Regulatory
4.	Florida	2,498,665,000	* Consolidated Governing Board
5.	Illinois	2,410,004,000	Coordinating Board-Regulatory
6.	North Carolina	2,171,339,000	* Consolidated Governing Board
7.	Ohio	1,939,438,000	Coordinating Board-Regulatory
8.	Michigan	1,882,500,000	Planning Agency
9.	Pennsylvania	1,775,307,000	Coordinating Board-Advisory
10.	Georgia	1,483,818,000	* Consolidated Governing Board
11.	New Jersey	1,445,843,000	Coordinating Board-Regulatory
12.	Virginia	1,296,078,000	Coordinating Board-Regulatory
13.	Minnesota	1,239,394,000	* Consolidated Governing Board
14.	Indiana	1,147,816,000	Coordinating Board-Regulatory
15.	Washington	1,144,908,000	Coordinating Board-Regulatory
16.	Wisconsin	1,040,341,000	* Consolidated Governing Board
17.	Alabama	1,028,644,000	Coordinating Board-Regulatory
18.	Massachusetts	997,595,000	Coordinating Board-Regulatory
19.	Tennessee	944,435,000	Coordinating Board-Regulatory
20.	Maryland	940,073,000	Coordinating Board-Regulatory
21.	Missouri	919,548,000	Coordinating Board-Regulatory
22.	Kentucky	888,700,000	Coordinating Board-Regulatory
23.	Arizona	836,538,000	* Consolidated Governing Board
24.	Mississippi	786,969,000	* Consolidated Governing Board
25.	Iowa	785,230,000	* Consolidated Governing Board
26.	South Carolina	761,931,000	Coordinating Board-Regulatory
27.	Louisiana	747,821,000	Coordinating Board-Regulatory
28.	Oklahoma	723,051,000	Coordinating Board-Regulatory
29.	Colorado	682,210,000	Coordinating Board-Regulatory
30.	Connecticut	626,878,000	Coordinating Board-Regulatory
31.	Kansas	600,413,000	* Consolidated Governing Board

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Table 23.

CONTINUED

*State Funds for Higher Education Operating Expenses, 1998–99,
Ranked by State*

Rank	State	State Funds for Higher Education Operating Expenses, 1998–99	Higher Education State Structure
32.	Oregon	\$565,462,000	* Consolidated Governing Board
33.	Arkansas	556,447,000	Coordinating Board–Regulatory
34.	New Mexico	517,247,000	Coordinating Board–Advisory
35.	Utah	492,035,000 ^A	* Consolidated Governing Board
36.	Nebraska	442,020,000	Coordinating Board–Regulatory
37.	West Virginia ^B	362,261,000	* Consolidated Governing Board
38.	Hawaii	319,421,000	* Consolidated Governing Board
39.	Nevada	290,363,000	* Consolidated Governing Board
40.	Idaho	265,708,000	* Consolidated Governing Board
41.	Maine	200,149,000	* Consolidated Governing Board
42.	North Dakota	171,690,000	* Consolidated Governing Board
43.	Alaska	170,403,000	* Consolidated Governing Board
44.	Delaware	168,601,000	Planning Agency
45.	Rhode Island	149,563,000	* Consolidated Governing Board
46.	Wyoming	139,711,000	* Consolidated Governing Board
47.	Montana	129,929,000	* Consolidated Governing Board
48.	South Dakota	125,882,000	* Consolidated Governing Board
49.	New Hampshire	91,837,000	* Consolidated Governing Board
50.	Vermont	59,173,000	* Consolidated Governing Board

* Denotes states with consolidated governing board structures.

^A Utah reports that current state funding for higher education operating expenses is \$495,359,700.

^B In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

Source: Edward R. Hines, Illinois State University (<http://coe.ilstu.edu/gravevine/>), as reported in *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Inc., Washington, DC: 1999, p. 13. "Note: Figures include state tax funds appropriated for colleges and universities, for student aid, and for governing and coordinating boards. They do not include funds for capital outlays and money from sources other than state taxes, such as student fees or appropriations from local governments." *Ibid.* at p. 132.

Table 24.

*Average State Resident Tuition and Fees at
Four-Year Public Higher Education Institutions, Ranked by State*

Rank	State	Average Tuition and Fees for State Residents, 1997-98	State Higher Education Structure
1.	Vermont	\$6,492	* Consolidated Governing Board
2.	New Hampshire	5,193	* Consolidated Governing Board
3.	Pennsylvania	5,188	Coordinating Board-Advisory
4.	New Jersey	4,562	Coordinating Board-Regulatory
5.	Delaware	4,318	Planning Agency
6.	Connecticut	4,273	Coordinating Board-Regulatory
7.	Maryland	4,135	Coordinating Board-Regulatory
8.	Michigan	4,131	Planning Agency
9.	Virginia	4,045	Coordinating Board-Regulatory
10.	Rhode Island	4,013	* Consolidated Governing Board
11.	Ohio	4,009	Coordinating Board-Regulatory
12.	Massachusetts	3,981	Coordinating Board-Regulatory
13.	Maine	3,880	* Consolidated Governing Board
14.	New York	3,844	Coordinating Board-Regulatory
15.	Minnesota	3,776	* Consolidated Governing Board
16.	Illinois	3,701	Coordinating Board-Regulatory
17.	Oregon	3,496	* Consolidated Governing Board
18.	South Carolina	3,414	Coordinating Board-Regulatory
19.	Missouri	3,394	Coordinating Board-Regulatory
20.	Indiana	3,344	Coordinating Board-Regulatory
21.	Washington	3,036	Coordinating Board-Regulatory
22.	Wisconsin	2,958	* Consolidated Governing Board
23.	South Dakota	2,900	* Consolidated Governing Board
24.	Hawaii	2,790	* Consolidated Governing Board
25.	Iowa	2,761	* Consolidated Governing Board
26.	California	2,709	Coordinating Board-Advisory
27.	Colorado	2,622	Coordinating Board-Regulatory
28.	Alaska	2,609	* Consolidated Governing Board
29.	Montana	2,607	* Consolidated Governing Board
30.	Mississippi	2,568	* Consolidated Governing Board
31.	North Dakota	2,545	* Consolidated Governing Board

—continued

Table 24.

CONTINUED

*Average State Resident Tuition and Fees at
Four-Year Public Higher Education Institutions, Ranked by State*

Rank	State	Average Tuition and Fees for State Residents, 1997-98	State Higher Education Structure
32.	Alabama	\$2,487	Coordinating Board-Regulatory
33.	Arkansas	2,451	Coordinating Board-Regulatory
34.	Nebraska	2,414	Coordinating Board-Regulatory
35.	Georgia	2,356	* Consolidated Governing Board
36.	Kentucky	2,328	Coordinating Board-Regulatory
37.	Wyoming	2,326	* Consolidated Governing Board
38.	Kansas	2,311	* Consolidated Governing Board
39.	Tennessee	2,296	Coordinating Board-Regulatory
40.	Texas	2,273	Coordinating Board-Regulatory
41.	Louisiana	2,269	Coordinating Board-Regulatory
42.	Idaho	2,201	* Consolidated Governing Board
43.	West Virginia ^A	2,168	* Consolidated Governing Board
44.	Utah	2,113 ^B	* Consolidated Governing Board
45.	New Mexico	2,068	Coordinating Board-Advisory
46.	Arizona	2,058	* Consolidated Governing Board
47.	Oklahoma	2,054	Coordinating Board-Regulatory
48.	Florida	1,909	* Consolidated Governing Board
49.	North Carolina	1,895^C	* Consolidated Governing Board
50.	Nevada	1,884	* Consolidated Governing Board

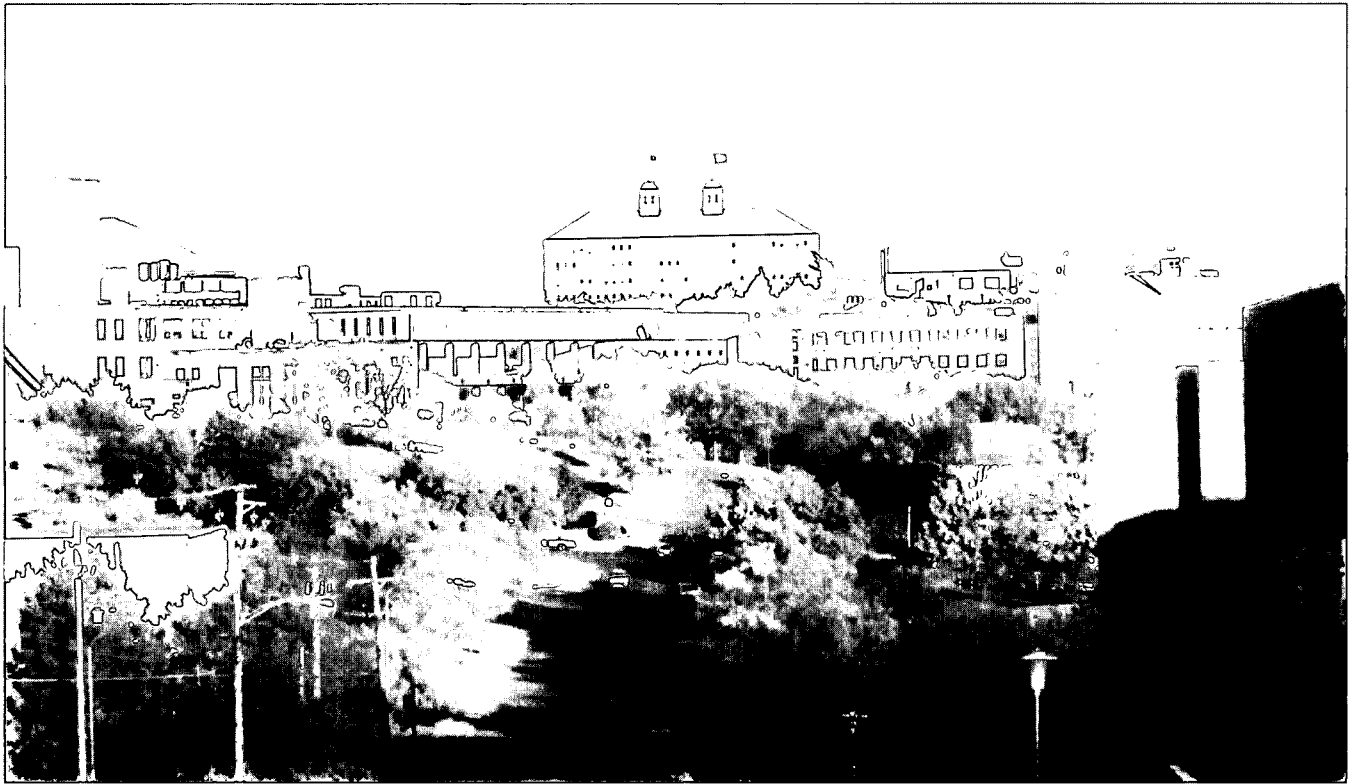
* Denotes states with consolidated governing board structures.

^A In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

^B Utah reports that currently the average tuition and fees for state residents is \$2,017.

^C In February 2000, the University of North Carolina Board of Governors approved tuition increases at five of the system's 16 universities. Likewise, in March 2000, they approved fee increases at these same schools. Thus, while North Carolina's average cost of tuition and fees will increase, its ranking will still be one of the lowest in the country.

Source: U.S. Department of Education (<http://www.ed.gov>), 1997-98 statistics, as reported in *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Inc., Washington, DC: 1999, pp. 12-13.



A portion of the main campus of the University of Kansas looking east from a student dormitory.

members.) The average professor's salary at North Carolina's public universities is \$82,482, sixth highest in the nation (based on U.S. Department of Education 1997-98 statistics).¹³ The other top 10 states in average salaries paid to professors at four-year public universities are: California (\$92,832), New Jersey (\$91,022), Connecticut (\$88,039), Pennsylvania (\$85,740), Delaware (\$85,429), Michigan (\$82,438), Minnesota (\$82,247), Massachusetts (\$79,208), and Maryland (\$79,161). Among these top-10 states, only two have consolidated governing board structures — North Carolina (ranked sixth) and Minnesota (ranked eighth).

Among the bottom 10 states by this measure (Oregon at 41st, West Virginia, New Mexico, Maine, Mississippi, Wyoming, Idaho, Montana, North Dakota, and South Dakota at 50th), only New Mexico does not have a consolidated governing board structure. As a group, these states also have among the highest poverty rates and the lowest per capita personal income levels in the country. Wyoming, Idaho, North Dakota, South Dakota, and Maine have poverty rates and per capita personal income levels relatively comparable to those in North Carolina, but their small populations — and thus, small tax bases — partly explain the lower faculty salaries in these states.

Full-time faculty members at North Carolina's public universities also fare well when compared nationally. Average salaries for this group of North Carolina educators — which includes "full-time members of the instructional staff on nine- and 10-month contracts only"¹⁴ —

is \$64,304, ninth highest in the nation. California salaries for this group are highest, with an average salary of \$76,814. The other eight states in the top ten are Connecticut (\$71,779), New Jersey (\$71,636), Minnesota (\$69,602), Massachusetts (\$67,850), Wisconsin (\$65,964), Michigan (\$65,529), Delaware (\$64,878), and Pennsylvania (\$64,039).

As Table 25 also shows, North Carolina's poverty rate is 12.4%. This suggests that although North Carolina is a relatively poor state, it has a relatively high financial commitment to higher education. The state [of North Carolina] has an unspoken past of developing an elite through its university system, to the neglect of the rest of the population, says Harold Hodgkinson, director of the Center for Demographic Policy in Washington, DC. In the future, he says, the state must broaden its base through more focus on preschool through high school and better coordination with the community college system to prepare workers.¹⁵

Among the top 10 states in terms of professors' salaries, only California has a higher poverty rate at 16.8%. However, the per capita personal income in California is \$27,503, substantially higher than North Carolina's \$24,036. By contrast, although Vermont's state poverty rate (11.5%) and per capita personal income (\$24,175) figures are fairly comparable to those of North Carolina, Vermont ranks 35th in terms of professors' salaries and 37th in terms of full-time faculty salaries, paying an average of \$66,354 and \$51,399, respectively.

In Kansas, where the poverty rate (11.0%) is less

than in North Carolina and the per capita personal income (\$24,981) is higher, professors' annual salaries average about \$18,000 less than their North Carolina counterparts, and full-time faculty members earn approximately \$12,500 less than those in North Carolina. In Kansas, the average salary of a full professor at a public four-year institution is \$64,378 — 39th among the 50 states. The average full-time faculty member earns \$51,657 in Kansas, 36th in the nation. According to Laura J. Glatt, vice chancellor for administrative affairs for the university system, legislators contend that "it is awfully hard to go home to districts, where farms are foreclosing every day, and argue that professors who make \$35,000, \$45,000, \$50,000 a year are not being paid enough."¹⁶ The Board of Regents staff is optimistic nevertheless about obtaining increased funding from the state legislature for faculty salaries. The Board has proposed a three-year plan to bring salaries in line with those of faculty in peer institutions. Though a similar initiative undertaken about 10 years ago had only limited success, this time may be different, in large part due to the support of Gov. Bill Graves, a popular governor who is committed to improving higher education.

Legislators contend that "it is awfully hard to go home to districts, where farms are foreclosing every day, and argue that professors who make \$35,000, \$45,000, \$50,000 a year are not being paid enough."

— **LAURA J. GLATT, VICE CHANCELLOR FOR ADMINISTRATIVE AFFAIRS, KANSAS UNIVERSITY SYSTEM**

E. State Higher Education Structures, Minority Enrollment, and the Number of Historically Black Colleges and Universities

1. Minority Enrollment

The 12 states enrolling the largest percentage of minority students are Hawaii (73.8%), California (51.1%), New Mexico (38.8%), New York (37.7%), Maryland (36.3%), Mississippi (34.5%), Texas (34.3%), Florida (32.0%), Louisiana (31.4%), New Jersey (29.9%), Illinois (26.2%), and Georgia (25.6%). As Table 26 demonstrates, when looking at *four-year public* institutions, North Carolina has the 13th highest minority enrollment percentage in the country at 24.8%. Demographically, the state is 75% white, 22.0% black, 2% Hispanic, 1% Asian and 1% American Indian.¹⁷ African Americans are the largest minority group in North Carolina and eight of the other top 13 states: New York, Maryland, Mississippi, Florida, Louisiana, New Jersey, Illinois, and Georgia. In first-ranked Hawaii, almost 75% of the state's citizens are members of a minority group, including 63% of Asian descent,¹⁸ while in California, New Mexico, and Texas, Hispanic citizens comprise the largest minority group. The Hispanic

population is growing in many states and regions, including North Carolina and Georgia in the South. In North Carolina, the rate of Hispanic population growth since 1990 is more than double the population growth rates for African Americans and non-Hispanic whites.¹⁹ And, in Georgia, John Millsaps, director of communications for the Board of Regents of the University System of Georgia, says that the Board is currently "looking at ways to better serve the state's growing Hispanic population."

Table 26 also shows that the largest concentration of states with consolidated governing board structures appears among the states where minorities comprise less than 10% of the enrollment at public four-year institutions or less than 10% of the population at large. Thus, it is interesting to note that states with lower minority enrollments are more likely to have a consolidated governing board structure. Fourteen of the 16 states with low percentages of minority enrollments have consolidated governing board structures — Rhode Island, Minnesota, South

— *continues on page 101*

Hawaii Hall at the University of Hawaii, Manoa

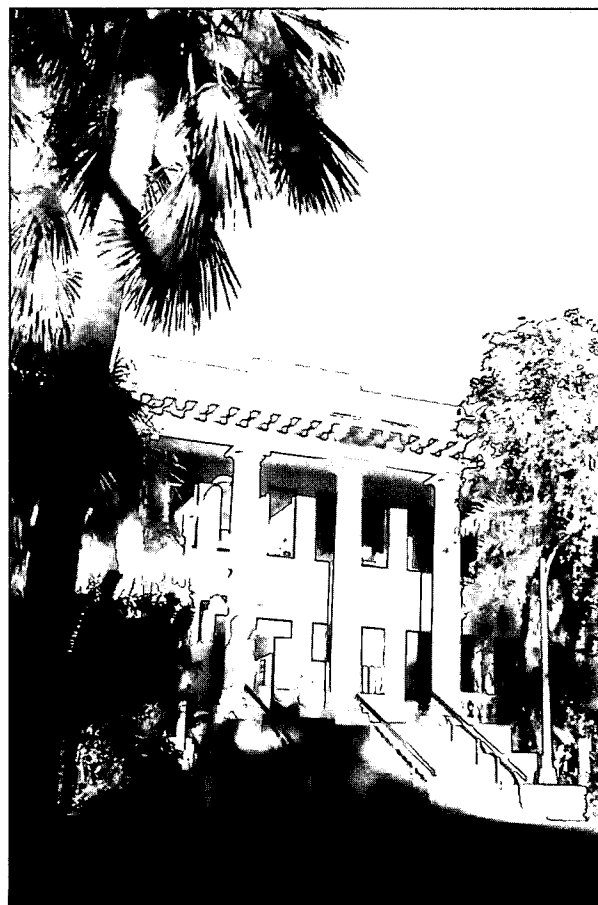


Table 25.

*Average Salaries for Professors and Full-Time Faculty at
Four-Year Public Universities, State Poverty Rates, Per Capita Personal Incomes,
and Higher Education Structures*

Average Salary of Professors 1997-98		Amount	Average Salary of Full-Time Faculty 1997-98 (Rank)	State Poverty Rate 1996-97	Per Capita Personal Income 1998	State Higher Education Structure
Rank	State					
1.	California	\$ 92,832	\$ 76,814 (1)	16.8%	\$27,503	Coordinating Board-Advisory
2.	New Jersey	91,022	71,636 (3)	9.2	33,937	Coordinating Board-Regulatory
3.	Connecticut	88,039	71,779 (2)	10.7	37,598 [#]	Coordinating Board-Regulatory
4.	Pennsylvania	85,740	64,039 (10)	11.9	26,792	Coordinating Board-Advisory
5.	Delaware	85,429	64,878 (8)	9.5	29,814	Planning Agency
6.	North Carolina	82,482	64,304 (9)	12.4	24,036	* Consolidated Governing Board
7.	Michigan	82,438	65,529 (7)	11.7	25,857	Planning Agency
8.	Minnesota	82,247	69,602 (4)	9.5	27,510	* Consolidated Governing Board
9.	Massachusetts	79,208	67,850 (5)	10.6	32,797	Coordinating Board-Regulatory
10.	Maryland	79,161	61,153 (14)	10.2	29,943	Coordinating Board-Regulatory
11.	New York	79,083	62,695 (12)	16.6	31,734	Coordinating Board-Regulatory
12.	Iowa	78,743	63,119 (11)	10.9	23,925	* Consolidated Governing Board
13.	Nevada	78,495	61,035 (15)	9.6	27,200	* Consolidated Governing Board
14.	Georgia	78,295	59,098 (21)	17.0	25,020	* Consolidated Governing Board
15.	Illinois	76,915	58,419 (23)	12.3	28,873	Coordinating Board-Regulatory
16.	Virginia	76,570	59,725 (20)	11.3	27,385	Coordinating Board-Regulatory
17.	Texas	75,799	56,902 (27)	17.0	24,957	Coordinating Board-Regulatory
18.	Missouri	75,401	60,339 (17)	9.5	24,427	Coordinating Board-Regulatory
19.	Hawaii	75,306	60,469 (16)	11.2	26,137	* Consolidated Governing Board
20.	Nebraska	75,218	56,256 (28)	9.9	24,754	Coordinating Board-Regulatory
21.	Arizona	75,058	59,949 (19)	18.3	23,060	* Consolidated Governing Board
22.	Wisconsin	74,363	65,964 (6)	8.7	25,079	* Consolidated Governing Board
23.	Ohio	73,885	58,064 (24)	12.1	25,134	Coordinating Board-Regulatory
24.	Colorado	73,066	60,326 (18)	9.7	28,657	Coordinating Board-Regulatory
25.	Indiana	72,159	54,908 (32)	8.6	24,219	Coordinating Board-Regulatory
26.	New Hampshire	71,513	57,663 (26)	5.9 ^{##}	29,022	* Consolidated Governing Board
27.	Florida	71,222	59,093 (22)	15.2	25,852	* Consolidated Governing Board
28.	Washington	70,811	57,725 (25)	12.2	27,961	Coordinating Board-Regulatory
29.	Rhode Island	70,761	61,573 (13)	10.8	26,797	* Consolidated Governing Board
30.	South Carolina	70,329	55,456 (31)	16.5	21,309	Coordinating Board-Regulatory
31.	Louisiana	70,089	52,295 (33)	20.1	21,346	Coordinating Board-Regulatory
32.	Kentucky	69,830	56,089 (30)	15.9	21,506	Coordinating Board-Regulatory

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Table 25.

CONTINUED

*Average Salaries for Professors and Full-Time Faculty at
Four-Year Public Universities, State Poverty Rates, Per Capita Personal Incomes,
and Higher Education Structures*

Average Salary of Professors 1997-98 Rank	State	Average Salary of Professors 1997-98 Amount	Average Salary of Full-Time Faculty 1997-98 (Rank)	State	Per Capita	State Higher Education Structure
				Poverty Rate 1996-97	Personal Income 1998	
33.	Oklahoma	\$67,835	\$52,236 (34)	16.9%	\$21,072	Coordinating Board-Regulatory
34.	Arkansas	66,834	50,511 (42)	16.1	20,346	Coordinating Board-Regulatory
35.	Vermont	66,354	51,399 (37)	11.5	24,175	* Consolidated Governing Board
36.	Tennessee	66,162	56,213 (29)	15.7	23,559	Coordinating Board-Regulatory
37.	Alaska	65,882	51,729 (35)	7.7	25,675	* Consolidated Governing Board
38.	Alabama	64,711	49,640 (44)	17.1	21,442	Coordinating Board-Regulatory
39.	Utah ^A	64,382	51,042 (39)	8.1	21,019	* Consolidated Governing Board
40.	Kansas	64,378	51,657 (36)	11.0	24,981	* Consolidated Governing Board
41.	Oregon	63,858	50,810 (40)	11.5	24,766	* Consolidated Governing Board
42.	West Virginia ^B	63,584	51,374 (38)	17.6	19,362	* Consolidated Governing Board
43.	New Mexico	63,295	49,889 (43)	25.4 [#]	19,936	Coordinating Board-Advisory
44.	Maine	61,524	50,678 (41)	11.2	22,952	* Consolidated Governing Board
45.	Mississippi	60,626	46,464 (48)	22.1	18,958 ^{##}	* Consolidated Governing Board
46.	Wyoming	58,437	46,941 (47)	12.1	23,167	* Consolidated Governing Board
47.	Idaho	57,905	48,792 (45)	13.2	21,081	* Consolidated Governing Board
48.	Montana	56,618	47,069 (46)	16.2	20,172	* Consolidated Governing Board
49.	North Dakota	52,248	41,985 (49)	11.5	21,675	* Consolidated Governing Board
50.	South Dakota	49,382	39,469 (50)	13.2	22,114	* Consolidated Governing Board

* Denotes states with a consolidated governing board structure.

[#] = highest in category

^{##} = lowest in category

FOOTNOTES

^A Utah reports that currently the average salary of professors is \$57,540 and the average salary of full-time faculty is \$45,825.

^B In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

Source: Salary information statistics are 1997-98 statistics from the U.S. Department of Education (<http://www.ed.gov>); poverty rates are 1996-97 averages from the U.S. Census Bureau (<http://www.census.gov>); and per-capita personal income are 1998 (preliminary) statistics from the U.S. Department of Commerce (<http://www.commerce.gov>), all as reported in *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Inc., Washington, DC: 1999, pp. 54-131. Note that poverty rate figures "are estimates based on a survey of 60,000 households conducted in March 1997 and March 1998. The figures are subject to sampling error, and the Census Bureau advises against using them to rank the states. Poverty thresholds vary by family size and composition. In 1997, for example, the threshold for a family of four was \$16,400." *Ibid.* at p. 132.

Table 26.

Minority Enrollment at Four-Year Public Higher Education Institutions, State Minority Demographics, and Higher Education Structures, Ranked by State

Minority Student Enrollment at Four-Year Public Institutions 1996			Minority Citizens ^A as a Percentage of State Population	Largest Minority Group in the State	State Higher Education Structure
Rank	State	Percentage	1997 (Rank)		
1.	Hawaii	73.8%	74.7% (1)	Asian	* Consolidated Governing Board
2.	California	51.1	40.9 (4)	Hispanic	Coordinating Board-Advisory
3.	New Mexico	38.8	53.1 (2)	Hispanic	Coordinating Board-Advisory
4.	New York	37.7	37.6 (6)	Black	Coordinating Board-Regulatory
5.	Maryland	36.3	35.0 (8)	Black	Coordinating Board-Regulatory
6.	Mississippi	34.5	38.3 (5)	Black	* Consolidated Governing Board
7.	Texas	34.3	44.8 (3)	Hispanic	Coordinating Board-Regulatory
8.	Florida	32.0	21.9 (20)	Black	* Consolidated Governing Board
9.	Louisiana	31.4	36.3 (7)	Black	Coordinating Board-Regulatory
10.	New Jersey	29.9	32.0 (12)	Black	Coordinating Board-Regulatory
11.	Illinois	26.2	28.6 (14)	Black	Coordinating Board-Regulatory
12.	Georgia	25.6	33.2 (9)	Black	* Consolidated Governing Board
13.	North Carolina	24.8	26.6 (18)	Black	* Consolidated Governing Board
14.	Virginia	24.1	27.3 (17)	Black	Coordinating Board-Regulatory
15.	Alabama	23.8	27.8 (16)	Black	Coordinating Board-Regulatory
16.	Oklahoma	21.4	20.5 (22)	American Indian	Coordinating Board-Regulatory
17.	South Carolina	21.2	32.4 (11)	Black	Coordinating Board-Regulatory
18.	Arizona	20.9	33.0 (10)	Hispanic	* Consolidated Governing Board
19.	Nevada	19.9	28.8 (13)	Hispanic	* Consolidated Governing Board
20.	Washington	19.5	16.9 (27)	Hispanic	Coordinating Board-Regulatory
21.	Delaware	19.4	24.8 (19)	Black	Planning Agency
22.	Alaska	19.3	28.0 (15)	American Indian	* Consolidated Governing Board
23.	Tennessee	18.9	18.7 (26)	Black	Coordinating Board-Regulatory
24.	Arkansas	18.8	19.1 (24)	Black	Coordinating Board-Regulatory
25.	Michigan	17.2	18.9 (25)	Black	Planning Agency
26.	Colorado	16.5	21.8 (21)	Hispanic	Coordinating Board-Regulatory
27.	Oregon	14.2	13.1 (33)	Hispanic	* Consolidated Governing Board
28.	Connecticut	14.1	19.6 (23)	Black	Coordinating Board-Regulatory
29. (tie)	Massachusetts	13.5	15.8 (28)	Black	Coordinating Board-Regulatory
	Ohio	13.5	14.2 (29-tie)	Black	Coordinating Board-Regulatory
31.	Pennsylvania	13.1	13.9 (31)	Black	Coordinating Board-Advisory

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Table 26.

CONTINUED

*Minority Enrollment at Four-Year Public Higher Education Institutions,
State Minority Demographics, and Higher Education Structures, Ranked by State*

Minority Student Enrollment at Four-Year Public Institutions 1996			Minority Citizens ^A as a Percentage of State Population	Largest Minority Group in the State	State Higher Education Structure
Rank	State	Percentage	1997 (Rank)		
32.	Missouri	11.6%	14.2% (29–tie)	Black	Coordinating Board–Regulatory
33.	Kansas	11.3	13.6 (32)	Black	* Consolidated Governing Board
34.	Indiana	11.1	11.6 (35)	Black	Coordinating Board–Regulatory
35.	Rhode Island	9.8	12.7 (34)	Hispanic	* Consolidated Governing Board
36. (tie)	Kentucky	9.5	8.9 (42–tie)	Black	Coordinating Board–Regulatory
	Minnesota	9.5	8.2 (44)	Black	* Consolidated Governing Board
38.	South Dakota	9.1	10.3 (38–tie)	American Indian	* Consolidated Governing Board
39.	Iowa	8.3	5.5 (46)	Black	* Consolidated Governing Board
40.	Wyoming	8.2	9.7 (41)	Hispanic	* Consolidated Governing Board
41.	Wisconsin	8.1	10.4 (37)	Black	* Consolidated Governing Board
42.	Idaho	7.2	10.0 (40)	Hispanic	* Consolidated Governing Board
43.	Nebraska	7.0	10.3 (38–tie)	Hispanic	Coordinating Board–Regulatory
44.	West Virginia ^B	6.2	4.4 (47)	Black	* Consolidated Governing Board
45.	Utah	6.1 ^C	11.3 (36)	Hispanic	* Consolidated Governing Board
46.	Montana	5.8	8.9 (42–tie)	Hispanic	* Consolidated Governing Board
47.	North Dakota	4.9	7.1 (45)	Hispanic	* Consolidated Governing Board
48.	Vermont	3.7	2.5 (49)	Hispanic	* Consolidated Governing Board
49.	Maine	3.5	2.4 (50)	Asian and Hispanic (tie)	* Consolidated Governing Board
50.	New Hampshire	2.6	3.4 (48)	Hispanic	* Consolidated Governing Board

* Denotes states with a consolidated governing board structure.

FOOTNOTES

^A The percentage of minority citizens as a percentage of the state population includes Hispanic individuals who may be of any race.

^B In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

^C Utah reports minority students as a percentage of enrollment at four-year public institutions to be 6.4%.

Source: Census Bureau (<http://www.census.gov>), 1997 estimates for racial and ethnic distributions per state, and the U.S. Department of Education (<http://www.ed.gov>), Fall 1996 statistics for the percentage of enrollment made up of minority students, as reported in *The Chronicle of Higher Education Almanac Issue*, August 27, 1999, The Chronicle of Higher Education, Inc., Washington, DC: 1999, pp. 54–131. Note that the figure on enrollment of minority students covers only those students who are U.S. citizens. *Ibid.* at p. 132.

Table 27.

Public and Private Historically Black Colleges and Universities (HBCUs) in Each State

State	Number of HBCUs (112 total)	Institution Name(s)	Higher Education Structure
1. Alabama	13 (6 public)	<ul style="list-style-type: none"> + Alabama A&M University + Alabama State University + Bishop State Community College, Main Campus Concordia College + J. F. Drake State Technical College + Lawson State Community College Miles College Oakwood College Selma University Stillman College Talladega College + Trenholm State Technical College Tuskegee University 	Coordinating Board-Regulatory
2. NORTH CAROLINA	11 (5 public)	<ul style="list-style-type: none"> Barber-Scotia College Bennett College + Elizabeth City State University + Fayetteville State University Johnson C. Smith University Livingstone College & Hood Theological Seminary + North Carolina A&T State University + North Carolina Central University Saint Augustine's College Shaw University + Winston-Salem State University 	* Consolidated Governing Board
3. Georgia	9 (3 public)	<ul style="list-style-type: none"> + Albany State University Clark Atlanta University + Fort Valley State University Morehouse College Morehouse School of Medicine Morris Brown College Paine College + Savannah State University Spelman College 	* Consolidated Governing Board
4. Texas	8 (2 public)	<ul style="list-style-type: none"> Huston-Tillotson College Jarvis Christian College Paul Quinn College + Prairie View A&M University Southwestern Christian College Texas College + Texas Southern University Wiley College 	Coordinating Board-Regulatory

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Table 27.

CONTINUED

*Public and Private Historically Black Colleges and Universities
(HBCUs) in Each State*

State	Number of HBCUs (112 total)	Institution Name(s)	Higher Education Structure
5. Mississippi	8 (5 public)	+ Alcorn State University + Coahoma Community College + Hinds Community College, Utica Campus + Jackson State University Mary Holmes College + Mississippi Valley State University Rust College Tougaloo College	* Consolidated Governing Board
6. South Carolina	8 (3 public)	Allen University Benedict College Clafin College + Clinton Junior College + Denmark Technical College Morris College + South Carolina State University Voorhees College	Coordinating Board-Regulatory
7. Louisiana	6 (4 public)	Dillard University + Grambling State University + Southern University and A&M College + Southern University at New Orleans + Southern University at Shreveport-Bossier City Xavier University of Louisiana	Coordinating Board-Regulatory
8. Tennessee	6 (1 public)	Fisk University Knoxville College Lane College LeMoyne-Owen College Meharry Medical College + Tennessee State University	Coordinating Board-Regulatory
9. Virginia	6 (2 public)	Hampton University + Norfolk State University Saint Paul's College Virginia Seminary and College + Virginia State University Virginia Union University	Coordinating Board-Regulatory
10. Maryland	5 (4 public)	+ Bowie State University + Coppin State College + Morgan State University + University of Maryland-Eastern Shore Sojourner-Douglass College	Coordinating Board-Regulatory
11. Arkansas	4 (1 public)	Arkansas Baptist College Philander Smith College Shorter College + University of Arkansas at Pine Bluff	Coordinating Board-Regulatory

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Table 27.

CONTINUED

*Public and Private Historically Black Colleges and Universities
(HBCUs) in Each State*

State	Number of HBCUs (112 total)	Institution Name(s)	Higher Education Structure
12. Florida	4 (1 public)	Bethune-Cookman College Edward Waters College + Florida A&M University Florida Memorial College	* Consolidated Governing Board
13. New York	4 (3 public)	+ Fiorello H. LaGuardia Comm. Coll. + Medgar Evers College/CUNY New York City Technical College + York College/CUNY	Coordinating Board-Regulatory
14. Ohio	3 (2 public)	+ Central State University + Cuyahoga Community College Wilberforce University	Coordinating Board-Regulatory
15. California	2 (1 public)	Charles R. Drew University of Medicine and Science + Compton Community College	Coordinating Board-Advisory
16. Kentucky	2 (1 public)	+ Kentucky State University Simmons University Bible College	Coordinating Board-Regulatory
17. Michigan	2 (1 public)	Lewis College of Business + Wayne County Community College	Planning Agency
18. Missouri	2 (2 public)	+ Harris-Stowe State College + Lincoln University, Missouri	Coordinating Board-Regulatory
19. Pennsylvania	2 (2 public)	+ Cheyney University of Pennsylvania + Lincoln University, Pennsylvania	Coordinating Board-Advisory
20. West Virginia [‡]	2 (2 public)	+ Bluefield State College + West Virginia State College	* Consolidated Governing Board
21. Delaware	1 (1 public)	+ Delaware State University	Planning Agency
22. Oklahoma	1 (1 public)	+ Langston University	Coordinating Board-Regulatory
23. Illinois	1	Kennedy-King College	Coordinating Board-Regulatory
24. Indiana	1	Martin University	Coordinating Board-Regulatory
25. Massachusetts	1 (1 public)	+ Roxbury Community College	Coordinating Board-Regulatory

+ Denotes public institutions.

* Denotes states with consolidated governing board structures.

[‡] In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

Source: The National Association for Equal Opportunity in Higher Education (NAFEO), Silver Spring, MD: October 1998.

Dakota, Iowa, Wyoming, Wisconsin, Idaho, West Virginia,²⁰ Utah, Montana, North Dakota, Vermont, Maine, and New Hampshire. However, six of the states with consolidated governing board structures — including North Carolina and three other Southern states — have minority enrollments of more than 20%: Hawaii (73.8%), Mississippi (34.5%), Florida (32.0%), Georgia (25.6%), North Carolina (24.8%), and Arizona (20.9%). Only in 14 states — California, Florida, Iowa, Kentucky, Maine, Maryland, Minnesota, New York, Oklahoma, Oregon, Tennessee, Vermont, Washington, West Virginia — is the percentage of minorities enrolled in four-year public institutions larger than the percentage of minorities in the population as a whole.

2. *The Number of Historically Black Colleges and Universities*

For many years in the post-Civil War South, African-American students attended so-called “separate but equal” educational institutions, a policy upheld by the United States Supreme Court for almost 60 years.²¹ In 1954, however, the Court reversed itself in a series of landmark decisions, notably *Brown v. Board of Education*,²² and this practice was ruled unconstitutional. Nevertheless, many institutions continue to serve a mostly African-American student body. These historically black colleges and universities (HBCUs as they are known) have unique roles and issues as members of state higher education systems. Particularly, the traditional mission of these institutions has been to serve a student body which was too often underserved in the system at large — in the South and in other regions of the country as well. It is a challenge for all higher education boards to increase African-American enrollment, allocate funds fairly, and yet avoid costly duplication of programs which may be the heritage of states’ dual systems of higher education.

As seen in Table 27, there are 112 historically black colleges and universities located in 25 states. (Two additional such institutions are in the District of Columbia — Howard University and the University of the District of Columbia.) The 13 Southern states have 88, or 79%, of the country’s historically black colleges and universities. Nine Southern states are in the top 10 states with the largest number of historically black colleges and universities: Alabama (13); North Carolina (11); Georgia (9); Texas, Mississippi, and South Carolina (in a three-way tie with 8 each); and Louisiana, Tennessee, and Virginia (in a three-way tie with 6 each). Maryland has five historically black colleges and universities, and Arkansas, Florida, and New York each have four historically black colleges and universities.

In terms of historically black *public* institutions, Alabama leads the nation with six public HBCUs. However, only two of those institutions are four-year senior

colleges. As seen in Table 28, North Carolina, with a consolidated governing board system, is the only state with five public HBCUs that are four-year senior institutions. Maryland is close behind with four. Georgia, Louisiana, and Mississippi, also with consolidated governing board systems, have three, four-year public institutions that are historically black colleges or universities. Missouri and Texas each have two senior historically black colleges or universities, with one governed by an institutional board and one that is part of a multi-campus subsystem. Alabama, New York, Pennsylvania, Virginia and West Virginia each have two four-year public HBCUs, with New York and West Virginia being governed by multi-campus governing boards.²³ Eight states have one public senior institution that is a HBCU, with six of these governed at the institutional level. Florida governs its one HBCU through its consolidated governing board, while Arkansas’ HBCU is governed by a multi-campus governing board. (See Table 28.)

Footnotes

¹ *Chronicle of Higher Education, Almanac Issue*, Vol. XLVI, No. 1, The Chronicle of Higher Education, Washington, DC: August 27, 1999, pp. 50–52.

² Most liberal arts institutions are private colleges. See *The Almanac*, note 1 above, p. 50.

³ The Georgia Board of Regents also governs the two-year public colleges in the state, unlike North Carolina’s UNC Board of Governors.

⁴ Sara Hebel, “Critical Report on CUNY Ignites Debate on Mission and Direction of the System,” *The Chronicle of Higher Education*, Washington, DC: June 18, 1999, p. A38.

⁵ *U.S. News and World Report* (www.usnews.com/usnews/edu/college/rankings/collmeth.htm).

⁶ *U.S. News and World Report* (www.usnews.com/usnews/edu/colleges/rankings/cofaq.htm).

⁷ Stuart Rojstaczer, “Don’t let a magazine choose her college,” *The News and Observer* (Raleigh, N.C.), September 12, 1999, p. 25A.

⁸ *U.S. News and World Report*, note 6 above.

⁹ The University of North Carolina General Administration, *Comments on the Draft Report of the North Carolina Center for Public Policy Research on “Higher Education Governance in the 50 States,”* January 19, 1999, to the North Carolina Center for Public Policy Research, Raleigh NC: p. 10.

¹⁰ NC Office of State Budget and Management and Fiscal Research Division, N.C. General Assembly. See also Barbara Solow, *Reorganizing Higher Education in North Carolina: What History Tells Us About Our Future*, North Carolina Center for Public Policy Research, Raleigh, NC: 1999, p. 52.

¹¹ In February 2000, the University of North Carolina Board of Governors approved tuition increases at five of the system’s 16 universities. Likewise, in March 2000, they approved fee increases at these same schools. Thus, while North Carolina’s average cost of

Table 28.

Historically Black Public Universities in Each State

State	Historically Black Public Universities	State Higher Education Structure
1. NORTH CAROLINA	Elizabeth City State University Fayetteville State University N.C. A&T State University N.C. Central University Winston-Salem State University	* Consolidated Governing Board
2. Maryland	Bowie State University Coppin State College Morgan State University University of Maryland—Eastern Shore	Coordinating Board—Regulatory
3. Georgia	Albany State University Fort Valley State University Savannah State University	* Consolidated Governing Board
4. Louisiana	Grambling State University Southern University and A & M Southern University at New Orleans	Coordinating Board—Regulatory
5. Mississippi	Alcorn State University Jackson State University Mississippi Valley State University	* Consolidated Governing Board
6. Alabama	Alabama A & M Alabama State University	Coordinating Board—Regulatory
7. Missouri	Harris-Stowe State College Lincoln University, Missouri	Coordinating Board—Regulatory
8. New York	Medgar-Evers College/CUNY York College/CUNY	Coordinating Board—Regulatory
9. Pennsylvania	Cheyney University of Pennsylvania Lincoln University, Pennsylvania	Coordinating Board—Advisory
10. Texas	Prairie View A & M University Texas Southern University	Coordinating Board—Regulatory
11. Virginia	Norfolk State University Virginia State University	Coordinating Board—Regulatory

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Table 28.

CONTINUED

Historically Black Public Universities in Each State

State	Historically Black Public Universities	State Higher Education Structure
12. West Virginia [‡]	West Virginia State College Bluefield State College	* Consolidated Governing Board
13. Arkansas	University of Arkansas–Pine Bluff	Coordinating Board–Regulatory
14. Delaware	Delaware State University	Planning Agency
15. Florida	Florida A & M University	* Consolidated Governing Board
16. Kentucky	Kentucky State University	Coordinating Board–Regulatory
17. Ohio	Central State University	Coordinating Board–Regulatory
18. Oklahoma	Langston University	Coordinating Board–Regulatory
19. South Carolina	South Carolina State University	Coordinating Board–Regulatory
20. Tennessee	Tennessee State University	Coordinating Board–Regulatory

* Denotes states with a consolidated governing board structure.

[‡] In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

Source: The National Association for Equal Opportunity in Higher Education (NAFEO), Silver Spring, MD: October 1998.

tuition and fees will increase, its ranking will still be one of the lowest in the country.

¹² Constitution of North Carolina, Article IX, Section 9.

¹³ In 1999, the University of North Carolina Board of Governors, at the request of the N.C. General Assembly, commissioned a private consultant to study faculty salaries. The consultant, MGT Inc., compared average salaries and benefits on UNC campuses for four professorial ranks, from instructors to full professors, with their respective peer institutions across the country. Using public universities as the comparison, the study concluded that UNC system schools need an extra \$28.3 million each year to raise average salaries into the top 20 percent range. But comparing UNC schools with both their public and private peer institutions added an additional \$13.8 million to the figure.

¹⁴ *The Almanac*, note 1 above, p. 132.

¹⁵ As reported in "The Latest Trend: Trend Watching To Be Required by Law?", *North Carolina Insight*, Vol. 14, No. 4, North Carolina Center for Public Policy Research, Raleigh, NC: August 1993, p. 27.

¹⁶ As quoted in Peter Schmidt, "Public Universities Appeal for Funds to Improve Faculty Salaries," *The Chronicle of Higher Education*, Washington, DC: February 26, 1999, p. A28.

¹⁷ 1997 Census Bureau estimates (www.census.gov), as reported in *The Almanac*, note 1 above, p. 108. Note that percentages of racial and ethnic distribution within any state generally do not add to 100%, as some individuals are counted in more than one category.

¹⁸ *Ibid.*, at p. 60.

¹⁹ Joanne Scharer, "Hispanic/Latino Health in North Carolina:

Failure to Communicate?”, *North Carolina Insight*, Vol. 18, Nos. 2–3, North Carolina Center for Public Policy Research, Raleigh, NC: August 1999, p. 8.

²⁰ In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health

Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

²¹ *Plessy v. Ferguson*, 163 U.S. 537 (1896).

²² 347 U.S. 483 (1954)

²³ Regarding West Virginia’s higher education structure, see note 20 above.

CHAPTER 8

A Comparison of State Statutes on the Composition of Higher Education Boards

A. Appointment or Election of Board Members

Members of central higher education boards most commonly are appointed by state governors (43 boards), either with or without approval of the state senate. Alternatively, in five states the governor or another public official appoints a portion of the board with the state legislature electing the remaining board members. In Alabama, for instance, the lieutenant governor and speaker of the house each appoint one member. Two states — New York and North Carolina — choose to have the entire membership of the central, state-level board *elected by the legislature*. Two other states — Nevada and Michigan — also are unusual in that they have chosen *election by the public* of the members of their central higher education boards. In Nevada, all 11 members of the Board of Regents are elected by the public, while in Michigan, the eight voting members of the State Board of Education are elected by the public and serve with two *ex-officio* non-voting members — the governor and the superintendent of public instruction.

Senate approval is commonly required in states where the entire membership of the central board is appointed by the governor (such as Colorado, Utah, and Georgia). But, members of the Virginia State Council of Higher Education are appointed by the governor with the approval of the *full* legislature.¹ Where most, but not all, of the board members are appointed by the governor, states are fairly evenly split as to whether state senate approval is required (31 require, 19 don't require).

In South Carolina, balance of power issues in part led to the legislative restructuring of the appointment process for the Commission of Higher Education (established in 1967) in 1978, 1988, and again in 1995.² Currently, though the Commission's 14 members are appointed by the governor, the governor is required to appoint one member from each of the state's six congressional districts; these appointments must be made upon the recommendation of the majority of each district's elected legislators. Moreover, the four *ex-officio* voting members appointed to represent the state's institutions of higher education are appointed by the governor with the advice and consent of the state senate.

N.C.G.S. § 116-6 (excerpted):

(a) [Members of the Board of Governors] shall be elected by the Senate and House of Representatives. Sixteen members shall be elected at the regular legislative session in 1993 and every two years thereafter. The Senate and the House of Representatives shall each elect one-half of the persons necessary to fill the vacancies on the Board of Governors. Of the 16 members elected every two years beginning in 1993, at least two shall be women, at least two other members shall be members of a minority race, and at least two other members shall be members of the political party to which the largest minority of the members of the General Assembly belongs.

One of the unique features of the Board of Governors of the University of North Carolina is that *all* of its voting members are elected by the legislature, a process prescribed by statute. The Board of Governors of the University of North Carolina is composed of 32 voting members elected by the legislature and one *ex-officio*, non-voting student member. As in all states, the Board's members serve without salaried compensation.³ The North Carolina legislature elects 16 voting members every two years to serve four-year terms. The student member's term matches his or her term of office as president of the UNC Association of Student Governments.

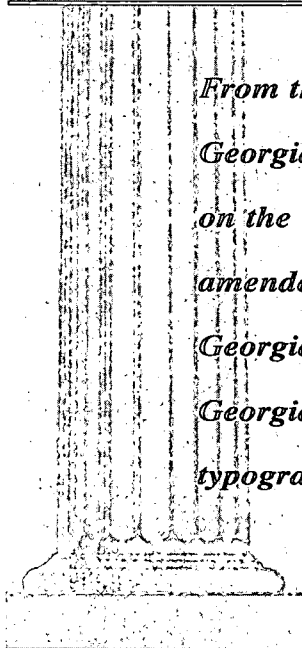
B. Number of Members on Central Higher Education Boards

With 32 voting members, North Carolina's Board of Governors is the largest central higher education board in the nation. As shown in Table 29, central boards having 10 to 14 voting members are most common (23 states), followed by those having 15 to 20 voting members (13 states) and those having fewer than 10 voting members (12 states).⁴ North Dakota is the smallest board by this measure, with seven voting members on its central board. Two states — Idaho and Michigan — have central boards with eight voting members. Nine states have nine voting members on their central boards. In addition to North Carolina, only four of the other central boards examined have 20 members or more. These boards are in Vermont (25), New Hampshire (25), Delaware (21), and Pennsylvania (21). However, three of these boards are functionally quite different from the UNC Board of Governors. Vermont does not have a cen-

tral higher education board; the boards examined are two institution-level governance boards responsible for public senior institutions in the state. The Pennsylvania Board of Education is an Advisory Coordinating Board. The Delaware Higher Education Commission is a planning agency board with no governance authority. Functionally, because it also is a consolidated governing board, the 25-member University System of New Hampshire Board of Trustees bears the most resemblance to the 32-member UNC Board of Governors.

Although the UNC Board of Governors is the largest consolidated governing board in the country with governing authority over *all* public universities within the state, several states have large multi-campus governing boards with authority over *some* of the state's public universities. For instance, the Board of Trustees of the University of California — one of three multi-campus governing boards in the state — has 25 members, as does the Board of Regents of the University of Alabama. Pennsylvania also has several multi-campus systems, and each system's board is larger than the UNC Board of Governors, with the number of members ranging from 36 to 39. California and Pennsylvania both have advisory coordinating board systems, and Alabama has a regulatory coordinating board system.

State higher education governance structures appear to have little correlation to the number of board members. However, on the whole, advisory coordinating boards are somewhat larger than consolidated governing boards and regulatory coordinating boards. Among states with consolidated governing board structures, six have central boards with fewer than 10 voting members; ten have central boards with 10 to 14 voting members; nine have boards with 15 to 25 voting members, and one — North Carolina — has more than 25 voting members on its



From the United States District Court for the Middle District of Georgia, Athens Division, comes this Amended Order: "The case style on the order entered by this Court on June 17, 1993, should be amended to read 'Board of Regents of the University System of Georgia' rather than 'Board of Rejects of the University System of Georgia.' The court wishes to emphasize that the error was purely typographical and not to any extent freudian."

—"MARGINALIA"

THE CHRONICLE OF HIGHER EDUCATION, SEPTEMBER 8, 1993

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The quadrangle at Idaho State University

higher education board. Among states with regulatory coordinating board structures, five states have central boards with fewer than 10 voting members, 12 have central boards with 10 to 14 voting members, and four have central boards with 15 to 18 members. New Mexico, one of three states with an advisory coordinating board structure, has a central board with 14 voting members, while the other states with advisory coordinating board structures — California and Pennsylvania — have central boards with 17 and 21 voting members, respectively.

C. Composition of the Boards

Thirty-four states define the composition of their higher education boards, mandating representation of various groups according to race/ethnicity, age, gender, or geographic representation, as well as political party affiliation. For example, in North Carolina, at least two of the 16 members of the UNC Board of Governors elected every two years must be women, at least two members must be minorities, and at least two members must be from the largest minority political party in the General Assembly.⁵ As in most states, however, once appointed, members of the Board of Governors of the University of North Carolina are directed by statute to serve at-large,

representing the interests of the entire state rather than one race, gender, party, region, or institution. The North Carolina statute is not unusual in mandating certain demographic requirements for the higher education board's composition.

Though the North Carolina statute is unusual in its specificity as to the number of women and minority members to be appointed, the Tennessee Higher Education Commission (15 members) statute also is detailed:

In making appointments, the Governor "shall strive to ensure that at least one (1) person appointed to the commission is a member of a racial minority." Beginning in January of 1995, every other appointee is to be a woman, until "the membership of the commission reflects the percentage of females in the population generally."⁶

New Jersey has among the broadest statutory language concerning the composition of its higher education board, the Commission on Higher Education. Its law mandates that the board's public members "shall reflect the diversity of the state."⁷ More typical language expressing the same idea is found in the California Postsecondary Education Commission statute:

"It is the intent of the Legislature that the commission be broadly and equitably representative of the

—continues on page 113

Table 29.

Number of Voting Members on Central Higher Education Boards^A

State	Board	Number of Members [#]	State Higher Education Structure
North Carolina	UNC Board of Governors	32 (34) ⁺⁺⁺	* Consolidated Governing Board
New Hampshire	Board of Trustees, University System of New Hampshire	27 (27)	* Consolidated Governing Board
Vermont ^A	Board of Trustees, University of Vermont	25 (25)	* Consolidated Governing Board
Delaware	Higher Education Commission	21 (21)	Planning Agency
Pennsylvania	Board of Education	21 (22)	Coordinating Board-Advisory
Texas	Higher Education Coordinating Board	18 (18)	Coordinating Board-Regulatory
California	Postsecondary Education Commission	17 (17)	Coordinating Board-Advisory
Wisconsin	Board of Regents	17 (17)	* Consolidated Governing Board
Georgia	Board of Regents of the University System of Georgia	16 (16)	* Consolidated Governing Board
Louisiana	Board of Regents	16 (16)	Coordinating Board-Regulatory
New York	Board of Regents of the University of the State of NY	16 (16)	Coordinating Board-Regulatory
Utah	State Board of Regents	16 (16)	* Consolidated Governing Board
Kentucky	Council on Postsecondary Education	15 (16) ⁺	Coordinating Board-Regulatory
Maine	Board of Trustees of the University of Maine System	15 (16)	* Consolidated Governing Board
Minnesota ^A	Board of Trustees, Minnesota State System	15 (15)	* Consolidated Governing Board
Rhode Island	Board of Governors for Higher Education	15 (15)	* Consolidated Governing Board
Vermont ^{A,B}	Vermont State Colleges Board of Trustees	15 (15)	* Consolidated Governing Board
West Virginia ^{A,C}	University of West Virginia Board of Trustees	15 (17)	* Consolidated Governing Board
Florida	Board of Regents, University of Florida	14 (14)	* Consolidated Governing Board
Indiana	Commission for Higher Education	14 (14)	Coordinating Board-Regulatory
New Mexico	Commission on Higher Education	14 (15) ⁺⁺	Coordinating Board-Advisory
New Jersey	Commission on Higher Education	13 (14)	Coordinating Board-Regulatory
South Carolina	Commission on Higher Education	13 (14)	Coordinating Board-Regulatory
West Virginia ^{A,C}	Board of Directors, State College System of West Virginia	13 (16) ⁺	* Consolidated Governing Board
Alabama	Commission on Higher Education	12 (12)	Coordinating Board-Regulatory
Arkansas	Higher Education Coordinating Board	12 (12)	Coordinating Board-Regulatory
Illinois	State Board of Higher Education	12 (15) ^{++@}	Coordinating Board-Regulatory
Minnesota ^A	Board of Regents, University of Minnesota	12 (13) ⁺	* Consolidated Governing Board
Mississippi	Board of Trustees of State Institutions of Higher Learning	12 (12)	* Consolidated Governing Board
Tennessee	Higher Education Commission	12 (15) ⁺⁺	Coordinating Board-Regulatory
Wyoming	Board of Trustees, University of Wyoming	12 (16) ⁺⁺	* Consolidated Governing Board
Alaska	Board of Regents, University of Alaska	11 (11)	* Consolidated Governing Board
Arizona	Board of Regents	11 (11)	* Consolidated Governing Board
Connecticut	Board of Governors of Higher Education	11 (11)	Coordinating Board-Regulatory
Hawaii	Board of Regents of the University of Hawaii	11 (11)	* Consolidated Governing Board

—continued

Table 29.

CONTINUED

Number of Voting Members on Central Higher Education Boards^A

State	Board	Number of Members [#]	State Higher Education Structure
Maryland	Higher Education Commission	11 (12) ⁺⁺	Coordinating Board–Regulatory
Massachusetts	Board of Higher Education	11 (12) ⁺	Coordinating Board–Regulatory
Nebraska	Coordinating Commission for Postsecondary Education	11 (11)	Coordinating Board–Regulatory
Nevada	Board of Regents	11 (11)	* Consolidated Governing Board
Virginia	State Council of Higher Education	11 (11)	Coordinating Board–Regulatory
Montana	Board of Regents of Higher Education	10 (10)	* Consolidated Governing Board
Colorado	Commission on Higher Education	9 (9)	Coordinating Board–Regulatory
Iowa	State Board of Regents	9 (9)	* Consolidated Governing Board
Kansas	State Board of Regents	9 (9)	* Consolidated Governing Board
Missouri	Coordinating Board for Higher Education	9 (9)	Coordinating Board–Regulatory
Ohio	Board of Regents	9 (11) ⁺	Coordinating Board–Regulatory
Oklahoma	State Regents for Higher Education	9 (9)	Coordinating Board–Regulatory
Oregon	State Board of Higher Education	9 (11)	* Consolidated Governing Board
South Dakota	Board of Regents	9 (9)	* Consolidated Governing Board
Washington	Higher Education Coordinating Board	9 (9)	Coordinating Board–Regulatory
Idaho	State Board of Education and Board of Regents	8 (8)	* Consolidated Governing Board
Michigan	State Board of Education	8 (10) ⁺	Planning Agency
North Dakota	State Board of Higher Education	7 (9) [Ⓢ]	* Consolidated Governing Board

[#] The first figure in this column shows voting members only; the figure in parentheses represents the total number of board members, both voting and non-voting.

* Denotes states with consolidated governing board structures. Some states with more than one board are listed more than once.

⁺ Total board membership includes non-voting ex-officio member(s)

⁺⁺ Total board membership includes non-voting student member(s)

[Ⓢ] Total board membership includes non-voting faculty or other member(s)

FOOTNOTES

^A The boards listed in this table are those with governing authority over the four-year public institutions within their respective state. The two consolidated governing boards listed for Minnesota, Vermont and West Virginia each govern a segment of the higher education institutions. Florida also has a central coordinating board with authority over all public postsecondary institutions in the state. New Hampshire, Minnesota, and Wyoming also have a central agency or board with planning and/or administrative duties for all public two-year and four-year institutions.

^B Vermont does not have a central higher education board. This board is an institution-level governing board, one of two in the state that together are responsible for public senior higher education.

^C In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

Table 30.

Most Common Types of Mandates in State Statutes on the Composition of Central Higher Education Boards, by State

State Boards	Age	Gender	Geographic Representation	Political Party Affiliation	Race/Ethnicity	Other	Student Member
CONSOLIDATED GOVERNING BOARDS:							
Board of Regents, University of Alaska ⁺							X (voting)
Arizona Board of Regents							X (voting)
Florida State Board of Regents ⁺			X			X	X (voting)
Board of Regents, University of Georgia			X				
Board of Regents, University of Hawaii							
Idaho State Board of Education ¹							
Iowa State Board of Regents				X			X (voting)
Kansas State Board of Regents				X			
Board of Trustees, University of Maine							
Board of Regents, University of Minnesota ^{**}			X			X	X (voting)
Board of Trustees, Minnesota State System ^{**}			X			X	X (voting)
Mississippi Board of Trustees, State Institutions of Higher Learning	X ²		X				
Montana Board of Regents of Higher Education							X (voting)
Board of Regents, University and Community College System of Nevada							
Board of Trustees, University System of New Hampshire ⁺				X		X	X (voting)
Board of Governors, University of North Carolina		X		X	X		X (non-voting)
North Dakota State Board of Higher Education						X	X (non-voting)
Oregon State Board of Higher Education						X	X (voting)
Rhode Island Board of Governors for Higher Education					X		X (voting)
South Dakota Board of Regents			X				X (voting)
Utah State Board of Regents			X	X			X (voting)
Board of Trustees, University of Vermont [*]							X (voting)
Board of Trustees, Vermont State Colleges [*]							X (voting)

Table 30.
CONTINUED

Most Common Types of Mandates in State Statutes on the Composition of Central Higher Education Boards, by State

State Boards	Age	Gender	Geographic Representation	Political Party Affiliation	Race/Ethnicity	Other	Student Member
Board of Trustees, University of West Virginia*			X	X			X (voting)
Board of Directors, State College System of West Virginia*			X ³	X ³			X (voting)
Board of Regents, University of Wisconsin							X (voting)
Board of Trustees, University of Wyoming [†]		X ³	X	X		X ³	X (non-voting)
REGULATORY COORDINATING BOARDS:							
Alabama Commission on Higher Education	X		X				
Arkansas Higher Education Coordinating Board			X			X	
Colorado Commission on Higher Education			X	X			
Connecticut Board of Governors for Higher Education			X		X		
Illinois State Board of Higher Education				X			X (non-voting)
Indiana Commission for Higher Education			X				X (voting)
Kentucky Council on Postsecondary Education		X	X	X	X	X	X (voting)
Louisiana Board of Regents			X				X (voting)
Maryland Higher Education Commission			X				X (non-voting)
Massachusetts Board of Higher Education			X			X	X (voting)
Missouri Coordinating Board for Higher Education				X			
Nebraska Coordinating Commission for Postsecondary Education							
New Jersey Commission on Higher Education ⁴							X (voting)
New York Board of Regents						X	
Ohio Board of Regents							
Oklahoma State Regents for Higher Education		X ⁵	X			X	
South Carolina Commission on Higher Education		X			X	X	
Tennessee Higher Education Commission		X	X	X	X		X (voting)

Table 30.
CONTINUED

Most Common Types of Mandates in State Statutes on the Composition of Central Higher Education Boards, by State

State Boards	Age	Gender	Geographic Representation	Political Party Affiliation	Race/Ethnicity	Other	Student Member
Texas Higher Education Coordinating Board			X				
Virginia State Council of Higher Education			X	X			
Washington Higher Education Coordinating Board		X			X		
ADVISORY COORDINATING BOARDS:							
California Postsecondary Education Commission		X			X	X	X (voting)
New Mexico Commission on Higher Education							X (voting)
Pennsylvania Board of Education							
PLANNING AGENCIES:							
Delaware Higher Education Commission							
Michigan State Board of Education							
TOTALS	4	7	24	15	8	14	30

*Minnesota, Vermont, and West Virginia each have a consolidated governing board system with two consolidated governing boards that govern a segment of the higher education institutions within their respective state. However, note that in March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

*Florida also has an advisory coordinating board that supplements the work of Florida's State Board of Regents, the state's consolidated governing board. Alaska, Minnesota, New Hampshire, and Wyoming have planning agencies located in the states' consolidated governing board structure that supplement the work of the governing board.

FOOTNOTES

- ¹The Idaho statute reads, "Appointment to the Board is to be made without reference to locality, occupation, party affiliation or religion."
- ²Appointees to the Mississippi Board of Trustees, State Institutions for Higher Learning must be at least 25 years of age.
- ³Information provided directly by respective state board.
- ⁴Public appointees to the New Jersey Commission on Higher Education "shall reflect the diversity of the state," and shall be appointed "without regard for political affiliation."
- ⁵Members of the Oklahoma State Regents for Higher Education must be at least 35 years of age.

general public in appointment of its public members and that the appointing authorities, therefore, shall confer to assure that their combined appointments include adequate representation on the basis of sex and on the basis of the significant racial, ethnic and economic groups in the state.”⁸

There is interesting variation in statutory wording on age requirements among the states where an age mandate is in place — Alabama, Mississippi, Oklahoma, and Tennessee. In Alabama, board members may not serve past age 70. In Oklahoma, board members must be at least 35 years old, and in Mississippi, they must be at least 25. In Tennessee, one member of the board must be at least 60 years old.

In terms of geographic representation, most state statutes contain language similar to that found in Utah Code §53B-1-104(1): “In making appointments to the boards, persons are selected from the state at large with due consideration for geographical representation.” In Nevada, geographic representation is handled differently. Board members are elected by the public and do not serve at-large but instead represent their respective districts. North Carolina’s statute does not address geographic representation.

As seen in Table 30, state statutes on 37 higher edu-

cation boards specifically address the age, gender, geographic representation, political party affiliation, race/ethnicity or other criteria for central higher education board members.⁹ Of those 37 boards in 35 states, 20 have coordinating board structures (19 regulatory, one advisory), and 17 have consolidated governing board structures. Political issues and concerns about balances of power within state higher education boards may be more directly related to the presence of such statutory mandates than to the state’s higher education governance structure.

In 22 states, there is at least one student member of the board who is granted voting privileges. Illinois, Maryland, North Carolina, North Dakota, and Wyoming have only *non-voting* student members on their boards. In North Carolina, the president of the UNC Association of Student Governments (an association of elected student body leaders from each of the University’s 16 constituent institutions) appoints one student who serves as a *non-voting* member of the UNC Board of Governors. Typically, the president appoints himself or herself to this position. In 23 states, there is no student representation on the central, state-level board. Even though there are no student members of the central board in Kansas and Oklahoma, separate student advisory councils work with the state board, keeping it apprised of student concerns and views.

Goddard Tower at New Mexico State University



Michael T. Kiernan

Brain work will cause her to become bald, while increasing masculinity and contempt for beauty will induce the growth of hair on her face. In the future, therefore, women will be bald and wear long mustaches and patriarchal beards.

—19TH-CENTURY PROFESSOR HANS
FRIEDENTHAL OF BERLIN UNIVERSITY,
ON THE EVOLUTION OF WOMEN AFTER HIGHER
EDUCATION AND VOTING RIGHTS

D. Terms of Office

Members of the central boards in the vast majority of states serve four- or six-year staggered terms. Across the country, term lengths range from three years (Delaware and Rhode Island) to 12 years (Mississippi). Members of the Board of Governors of the University of North Carolina serve four-year terms of office. North Carolina also is among the majority of states which limit the number of terms board members may serve — no more than

three full four-year terms in succession. Former chairs of the Board of Governors and former Governors of North Carolina may serve as non-voting members emeriti, though the former chairs may only serve one such four-year term.

Footnotes

¹ See Aims C. McGuinness, Jr., "Essay," *1997 State Post-secondary Education Structures Sourcebook: State Coordinating and Governing Board*, Education Commission of the States, Denver, CO: 1997, pp. 200 and 223.

² *Ibid.* at p. 115.

³ The members of the UNC Board of Governors do get paid \$15 per day plus expenses for any days they devote to Board of Governors business. This is true in 18 other states where board members receive reimbursement for expenses, as well as a small stipend or per diem for attending meetings (ranging from \$25 in Delaware to \$100 in Kentucky). In Rhode Island, where board members receive a \$50 per diem, the annual total paid to a board member may not exceed \$3,000. Board members in 31 states serve without compensation but are reimbursed for expenses incurred in connection with the performance of their duties, but annual reimbursement does not exceed \$4,000 per member in any of these states.

⁴ Minnesota, Vermont, and West Virginia each have two consolidated governing boards that both govern a segment of the higher education institutions.

⁵ N.C.G.S. §116-6(a).

⁶ Tennessee Code § 49-7-204(a)(2)(A), (B).

⁷ New Jersey Code § 18A:3B-13(a).

⁸ California Code § 66901(e).

⁹ Regarding the number of states with statutes specifically addressing the age, gender, geographic representation, political party affiliation, or race/ethnicity of central higher education board members, see note 4.

CHAPTER 9

A Comparison of the Statutory Powers of State Central Higher Education Boards

The allocation of responsibilities for governance and coordination varies tremendously from one state to the next. With a consolidated governing board structure, much of the power is expressly given to the central governing board. In North Carolina, for example, the UNC Board of Governors is a powerful board whose principal statutory powers and responsibilities include:

1. Governing the 16 senior public institutions which comprise the University of North Carolina;
2. Preparing and presenting a single, unified budget for the system;
3. Determining the types of degrees to be awarded at the constituent institutions;
4. Setting tuition, fees, and enrollment levels at the 16 public institutions;
5. Electing and removing system and institutional officers and setting their compensation; and
6. Master planning for the entire state higher education system.

Such a wide-ranging grant of power is typical of — and in fact, defines — consolidated governing boards.¹ This is not the case in states with other kinds of higher education structures. In these states, the amount of power granted to the central board is markedly less than that given to consolidated governing boards.

The statutory powers of central higher education boards can be classified according to the following six

categories: (a) fiscal powers; (b) powers over academic programs; (c) powers to set higher education policy; (d) personnel powers; (e) operation of the board; and (f) miscellaneous other powers. Generally, specific statutory duties of higher education boards will be aligned with the type of board the legislature creates, be it a consolidated governing board, an advisory or regulatory coordinating board, or a planning agency. A planning agency, for instance, will never be granted the power to approve academic programs or to set personnel policies at higher education institutions. On the other hand, these powers are quite commonly granted to consolidated governing boards and regulatory coordinating boards.

A. Fiscal Powers

The power to present a budget for higher education to the governor or legislature is one of the most important powers a higher education board may be granted. In North Carolina, for example, the UNC Board of Governors has the power to prepare and present “a single, unified recommended budget for all of public senior higher education” in the state to the Governor, the Advisory Budget Commission, and the General Assembly.² Neither advisory coordinating boards nor planning agencies have this power, though in some states they may have limited input concerning certain expenditures. In California, for instance, the advisory Postsecondary Educa-

tion Commission makes recommendations concerning new construction for community colleges.³

Eighteen central consolidated governing boards (including the UNC Board of Governors) and 12 regulatory coordinating boards are required to submit a single, unified budget to the governor and state legislature.⁴ Usually, the central higher education board receives and reviews the budget requests of the individual constituent institutions and consolidates the information — submitting the overall budget along with its institutional funding recommendations, sometimes in priority order. In other states, the central board may receive and review institutional budgets but is not required to consolidate them.

Although participation in the budget process is the most important fiscal responsibility for many boards, there are a number of other fiscal powers that often are granted to a state's higher education board. The full range of fiscal responsibilities includes:

1. Present a separate budget to the governor or legislature for each constituent institution;
2. Present a single, unified budget to the governor or legislature;
3. Review budget requests of constituent institutions and make independent recommendations to the governor or legislature;
4. Make appropriations requests to the legislature;
5. Receive appropriations from the legislature in one lump sum to distribute to the constituent institutions;
6. Authorize the creation of new facilities (new campuses as well as new institutions);
7. Authorize expenditures on existing facilities;
8. Report on monies received and spent by the system;
9. Establish systemwide, standard accounting or reporting;
10. Conduct audits of constituent institutions;
11. Control and manage all system property;
12. Accept gifts, devises, grants, trusts, *et al.*;
13. Purchase real and personal property for the system;
14. Sell, lease, or mortgage the system's real or personal property;
15. Manage or invest the system's trusts and investments;
16. Set tuition and fees at constituent institutions;
17. Issue or authorize the issuance of bonds;
18. Act as the state agency responsible for receipt of federal funds;
19. Establish financial aid programs or policies; and
20. Set policies or programs for grants, scholarships, or fellowships.

Table 31 outlines the fiscal powers given to each state's central higher education board.

In some states, the legislature makes *appropriations in a lump sum for all constituent institutions to the central board*. These funds are then distributed to the individual constituent institutions, usually following a funding formula or list of priorities established by the central

board. Nine consolidated governing boards receive lump-sum allocations from their state legislatures. In North Carolina, allocations are divided into three categories: (1) funds for the continuing operation of each constituent institution; (2) funds for salary increases for employees exempt from the State Personnel Act; and (3) funds requested without reference to constituent institutions, itemized as to priority (covering, for example, new programs and activities or increases in enrollment). Funds in the second and third categories are allocated in a lump sum to the Board of Governors, while funds in the first category are appropriated directly to each institution by the state legislature.

Another fiscal power that may be granted to consolidated governing boards or regulatory coordinating boards is *the authority to set tuition and fees at the constituent public institutions*. Twenty-three of the consolidated governing boards (including the UNC Board of Governors) have this power. The Arizona Board of Regents is among the consolidated governing boards authorized to set tuition and fees at its constituent institutions of higher education. Marsha Arzberger, the board's assistant for special projects, believes that this power is one of the major strengths of the board. Says Arzberger, "This policy ensures statewide equity and access and is popular with the public."

Eleven regulatory coordinating boards report having responsibility in the area of tuition and fees. However, many such boards are empowered to set tuition and fee *policies* in their states but not actual tuition rates (the Colorado Commission on Higher Education and the Connecticut Board of Governors for Higher Education, for instance). By contrast, the Kentucky Council on Postsecondary Education and the Oklahoma State Regents for Higher Education have statutory authority to determine actual tuition rates. In Oklahoma, however, the Regents must set rates within limits prescribed by the legislature.

—continues on page 123

"On weeding his garden: 'A big weed was a regent, a medium-sized weed was some professor that was causing me problems, and a little weed was some student who was misbehaving.'"

—CLARK KERR,

FORMER PRESIDENT, UNIVERSITY OF CALIFORNIA

CHANGE, MARCH/APRIL 1987

Table 31.

Fiscal Powers of Central Higher Education Boards

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T
State Boards																				
CONSOLIDATED GOVERNING BOARDS:																				
Board of Regents, University of Alaska*	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ^{1,2}	X ¹	X ^{1,3}	X ¹	X ¹
Arizona Board of Regents	X					X ⁴							X	X		X				
Florida State Board of Regents ⁺		X ¹		X ¹		X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹
Board of Regents, University of Georgia				X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Board of Regents, University of Hawaii													X	X	X	X ⁵				
Idaho State Board of Education		X				X	X	X		X	X		X	X						
Iowa State Board of Regents ⁶	X ¹	X ¹				X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹
Kansas State Board of Regents												X			X					X
Board of Trustees, University of Maine	X	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹
																				—continued

Table 31.
CONTINUED

Fiscal Powers of Central Higher Education Boards

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T
Present a separate budget for each constituent unit																				
Present a single, unified budget	X																			
Review budget requests of constituent institutions and makes independent recommendations																				
Only body authorized to make appropriations requests																				
Receive appropriations from the legislature in one lump sum to distribute to the constituent institutions																				
Authorize the creation of new facilities																				
Authorize expenditures on existing facilities																				
Report on monies received and spent by the system																				
Establish systemwide, standard accounting or reporting																				
Conduct audits of constituent institutions																				
Control and manage all system property																				
Accept gifts, devises, grants, trusts, et al.																				
Purchase real and personal property for the system																				
Sell, lease, or mortgage system's real/personal property																				
Manage or invest system's trusts and investments																				
Set tuition and fees at constituent institutions																				
Issue or authorize issuance of bonds																				
State agency responsible for receipt of federal funds																				
Establish financial aid programs or policies																				
Set policies or programs for grants, scholarships, or fellowships																				
State Boards																				
Board of Regents, University of Minnesota**																				
Board of Trustees, Minnesota State System**9																				
Mississippi Board of Trustees, State Insts. of Higher Learning	X																			
Montana Board of Regents of Higher Education																				
Bd. of Regents, Univ. and Comm. College System of Nevada	X																			
Board of Trustees, University System of New Hampshire*	X																			
Board of Governors, University of North Carolina	X																			
North Dakota State Board of Higher Education																				
Oregon State Board of Higher Education																				
Rhode Island Board of Governors for Higher Education	X																			
South Dakota Board of Regents																				
Utah State Board of Regents ¹³	X																			
Board of Trustees, University of Vermont*	X																			
Board of Trustees, Vermont State Colleges*	X																			

Table 31.
CONTINUED
*Fiscal Powers of Central Higher
Education Boards*

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T
State Boards																				
Maryland Higher Education Commission	X					X ⁴		X										X	X	X
Massachusetts Board of Higher Education			X					X	X	X	X	X			X			X	X	X
Missouri Coordinating Board for Higher Education	X					X ¹⁰	X ¹⁰											X	X	X
Nebraska Coordinating Comm. for Postsecondary Education	X					X ¹⁰	X ¹⁰	X ¹	X ¹	X ¹	X	X				X ¹⁹		X	X	X
New Jersey Commission on Higher Education			X ¹			X	X	X ²⁰	X			X						X		
New York Board of Regents								X			X	X	X	X	X					
Ohio Board of Regents			X			X ¹⁰	X ⁴													
Oklahoma State Regents for Higher Education	X		X ¹	X	X ¹⁴	X ¹⁴	X ^{1,10}	X ¹	X ¹⁴	X ¹	X ¹	X	X ¹	X ¹	X ¹	X ¹⁴	X ^{1,10}	X ¹⁰	X ¹	X ¹
South Carolina Commission on Higher Education	X		X			X ¹⁰	X											X		X
Tennessee Higher Education Commission								X	X							X ⁴				
Texas Higher Education Coordinating Board			X		X ¹⁰	X ¹⁰	X	X	X	X	X	X ⁴	X ⁴		X	X ⁴		X	X	X
Virginia State Council of Higher Education			X			X ¹⁰			X											
Washington Higher Education Coordinating Board					X ⁴	X ⁴							X ¹⁰					X ⁴	X ⁴	X

Table 31.

CONTINUED

Fiscal Powers of Central Higher Education Boards

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T
Present a separate budget for each constituent unit																				
Present a single, unified budget																				
Review budget requests of constituent institutions and makes independent recommendations																				
Only body authorized to make appropriations requests																				
Receive appropriations from the legislature in one lump sum to distribute to the constituent institutions						X ⁴														
Authorize the creation of new facilities								X												
Authorize expenditures on existing facilities																				
Report on monies received and spent by the system																				
Establish systemwide, standard accounting or reporting																				
Conduct audits of constituent institutions																				
Control and manage all system property																				
Accept gifts, devises, grants, trusts, et al.																				
Purchase real and personal property for the system																				
Sell, lease, or mortgage system's real/personal property																				
Manage or invest system's trusts and investments																				
Set tuition and fees at constituent institutions																				
Issue or authorize issuance of bonds																				
State agency responsible for receipt of federal funds																				
Establish financial aid programs or policies																				
Set policies or programs for grants, scholarships, or fellowships																				
TOTALS	4	30	8	15	11	40	27	26	25	16	20	24	26	26	16	34	20	29	20	27

* Minnesota, Vermont, and West Virginia each have a consolidated governing board system with two consolidated governing boards that govern a segment of the higher education institutions within their respective state. However, note that in March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

+ Florida also has an advisory coordinating board that supplements the work of Florida's State Board of Regents, the state's consolidated governing board. Alaska, Minnesota, New Hampshire, and Wyoming have planning agencies located in the states' consolidated governing board structure that supplement the work of the governing board.

—continued

Table 31

CONTINUED

Fiscal Powers of Central Higher Education Boards

FOOTNOTES

- 1 Information as to this function was provided directly by the respective state board.
- 2 The University of Alaska Board of Regents only sets tuition at constituent institutions.
- 3 Not the only state agency responsible for receipt of federal funds.
- 4 This is a conditional grant of power. The respective board has the power to provide advice and recommendations only.
- 5 By statute, the nonresident tuition "shall not be less than two times" the resident tuition fee, "but in no event less than two times the undergraduate tuition fee for resident students at Manoa Campus." §304-4(b).
- 6 Though many powers exercised by the Iowa State Board of Regents may not be specifically enumerated in the statutes, the Board has very broad governance authority. Under §262.12, the Board may "perform all other acts necessary and proper for the execution of the powers and duties conferred by law upon it."
- 7 The Iowa State Board of Regents, under §262.9(23), must "[d]evelop a policy and adopt rules relating to the establishment of tuition rates which provide a predictable basis for assessing and anticipating changes in tuition rates."
- 8 Per §137.02 (3a) Land must not be purchased and a building must not be purchased, constructed, or erected on land of the University of Minnesota until the regents have first consulted with the chair of the senate finance committee and the chair of the house ways and means committee and obtained their advisory recommendations.
- 9 Per §136F06: (1) The board shall possess all powers necessary to govern the state colleges and universities and all related property. (2) The board shall have the authority needed to operate and govern the state colleges and universities unless otherwise directed or prohibited by law. The board is responsible for its operations and necessary decisions unless these are specifically delegated by law to a state department or agency.
- 10 This is a conditional grant of power. The respective board has the power to approve or disapprove only.
- 11 In North Carolina the recommended unified budget must contain three categories of request: "(1) funds for the continuing operation of each constituent institution, (2) funds for salary increases for employees exempt from the State Personnel Act, and (3) funds requested without reference to constituent institutions, itemized as to priority and covering such areas as new programs and activities, expansions of programs and activities, increases in enrollments, increases to accommodate internal shifts and categories of persons served, capital improvements, improvements in levels of operation and increases to remedy deficiencies, as well as other areas." §116-11(9)a.

- 12 Though category (2) funds and category (3) funds [see note above] are allocated to the UNC Board of Governors in a lump sum for distribution, category (1) funds for the continuing operation of each constituent institution are appropriated directly to each institution. §116-11(9)b.
- 13 In addition to specifically enumerated powers, the Utah State Board of Regents "is vested with the control, management, and supervision of the [constituent] institutions of higher education" § 53B-1-103(2)(a).
- 14 Applicable to Board of Regents' offices only. This information was provided directly by the respective state board.
- 15 Certain aspects of tuition fees are mandated by the Vermont statute: "Except for those attending the college of medicine, the amount of tuition for eligible Vermont residents for attendance during each academic year shall not be more than 40 percent of the tuition charged to nonresident students." The Board of Trustees of the University of Vermont & State Agricultural College defines the terms of eligibility (i.e. residence requirements) for this reduced tuition. §2282(b), (c).
- 16 However, unless specifically authorized by the Legislature, The Board of Regents of the University of Wisconsin System shall *not* create "any new college, school or its functional equivalent if [it] has academic programs at the graduate or professional, post-baccalaureate level." §36.09(1)(gm).
- 17 Since the University of Wyoming is the only four-year institution and there are no other university campuses, there is no "system" or "constituent units."
- 18 Not the only entity with this responsibility.
- 19 Per §85-1413(5)(d), the Nebraska Coordinating Commission for Postsecondary Education develops guidelines "for rational and equitable statewide tuition rates and fees for public institutions," taking into account the role and mission of each institution.
- 20 The New Jersey Commission on Higher Education's systemwide accountability report includes data on revenues and expenditures. Information as to this function was provided directly by the respective state board.

The Budget Process in North Carolina

The text of the North Carolina law spells out the specifics of many of the aspects of the budgetary process to be used by the Board of Governors.

“§ 116-11(9) a. The Board of Governors shall develop, prepare and present to the Governor, the Advisory Budget Commission and the General Assembly a single, unified recommended budget for all of public senior higher education.

The recommendations shall consist of requests in three general categories:

- (i) funds for the continuing operation of each constituent institution,
- (ii) funds for salary increases for employees exempt from the State Personnel Act and
- (iii) funds requested without reference to constituent institutions, itemized as to priority and covering such areas as new programs and activities, expansions of programs and activities, increases in enrollments, increases to accommodate internal shifts and categories of persons served, capital improvements, improvements in levels of operation and increases to remedy deficiencies, as well as other areas. . . .

b. Funds for the continuing operation of each constituent institution shall be appropriated directly to the institution. Funds for salary increases for employees exempt from the State Personnel Act shall be appropriated to the Board in a lump sum for allocation to the institutions. Funds for the third category in paragraph a of this subdivision shall be appropriated to the Board in a lump sum for allocation to the institutions.

The Board shall make allocations among the institutions in accordance with the Board's schedule of priorities and any specifications in the Current Operations Appropriations Act. When both the Board and the Director of the Budget deem it to be in the best interest of the State, funds in the third category may be allocated, in whole or in part, for other items not included in the list. Provided, nothing herein shall be construed to allow the General Assembly, except as to capital improvements, to refer to particular constituent institutions in any specifications as to priorities in the third category. Prior to taking any action under this paragraph, the Director of the Budget may consult with the Advisory Budget Commission.”

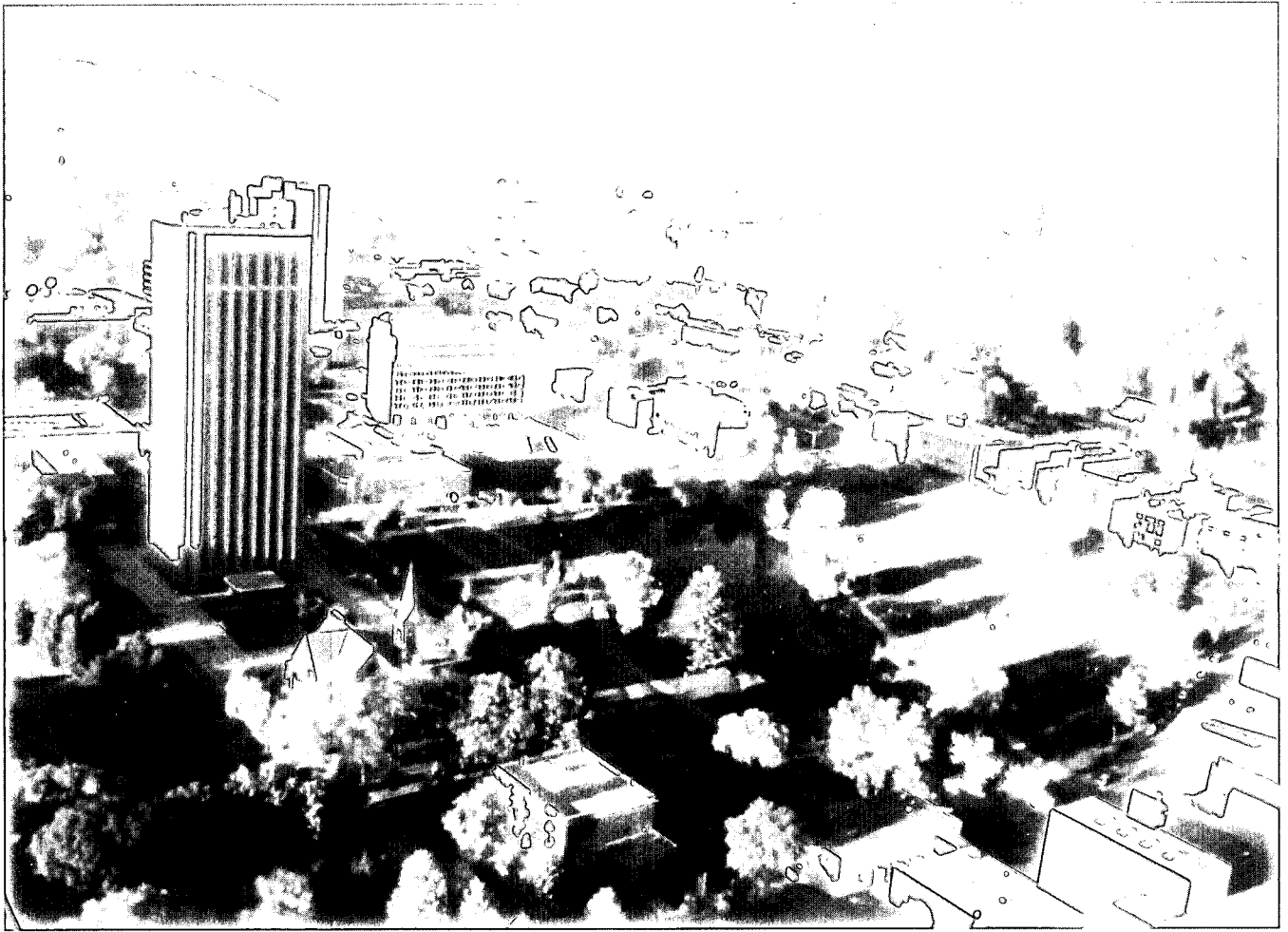


B. Powers Over Academic Programs

A central higher education board's powers to terminate existing programs and/or to approve new academic programs are two of the most important mandates a legislature can give to a higher education board. As is typical of the consolidated governing board model, the UNC Board of Governors possesses both of these powers. And while these two powers may have the most immediate and direct impact on academic programming and state budgets, a broad range of additional powers may also be granted.

The full range of responsibilities a central board may possess that deal with academic programs includes the power to:

1. Review and/or terminate existing programs;
2. Approve or reject requests to establish new programs;
3. Conduct annual or regular program reviews;
4. Review curricula;
5. Approve or reject course offerings;
6. Prescribe books to be used in courses;
7. Maintain an inventory of programs or courses;
8. Establish credit transfer policies or procedures;



The campus of the University of Massachusetts at Amherst

9. Suspend or expel students for academic reasons;
10. Develop mission statements of constituent institutions;
11. Evaluate the effectiveness of constituent institutions;
12. Establish research policies and secure patents;
13. Review programs offered in-state by out-of-state institutions;
14. Approve and/or reject off-campus programs offered by constituent institutions;
15. Establish student achievement guidelines or standards;
16. Confer degrees;
17. Establish policies and regulations for constituent institutions;
18. Approve and/or reject admissions standards, or develop admissions standards;
19. Set enrollment levels;
20. Contract with private institutions for programs not offered by constituent institutions;
21. Develop reciprocal or exchange programs; and
22. Certify or license new postsecondary institutions.

For example, the UNC Board of Governors must approve all new programs offered at any of the University of North Carolina's 16 constituent institutions. The Board also is authorized by statute to "withdraw approval of any existing program if it appears that the program is unproductive, excessively costly or unnecessarily duplicative."⁵ This concern for avoiding costly duplication of academic programs is a common theme among the states. It is, in fact, often mentioned in state statutes as one of the reasons for creating a higher education board. For example, the California Postsecondary Education Commission statute reads, "The Legislature intends to create a statewide agency to assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication. . . ."⁶ Since millions and sometimes billions of taxpayer dollars are at stake in public higher education, controlling the creation of new programs is an understandable concern.

The UNC Board of Governors is authorized to approve new programs and to terminate existing programs at the state's four-year public institutions. The authority to approve new programs at North Carolina's public two-year institutions is vested in a separate governing board, the State Board for Community Colleges.⁷ Twenty-one

consolidated governing boards have the same authority as the UNC Board of Governors *to both approve new and review existing programs* at their *four-year* public institutions. In eight states — all with consolidated governing board structures — a single board has the power to approve new and existing programs at *both the two- and four-year* public institutions. This arrangement exists in Georgia, Maine, Montana, Nevada, Utah, Vermont, West Virginia, and Wisconsin.

In all states having regulatory coordinating board structures, except Washington and New York, such boards have authority to approve new programs at *both two- and four-year* public institutions. In Washington, there is a separate coordinating board which has program approval authority for the state's two-year public institutions. Advisory coordinating boards have the authority to review but not approve or terminate academic programs.

The power to *terminate existing programs* can be quite controversial. Once a program is in place, jobs are at stake, as is the pride of an institution in offering the program. Though a central board may be charged with eliminating wasteful duplication of programs, it is politically easier to create new programs than to terminate those already in existence. Oklahoma State Regents Chancellor Hans Brisch nonetheless reports that under an Academic Planning and Resource Allocation effort commenced in 1991, "the State Regents have approved the elimination of 595 academic programs at state colleges and universities for the purpose of reallocating cost savings to higher priority programs."

Twenty-one consolidated governing boards have both the power to terminate existing academic programs *and* to approve or disapprove new programs:

1. the Board of Regents of the University of **Alaska**,
2. the **Florida** State Board of Regents,
3. the Board of Regents of the University System of **Georgia**,
4. the State Board of Education and Board of Regents of the University of **Idaho**,

5. the **Iowa** State Board of Regents,
6. the **Kansas** State Board of Regents,
7. the Board of Trustees of the University of **Maine** System,
8. the **Mississippi** Board of Trustees of State Institutions of Higher Learning,
9. the **Montana** Board of Regents of Higher Education,
10. the Board of Regents of the University and Community College System of **Nevada**,
11. the Board of Trustees of the University System of **New Hampshire**,
12. the **Board of Governors of the University of North Carolina**,
13. the **Oregon** State Board of Higher Education,
14. the **Rhode Island** Board of Governors for Higher Education,
15. the **Utah** State Board of Regents,
16. the Board of Trustees of the University of **Vermont** & State Agricultural College,
17. the Board of Trustees of **Vermont** State Colleges,
18. the Board of Trustees of the University of **West Virginia**,
19. the Board of Directors of the State College System of **West Virginia**,
20. the Board of Regents of the University of **Wisconsin** System, and
21. the Board of Trustees of the University of **Wyoming**.

Eleven central regulatory coordinating boards also have authority both to terminate existing programs and to approve or disapprove new ones:

1. the **Colorado** Commission on Higher Education,
2. the **Connecticut** Board of Governors for Higher Education,
3. the **Kentucky** Council on Postsecondary Education,
4. the **Louisiana** Board of Regents,
5. the **Maryland** Higher Education Commission,

"Of all the threats to the institution, the most dangerous come from within. Not the least among them is the smugness that believes the institution's value is so self-evident that it no longer needs explication, its mission so manifest that it no longer requires definition and articulation."

—A. BARTLETT GIAMATTI

A FREE AND ORDERED SPACE: THE REAL WORLD OF THE UNIVERSITY

6. the **Massachusetts** Board of Higher Education,
7. the **Missouri** Coordinating Board for Higher Education,
8. the **Nebraska** Coordinating Commission for Postsecondary Education,
9. the **Oklahoma** State Regents for Higher Education,
10. the **Texas** Higher Education Coordinating Board, and
11. the **Virginia** State Council of Higher Education.

Seven central regulatory coordinating boards are empowered only to offer advice and make recommendations concerning the elimination of *existing* programs, but are granted full authority to approve or disapprove *new* programs:

1. the **Alabama** Commission on Higher Education,
2. the **Illinois** State Board of Higher Education,
3. the **Indiana** Commission for Higher Education,
4. the **Ohio** Board of Regents,
5. the **South Carolina** Commission on Higher Education,
6. the **Tennessee** Higher Education Commission, and
7. the **Washington** Higher Education Coordinating Board.

One advisory coordinating board, the California Postsecondary Education Commission, is granted statutory authority to offer advice and make recommen-

dations concerning both existing and new programs.

Some central boards have the power to *conduct annual or regular reviews of academic programs*. The UNC Board of Governors and thirteen other consolidated governing boards with powers over both existing and new programs also conduct program reviews. Some of these boards are specifically required to conduct such reviews (the Mississippi Board of Trustees of State Institutions of Higher Learning and the Rhode Island Board of Governors for Higher Education, for example), while others, such as the Iowa State Board of Regents, conduct program reviews under broad statutory authority to perform all acts necessary and proper to execute their powers and duties.

The regulatory coordinating boards in Alabama, Colorado, Illinois, Indiana, Missouri, Nebraska, Oklahoma, South Carolina, and Texas also have a duty to review programs. Moreover, California's law says its advisory coordinating board, the Postsecondary Education Commission, shall "in consultation with the public segments, establish a schedule for segmental review of selected educational programs, evaluate the program review processes of the segments, and report its findings and recommendations to the Governor and the Legislature."⁸

Another academic power possessed by some higher education boards is the authority to *evaluate the effectiveness of the constituent institutions* and/or to develop the

—continues on page 133

DeDe Plaza at Indiana State University

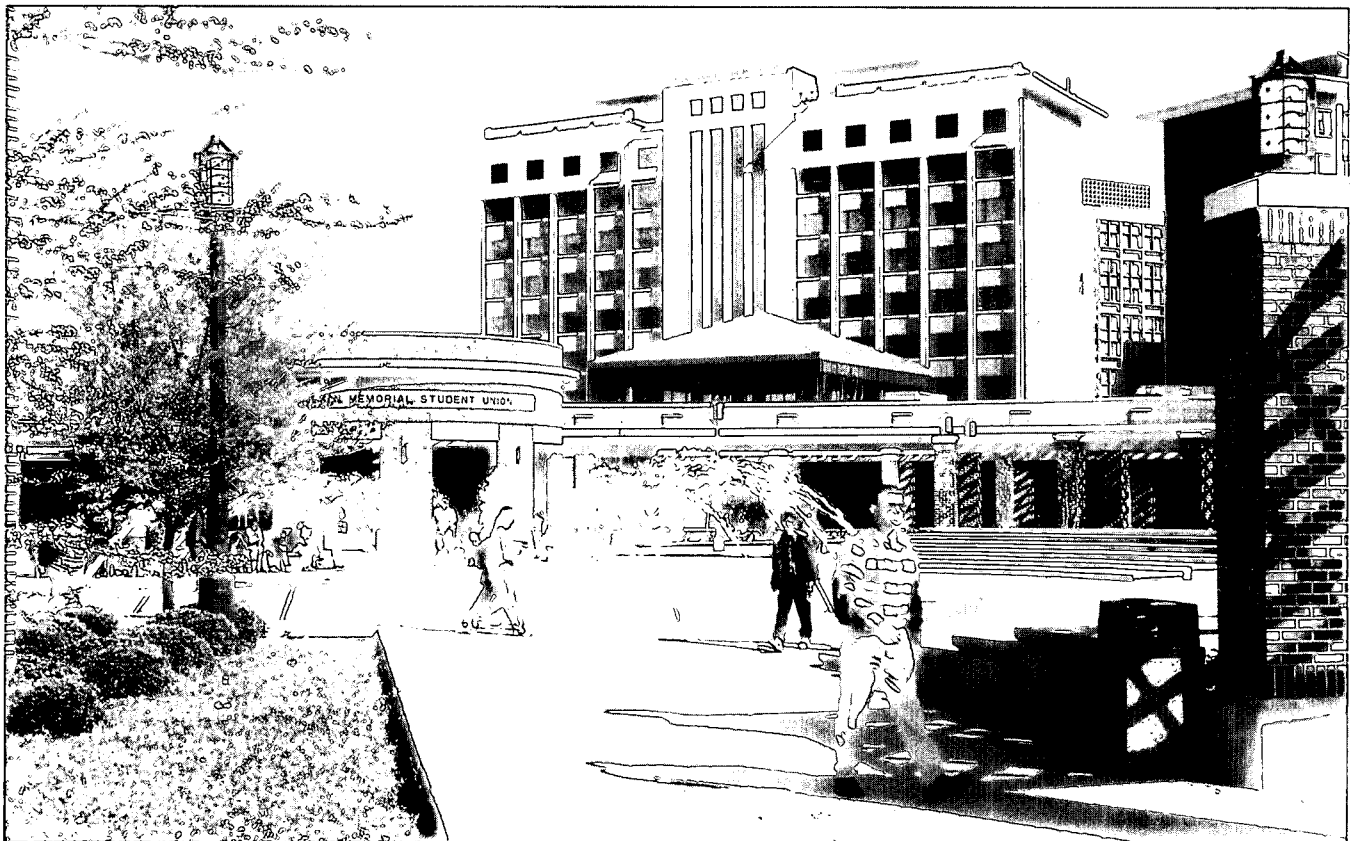


Table 32.

Academic Program Powers of Central Higher Education Boards

State Boards	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V
CONSOLIDATED GOVERNING BOARDS:																						
Board of Regents, University of Alaska ⁺	X ¹	X ¹						X ¹	X ¹	X ^{1,2}		X ¹		X ¹	X ¹	X ¹	X ¹					
Arizona Board of Regents				X												X	X	X			X	
Florida State Board of Regents ⁺	X ¹	X ¹	X ¹				X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹			X ¹	X ¹	X ¹	X ¹	X ¹	
Board of Regents, University of Georgia	X	X					X ¹	X ¹	X ^{1,2}	X ^{1,3}							X ¹	X ¹	X ¹		X	
Board of Regents, University of Hawaii																						X
Idaho State Board of Education	X ²	X ²			X	X	X	X	X ⁴					X ²		X	X	X				
Iowa State Board of Regents ⁵	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X	X ¹	X ¹	X ¹	X	X	X ¹	X ¹	X ¹	X ¹
Kansas State Board of Regents	X ²	X ²																X				
Board of Trustees, University of Maine	X ²	X ¹	X ¹				X ¹	X	X ¹	X ¹	X ¹	X ¹	X ¹			X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	

—continued

Table 32.

CONTINUED

Academic Program Powers of Central Higher Education Boards

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V
	Review and/or terminate existing programs	Approve or reject requests to establish new programs	Conduct annual or regular program reviews	Review curriculum	Approve or reject course offerings	Prescribe books to be used in courses	Maintain inventory of programs or courses	Establish credit transfer policies or procedures	Suspend or expel students for academic reasons	Develop mission statements of constituent institutions	Evaluate effectiveness of constituent institutions	Establish research policies and secure patents	Review programs offered in-state by non-state institutions	Approve and/or reject off-campus programs offered by constituent institutions	Establish student achievement guidelines or standards	Confer degrees	Establish policies and regulations for constituent units	Approve and/or reject admissions standards, or develop admissions standards	Set enrollment levels	Contract with private institutions for programs not offered by constituent institutions	Develop reciprocal or exchange programs	Certify or license new postsecondary institutions
State Boards																						
Board of Regents, University of Minnesota**																						
Board of Trustees, Minnesota State System**6		X						X		X ²	X					X	X	X				
Mississippi Board of Trustees, State Insts. of Higher Learning	X ²	X ²	X	X	X			X	X	X ²						X	X	X				
Montana Board of Regents of Higher Education	X ²	X ²										X				X	X					
Board of Regents, Univ. & Comm. College System of Nevada	X ^{1,2}	X ²	X ^{1,2}	X ^{1,2}	X			X		X ^{1,2}				X ^{1,2}		X	X	X ¹		X		
Board of Trustees, University System of New Hampshire ⁺	X ¹	X ¹	X ¹	X ¹	X ¹		X ¹	X ¹		X ¹	X ¹					X ¹	X ¹	X ¹	X ¹	X ¹		
Board of Governors, University of North Carolina	X ²	X	X							X						X	X	X				X
North Dakota State Board of Higher Education		X ²				X			X ⁷							X	X	X				
Oregon State Board of Higher Education	X ⁸	X ⁸	X ⁸													X	X	X				
Rhode Island Board of Governors for Higher Education	X	X	X					X	X	X	X					X	X	X		X	X	X
South Dakota Board of Regents	X ²				X	X					X					X	X			X	X	
Utah State Board of Regents ⁹	X ¹	X ¹	X ¹	X ¹	X ¹		X ¹	X ¹		X ^{1,2}	X ¹			X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ^{1,10}
Board of Trustees, University of Vermont*	X ¹	X ¹	X ¹	X ¹	X ¹											X ¹	X ¹	X ¹	X ¹			
Board of Trustees, Vermont State Colleges*	X ¹	X ¹	X ¹				X ¹	X ¹								X ¹	X ¹	X ¹				X ¹

Table 32.

CONTINUED

*Academic Program Powers of Central
Higher Education Boards*

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V
State Boards																						
Board of Trustees, University of West Virginia*	X ¹	X ¹¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹
Board of Directors, State College System of West Virginia*	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹
Board of Regents, University of Wisconsin	X	X	X	X ¹²				X	X ¹³	X								X	X ²			
Board of Trustees, University of Wyoming ⁺¹⁴	X ¹	X ¹	X ¹	X ¹			X ¹	X ¹				X ¹						X ¹	X ¹	X ¹	X ¹	X ¹
REGULATORY COORDINATING BOARDS:																						
Alabama Commission on Higher Education	X ^{1,15}	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹				X ¹		X ¹	X ¹								
Arkansas Higher Education Coordinating Board		X ²					X ¹	X	X	X	X	X	X ¹	X ¹				X ¹⁵	X	X ¹⁵	X ¹	X
Colorado Commission on Higher Education	X	X	X					X	X	X	X	X	X ²	X				X	X	X	X	X
Connecticut Board of Governors for Higher Education	X ¹	X ²	X ²				X ¹			X ²	X ¹⁵	X ¹⁵	X ¹	X ¹	X ¹							X
Illinois State Board of Higher Education	X ¹⁵	X ²	X															X			X ¹⁶	
Indiana Commission for Higher Education	X ¹⁵	X ²	X ¹⁵							X									X			
Kentucky Council on Postsecondary Education	X ²	X ²						X		X ²	X						X	X	X	X	X	X
Louisiana Board of Regents	X ²	X ²																				X
																						—continued

Table 32.
CONTINUED
*Academic Program Powers of Central
Higher Education Boards*

State Boards	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V
Maryland Higher Education Commission	X ²	X ²					X ²	X		X ²	X	X				X	X ¹⁷				X	X
Massachusetts Board of Higher Education		X ²	X ²							X	X	X				X	X	X	X ²			X
Missouri Coordinating Board for Higher Education	X ²	X ²	X ^{1,2}				X	X		X ¹	X ¹	X ¹	X ¹	X ¹⁵			X	X	X ¹⁵	X		X
Nebraska Coordinating Commission for Postsecondary Education	X ²	X ²	X	X ¹⁵			X	X ¹⁵		X ²			X ¹	X ¹	X ¹		X ¹⁸	X ¹⁸	X ¹⁸			X ¹
New Jersey Commission on Higher Education							X ¹				X	X	X ²				X ¹⁹					X
New York Board of Regents										X ²	X											X
Ohio Board of Regents	X ¹⁵	X ²																				
Oklahoma State Regents for Higher Education	X ¹	X ¹	X ¹	X ¹	X ¹		X ¹	X ¹	X ¹	X	X ¹	X ¹	X ¹	X ¹	X ¹	X	X	X	X ¹	X ¹	X ¹	X ¹
South Carolina Commission on Higher Education	X ^{1,15}	X ²	X ¹				X ¹	X		X ²	X	X	X ¹	X ^{1,2}				X				X
Tennessee Higher Education Commission	X ¹⁵	X ²		X										X ¹⁵						X		X ¹⁵
Texas Higher Education Coordinating Board	X ²	X ²	X ²⁰				X	X		X	X			X ²	X		X	X				X
Virginia State Council of Higher Education	X ²	X ²							X ²¹	X ¹⁵	X ¹⁵	X ¹⁵			X						X ¹⁵	X ¹⁵
Washington Higher Education Coordinating Board	X ¹⁵	X ²					X								X						X ¹⁵	X

Certify or license new postsecondary institutions

Develop reciprocal or exchange programs

Contract with private institutions for programs not offered by constituent institutions

Set enrollment levels

Approve and/or reject admissions standards, or develop admissions standards

Establish policies and regulations for constituent units

Confer degrees

Establish student achievement guidelines or standards

Approve and/or reject off-campus programs offered by constituent institutions

Review programs offered in-state by non-state institutions

Establish research policies and secure patents

Evaluate effectiveness of constituent institutions

Develop mission statements of constituent institutions

Suspend or expel students for academic reasons

Establish credit transfer policies or procedures

Maintain inventory of programs or courses

Prescribe books to be used in courses

Approve or reject course offerings

Review curriculum

Conduct annual or regular program reviews

Approve or reject requests to establish new programs

Review and/or terminate existing programs

Table 32.

CONTINUED

Academic Program Powers of Central Higher Education Boards

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V
ADVISORY COORDINATING BOARDS:																						
California Postsecondary Education Commission	X ¹⁵	X ¹⁵	X ¹⁵	X ¹⁵			X	X ¹⁵			X ¹⁵							X ¹⁵	X ¹⁵			
New Mexico Commission on Higher Education																						
Pennsylvania Board of Education													X ¹									
PLANNING AGENCIES:																						
Delaware Higher Education Commission																						
Michigan State Board of Education																					X ¹⁵	
TOTALS	41	44	24	10	9	3	20	26	8	28	24	11	12	20	12	26	23	31	22	11	18	16

* Minnesota, Vermont, and West Virginia each have a consolidated governing board system with two consolidated governing boards that govern a segment of the higher education institutions within their respective states. However, note that in March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

+ Florida also has an advisory coordinating board that supplements the work of Florida's State Board of Regents, the state's consolidated governing board. Alaska, Minnesota, New Hampshire, and Wyoming have planning agencies located in the states' consolidated governing board structure that supplement the work of the governing board.

—continued

Table 32
CONTINUED

Academic Program Powers of Central Higher Education Boards

FOOTNOTES

- 1 Information as to this function was provided directly by the respective state board.
- 2 This is a conditional grant of power. The respective board has the power to approve or disapprove only.
- 3 The Georgia Board of Regents establishes research policies, but it does not secure patents.
- 4 The Idaho State Board of Education is authorized to "confer upon the faculty, by by-laws, the power to suspend or expel students for misconduct or other cause prescribed by such by-laws." §33-2811.
- 5 The Iowa State Board of Regents, under §262.9(23), must "[d]evelop a policy and adopt rules relating to the establishment of tuition rates which provide a predictable basis for assessing and anticipating changes in tuition rates."
- 6 Per §136F.06.(1) The board shall possess all powers necessary to govern the state colleges and universities and all related property. (2) The board shall have the authority needed to operate and govern the state colleges and universities unless otherwise directed or prohibited by law. The board is responsible for its operations and necessary decisions unless these are specifically delegated by law to a state department or agency.
- 7 The North Dakota State Board of Higher Education has the power to "confer upon the faculty, through bylaws, the power to suspend or expel students for misconduct or for other causes prescribed in such bylaws." §15-10-17(7).
- 8 The Oregon State Board of Higher Education's responsibility under §351.070(2)(a) is to "[s]upervise the general course of instruction [for its constituent institutions] and the research, extension, educational and other activities thereof."
- 9 In addition to specifically enumerated powers, the Utah State Board of Regents "is vested with the control, management, and supervision of the [constituent] institutions of higher education . . ." § 53B-1-103(2)(a).
- 10 The Utah Board of Regents is responsible for registering new proprietary postsecondary institutions.
- 11 The Board of Trustees of the University of West Virginia has specific authority to "oversee graduate, professional and medical education at the appropriate institutions of higher education under their jurisdiction to the end of avoiding duplication in advanced study, specialty institutes and research." §18B-2-3.
- 12 Though the University of Wisconsin Board of Regents sets policy concerning curriculum and student achievement standards, the chancellors (executive heads) of

- the individual institutions are statutorily responsible for, among other things, designing curricula, setting degree requirements, determining academic standards and establishing grading systems in accordance with Board policy." §36.09(3)(a).
- 13 The University of Wisconsin Board of Regents (or its designee) may consider suspension or expulsion among the appropriate penalties for students violating system drug policies. §36.11(21).
- 14 Since the University of Wyoming is the only four-year institution and there are no other university campuses, there is no "system" or "constituent units."
- 15 This is a conditional grant of power. The respective board has the power to provide advice and recommendations only.
- 16 The Illinois State Board of Higher Education is authorized to reimburse non-profit arts and humanities organizations and cultural institutions of Illinois for the costs of providing educational programs to students of public institutions of higher education. §205/9.09a.
- 17 The Maryland Higher Education Commission regulates the "solicitation of students by institutions of postsecondary education." §11-105(o).
- 18 The Nebraska Coordinating Commission for Postsecondary Education is to develop guidelines for admission standards and enrollment. §85-1413(b), (c).
- 19 As the state licensing agency for higher education institutions, the New Jersey Commission on Higher Education addresses some academic matters such as standards for the various types of academic degrees. The New Jersey Commission on Higher Education is also responsible for "adopting a code of ethics applicable to institutions of higher education." §18A:3B-14(e).
- 20 At least every four years. §61.051(e).
- 21 With the enactment of 1991 legislation, the Virginia State Council on Higher Education was authorized to "review and approve or disapprove any proposed change in the statement of mission of any presently existing public institution of higher education and to define the mission of all public institutions of higher education created after the effective date of this provision." The Council was not, however, authorized to modify any mission statement that had been adopted by the General Assembly. §23-9.6:1(2). Further, per §23-9.6:1(15), "[i]n carrying out its duties and responsibilities, the Council, insofar as practicable, shall preserve the individuality, traditions, and sense of responsibility of the respective institutions."



The University of Minnesota

criteria by which they will be evaluated. Twelve central regulatory coordinating boards have this power. These boards are located in Alabama, Arkansas, Colorado, Connecticut, Kentucky, Maryland, Massachusetts, Missouri, New Jersey, New York, Oklahoma, and South Carolina. California's advisory coordinating board, the Postsecondary Education Commission, has this power as well. The UNC Board of Governors is not required by statute to undertake an evaluation of the effectiveness of its constituent institutions. In fact, among the boards examined, only eleven of the 27 central state-level consolidated governing boards are required to evaluate their institutions — the Florida State Board of Regents, the Iowa State Board of Regents, the Board of Trustees of the University of Maine System, the Board of Trustees of the Minnesota State System, the Board of Trustees of the University System of New Hampshire, the Rhode Island Board of Governors for Higher Education, the South Dakota Board of Regents, the Utah State Board of Regents, the Board of Trustees of Vermont State Colleges, the Board of Trustees of the University of West Virginia, and the Board of Directors of the State College System of West Virginia. The Iowa State Board of Regents performs this function pursuant to its general statutory grant of power to do what is "necessary and proper" to accomplish its duties. The data discussed in this section appear in Table 32.

C. Powers To Set Higher Education Policy

This category of powers deals with a central board's authority to determine the direction of higher education policy in its state. As reflected in Table 33, statutory mandates in this category include:

1. Advising the governor and/or legislature on higher education issues;
2. Proposing new legislation or changes to existing higher education laws;
3. Identifying and ranking statewide higher education priorities; and
4. Conducting master planning for higher education.

The most commonly-granted policy power is *master planning responsibility* — setting long-term goals for higher education. This responsibility may be specifically expressed as "master planning," or expressed more generally in language suggesting an overall responsibility for planning and coordination. Forty-three boards have master planning duties — 20 consolidated governing boards, 20 regulatory coordinating boards, two advisory coordinating boards, and one planning agency. Centralized master planning for higher education systems appears to be a primary rea-

"I have heard that changing a university is a little like moving a cemetery. You don't get much help from the people below you."

—UNC SYSTEM PRESIDENT MOLLY BROAD,
SPEAKING TO THE N.C. SENATE
COMMERCE COMMITTEE, JUNE 16, 1998

son states create higher education boards or agencies.

Several boards are charged with *setting statewide higher education priorities*. This responsibility can be expressed in very different ways. In Arkansas, the board is responsible for "directing an integrated program for defining, popularizing, and securing acceptance of the major goals and objectives of higher education in Arkansas and for relating them to the state's various problems."⁹

In California, the Postsecondary Education Commission, an advisory coordinating board, is not responsible for setting state higher education priorities *per se*, but the commission's education policy recommendations "shall be a primary consideration in developing state policy and funding for postsecondary education."¹⁰

D. Personnel Powers

This category includes powers central higher education boards may have regarding the appointment of personnel for the system or at constituent institutions, as well as more general responsibilities related to faculty or other system employees. With regard to personnel matters, a central board may have the power to:

1. Appoint the President of the University or the Chief Executive Officer of the system;
2. Fix the President's or Chief Executive Officer's salary;
3. Remove the President or Chief Executive officer;
4. Appoint other university officers;
5. Fix other officers' salaries;

—continues on page 138

East Tennessee State University at Johnson City

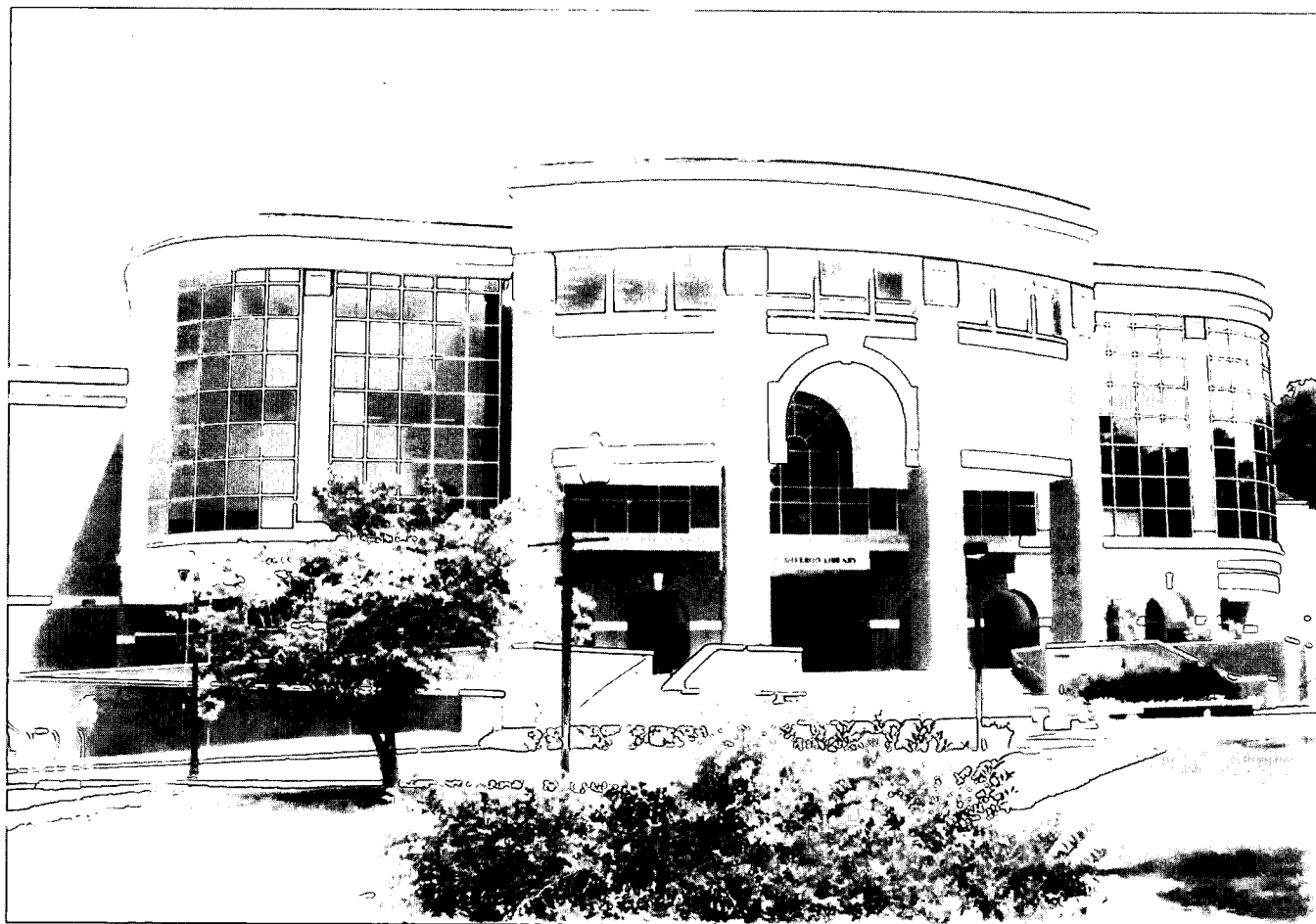


Table 33.

Powers of Central Higher Education Boards To Set Higher Education Policy

State Boards	Advise the governor and/or legislature on higher education issues	Propose new legislation or changes to existing higher education laws	Identify and rank statewide higher education priorities	Conduct master planning for higher education
CONSOLIDATED GOVERNING BOARDS:				
Board of Regents, University of Alaska ⁺				
Arizona Board of Regents	X			X
Florida State Board of Regents ⁺	X ¹	X ¹	X ¹	X ¹
Board of Regents, University of Georgia	X ¹			X ¹
Board of Regents, University of Hawaii				
Idaho State Board of Education		X ²		X
Iowa State Board of Regents ³	X ¹	X ¹	X ¹	X ¹
Kansas State Board of Regents				X
Board of Trustees, University of Maine	X ¹			X
Board of Regents, University of Minnesota ^{**}				X
Board of Trustees, Minnesota State System ^{**}				X
Mississippi Board of Trustees, State Institutions of Higher Learning				X
Montana Board of Regents of Higher Education				
Board of Regents, University and Community College System of Nevada			X ¹	X
Board of Trustees, University System of New Hampshire ⁺	X ¹	X ¹	X ¹	X ¹
Board of Governors, University of North Carolina	X			X
North Dakota State Board of Higher Education		X ²		X
Oregon State Board of Higher Education				X
Rhode Island Board of Governors for Higher Education				X
South Dakota Board of Regents				X
Utah State Board of Regents ⁴	X ¹	X ¹	X ¹	X ¹
Board of Trustees, University of Vermont [*]				
Board of Trustees, Vermont State Colleges [*]				
Board of Trustees, University of West Virginia [*]	X ¹		X ¹	X
Board of Directors, State College System of West Virginia [*]	X ¹	X ¹	X ¹	X ¹
Board of Regents, University of Wisconsin				
Board of Trustees, University of Wyoming ⁺	X ¹	X ¹		

—continued

Table 33.
CONTINUED

Powers of Central Higher Education Boards To Set Higher Education Policy

	Advise the governor and/or legislature on higher education issues	Propose new legislation or changes to existing higher education laws	Identify and rank statewide higher education priorities	Conduct master planning for higher education
State Boards				
REGULATORY COORDINATING BOARDS:				
Alabama Commission on Higher Education	X ¹	X ¹	X ¹	X ¹
Arkansas Higher Education Coordinating Board	X ¹	X ¹	X ⁵	X
Colorado Commission on Higher Education				X
Connecticut Board of Governors for Higher Education	X	X ¹	X	X
Illinois State Board of Higher Education				X
Indiana Commission for Higher Education	X			X
Kentucky Council on Postsecondary Education	X		X	X
Louisiana Board of Regents				X
Maryland Higher Education Commission				X
Massachusetts Board of Higher Education			X	X
Missouri Coordinating Board for Higher Education	X	X ¹	X ^{1,2}	X ^{1,2}
Nebraska Coordinating Commission for Postsecondary Education		X ²	X ^{1,2}	X
New Jersey Commission on Higher Education	X			X
New York Board of Regents	X	X	X	X
Ohio Board of Regents	X			X
Oklahoma State Regents for Higher Education	X ¹	X ^{1,2}	X ¹	X ¹
South Carolina Commission on Higher Education	X	X ^{1,2}	X ^{1,2}	X
Tennessee Higher Education Commission				X
Texas Higher Education Coordinating Board	X			X
Virginia State Council of Higher Education				
Washington Higher Education Coordinating Board	X ⁶	X ²	X	X
ADVISORY COORDINATING BOARDS:				
California Postsecondary Education Commission	X		X ²	X
New Mexico Commission on Higher Education				X
Pennsylvania Board of Education				

—continued

Table 33.

CONTINUED

Powers of Central Higher Education Boards To Set Higher Education Policy

State Boards	Advise the governor and/or legislature on higher education issues	Propose new legislation or changes to existing higher education laws	Identify and rank statewide higher education priorities	Conduct master planning for higher education
PLANNING AGENCIES:				
Delaware Higher Education Commission	X	X	X ²	
Michigan State Board of Education				X
TOTALS	26	18	20	43

* Minnesota, Vermont, and West Virginia each have a consolidated governing board system with two consolidated governing boards that govern a segment of the higher education institutions within their respective states. However, note that in March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

* Florida also has an advisory coordinating board that supplements the work of Florida's State Board of Regents, the state's consolidated governing board. Alaska, Minnesota, New Hampshire, and Wyoming have planning agencies located in the states' consolidated governing board structure that supplement the work of the governing board.

FOOTNOTES

¹ Information as to this function was provided directly by the respective state board.

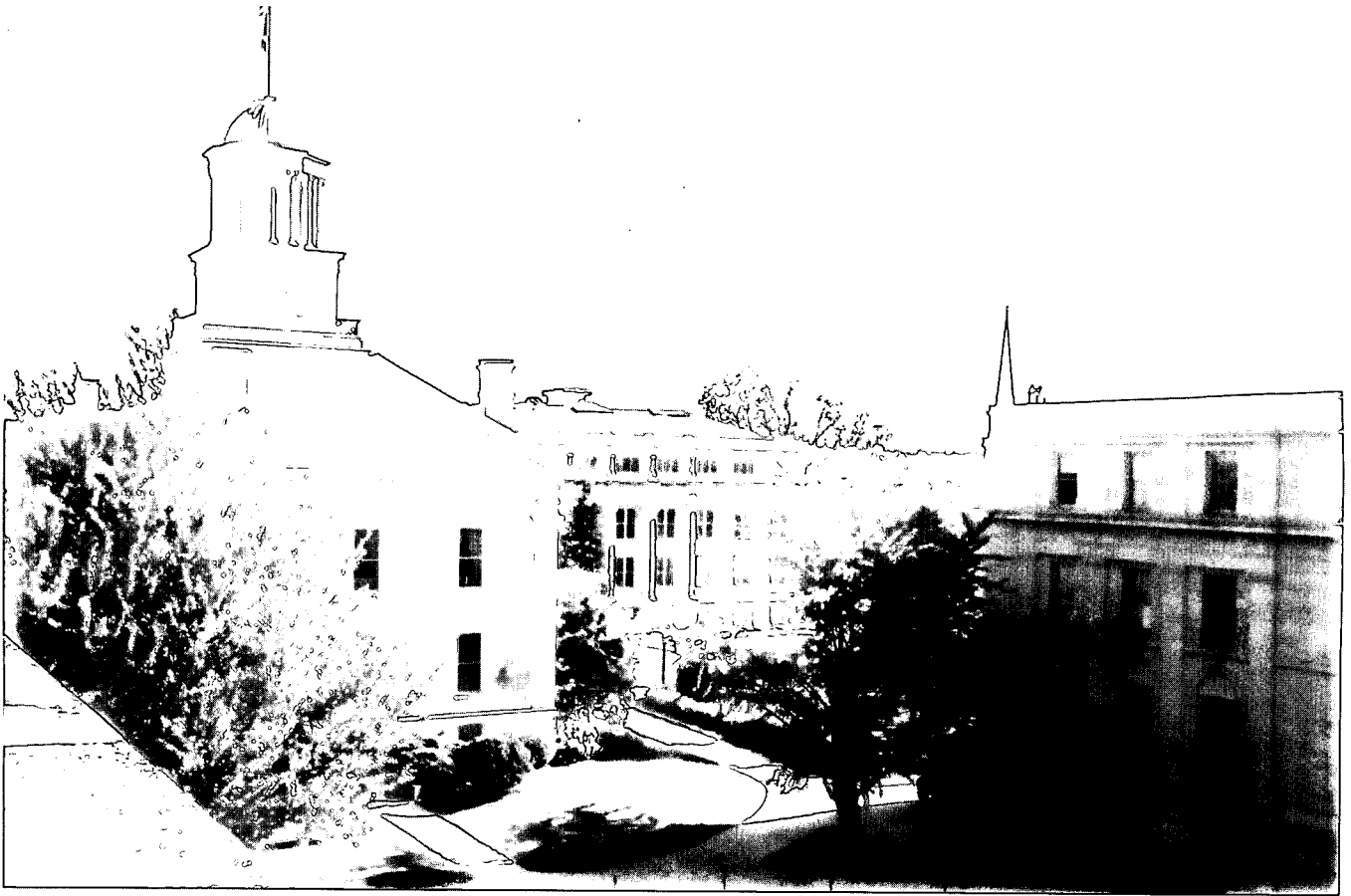
² This is a conditional grant of power. The respective board has the power to provide advice and recommendations only.

³ Though many powers exercised by the Iowa State Board of Regents may not be specifically enumerated in the statutes, the Board has very broad governance authority. Under §262.12, the Board may "perform all other acts necessary and proper for the execution of the powers and duties conferred by law upon it."

⁴ In addition to specifically enumerated powers, the Utah State Board of Regents "is vested with the control, management, and supervision of the [constituent] institutions of higher education. . . ." § 53B-1-103(2)(a).

⁵ The Arkansas Higher Education Coordinating Board is responsible for "directing an integrated program for defining, popularizing, and securing acceptance of the major goals and objectives of higher education in Arkansas and for relating them to the state's various problems." §6-61-202(a)(2).

⁶ One particular charge to the Washington Higher Education Coordinating Board is to "recommend to the governor and the legislature ways to remove any economic incentives to use off-campus program funds for on-campus activities." §28B.90.350(10).



Old Capitol and Schaeffer Hall at the University of Iowa

6. Remove other officers from office;
7. Appoint deans, professors, and other individuals at constituent institutions;
8. Fix the salaries of deans, professors, etc.;
9. Remove deans, professors, etc. from office;
10. Establish personnel guidelines for constituent institutions;
11. Grant and/or deny tenure;
12. Select, design, and establish employee benefit plans and related programs;
13. Adopt incentive or reward programs for employee excellence;
14. Grant or deny requests for leaves of absence or sabbaticals; and
15. Provide training for members of the boards of the constituent institutions.

By the nature of their structure, consolidated governing boards have the most influence over personnel policies, appointment, or dismissal at constituent institutions. Perhaps the most important of these personnel powers is the board's responsibility *to appoint the president of the system and/or chancellors of the constituent institutions.* Twenty-five central state-level consolidated governing boards, including the UNC Board of Governors, have this authority. Only two regulatory coordinating boards are

granted any authority in this area — the Oklahoma State Regents for Higher Education and the Massachusetts Board of Higher Education — the latter of which is empowered to “approve and fix the compensation of the chief executive officer of each institution within the state college system and community college system.”¹¹ No advisory coordinating board or planning agency has any authority in this area.

—continues on page 145

“On the job of a college president: ‘. . . to provide sex for the students, athletics for the alumni, and parking for the faculty.’”

—CLARK KERR, FORMER PRESIDENT,
UNIVERSITY OF CALIFORNIA

CHANGE, MARCH /APRIL 1987

Table 34.

Powers of Central Higher Education Boards Over Personnel

State Boards	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O
CONSOLIDATED GOVERNING BOARDS:															
Board of Regents, University of Alaska ⁺	X ¹	X ¹	X ¹			X ¹			X ¹	X ¹		X ^{1,2}	X ¹		Provide training for members of the boards of the constituent institutions
Arizona Board of Regents	X	X	X	X	X	X	X	X	X	X		X ²			Grant or deny requests for leaves of absence or sabbaticals
Florida State Board of Regents ⁺	X ¹	X ¹	X ¹							X ¹	X ¹		X ¹		Adopt incentive or reward programs for employee excellence
Board of Regents, University of Georgia	X ¹	X ¹	X ¹				X	X	X	X ¹	X ¹	X ¹		X ¹	Select, design, establish employee benefit plans and related programs
Board of Regents, University of Hawaii				X											Grant and/or deny tenure
Idaho State Board of Education	X	X	X	X	X	X	X	X	X			X ³			Establish personnel guidelines for constituent institutions
Iowa State Board of Regents ⁴	X	X		X	X	X	X	X	X	X ¹	X ¹	X ¹	X	X	Remove deans, professors, etc. from office
Kansas State Board of Regents	X	X	X												Fix salaries of deans, professors, etc.
Board of Trustees, University of Maine	X ¹	X ¹	X ¹	X											Appoint deans, professors, and other individuals at constituent institutions
															Remove other officers from office
															Fix other officers' salaries
															Appoint other university officers
															Remove President or Chief Officer
															Fix President's or Chief Executive Officer's salary
															Appoint the President of the University or the Chief Executive Officer of the system

—continued

Table 34.
CONTINUED
*Powers of Central Higher Education Boards
Over Personnel*

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O
	Appoint the President of the University or the Chief Executive Officer of the system	Fix President's or Chief Executive Officer's salary	Remove President or Chief Officer	Appoint other university officers	Fix other officers' salaries	Remove other officers from office	Appoint deans, professors, and other individuals at constituent institutions	Fix salaries of deans, professors, etc.	Remove deans, professors, etc. from office	Establish personnel guidelines for constituent institutions	Grant and/or deny tenure	Select, design, establish employee benefit plans and related programs	Adopt incentive or reward programs for employee excellence	Grant or deny requests for leaves of absence or sabbaticals	Provide training for members of the boards of the constituent institutions
State Boards															
Board of Regents, University of Minnesota**	X	X	X	X	X ⁵	X ⁵	X ⁵	X ⁵	X ⁵						
Board of Trustees, Minnesota State System**6	X	X	X	X	X	X	X	X	X						
Mississippi Bd. of Trustees, State Insts. of Higher Learning	X	X	X	X	X	X	X	X	X						
Montana Board of Regents of Higher Education	X	X	X	X	X	X	X	X	X						
Board of Regents, Univ. & Comm. College System of Nevada	X	X	X ¹	X	X	X	X	X	X	X	X	X	X ¹		
Board of Trustees, University System of New Hampshire ⁺	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹		
Board of Governors, University of North Carolina	X	X	X	X	X	X	X	X	X	X	X	X	X		
North Dakota State Board of Higher Education	X	X	X	X	X	X	X	X	X	X	X	X	X		
Oregon State Board of Higher Education	X	X	X	X	X	X	X	X	X	X	X	X	X		
Rhode Island Board of Governors for Higher Education	X	X	X	X ²	X	X	X	X	X	X	X	X	X		
South Dakota Board of Regents	X	X	X	X	X	X	X	X	X	X	X	X	X		
Utah State Board of Regents ⁷	X	X	X ¹	X	X	X	X	X	X	X ¹	X	X	X		X ¹
Board of Trustees, University of Vermont*	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹		
Board of Trustees, Vermont State Colleges*	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹		X ¹

Table 34.
CONTINUED

*Powers of Central Higher Education Boards
Over Personnel*

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O
Apport the President of the University or the Chief Executive Officer of the system	X ¹	X ¹	X ¹	X ¹											
Fix President's or Chief Executive Officer's salary															
Remove President or Chief Officer															
Apport other university officers															
Fix other officers' salaries															
Remove other officers from office															
Apport deans, professors, and other individuals at constituent institutions															
Fix salaries of deans, professors, etc.								X ⁸							
Remove deans, professors, etc. from office															
Establish personnel guidelines for constituent institutions										X ¹	X ¹				
Grant and/or deny tenure															
Select, design, establish employee benefit plans and related programs															
Adopt incentive or reward programs for employee excellence															
Grant or deny requests for leaves of absence or sabbaticals															
Provide training for members of the boards of the constituent institutions															
State Boards															
Board of Trustees, University of West Virginia*	X ¹	X ¹	X ¹	X ¹											
Board of Directors, State College System of West Virginia *	X ¹	X ¹	X ¹	X ¹											
Board of Regents, University of Wisconsin	X	X	X	X	X	X	X	X	X	X ⁹	X				
Board of Trustees, University of Wyoming ⁺¹⁰	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹		X ¹	X ¹		X ¹	X ¹	X ¹	X ¹	
REGULATORY COORDINATING BOARDS:															
Alabama Commission on Higher Education															
Arkansas Higher Education Coordinating Board										X			X		X ¹
Colorado Commission on Higher Education															
Connecticut Board of Governors for Higher Education															
Illinois State Board of Higher Education															
Indiana Commission for Higher Education															
Kentucky Council on Postsecondary Education															X
Louisiana Board of Regents															

—continued

Table 34.
CONTINUED
*Powers of Central Higher Education Boards
Over Personnel*

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O
	Appoint the President of the University or the Chief Executive Officer of the system	Fix President's or Chief Executive Officer's salary	Remove President or Chief Officer	Appoint other university officers	Fix other officers' salaries	Remove other officers from office	Appoint deans, professors, and other individuals at constituent institutions	Fix salaries of deans, professors, etc.	Remove deans, professors, etc. from office	Establish personnel guidelines for constituent institutions	Grant and/or deny tenure	Select, design, establish employee benefit plans and related programs	Adopt incentive or reward programs for employee excellence	Grant or deny requests for leaves or sabbaticals	Provide training for members of the boards of the constituent institutions
State Boards															
Maryland Higher Education Commission															
Massachusetts Board of Higher Education	X	X							X						
Missouri Coordinating Board for Higher Education															
Nebraska Coordinating Comm. for Postsecondary Education															
New Jersey Commission on Higher Education									X ¹¹						
New York Board of Regents						X									
Ohio Board of Regents															
Oklahoma State Regents for Higher Education	X ¹											X ¹		X	
South Carolina Commission on Higher Education												X			
Tennessee Higher Education Commission												X			
Texas Higher Education Coordinating Board										X ¹²		X			
Virginia State Council of Higher Education															
Washington Higher Education Coordinating Board										X ¹²					

Table 34.
CONTINUED

*Powers of Central Higher Education Boards
Over Personnel*

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O
	Appoint the President of the University or the Chief Executive Officer of the system	Fix President's or Chief Executive Officer's salary	Remove President or Chief Officer	Appoint other university officers	Fix other officers' salaries	Remove other officers from office	Appoint deans, professors, and other individuals at constituent institutions	Fix salaries of deans, professors, etc.	Remove deans, professors, etc. from office	Establish personnel guidelines for constituent institutions	Grant and/or deny tenure	Select, design, establish employee benefit plans and related programs	Adopt incentive or reward programs for employee excellence	Grant or deny requests for leaves or sabbaticals	Provide training for members of the boards of the constituent institutions
State Boards															
ADVISORY COORDINATING BOARDS:															
California Postsecondary Education Commission													X ¹²		
New Mexico Commission on Higher Education															
Pennsylvania Board of Education															
PLANNING AGENCIES:															
Delaware Higher Education Commission															
Michigan State Board of Education															
TOTALS	27	24	23	14	10	13	13	14	14	20	9	15	16	9	6

* Minnesota, Vermont, and West Virginia each have a consolidated governing board system with two consolidated governing boards that govern a segment of the higher education institutions within their respective states. However, note that in March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

+ Florida also has an advisory coordinating board that supplements the work of Florida's State Board of Regents, the state's consolidated governing board. Alaska, Minnesota, New Hampshire, and Wyoming have planning agencies located in the states' consolidated governing board structure that supplement the work of the governing board.

—continued

Table 34.
CONTINUED

Powers of Central Higher Education Boards Over Personnel

FOOTNOTES

- 1 Information as to this function was provided directly by the respective state board.
- 2 This is a conditional grant of power. The respective board has the power to approve or disapprove only.
- 3 The Idaho State Board of Education may establish an optional retirement program. §33-107A.
- 4 Though many powers exercised by the Iowa State Board of Regents may not be specifically enumerated in the statutes, the Board has very broad governance authority. Under §262.12, the Board may "perform all other acts necessary and proper for the execution of the powers and duties conferred by law upon it."
- 5 Per §135A.19, The board of trustees of the Minnesota state colleges and universities and the board of regents of the University of Minnesota may immediately lay off employees, without notice, if the respective board has declared a financial emergency.
- 6 Per §136F.06: (1) The board shall possess all powers necessary to govern the state colleges and universities and all related property. . . . To the extent practicable in protecting statewide interests, the board shall provide autonomy to the campuses while holding them accountable for their decisions. (2) The board shall have the authority needed to operate and govern the state colleges and universities unless otherwise directed or prohibited by law. The board is responsible for its operations and necessary decisions unless these are specifically delegated by law to a state department or agency.

- 7 In addition to specifically enumerated powers, the Utah State Board of Regents "is vested with the control, management, and supervision of the [constituent] institutions of higher education . . ." §53B-1-103(2)(a).
- 8 The Board of Trustees of the University of West Virginia "shall adopt a faculty salary program with an overall goal of attaining salaries equal to the average faculty salaries within similar groups of disciplines and program levels at comparable peer institutions within member states of the southern regional education board." §18-B-2-3.
- 9 With respect to academic staff, the Board of Regents of the University of Wisconsin System is charged with the duty to "correct pay inequities based on gender and race." §36.09(3)(k)(l).
- 10 Since the University of Wyoming is the only four-year institution and there are no other university campuses, there is no "system" or "constituent units."
- 11 This authority is limited to regulations affecting certain aspects of personnel policies and procedures at New Jersey Community Colleges. Information as to this function was provided directly by the respective state board.
- 12 This is a conditional grant of power. The respective board has the power to provide advice and recommendations only.

Another aspect of personnel powers is the power granted certain boards to *establish or administer certain types of incentive programs or programs which reward employee excellence*. Such powers are mentioned in the statutes of 16 central boards — ten consolidated governing boards (in Alaska, Florida, Iowa, New Hampshire, North Carolina, Rhode Island, two boards in West Virginia, Wisconsin, and Wyoming), five regulatory coordinating boards (in Arkansas, Oklahoma, South Carolina, Tennessee, and Texas), and one advisory coordinating board (in California). These programs are quite varied and range from the UNC Board of Governors' Distinguished Professors Endowment Trust Fund,¹² to the Board of Regents of the University of Wisconsin System's Quality Improvement Awards (for employees who make suggestions resulting in significant quality improvements for the system),¹³ to the Tennessee Higher Education Commission's program to recognize college and university professors who have an outstanding record of community service.¹⁴ For additional data, see Table 34.

E. Operation of the Board

Some duties and responsibilities of central higher education boards pertain to the basic organization and operation of the board itself. Typical statutory mandates include the power to:

1. Incorporate the board as a corporate body;
2. Keep minutes of the meetings;
3. Open meetings to the public;
4. Publish annual reports of activities and expenditures;
5. Establish rules for the board's own governance;
6. Delegate duties to local campus boards of trustees;
7. Train new board members;
8. Create committees and advisory groups; and
9. Participate in or establish formal consortia.

The specific powers granted to each central board are detailed in Table 35.

Among the more interesting questions in this section is whether the board is required by statute to *open its meetings to the public*. Many boards (including the UNC Board of Governors) must open their meetings to the public not because of requirements in the higher education statutes but because of state Open Meetings Laws affecting all state agencies. These laws generally provide that state citizens have access to the meetings of state officials, boards, and agencies. An examination of the sections of state statutes that pertain particularly to the higher education boards reveals, however, that open meetings are mentioned in the statutes governing only three such boards: the Rhode Island Board of Governors, the South Dakota Board of Regents, and the Board of Regents of the University of Wisconsin System — all of which are consolidated governing boards. Another con-

solidated governing board — the Board of Regents of the University and Community College System of Nevada — is required to open its meetings to the public under that state's Open Meetings Law, but the statutes specific to the Board of Regents also instruct the Board to keep records of its proceedings, which are then open to inspection by the public.

Another power peculiar to consolidated governing boards is the power to *define and delegate duties to the local campus governing boards of trustees*. Though many consolidated governing boards do in fact delegate certain responsibilities, (the Board of Trustees of the University of Maine System, for example, reports this as among its powers), in North Carolina and Utah this authority is specifically granted in the statutes to the Board of Governors of the University of North Carolina and to the Utah State Board of Regents, respectively.

In 1971, when the North Carolina General Assembly restructured the state's public university system, a great deal of thought was given to how to distribute governing responsibilities between a central board and the boards of trustees for each individual campus. Before 1971, 10 of North Carolina's public senior institutions were governed by individual campus Boards of Trustees and six by the Consolidated University Board of Trustees of the University of North Carolina. All 16 were further coordinated by a central regulatory board, the now-defunct Board of Higher Education. There was concern that a central board would wield too much power and would be unable to manage the needs of all 16 campuses. Some institutions feared that stripping power away from these campus boards of trustees would lead to declines in academic standards or levels of funding.

—continues on page 150

"Headline in The University Times, the student newspaper at the University of North Carolina at Charlotte:

**TRUSTEES
MEET, SWEAR
IN EATON**

There's something about Eaton that makes you talk like that."

—"MARGINALIA,"

THE CHRONICLE OF HIGHER EDUCATION,

JULY 12, 1996

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Delegations of Duty and Authority by the UNC Board of Governors to Campus Boards of Trustees

[As adopted by the UNC Board of Governors, July 7, 1972;
amended June 1, 1988 and July 9, 1993.]

"Pursuant to authority vested in it by the General Statutes [116-11(13)] and consistent with the provisions of *The Code of The University of North Carolina*, the Board of Governors hereby delegates to the Boards of Trustees of the constituent institutions of The University of North Carolina the following duties and powers:

I. Academic and Administrative Personnel

A. *Appointment and Compensation*

1. With respect to all faculty positions with permanent tenure and all senior administrative positions, namely vice chancellors, provosts, deans and directors of major educational and public service activities, the Chancellor, following consultation with the Board of Trustees, shall forward to the President recommendations with respect to such appointments, promotions and compensation; if the President concurs in such recommendations, he shall forward them to the Board of Governors for approval.
2. With respect to all faculty and administrative positions, other than those identified in subparagraph 1 above, and other than those subject to the State Personnel Act, the Chancellor shall forward his recommendations for appointment, promotion and compensation to the Board of Trustees; subject to applicable provisions of the *University Code* and to such policies as may be established by the Board of Governors, the action of the Board of Trustees with respect to such personnel actions shall be final.

B. *Discharge or Suspension*

Subject to regulations of the Board of Trustees and consistent with applicable policies of the Board of Governors, all discharges or suspensions of faculty members and administrative personnel, other than those subject to the State Personnel Act, shall be effected by the Chancellor. A discharged or suspended employee shall have such rights of appeal from the action of the Chancellor as may be prescribed by the *University Code*, policies of the Board of Governors or regulations of the Board of Trustees.

C. *Personnel Policies*

The Board of Trustees may adopt personnel policies not otherwise prescribed by State law, the *University Code* or policies of the Board of Governors, for personnel in all categories of University employment.

D. *Chancellor Selection*

In the event of a vacancy in the Chancellorship, the Board of Trustees shall establish a search committee composed of representatives of the Board of Trustees, the faculty, the student body and the alumni. Upon the establishment of the search committee, the Chairman of the Board and the President shall jointly establish a budget and identify staff for the committee.

The search committee, through its chairman, shall make a preliminary report to the President when the committee is preparing a schedule of interviews of those persons it considers to constitute the final list and from among whom it anticipates the Trustees' nominees will be chosen, and the President will be given an opportunity to interview each of these candidates.

The Board of Trustees, following receipt of the report of the search committee, shall recommend at least two names for consideration by the President in designating a nominee for the Chancellorship, for approval by the Board of Governors.

II. Academic Program

The Board of Trustees shall be responsible for insuring the institution's compliance with the educational, research and public service roles assigned to it by the Board of Governors, either by express directive or by promulgated long-range plans of the Board of Governors.

III. Academic Degrees and Grading

Subject to authorization by the Board of Governors of the nature and general content of specific degree programs which may be offered by an institution, each institution shall determine whether an individual student shall be entitled to receipt of a particular degree. Each institution also shall determine what grade a student will be assigned in a particular course. No appeal from such an institutional decision shall lie beyond the Board of Trustees.

IV. Honorary Degrees, Awards and Distinctions

The Board of Trustees shall be responsible for approving the names of all individuals on whom it is proposed that an honorary degree or other honorary or memorial distinction be conferred by the institution, subject to such policies as may be established by the Board of Governors.

V. Budget Administration

The Board of Trustees shall advise the Chancellor with respect to the development of budget estimates for the institution and with respect to the execution and administration of the budget of the constituent institution, as approved by the General Assembly and the Board of Governors.

VI. Property and Buildings

The Board of Trustees of a constituent institution shall be responsible, subject to policies of the Board of Governors and all legal requirements relative to the construction of state-owned buildings, for the following matters concerning campus capital construction projects which have been approved by the Board of Governors and authorized by the State of North Carolina:

1. the selection of architects or engineers for buildings and improvements requiring such professional services;
2. the approval of building sites;
3. the approval of plans and specifications; and
4. the final acceptance of all completed buildings and projects.

The Board of Trustees shall be responsible to the Board of Governors for preparing and maintaining a master plan for the physical development of the institution, consistent with the total academic and service mission of the institution as defined and approved by the Board of Governors.

Any proposal involving the acquisition or disposition by an institution of any interest in real property shall be recommended by the Board of Trustees and must be approved by the Board of Governors; provided, that if the proposal involves an interest in real property which is valued at less than \$50,000, the Board of Trustees may authorize such transaction and proceed to obtain the necessary approvals from State officials and agencies, without first obtaining the approval of the Board of Governors; and provided, further, that the Board of Governors, under circumstances which it considers appropriate and following notice from it to the Board of Trustees, may take action necessary to effect the acquisition or disposition of an interest in real property which is related to or which affects the institution, without receipt of a recommendation from the Board of Trustees.

VII. Endowments and Trust Funds

Subject to applicable provisions of State law and to such terms and conditions as may be prescribed from time to time by the Board of Governors, each Board of Trustees shall be responsible for the preservation, mainte-

—continued

At the same time, there was growing recognition that under the old system, competition between institutions for state resources benefited those with the best lobbyists and alumni bases in the legislature. As state legislator Kenneth Royall Jr. put it, "Listening to all 16 institutions and their requests — well, you wanted to be fair. But money was limited. What it came down to back then was who had the best lobbyist."¹⁵ Royall was chairman of the powerful House Appropriations Committee in 1971 and later chairman of the Senate Appropriations Committee.

Advocates for change argued that a central board with the power to control the academic programs and budgets of every public university would eliminate unnecessary duplication of programs and ensure equitable allocation of state funds among institutions. In addition, some argued a strong central board would eliminate some of the perceived inequities among the state's public colleges and universities — at both the historically black colleges and universities as well as at smaller universities — while at the same time protecting the flagship campuses in Chapel Hill and Raleigh.

nance and management of all properties, both real and personal, funds and other things of value which, either separately or in combination, constitute all or any part of the authorized endowment or trust funds, either currently in existence or to be established in the future, for the benefit of the individual constituent institution. (See G.S. 116-11(2); 116-12; 116-36; 116.1; 116-36.2; 116-36.3)

VIII. Admissions

Subject to such enrollment levels and minimum general criteria for admission as may be established for a constituent institution by the Board of Governors, each constituent institution of The University of North Carolina shall establish admissions policies and resolve individual admission questions for all schools and divisions within the institution. No appeal concerning an individual admission case shall lie beyond the institutional Board of Trustees.

IX. Tuition, Fees and Deposits

A. General Authority of Boards of Trustees

The Boards of Trustees of the constituent institutions shall cause to be collected from each student, at the beginning of each semester, quarter or term, such tuition, fees and other amounts necessary to pay other expenses for the term, as have been approved by the Board of Governors (See G.S. 116-11(7) and G.S. 116-143)

B. Tuition and Fee Deposits

Each Board of Trustees shall require the payment of such advance deposits, at such times and under such conditions, as may be required by State law or by the Board of Governors. (See G.S. 116-143)

C. Application Fee

Each Board of Trustees shall require the payment of such nonrefundable application fees, in connection with each application for admission, as may be required by State law or by the Board of Governors. (See G.S. 116-143)

D. Acceptance of Obligations in Lieu of Cash

Subject to policies prescribed by the Board of Governors, the Boards of Trustees shall establish regulations concerning the acceptance of obligations of students, together with such collateral or security as may be deemed necessary or proper, in lieu of cash, in payment of tuition and fees. (See G.S. 116-143)

E. Fee Recommendations

Subject to policies prescribed by the Board of Governors, each Board of Trustees, in consultation with the Chancellor, shall recommend to the President the amounts to be charged at the constituent institutions for Application, Athletics, Health Services, Student Activities, Educational and Technology, Retirement of Debt Incurred for Capital Improvement Projects Authorized by the General Assembly, Course, and Special Fees. In carrying out this responsibility, each Board of Trustees and the Chancellor shall ascertain that the benefits of the activity or service are commensurate with the recommended fee which is required to support the activity or service. Recommended fees should be consistent with the philosophy set forth in the North Carolina Constitution which states that the benefits of The University of North Carolina should be extended to the people of the State free of expense, as far as practicable.

The legislation that was enacted created a system where all 16 public universities are now part of the University of North Carolina. The system is governed by a consolidated governing board, the UNC Board of Governors. Although local boards of trustees were retained, virtually all governing responsibilities were given to the UNC Board of Governors, which is empowered to delegate any or all of those responsibilities to local boards of trustees. (See Sidebar on pages 146–149 for a description of powers delegated to campus boards of trustees by the UNC Board of Governors.)

While the UNC Board of Governors is a powerful body, one of the first acts of the newly-established Board of Governors in 1972 was to delegate a number of responsibilities to the local boards. As a result, the campus Boards of Trustees have authority over a wide range of areas, including personnel decisions, admissions policies, academic degrees and grading, budget administration, the campus physical plant, and intercollegiate athletics.

It has been said of this relationship that “[i]ndividual campuses enjoy a substantial measure of autonomy; they

X. Student Financial Aid

All scholarships and other forms of financial aid to students which are limited in their application to or are supported from sources generated by an individual campus shall be administered by the constituent institution pursuant to such regulations as may be prescribed by the Board of Trustees and subject to the terms of any applicable laws and to policies of the Board of Governors.

XI. Student Services

Each Board of Trustees, upon recommendation of the Chancellor, shall determine the type, level and extent of student services (such as health care, athletic programs and counseling) to be maintained for the benefit of students at the institution, subject to general provisions concerning types and levels of student services as may be prescribed by the Board of Governors.

XII. Student Conduct, Activities, and Government

Under such policies as may be prescribed by the Board of Governors and the Board of Trustees, the Chancellor shall be responsible for the regulation of student conduct, the approval of organized, institutionally-recognized student activities and the definition of roles and functions of any institutionally-recognized system of student self-government and student participation in the governance of any aspect of the institutional programs and services. No appeal concerning such activities shall lie beyond the Board of Trustees, unless it is alleged that the policy, action or decision being appealed violates any law or constitutional provision of North Carolina or of the United States, the University *Code* or policies of the Board of Governors.

XIII. Intercollegiate Athletics

Subject to such policies as may be prescribed by the Board of Governors and the Board of Trustees, the Chancellor shall be responsible for the establishment and supervision of the institution’s program of intercollegiate athletics.

XIV. Traffic and Parking Regulations

XV. Campus Security

Subject to applicable provisions of State law and such policies as may be adopted by the Board of Governors or the Board of Trustees, the Chancellor shall be responsible for the maintenance of campus security.

XVI. Auxiliary Enterprises, Utilities and Miscellaneous Facilities

Pursuant to applicable provisions of State law and policies of the Board of Governors, the Boards of Trustees of affected constituent institutions shall have authority and responsibility for the adoption of policies applicable to and the control and supervision of campus electric power plants and water and sewer systems, other utilities and facilities (See G.S. 116-35) and child development centers [See G.S. 116-38(a), (b) and (c)].”

Source: Appendix 1 – Delegations of Duty and Authority to Boards of Trustees, appearing on the University’s website at www.unc.edu/depts/trustees/duty.html.

operate largely free from control of the Board of Governors. On a day-to-day basis, operations of campuses are determined primarily by their respective chancellors and boards of trustees. This is true, however, because of the independence that the Board has allowed the campuses, and not because of any autonomy with which they are inherently endowed under relevant statutes."¹⁶

As mentioned above, among the other states having consolidated governing board structures, only the Utah State Board of Regents has a similar relationship with its local campus boards in terms of delegation of powers. As in North Carolina, local boards of trustees in Utah are specifically created by statute, but their principal powers are derived through a delegation of responsibilities from the Utah Board of Regents.¹⁷ Only North Carolina and Utah have laws that specifically allow the central board to delegate duties to local boards. However, Utah differs from North Carolina in terms of appointment of members of the local trustee boards. Though each of Utah's nine senior public institutions has its own board of trustees, trustees are appointed by the Governor with the consent of the state senate.¹⁸ By contrast, in North Carolina, the Board of Governors appoints eight of the 13 local trustees.

F. Miscellaneous Other Powers

In addition to the powers discussed in the previous sections, each central higher education board has a wide variety of additional powers and responsibilities that are somewhat unique or unusual. While it is impossible to provide a complete list, some of the additional powers include the power to:

1. Gather and/or disseminate higher education information for the state and its citizens;
2. Conduct investigations, hold hearings, etc.;
3. Establish or develop a flagship campus;
4. Establish a systemwide information and/or telecommunications network;
5. Establish an educational public television system;
6. Manage or regulate parking at constituent units;
7. Arbitrate disputes among constituent units; and
8. Conduct studies, set policies or establish programs in any of the following areas:
 - a. Affirmative action, minority representation;
 - b. Agriculture, mining, or natural resources;
 - c. Energy conservation and recycling;
 - d. Accessibility for persons with disabilities;
 - e. Geographic mandates (ensuring that the system reaches all of the state's citizens);
 - f. International education;
 - g. Need for certain professions in the state: teachers or school administrators, health care workers, attorneys, or others;

- h. Remedial programs;
- i. Sexual harassment or abuse;
- j. Transportation; and
- k. Vocational education.

The distribution of these duties is shown in Table 36.

Some examples of miscellaneous statutory duties, from the not uncommon to the exceedingly rare, are as follows:

As part of its minority advancement program, the **Connecticut Board of Governors for Higher Education** "shall establish a Connecticut collegiate awareness and preparation program to develop linkages with public school systems targeted by the Board of Governors for the purpose of providing motivation and skills development for middle school or high school underachievers."¹⁹

The **Board of Regents of the University System of Georgia** is directed "to establish a program whereby citizens of this state who are 62 years of age or older may attend [certain] units of the University System of Georgia without payment of fees ... when space is available."²⁰

The **Illinois State Board of Higher Education** administers the Student Volunteer Corps program, the purpose of which is "to provide every college and university student an ongoing opportunity throughout his or her college or university career to participate in a community service activity."²¹

In cooperation with the health division of the department of human resources, the **Board of Regents of the University and Community College System of Nevada** "may establish a genetics program to provide clinical genetic and diagnostic services to residents of Nevada who have or may have a hereditary, chromosomal or multifactorial disorder."²²

The **Iowa State Board of Regents** shall "whenever technically feasible, purchase and use degradable loose foam packing material manufactured from grain starches or other renewable resources, unless the cost of the packing material is more than ten percent greater than the cost of packing material made from nonrenewable resources."²³

The **Board of Regents of the University of Wisconsin System** "shall direct the [U]niversity of Wisconsin-Stevens Point to conduct a study to determine the feasibility of reintroducing elk into the northern part of the state and to formulate a management plan for the reintroduction of elk if the conclusions of the study demonstrate that the reintroduction is feasible."²⁴

As previously discussed, though many higher education systems have universities commonly considered

—continues on page 154

Table 35.

Powers of Central Higher Education Boards Concerning Operation of the Boards

	A	B	C	D	E	F	G	H	I
State Boards									
CONSOLIDATED GOVERNING BOARDS:									
Board of Regents, University of Alaska ⁺		X ¹	X ¹	X ¹			X ¹	X ¹	
Arizona Board of Regents	X				X				
Florida State Board of Regents ⁺	X ¹	X ¹	X ¹		X ¹		X ¹	X ¹	X ¹
Board of Regents, University of Georgia		X ¹	X ^{1,2}	X	X			X ¹	
Board of Regents, University of Hawaii	X				X				
Idaho State Board of Education	X			X	X				
Iowa State Board of Regents					X				
Kansas State Board of Regents									
Board of Trustees, University of Maine	X	X ¹	X ¹	X	X ¹	X ¹		X ¹	X ¹
Board of Regents, University of Minnesota ^{**}									
Board of Trustees, Minnesota State System ^{**}					X				
Mississippi Board of Trustees, State Insts. of Higher Learning		X							
Montana Board of Regents of Higher Education		X			X				
Board of Regents, Univ. and Comm. College System of Nevada	X	X	X ²	X	X			X ¹	X
Board of Trustees, University System of New Hampshire ⁺	X ¹	X ¹	X ¹	X ¹	X ¹		X ¹	X ¹	X ¹
Board of Governors, University of North Carolina	X		X ²	X	X	X		X	X
North Dakota State Board of Higher Education				X	X				
Oregon State Board of Higher Education									
Rhode Island Board of Governors for Higher Education	X	X	X		X			X	
South Dakota Board of Regents	X	X	X						
Utah State Board of Regents	X ¹	X ¹	X ¹	X	X	X	X ¹	X	X ¹

—continued

Table 35.

CONTINUED

*Powers of Central Higher Education Boards
Concerning Operation of the Boards*

	A	B	C	D	E	F	G	H	I
	Incorporate the board as a corporate body	Keep minutes of the meetings	Open meetings to the public	Publish annual reports of activities and expenditures	Establish rules for the board's own governance	Delegate duties to local campus boards of trustees	Train new board members	Create committees and advisory groups	Participate in or establish formal consortia
State Boards									
Board of Trustees, University of Vermont*	X ¹	X ¹	X ¹	X	X ¹	X ¹		X ¹	
Board of Trustees, Vermont State Colleges*	X ¹	X ¹	X ¹		X ¹		X ¹	X ¹	
Board of Trustees, University of West Virginia*		X ¹		X ¹	X ¹			X ¹	X ¹
Board of Directors, State College System of West Virginia*		X ¹	X ¹	X ¹	X ¹		X ¹	X ¹	X ¹
Board of Regents, University of Wisconsin	X	X	X	X	X				X
Board of Trustees, University of Wyoming ⁺	X ¹	X ¹	X ¹		X ¹			X ¹	
REGULATORY COORDINATING BOARDS:									
Alabama Commission on Higher Education		X ¹	X ¹	X ¹	X ¹		X ¹	X ¹	X ¹
Arkansas Higher Education Coordinating Board		X ¹	X ¹	X	X ¹		X	X ³	
Colorado Commission on Higher Education		X	X	X	X			X	X
Connecticut Board of Governors for Higher Education				X	X ¹			X	
Illinois State Board of Higher Education					X				
Indiana Commission for Higher Education								X	
Kentucky Council on Postsecondary Education	X		X	X	X		X	X	X
Louisiana Board of Regents	X	X			X			X	
Maryland Higher Education Commission		X			X			X	
Massachusetts Board of Higher Education				X				X	X
Missouri Coordinating Board for Higher Education		X ¹	X ²	X ¹	X ¹			X ¹	X ¹
Nebraska Coordinating Comm. for Postsecondary Education				X	X			X	
New Jersey Commission on Higher Education		X ¹	X ¹	X ⁴	X			X	
New York Board of Regents	X			X				X	
Ohio Board of Regents		X		X	X			X	
Oklahoma State Regents for Higher Education	X	X ¹	X ¹	X	X ¹		X ¹	X ¹	X ¹
South Carolina Commission on Higher Education		X ¹	X ¹	X ¹	X ¹			X	
Tennessee Higher Education Commission				X					
Texas Higher Education Coordinating Board		X		X	X			X	X

Table 35.

CONTINUED

*Powers of Central Higher Education Boards
Concerning Operation of the Boards*

	A Incorporate the board as a corporate body	B Keep minutes of the meetings	C Open meetings to the public	D Publish annual reports of activities and expenditures	E Establish rules for the board's own governance	F Delegate duties to local campus boards of trustees	G Train new board members	H Create committees and advisory groups	I Participate in or establish formal consortia
State Boards	A	B	C	D	E	F	G	H	I
Virginia State Council of Higher Education					X			X	
Washington Higher Education Coordinating Board					X			X	X
ADVISORY COORDINATING BOARDS:									
California Postsecondary Education Commission				X	X			X	
New Mexico Commission on Higher Education									
Pennsylvania Board of Education		X ¹	X ¹					X ¹	
PLANNING AGENCIES:									
Delaware Higher Education Commission		X	X	X	X			X	X ⁵
Michigan State Board of Education	X			X	X			X	
TOTALS	20	30	25	31	41	4	10	37	18

* Minnesota, Vermont, and West Virginia each have a consolidated governing board system with two consolidated governing boards that govern a segment of the higher education institutions within their respective state. However, note that in March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

+ Florida also has an advisory coordinating board that supplements the work of Florida's State Board of Regents, the state's consolidated governing board. Alaska, Minnesota, New Hampshire, and Wyoming have planning agencies located in the states' consolidated governing board structure that supplement the work of the governing board.

FOOTNOTES

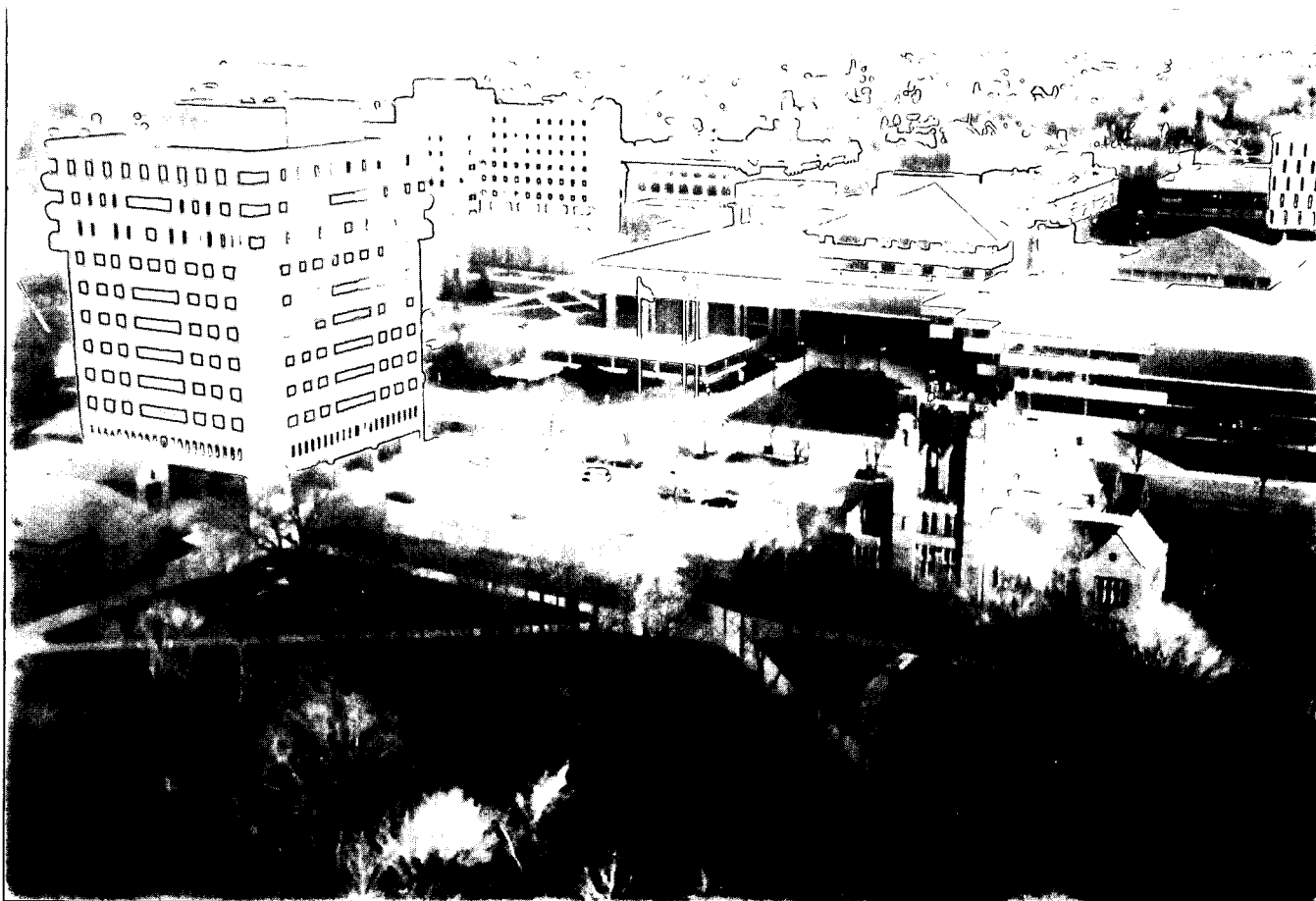
¹ Information as to this function was provided directly by the respective state board.

² Under the state's open meetings laws.

³ The President's Council of Arkansas, composed of all presidents and chancellors of public two-year and four-year colleges and universities in Arkansas, serves in "a strong advisory capacity" to the Arkansas Higher Education Coordinating Board. §6-61-204(b)(1), (2).

⁴ The New Jersey Commission on Higher Education's systemwide accountability report includes data on revenues and expenditures.

⁵ This is a conditional grant of power. The respective board has the power to provide advice and recommendations only.



UWM Photo Services

The University of Wisconsin at Milwaukee campus

“flagship institutions,” responsibility for establishing or *developing flagship institutions* is rarely a specific statutory duty of the state-level higher education board. Just three central boards report responsibility in this area — the Maryland Higher Education Commission, the Oklahoma State Regents for Higher Education, and the Board of Trustees of the University of West Virginia. Among these three states, only Maryland statutorily confers this title to an institution — the College Park campus of the University of Maryland.²⁵

One more commonly granted responsibility of higher education boards is the duty to *establish a systemwide information or telecommunications network*. Seventeen central boards, including the Board of Governors of the University of North Carolina, have this power.

At least 10 central higher education boards report having authority in the area of *educational television* — Alaska, Florida, Iowa, Michigan, New Hampshire, North Carolina, Oklahoma, Texas, Utah, and Wisconsin. In North Carolina, the UNC Board of Governors also is “authorized and directed to establish the University of North Carolina Center for Public Television.” As part of this statutory duty, the UNC Board of Governors is “to establish the Board of Trustees of the Center and to delegate to the Board of Trustees such powers and duties as

the Board of Governors deems necessary . . . provided, that the Board of Governors shall not . . . have the authority to delegate any responsibility it may have as licensee of the broadcast facilities of the University of North Carolina.”²⁶ In Wisconsin, the Board of Regents of the University of Wisconsin System “as licensee, shall manage, operate, and maintain broadcasting station WHA and WHA-TV and shall enter into an affiliation agreement with the educational communications board.”²⁷ The Michigan State Board of Education “may appoint an advisory committee to conduct studies relating to the development of an educational television system in the state.”²⁸

Footnotes

¹ See Aims C. McGuinness Jr., “Essay,” *1997 State Postsecondary Education Structures Sourcebook: State Coordinating and Governing Boards*, Education Commission of the States, Denver, CO: 1997, p. 54.

² N.C.G.S. § 116-11(9) a.

³ California Code § 66903(e).

Table 36.

Miscellaneous Other Powers of Central Higher Education Boards

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R
State Boards																		
CONSOLIDATED GOVERNING BOARDS:																		
Board of Regents, University of Alaska ⁺		X ¹		X ¹	X ¹			X ¹	X ¹		X ¹	X ¹		X ¹	X ¹	X ¹		X ¹
Arizona Board of Regents																		
Florida State Board of Regents ⁺	X				X	X												
Board of Regents, University of Georgia	X ¹							X	X					X ¹	X ¹	X ¹		
Board of Regents, University of Hawaii																		
Idaho State Board of Education																		
Iowa State Board of Regents ²	X ¹	X ¹		X	X ¹	X ¹	X ¹	X	X ¹	X	X	X	X ¹	X ¹	X ¹	X	X ¹	X ¹
Kansas State Board of Regents						X												
Board of Trustees, University of Maine	X ¹			X ¹				X ¹			X ¹			X ¹		X ¹		
																		—continued

Table 36.

CONTINUED

Miscellaneous Other Powers of Central Higher Education Boards

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	
State Boards																			
Board of Regents, University of Minnesota**							X					X ³							
Board of Trustees, Minnesota State System**																			
Mississippi Board of Trustees, State Insts. of Higher Learning																			
Montana Board of Regents of Higher Education	X			X		X	X	X	X	X	X								X
Board of Regents, Univ. and Comm. College System of Nevada		X				X			X ¹	X	X			X	X				
Board of Trustees, University System of New Hampshire ⁺	X ¹				X ¹		X ¹	X ¹	X ¹	X ¹	X ¹	X ¹				X ¹			
Board of Governors, University of North Carolina	X				X		X												X
North Dakota State Board of Higher Education	X																		
Oregon State Board of Higher Education																			
Rhode Island Board of Governors for Higher Education	X	X		X				X											
South Dakota Board of Regents																			X
Utah State Board of Regents	X ¹			X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ^{1.5}
Board of Trustees, University of Vermont*																			
Board of Trustees, Vermont State Colleges*																			X

Table 36.
CONTINUED

*Miscellaneous Other Powers of Central
Higher Education Boards*

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	
Gather and/or disseminate higher education information for the state and its citizens	X ¹	X ¹	X ¹	X ¹	X ¹		X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	X ¹	
Conduct investigations, hold hearings, etc.																			
Establish or develop a flagship campus																			
Establish a statewide information and/or telecommunications network					X														
Establish an educational public television system						X													
Manage or regulate parking at constituent institutions																			
Arbitrate disputes among constituent institutions																			
Establish affirmative action or minority representation policies								X											
Conduct studies, set policies or establish programs in agriculture, mining, or natural resources								X ¹	X ¹										
Conduct studies or establish programs in energy conservation and recycling																			
Set policies or establish programs in accessibility for persons with disabilities											X ¹	X ¹							
Address various geographic mandates (i.e., ensuring the system reaches all of the state's citizens)													X ¹	X ¹	X ¹	X ¹	X ¹		
Conduct studies, set policies, or establish programs in international education																			
Assess the need for certain professions in the state																			
Establish remedial programs																			
Establish policies on sexual harassment or abuse																			
Conduct studies, set policies or establish programs in transportation																			
Establish programs in vocational education																		X ¹	
Board of Trustees, University of West Virginia*	X ¹																		
Board of Directors, State College System of West Virginia*	X ¹																		
Board of Regents, University of Wisconsin	X				X	X										X		X	
Board of Trustees, University of Wyoming*																			
REGULATORY COORDINATING BOARDS:																			
Alabama Commission on Higher Education	X ¹	X ¹										X ¹							
Arkansas Higher Education Coordinating Board	X ¹													X	X ¹				
Colorado Commission on Higher Education	X						X	X				X						X	
Connecticut Board of Governors for Higher Education	X ¹							X ¹											
Illinois State Board of Higher Education	X									X									
Indiana Commission for Higher Education																		X	
Kentucky Council on Postsecondary Education	X						X	X				X						X	
Louisiana Board of Regents										X									

—continued

Table 36.

CONTINUED

Miscellaneous Other Powers of Central Higher Education Boards

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	
Gather and/or disseminate higher education information for the state and its citizens	X			X															
Conduct investigations, hold hearings, etc.		X																	
Establish or develop a flagship campus			X																
Establish a systemwide information and/or telecommunications network				X															
Establish an educational public television system					X														
Manage or regulate parking at constituent institutions			X																
Arbitrate disputes among constituent institutions			X																
Establish affirmative action or minority representation policies				X															
Conduct studies, set policies or establish programs in agriculture, mining, or natural resources					X ¹														
Conduct studies or establish programs in energy conservation and recycling										X									
Set policies or establish programs in accessibility for persons with disabilities																			
Address various geographic mandates (i.e., ensuring the system reaches all of the state's citizens)												X							
Conduct studies, set policies, or establish programs in international education														X					
Assess the need for certain professions in the state															X				
Establish remedial programs																X			
Establish policies on sexual harassment or abuse																	X ¹		
Conduct studies, set policies or establish programs in transportation																			
Establish programs in vocational education																			
State Boards																			
Maryland Higher Education Commission																			
Massachusetts Board of Higher Education																			
Missouri Coordinating Board for Higher Education																			
Nebraska Coordinating Comm. for Postsecondary Education																			
New Jersey Commission on Higher Education																			
New York Board of Regents																			
Ohio Board of Regents																			
Oklahoma State Regents for Higher Education																			
South Carolina Commission on Higher Education																			
Tennessee Higher Education Commission																			
Texas Higher Education Coordinating Board																			
Virginia State Council of Higher Education																			
Washington Higher Education Coordinating Board																			

Table 36.
 CONTINUED
 Miscellaneous Other Powers of Central
 Higher Education Boards

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	
Gather and/or disseminate higher education information for the state and its citizens	X																		
Conduct investigations, hold hearings, etc.																			
Establish or develop a flagship campus																			
Establish a systemwide information and/or telecommunications network																			
Establish an educational public television system																			
Manage or regulate parking at constituent institutions																			
Arbitrate disputes among constituent institutions																			
Establish affirmative action or minority representation policies								X											
Conduct studies, set policies or establish programs in agriculture, mining, or natural resources																			
Conduct studies or establish programs in energy conservation and recycling																			
Set policies or establish programs in accessibility for persons with disabilities																			
Address various geographic mandates (i.e., ensuring the system reaches all of the state's citizens)												X							
Conduct studies, set policies, or establish programs in international education																			
Assess the need for certain professions in the state														X					
Establish remedial programs															X				
Establish policies on sexual harassment or abuse																			
Conduct studies, set policies or establish programs in transportation																			
Establish programs in vocational education																			X
ADVISORY COORDINATING BOARDS:																			
California Postsecondary Education Commission	X																		
New Mexico Commission on Higher Education																			
Pennsylvania Board of Education																			
PLANNING AGENCIES:																			
Delaware Higher Education Commission	X																		
Michigan State Board of Education													X						
TOTALS	31	11	3	17	10	7	11	22	12	11	8	15	4	23	12	10	3	14	

—continued

Table 36.
CONTINUED

Miscellaneous Other Powers of Central Higher Education Boards

- * Minnesota, Vermont, and West Virginia each have a consolidated governing board system with two consolidated governing boards that govern a segment of the higher education institutions within their respective states. However, note that in March 2000, the West Virginia legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001, a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.
- * Florida also has an advisory coordinating board that supplements the work of Florida's State Board of Regents, the state's consolidated governing board. Alaska, Minnesota, New Hampshire, and Wyoming have planning agencies located in the states' consolidated governing board structure that supplement the work of the governing board.

FOOTNOTES

- ¹ Information as to this function was provided directly by the respective state board.
- ² Though many powers exercised by the Iowa State Board of Regents may not be specifically enumerated in the statutes, the Board has very broad governance authority. Under §262.12, the Board may "perform all other acts necessary and proper for the execution of the powers and duties conferred by law upon it."
- ³ Through the University of Minnesota academic health center and the substitute physician demonstration project (§137.43).
- ⁴ At the request of the Governor.
- ⁵ This is a conditional grant of power. The respective board has the power to approve or disapprove only.
- ⁶ The Virginia State Council of Higher Education shall "provide advisory services to, and with respect to, the private, accredited, nonprofit colleges and universities . . . on academic and administrative matters." §23-9.10:2(a).
- ⁷ In assessing higher education needs in Washington State, the Washington Higher Education Coordinating Board is to "consider the needs of residents of all geographic regions, but its initial priorities should be applied to heavily populated areas underserved by public institutions." §28B.80.330(3)(a).

⁴ The phrase "central consolidated governing board" does not include multi-campus governing boards found in states with a coordinating board structure.

- ⁵ N.C.G.S. § 116-11(3).
- ⁶ California Code § 66900.
- ⁷ N.C.G.S. § 115D-4.1
- ⁸ California Code § 66903(g).
- ⁹ Arkansas Code § 6-61-202(a)(2).
- ¹⁰ California Code § 66900.
- ¹¹ Massachusetts Code § 15A-9(q).
- ¹² N.C.G.S. § 116-41.18.
- ¹³ Wisconsin Code § 36.25(33).
- ¹⁴ Tennessee Code § 49-7-209.
- ¹⁵ As quoted in Barbara Solow, *Reorganizing Higher Education in North Carolina: What History Tells Us About Our Future*, North Carolina Center for Public Policy Research, Raleigh, N.C.: 1999, p. 13.
- ¹⁶ *Board of Governors v. United States Dep't of Labor*, 917 F.2d

812 (4th Cir. 1990), *cert. denied*, 500 U.S. 916, 111 S.Ct. 2013, 114 L.Ed. 2d 100 (1991).

- ¹⁷ Aims C. McGuinness Jr., "Essay," *1997 State Postsecondary Education Structures Sourcebook: State Coordinating and Governing Boards*, Education Commission of the States, Denver, CO: 1997, p. 121.
- ¹⁸ Utah Code §§ 53B-1-1-1, 53B-2-103, and 53B-2-104.
- ¹⁹ Connecticut G.S.A § 10a-11a(a).
- ²⁰ Georgia Code § 20-3-31.1(a).
- ²¹ Illinois L.C.S. § 205/9.19.
- ²² Nevada R.S. § 396.521(a).
- ²³ Iowa Code § 262.9(4A).
- ²⁴ Wisconsin Code § 36.25(29r).
- ²⁵ Maryland Code § 10-209 (f)(1).
- ²⁶ N.C.G.S. § 116-37.1.
- ²⁷ Wisconsin Code § 36.25(5).
- ²⁸ Michigan Code § 388.1043.

CHAPTER 10

Concluding Observations

"When they [universities] are not challenged within themselves to justify themselves, to themselves as well as to the society they serve; when they are not held accountable by themselves and are not constantly urged to examine their presuppositions, their processes and acts, they stiffen up and lose their evolving complementarity to other American institutions."

—A. BARTLETT GIAMATTI

A FREE AND ORDERED SPACE: THE REAL WORLD OF THE UNIVERSITY

The manner in which states choose to govern their higher education institutions and coordinate state wide policy and planning in higher education varies tremendously. Rather than oversimplifying this often dizzying array of systems and structures, this report underscores the point that higher education in each state is a complex and complicated task that has been deeply influenced by factors unique to each state, as well as by influences that are common to all states.

This report does not make recommendations nor does it assert cause-and-effect relationships between higher education governance structures and various statistics. Even so, it is helpful to understand what states have done to handle this most complex issue and to know some basic information about each state — population, funding for higher education, size of enrollment, etc. — that may influence a state's ability to meet the higher educational needs of its citizens. It is the goal of the Center to provide a resource that will foster dialogues among states with similar higher education systems and demographic statistics.

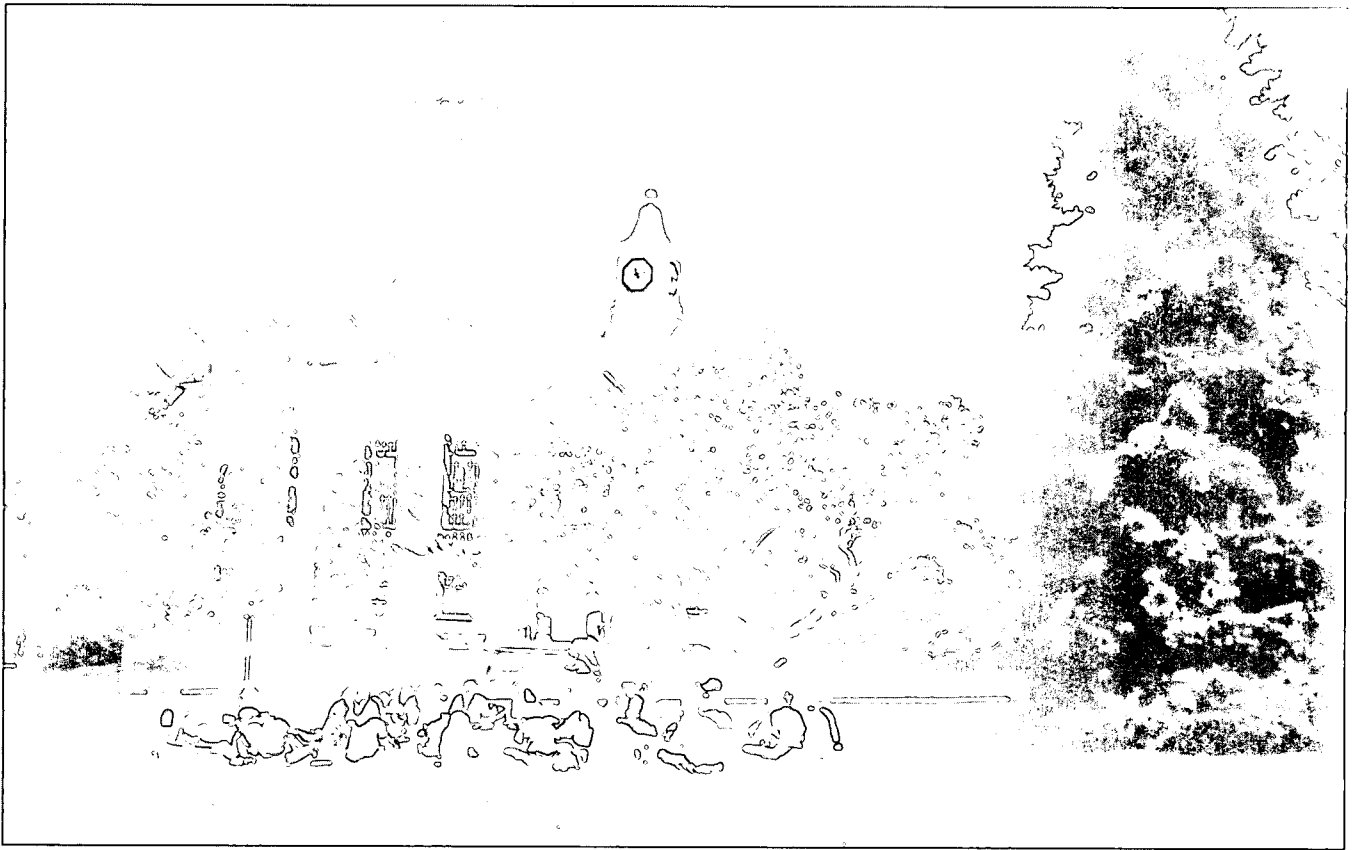
Part I of this report provides the reader with a basic understanding of the three major types of higher education systems currently found in the United States. Part II has two functions. First, it provides a comprehensive look at various state statistics relevant to higher education and reports this data (e.g., state population, number of public universities, and size of student enrollment) in conjunction with the type of higher education system

found within each state. Second, it discusses the various powers delegated to central boards, highlights powers that are unique to certain states and points out basic similarities and distinctions among higher education central boards.

Observations About Governance Structures and Other Factors

The following observations are based on the Center's review of all 50 state statutes and comparisons of budgets, boards, and types of institutions.

- Seven of the 10 most populous states have coordinating board structures (five regulatory and two advisory), while 11 of the 12 states having the smallest populations have consolidated governing board structures. However, among the seven most populous states with coordinating board structures, five are in states where governance is dominated by two or more multi-campus governing boards or by a combination of multi-campus governing boards and institutional governing boards, thus making their governance structure similar to that of the University of North Carolina. North Carolina, a state with a consolidated governing board, has the 11th largest population among the states.



Students on the green at the University of Rhode Island

- Thirty-five states have a central board responsible for coordinating statewide higher education policy and planning for all public postsecondary institutions, and another eight states have a central board with limited planning and administrative duties for all public postsecondary colleges and universities. Only seven states — including North Carolina — have no central board or agency charged with planning or coordinating higher education policy and planning for both the two-year and four-year public colleges and universities.
- Among the 10 largest higher education systems in the country, as measured by the total number of four-year and two-year public and private higher education institutions, North Carolina has the highest percentage of *public* institutions, 60.7%.
- California has the largest higher education total student enrollment in the United States at 1,900,099 and the largest *public* higher education enrollment at 1,625,021. North Carolina's higher education system has the 10th largest total student enrollment at 372,993 students. It is also among the top 10 states in terms of student enrollment in *public* higher education institutions, ranking ninth with 302,939 students.
- Nine of the top 10 states in terms of public higher education enrollment — including North Carolina — also appear in the top ten in terms of state funding for higher education operating expenses (i.e., state tax funds appropriated for higher education institutions, student aid, and governing and coordinating boards). North Carolina ranks sixth in the nation in total state funding for higher education with appropriations of more than \$2 billion per year.
- The average cost of tuition and fees for state residents at four-year public higher education institutions is lowest in Nevada (\$1,884) and North Carolina (\$1,895).¹
- California has the highest average salary for full-time faculty members at public universities at \$76,814. The average salary for full-time faculty at North Carolina's four-year public universities is \$64,304, ninth highest in the nation.²
- Only in 14 states — California, Florida, Iowa, Kentucky, Maine, Maryland, Minnesota, New York, Oklahoma, Oregon, Tennessee, Vermont, Washington, and West Virginia — is the percentage of minorities enrolled in four-year public institutions larger than the percentage of minorities in the population as a whole.

- Alabama has the largest number of historically black colleges and universities with 13, two of which are four-year public institutions and four of which are two-year public institutions. There are 11 historically black colleges and universities in North Carolina, five of which are *public* higher education institutions and part of the University of North Carolina system.
- The Board of Governors of the University of North Carolina is the largest central state-level governing board in the country. The UNC Board has 32 voting members and one non-voting student member, while most of the boards examined have a total of 10–14 members. Of those central boards, the nearest in size to the UNC board is the 27-member Board of Trustees of the University System of New Hampshire.
- Members of central higher education boards most commonly are appointed by state governors (43 boards), either with or without approval of the state senate. Alternatively, in five states the governor or another public official appoints a portion of the board with the state legislature electing the remaining board members. Only in North Carolina and New York is the entire membership of the central, state-level board *elected by the legislature*. Two other states are unusual in that they have chosen *election by the public* of the members of their central higher education boards.
- The state statutes of 37 higher education boards specifically define the composition of their central higher education boards, mandating representation according to such factors as age, gender, geographic representation, political party affiliation, race/ethnicity, or other criteria. Of those 37 boards in 35 states, 20 have coordinating board structures (19 regulatory, one advisory), and 17 have consolidated governing board structures. For example, in North Carolina, at least two of the 16 members of the UNC Board of Governors elected every two years must be women, at least two must be minorities, and at least two members must be from the largest minority political party in the N.C. General Assembly.
- Members of the central higher education boards in the vast majority of states serve four- or six-year staggered terms, with members being limited to the number of terms they may serve. Across the country, terms range between three years (Delaware and Rhode Island) and 12 years (Mississippi). Members of the Board of Governors of the University of North Carolina serve four-year terms of office and can serve no more than three full four-year terms in succession.
- Forty-three boards have master planning duties in setting long term goals for higher education — 20

consolidated governing boards, 20 regulatory coordinating boards, two advisory coordinating boards, and one planning agency. Centralized master planning for higher education systems appears to be a primary reason states create higher education boards or agencies.

- The Utah Board of Regents and the UNC Board of Governors — both consolidated governing boards — have a similar relationship to their local campus boards of trustees in terms of delegation of powers. In both states, each senior public institution has its own board of trustees whose principal powers are delegated by the central state-level board. Only in North Carolina and Utah is this delegation of duties to local boards specifically listed among the responsibilities of the central governing board, and these are the only two states where the amount of power given to campus boards is left to the sole discretion of the central board.
- Among the 50 states, Wisconsin’s overall structure of higher education is most similar to the structure adopted in North Carolina. Both have a consolidated governing board with authority over the four-year public institutions and another consolidated governing board that oversees the technical and community colleges. However, unlike Wisconsin, North Carolina has local campus boards of trustees. Student enrollment in each state’s public universities is comparable, and each state has approximately the same number of public four-year universities (Wisconsin has 13 and North Carolina has 16). In addition, both are among the small group of states with no central board or planning agency that oversees both the state’s public two-year and four-year institutions.

Unique Features in Higher Education Governance

Ultimately, the most important factors influencing the structure of each state’s higher education system are those that are unique to each state: its political and higher education culture, constitution, history, population, geography, economic development, and other factors. Unique constitutional provisions can be found in Michigan, North Dakota, and North Carolina. For example, Michigan, with a long history of guarding institutional autonomy embedded in its constitution, is one of only two states with a planning agency structure, electing to keep governing duties in the hands of each individual campus. North Dakota’s constitution spells out the name, location, and mission of eight higher education institutions that the state must maintain, including a school of forestry at Bottineau. In 1998, North Dakota citizens voted on whether to remove references to specific institutions in

a referendum amending the 1889 constitutional provision. The referendum did not pass. And, in North Carolina, the constitution mandates that "The General Assembly shall provide that the benefits of the University of North Carolina and other public institutions of higher education, as far as practicable, be extended to the people of the State free of expense,"³ which explains why the average tuition for state residents is consistently among the lowest in the nation.

The sheer size of the population of New York City probably has led to the higher education governance system chosen by the New York legislature, with the City University of New York (CUNY) governing all institutions within the five boroughs of New York City, and the State University of New York (SUNY) governing all other postsecondary institutions within the state. West Virginia, one of 19 southern states that once operated two separate educational systems — one for black students and one for white students — continues to operate a dual governance system (now completely integrated), with each system governed by its own consolidated governing board⁴ (currently, the historically black West Virginia State College has a student body that is approximately 13% black).⁵ California, the state with both the largest

number of students enrolled in its public colleges and universities and the largest number of public institutions, has created a three-tiered system of governance — one for the nine research institutions, one for the state university's 22 campuses, and one for the two-year junior colleges. Other examples of how geography, economics, and culture can affect university governance can be found in the unique charges to the Iowa State Board of Regents to use degradable foam packing material manufactured from grains and starches and to the Board of Regents for the University of Wisconsin System to study the reintroduction of elk into the northern part of the state.

Why States Change Their Governance Systems

Aims C. McGuinness Jr. of the National Council for Higher Education Management Systems identifies eight recurrent concerns that may lead to reconsideration or restructuring of a state's higher education governance system: (1) actual or perceived duplication of high-cost

Willamette Hall at the University of Oregon in Eugene



graduate and professional programs; (2) conflict between the aspirations of institutions, often under separate governing boards, in the same geographic area; (3) legislative reaction to lobbying by individual campuses; (4) frustrations with barriers to student transfer; (5) proposals to close, merge, or change the missions of particular colleges or universities; (6) inadequate coordination among institutions offering one- and two-year vocational, technical, occupational, and transfer programs; (7) concerns about an existing state board's effectiveness; and (8) a proposal for a "superboard" to bring all of public higher education under one roof.⁶

When concerns such as these are raised and changes are considered, it is natural that the decisionmakers look to other states to find examples of systems and structures that are working well. States initially may be tempted simply to copy higher education models that have worked successfully for another state. McGuinness cautions against this practice, stressing "[One state's] structure may be inappropriate for [another] state's unique needs and underlying political culture."⁷ Instead, he suggests that states undertake a thorough evaluation of how well their existing policies and structures align with the state's agenda and public interest, and he offers the following guidelines:

1. The development of clear goals and objectives should precede reorganization. Reorganization is a means to an end, not an end in itself.
2. States should be explicit about the specific problems that were catalysts for the reorganization proposals.
3. States should ask if reorganization is the only or the most effective means for addressing the problems that have been identified.
4. States should weigh the costs of reorganization against its short- and long-term benefits.
5. States should recognize that a good system considers both state and societal needs, as well as the needs of colleges and universities. McGuinness writes, "States often begin reorganization debates with either of two misconceptions — each of which has an element of truth. One is that the state's needs will be better met if state policy deliberately fosters the autonomy and performance of individual colleges and universities; in other words, the less state involvement the better. Alternatively, others will argue that the sum of institutional needs is not the same as the state's needs. They will argue that institutional needs can only be understood in the context of a public agenda framed in terms of the state's long-range education, social and economic priorities. If each college and university is able to pursue its mission without regard to this broader framework, the result will be unnecessary program duplication. Important

statewide concerns such as minority access and achievement or student transfer and articulation between and among institutions will not be addressed. The danger is that debates will be shaped by the assumption that one but not the other of these two perspectives must rule: either institutional autonomy is an absolute good and state involvement must be kept at a minimum, or state priorities must rule and institutional autonomy must be constrained by those priorities."

6. States should distinguish between state coordination (concerned primarily with the state and system perspective) and institutional governance (the direction of individual universities or systems of institutions which takes place within the coordination framework) and avoid trying to solve coordination problems with governance alternatives or vice versa.
7. States should examine the total policy structure and process, including the roles of the governor, executive branch agencies, and the legislature, rather than focus exclusively on the formal postsecondary structure.⁸

Some of the concerns behind restructuring efforts in the 1990s are not new. They reflect perennial concerns over such issues as institutional autonomy and political power. However, according to McGuinness, some new forces also have been at work during the last decade, including:

1. Changes in state government leadership (governors, legislators, and higher education policymakers);
2. An apparent weakening consensus about the basic purposes of postsecondary education;
3. Growing political involvement in state coordination and governance;
4. An increase in legislative mandates in areas traditionally handled by state postsecondary education boards and institutions;
5. A gap between external and internal definitions of quality and expectations for quality assurance;
6. A trend toward boards dominated by representatives of internal constituencies and a decline in lay membership;
7. The impact of an increasingly market-driven, technology intensive postsecondary education system; and
8. State postsecondary education structures which are ill-equipped to address increasingly important cross-

cutting issues, such as transfer and articulation between two- and four-year institutions and collaboration among the elementary, secondary, and postsecondary sectors.⁹

According to McGuinness, "The real issue in reorganization is, in some respects, not higher education at all, but the broader shifts in political and economic power within a state."¹⁰ Some higher education concerns are unique to a particular state, while other problems and issues are universal and face all states. Richard T. Ingram, president of the Association of Governing Boards of Universities and Colleges, observes, "Higher education programs will be at the center of [federal budget] debates. . . . Higher education also will be a critical item on the agenda of most state governors and legislators over the next several years. While the recovery of the economy will relieve some of the budgetary pressure most public colleges and universities have felt through the early 1990s, the ample concerns of these institutions will ensure that funding and productivity in higher education will remain hot topics."¹¹ In addition, in the 21st century, emerging technology and distance education options are transforming higher education. In this environment, it is important that policymakers, higher education administrators, the media, and the public understand the choices that the 50 states have made in governing and coordinating institutions of higher education.

Trends in Governance, Accountability Measures, and Finances

Between 1950 and 1970, 47 states established either coordinating or governing boards for public higher education.¹² In the last few years, another wave of changes in governance has begun. In 1999, Kansas legislators centralized their governance structure and created a new Board of Regents to coordinate both public and private higher education and to govern all six public universities, 19 community colleges (though local governing boards are retained for the community colleges), five technical colleges, six technical schools, and a municipal university. Louisiana voters amended their constitution in 1998 to create a new 17-member board to oversee a system of 50 community colleges and trade schools. By contrast, Illinois decentralized and abolished its Board of Governors and Board of Regents in 1995 and gave seven universities their own governing boards. In 2000, West Virginia abolished its State College System Board of Directors and the University System Board of Trustees, giving each institution its own governing board, but the legislature also created a new Higher Education Policy Commission. The South Carolina General Assembly changed the composition of its Commission on Higher Education by requiring that some of its 14 members come

from public university boards of trustees. Six other states have made changes over the last decade — Kentucky, Maryland, Massachusetts, Nebraska, New Jersey, and Texas — and Colorado, Florida, Hawaii, and Tennessee also are contemplating changes to their governance systems.

At the same time, there is a new drive toward accountability in higher education. Governors have started demanding more accountability from public colleges and universities, and state legislators are linking additional money in higher education to "important state goals," says Earl S. Mackey, vice chancellor for external relations of the Ohio Board of Regents. The lawmakers want assurances that colleges will be accountable to the public, he says. About 5 percent of the Ohio system's budget is used to reward institutions for keeping tuition low, obtaining outside support for economically important research, and producing skilled graduates in a timely manner.¹³

At least 10 other states have implemented new accountability measures. Some states — such as Kansas, New Jersey, and New Mexico — began linking only a small share of their higher education appropriations to performance. Others, such as Colorado's Commission on Higher Education, will base at least 75 percent of its annual recommendations for *new* money for colleges on institutions' performance on such factors as graduation rates, class sizes, and faculty productivity.¹⁴ South Carolina's Commission on Higher Education is in the process of implementing a system to distribute 100 percent of its money based on 37 performance indicators in nine areas, including instructional quality, quality of faculty, administrative efficiency, graduates' achievements, and institutional cooperation and collaboration.¹⁵ Arkansas, California, Hawaii, Louisiana, and Virginia also have implemented new accountability measures.

The drive toward accountability also showed up in a poll of 35 governors by the Education Commission of the States. "All of the governors believed colleges should be more accountable for meeting local, state, and regional needs, and nearly all thought that it was important for states to link spending on colleges to the institutions' performance; to put more emphasis on faculty productivity; to give students incentives to pursue particular careers; and to reorganize the sectors of education into a seamless system covering kindergarten through the first two years of college."¹⁶ The good news for public higher education is that only elementary and secondary education were given a higher priority than higher education when governors were asked where more state money should go. The priorities of governors are verified by recent figures compiled by the National Conference of State Legislatures, which show public elementary and secondary education was the only sector that outpaced higher education in the growth of its state support in fiscal year 2000. Higher education's slice of state budget pies — its share of aggregate general fund appropriations — dropped from 13.7 percent in fiscal year 1986 to 12.3

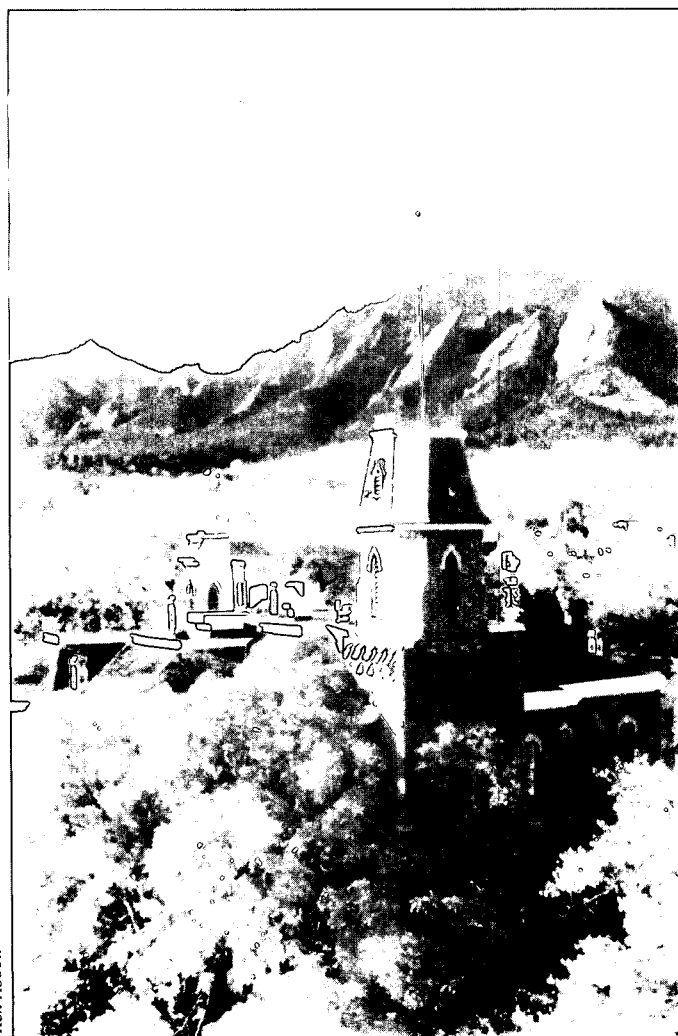
percent in fiscal 1996.¹⁷ However in subsequent years, most legislatures appropriated funds to public colleges and universities at a rate significantly ahead of inflation rates.¹⁸ In fiscal year 2000, nine states included double-digit percentage increases for higher education — Florida, Maine, Maryland, Mississippi, Montana, Nebraska, South Carolina, Texas, and Virginia.¹⁹

This cause for optimism among state higher education officials is tempered, however, by the predictions of the late Harold A. Hovey, who served as president of State Policy Research and as the top budget officer in Illinois and Ohio. Hovey estimates that 40 states will have deficits by 2008 if current economic assumptions hold. Hovey describes higher education as “a balance wheel in state finance,” which means it receives higher-than-average appropriations when times are good (as in the late 1990s) and lower-than-average appropriations when times are bad (as in the late 1980s and early 1990s). Consequently, if predictions of state deficits come to pass, the outlook for higher education is not very good, says Hovey.²⁰

This report is the second report in a four-part series by the North Carolina Center for Public Policy Research that examines key issues in the governance of higher education. The first report, *Reorganizing Higher Education in North Carolina: What History Tells Us About Our Future*, is a historical review of the N.C. General Assembly’s decision in 1971 to restructure North Carolina’s public university system. That report was released in June 1999. The third report will analyze the powers of the UNC Board of Governors and the system of election of the Board by the North Carolina legislature compared to the process of selection used by other states. The fourth report will examine how well the University of North Carolina governance system has fulfilled its multiple missions under the guidance of the UNC Board of Governors since its establishment in 1972.

This report does not make recommendations nor does it draw causal inferences. Rather, the information presented is intended to highlight various facts, statistics, and statutes relevant to higher education across the country in order to provide a broad perspective and basis of comparison. We hope it serves as a resource for policymakers, people in higher education, the media, and the public for years to come.

Old Main at the University of Colorado at Boulder



Ken Abbott

Footnotes

¹ In February 2000, the University of North Carolina Board of Governors approved tuition increases at five of the system’s 16 universities. Likewise, in March 2000, they approved fee increases at these same schools. Thus, while North Carolina’s average cost of tuition and fees will increase, its ranking will still be one of the lowest in the country.

² In 1999, the University of North Carolina Board of Governors, at the request of the N.C. General Assembly, commissioned a private consultant to study faculty salaries. The consultant, MGT Inc., compared average salaries and benefits on UNC campuses for four professorial ranks, from instructors to full professors, with their respective peer institutions across the country. Using public universities as the comparison, the study concluded that UNC system schools need an extra \$28.3 million each year to raise average salaries into the top 20 percent range. But comparing UNC schools with both their public and private peer institutions added an additional \$13.8 million to the figure.

³ Constitution of North Carolina, Article IX, Section 9.

⁴ In March 2000, the West Virginia Legislature passed a bill affecting the current governance structure of higher education in the state. Effective June 30, 2000, both the State College System Board of Directors and the University System Board of Trustees are abolished. A Higher Education Policy Commission will be created in July 2000 for policy development and other statewide issues. The Policy Commission is to employ a Chancellor, Vice Chancellor for Health Sciences, Vice Chancellor for Administration, and Vice Chancellor for Community and Technical Colleges and Workforce Education. During the transition year of July 1, 2000 to June 30, 2001,

a statewide interim governing board is the governing board for public higher education. Each institution in the state will have its own governing board which will assume governance authority on July 1, 2001.

⁵ *Miles To Go: A Report on Black Students and Postsecondary Education in the South*, Southern Education Foundation, Atlanta, GA: 1998, p. 23.

⁶ Aims C. McGuinness Jr., "Essay," *1997 Postsecondary Education Structures Sourcebook: State Coordinating and Governing Boards*, Education Commission of the States, Denver, CO: 1997, pp. 31-33.

⁷ *Ibid.* at p. 33.

⁸ *Ibid.* at pp. 40-41.

⁹ *Ibid.* at pp. 34-39.

¹⁰ Aims McGuinness Jr., as quoted by Barbara Solow in *Reorganizing Higher Education Governance: What History Tells Us About Our Future*, North Carolina Center for Public Policy Research, Raleigh, NC: 1999, p. 3.

¹¹ Richard T. Ingram, "Introduction," *Ten Public Policy Issues for Higher Education in 1997 and 1998*, AGB Public Policy Paper Series No. 97-1, Association of Governing Boards of Universities and Colleges, Washington, DC: 1997, p. 3.

¹² Education Commission of the States, *1997 State Postsecondary Education Structures Handbook*, Denver, CO: Education Commis-

sion of the States, 1997, p. 20.

¹³ As quoted in Peter Schmidt, "States Make Healthy Increases in Spending on Higher Education," *The Chronicle of Higher Education*, Washington, DC: June 25, 1999, p. A39.

¹⁴ Sara Hebel, "A New Governor's Approach Rankles Colleges in Colorado," *The Chronicle of Higher Education*, Washington, DC: October 29, 1999, p. A44.

¹⁵ Peter Schmidt, "Rancor and Confusion Greet a Change in South Carolina's Budgeting System," *The Chronicle of Higher Education*, Washington, DC: April 4, 1997, p. A26.

¹⁶ Peter Schmidt, "Governors Want Fundamental Changes in Colleges, Question Place of Tenure," *The Chronicle of Higher Education*, Washington, DC: June 19, 1998, p. A38.

¹⁷ Peter Schmidt, "More Money for Public Higher Education," *The Chronicle of Higher Education*, Washington, DC: June 12, 1998, p. A30.

¹⁸ Schmidt, note 13 above, p. A39.

¹⁹ "State Budget Actions 1999," National Conference of State Legislatures, Denver, CO: March 2000, pp. 22-23.

²⁰ "What's Ahead for Higher Ed?," *State Policy Reports*, Vol. 17, Issue 6 (September 1999), Denver, CO, p. 22. State Policy Research prepared *State Spending for Higher Education in the Next Decade: The Battle to Sustain Current Support* for the National Center for Public Policy and Higher Education in San Jose, California.

Methodology

This report is the second in a series of reports published by the North Carolina Center for Public Policy Research studying key issues in higher education governance in North Carolina and in the United States. The first report, *Reorganizing Higher Education in North Carolina: What History Tells Us About Our Future*, by Barbara Solow, is an historical review of the 1971 legislative decision to restructure higher education in the state. This second report, *Governance and Coordination of Public Higher Education in All 50 States*, provides an overview of state higher education systems and structures, the types of boards that make up those structures, and the language which lawmakers have used to convey the powers and responsibilities of the central higher education boards. The third report will be an analysis of the powers of the UNC Board of Governors and the strengths and weaknesses of the North Carolina statute and of the system of election of Board members by the North Carolina General Assembly. The fourth report will be an examination of the performance of the UNC Board of Governors since its establishment by the legislature in 1971.

Since one of the principal goals of this second report was to chart the language legislators utilize to grant powers and responsibilities to central higher education boards, the first step in compiling this report was to spend days in the law library finding the relevant higher education sections of the statutes of the 50 states. This research was conducted by attorneys Susan Giamporone and Carolyn Waller and Center intern Demetrious Worley. The portions reproduced and examined most

closely by the authors are the principal sections of each state's statutes dealing with the establishment and powers of the central state higher education board(s). A list of the principal statutory sections consulted appears in the Bibliography. The authors read each state statute and compiled a list of central state-level higher education boards and powers granted in the statutes.

To gain a better understanding of each state's higher education structure and the way in which the various state- and institution-level component boards of those structures work together, the authors consulted The Education Commission of the States' 1997 *State Post-secondary Education Structures Sourcebook*. Ultimately, the basic vocabulary for this report was based on that of the *Sourcebook* and the comprehensive and informative work of Aims C. McGuinness Jr. at the National Council for Higher Education Management Systems.

The Internet proved an invaluable tool both in conducting research on this topic generally and in learning about the central state-level boards profiled in this report in particular. Virtually every higher education board has an official website full of information about members of the board, board meetings (often including the text of meeting minutes), constituent institutions, etc.

Many other reports, studies, and articles were consulted, including works published by the Association of Governing Boards of Universities and Colleges, *The Chronicle of Higher Education*, and the National Association for Equal Opportunity in Higher Education. Previous reports and articles by the North Carolina Center

for Public Policy Research also provided building blocks for this report. These and other helpful sources of information on higher education governance are listed in the Bibliography.

Throughout the process, the authors interviewed and consulted people involved in higher education governance across the country. They provided insight and perspective, and their time and efforts are greatly appreciated.

A first draft version of this report was sent to more than 100 reviewers in all 50 states in December 1998 for their comments. Among these reviewers were Center Board members, authorities whose work was cited in the text of the report, persons interviewed by the authors, state legislators and other policymakers, and leaders of universities and higher education boards. A second draft

version was sent to 65 reviewers in 25 states in February 2000. Each memorandum invited review comments and accompanied a copy of the draft report. These review memos are reprinted in Appendix B. This was a particularly important step in that it gave higher education boards and staff in all 50 states the opportunity to point out any inaccuracies or places where statutory language does not fully convey actual practice in exercise of those duties. The comments and criticisms of all reviewers were carefully considered and often incorporated into the final report.

We hope that the information in this report will be of value to citizens, the media, legislators and other policymakers, and those who give their time and talent to higher education in North Carolina and across the United States.

Bibliography

Principal Sources

Statutes

The following is a list of the principal education or postsecondary education statutory sections consulted in the compilation of this report and Appendix A:

Alabama	§§ 16-5-1-16-5-14
Alaska	§§ 14.40.120-14.42.055
Arizona	§§ 15-1621-15-1626
Arkansas	§§ 6-61-201-6-61-218
California	§§ 66900-66915, 66940, 67002
Colorado	§§ 23-1-101-23-1-113.5
Connecticut	§§ 10a-1-10a-26
Delaware	§§ 8101-8115
District of Columbia	§§ 31-1501-31-1577
Florida	§§ 240.145-240.213
Georgia	§§ 20-3-1-20-3-60
Hawaii	§§ 304-1-305H-2
Idaho	§§ 33-101-33-2816
Illinois	§§ 205/0.01-205/9.23, 605/1-605/8
Indiana	§§ 20-12-0.5-1-20-12-12.5
Iowa	§§ 262.1-262.9
Kansas	§§ 74-3201-76-722
Kentucky	§§ 164.001-164A.575
Louisiana	§§ 3121-3130
Maine	§§ 10901-10908
Maryland	§§ 11-101-11-202
Massachusetts	§§ 15A.1-15A.40

Michigan	§§ 390.1-390.20
Minnesota	§§ 136A.01-136A.87
Mississippi	§§ 37-101-1-37-101-23
Missouri	§§ 173.005-173.730
Montana	§§ 20-25-301-20-25-312
Nebraska	§§ 85-1401-85-1427
Nevada	§§ 396.005-396.384
New Hampshire	§§ 188-D:1-188-D:9-b
New Jersey	§§ 18A:3B-1-18A:3B-36
New Mexico	§§ 21-1-24-21-1-36
New York	§§ 201-238
North Carolina	§§ 116-1-116-198.35
North Dakota	§§ 15-10-01-15-10-36
Ohio	§§ 3333.01-3333.39
Oklahoma	§§ 3201-3206
Oregon	§§ 348.705-348.990, 351.010-351.073
Pennsylvania	§§ 20-2004-A-20-2007-A
Puerto Rico	§§ 40-601-40A-621c
Rhode Island	§§ 16-59.1-16-59.24
South Carolina	§§ 59-103-5-59-104-230
South Dakota	§§ 13-49-1-13-49-21
Tennessee	§§ 49-7-201-49-7-211
Texas	§§ 61.001-61.076
Utah	§§ 53B-1-101-53B-1-108, 53B-2-106
Vermont	§§ 2171-2283
Virginia	§§ 23-9.3-23-9.14
Washington	§§ 28B.80.280-28B.80.430
West Virginia	§§ 18B-2.1-18B-2-8
Wisconsin	§§ 36.01-36.13
Wyoming	§§ 21-16-601-21-17-306

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APPENDIX A

**A Brief
Description of
Each State's Central
Higher Education Board**

ALABAMA

ALABAMA COMMISSION ON HIGHER
EDUCATION
100 North Union Street
Seventh Floor
Montgomery, AL 36130

"... analyze and evaluate on a continuing basis the present and future needs for instruction, research and public service in the state..." §16-5-5

Phone: 334-242-1998
Fax: 334-242-0268
Internet: www.ache.state.al.us
E-mail: hhector@ache.state.al.us

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions	Community Colleges X	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	12	9 yrs	12		10		2		12		
Ex-Officio											
Student											
Other											
Total	12		12		10*		2*		12		

**With advice and consent of the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
At least every 3 months.	1) Missing 3 consecutive regular meetings for reasons other than personal or family illness 2) Reaching age 70		X	

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

One member is appointed from each congressional district, and no more than two of the 12 members may be from the same district. New appointments are to be made so that the total membership of the commission is broadly representative of the total population of the state. No member shall serve past June 30th following his seventieth birthday.

ALASKA

UNIVERSITY OF ALASKA
 BOARD OF REGENTS
 202 Butrovich Building
 Fairbanks, AK 99775-5560

"... the state's comprehensive public postsecondary system of community colleges and universities accessible and responsive to the needs of Alaska and Alaskans. Through its campuses and extension programs, the University of Alaska System strives for excellence in instruction, research, and public service."

Chair: Michael J. Burns
 Phone: (907) 474-7908
 Fax: (907) 474-6342
 Internet: www.alaska.edu/bor/
 E-mail: sybor@alaska.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges X	Other

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non-Voting	APPOINTED BY:			REPRESENT:			
					Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	10	8 yrs	10		10				10		
Ex-Officio											
Student	1	2 yrs	1		1				1		
Other											
Total	11		11		11				11		

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
6	Resignation or term expiration	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

ARIZONA

ARIZONA BOARD OF REGENTS
 2020 N. Central Avenue
 Suite 230
 Phoenix, AZ 85004-4593

President: Ms. Judy Gignac
 Phone: 602-229-2500
 Fax: 602-229-2555
 Internet: www.abor.asu.edu
 E-mail: thrash@www.abor.asu.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD				SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board	X	Public Institutions	Private Institutions	Community Colleges	Other
			X				

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	8	8 yrs	8		8				8		
Ex-Officio	2		2					2	2		
Student	1	1 yr	1		1				1		
Other											
Total	11		11		9			2	11		

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
	The Governor may remove the student member for cause.		X	

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

ARKANSAS

ARKANSAS HIGHER EDUCATION
 COORDINATING BOARD
 1310 Linden Street
 Pine Bluff, AR 71602

"... to promote a coordinated system of higher education in Arkansas and to assure an orderly and effective development of each of the publicly supported institutions of higher education..."

§6-61-202(A)

Chair: Dr. Clifton Roaf
 Phone: 501-371-2000
 Fax: 501-371-2001
 Internet: www.adhe.arknet.edu

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board	Public Institutions	Private Institutions	Community Colleges	Other
	X		X	X	X	X*

**Includes proprietary and vocational-technical institutions.*

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	12	6 yrs	12		12				6	6	
Ex-Officio											
Student											
Other											
Total	12		12		12				6	6	

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC

At least one during each calendar quarter.

X*

**The board's executive officer serves at the pleasure of the Governor.*

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

No more than four members shall be appointed from any one congressional district. No more than two members at any one time shall be graduates of an undergraduate program of any one state university or college.

CALIFORNIA

CALIFORNIA POSTSECONDARY EDUCATION
COMMISSION
1303 J Street
Suite 500
Sacramento, CA 95814

Phone: 916-445-7933
Fax: 916-327-4417
Internet: www.cpec.ca.gov

"... to assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs through planning and coordination." §66900

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — ADVISORY

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions X	Community Colleges	Other X

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non- Voting	APPOINTED BY:			REPRESENT:			
					Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	15	6 yrs	15		4	6	5		9	6	
Ex-Officio											
Student	2	2 yrs	2		2				2		
Other											
Total	17		17		6		11		11	6	

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
Shall meet as often as is deemed necessary.	Missing more than 1/3 of the year's meetings forfeits a member's office.			X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

The appointing authorities shall confer to assure that their combined appointments include adequate representation on the basis of sex and on the basis of the significant racial, ethnic and economic groups in the state. A student member shall not be appointed from the same segment as the outgoing student member nor from the same segment as the other sitting student member.

COLORADO

COLORADO COMMISSION ON HIGHER EDUCATION
1300 Broadway, Second Floor
Denver, CO 80203

Director: Tim Foster
Phone: 303-866-2723
Internet: www.state.co.us/cche_dir/heccche.html
E-mail: CCHE@state.co.us

“... to maximize opportunities for postsecondary education...; to avoid and to eliminate needless duplication of facilities and programs...; to achieve simplicity of state administrative procedures...; to effect the best utilization of available resources...; to accommodate state priorities and the needs of individual students...; and to continue to recognize the constitutional and statutory responsibilities of duly constituted governing boards of state-supported institutions of higher education...”

§23-1-101

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD	SCOPE					
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board	Public Institutions	Private Institutions	Community Colleges	Other
	X		X	X*	X	X

**Under §23-2-104, the Commission is responsible for the authorization of private institutions.*

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	9	4 yrs	9		9*				9		
Ex-Officio											
Student											
Other											
Total	9		9		9				9		

**With consent of the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
Not less than once a month.	Missing more than 2 consecutive meetings without good cause ends a member's term.	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

No more than five members shall be of any one political party. Appointments of unaffiliated members are counted as appointments from the governor's political party. In appointing members, the governor shall consider geographic representation. At least one member shall be from each congressional district, and at least one shall reside west of the continental divide.

CONNECTICUT

BOARD OF GOVERNORS FOR HIGHER EDUCATION
 Department of Higher Education
 61 Woodland Street
 Hartford, CT 06105-2391

"... to promote a postsecondary system of distinctive strengths which, through overall coordination and focused investment, assures state citizens access to high quality educational opportunities, responsiveness to individual and State needs, and efficiency and effectiveness in the use of resources."

Chair: Albert Vertefeuille
 Phone: 860-947-1800
 Fax: 860-947-1310
 Internet: www.ctdhe.commnet.edu/dheweb/dhe1.htm
 E-mail: dhewebmaster@commnet.edu

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions X*	Community Colleges X	Other X

**Has licensure and accreditation authority over private institutions.*

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	11	4 yrs	11		7*	4			11		
Ex-Officio											
Student											
Other											
Total	11		11		7	4			1		

**With advice and consent of the state general assembly.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
10 annually		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

The Board shall reflect the state's geographic, racial, and ethnic diversity.

DELAWARE

DELAWARE HIGHER EDUCATION COMMISSION
 Carvel State Office Building
 820 North French Street
 Wilmington, DE 19801

*"... to encourage the attainment and maintenance
 of sufficient facilities to serve the higher education
 needs of the people."* §8101

Phone: 302-577-3240
 800-292-7935
 Fax: 302-577-6765
 Internet: www.doe.state.de.us/high-ed
 E-mail: mlaffey@state.de.us

STATE HIGHER EDUCATION STRUCTURE: PLANNING AGENCY

THIS BOARD				SCOPE			
Planning Agency X	Coordinating Board Advisory	Consolidated Governing Board	Public Institutions X	Private Institutions X	Community Colleges X	Other X	

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non- Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	10	3 yrs	10		10				10		
Ex-Officio	11	3 yrs	11		11				11		
Student											
Other											
Total	21		21		21				21		

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
Three per year.	No formal removal process. Members serve at the pleasure of the Governor.		X	

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Executive Order #97, September 18, 1991, Governor Michael N. Castle

FLORIDA

FLORIDA STATE BOARD OF REGENTS
325 W. Gaines St.
Tallahassee, FL 32399-1950

“The Florida Board of Regents is primarily responsible for adopting systemwide rules to implement provisions of law conferring duties upon it; planning for the future needs of the State University System; planning the programmatic, financial and physical development of the system; reviewing and evaluating the instructional, research, and service programs at universities; coordinating program development among the universities; and monitoring the fiscal performance of the universities.”

Chancellor: Adam W. Herbert, Jr.
Phone: 850-201-7100
Fax: 850-201-7105
Internet: www.borfl.org/
E-mail: herberta@borfl.org

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	12	6 yrs	12		12*					12	
Ex-Officio	1		1					1			
Student	1	1 yr	1		1						
Other											
Total	14		14		13			1		12	

**Subject to approval by three members of the cabinet and confirmation by the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
5-6 per year	Members may be removed for cause at any time upon the concurrence of a majority of the members of the State Board of Education	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

No member shall be selected from any county to serve with any other member from the same county, except that not more than two members may be selected from a county which has a population in excess of 900,000, and with the exceptions of the student member, who shall be selected at large, and the Commissioner of Education.

GEORGIA

BOARD OF REGENTS OF THE UNIVERSITY
SYSTEM OF GEORGIA
270 Washington Street, SW
Atlanta, GA 30334

"... establishes clear policies and review procedures to promote the continuing improvement of every unit and of the System as a coordinated whole, that encourages initiative and innovation throughout the System, that requires full accountability from all, and that insures responsible stewardship."

Phone: 404-656-2250
Fax: 404-657-4130
Internet: www.peachnet.edu/admin/regents

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD				SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X		Public Institutions X	Private Institutions	Community Colleges X	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	16	7 yrs	16		16*				16		
Ex-Officio											
Student											
Other											
Total	16		16		16				16		

* Confirmed by the state senate.

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
10-12 per year	Member's office is declared vacant if he or she fails to attend three consecutive meetings or misses two consecutive meetings without furnishing a written excuse.		X	

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

The Board is composed of five members from the state at large and one member from each of the state's congressional districts.

HAWAII

THE BOARD OF REGENTS OF THE
UNIVERSITY OF HAWAII
2444 Dole Street
Honolulu, HI 96822

*"The affairs of the university shall be under the
general management and control of the board of
regents..."* §304-3

Chair: Donald Kim
Phone: 808-956-8111
Internet: www.hawaii.edu/admin/bor
E-mail: bor@hawaii.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	11	4 yrs	11		11				11		
Ex-Officio											
Student											
Other											
Total	11		11		11				11		

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
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Not less often than ten times annually. X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

IDAHO

STATE BOARD OF EDUCATION AND
 BOARD OF REGENTS, UNIVERSITY OF IDAHO
 PO Box 83720
 Boise, ID 83720-0037

*“[f]or the general supervision, governance and
 control of all state educational institutions...”*
 §33-101

President: Dr. Thomas Dillon
 Phone: 208-334-2270
 Fax: 208-334-2632
 Internet: www.sde.state.id.us/osbe/board.htm
 E-mail: board@osbe.state.id.us

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board	Public Institutions	Private Institutions	Community Colleges	Other
		X	X		X	X

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	7	5 yrs	7		7*				7		
Ex-Officio	1		1					1	1		
Student											
Other											
Total	8		8		7			1	8		

*With consent of the state senate.

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
No less than four annually.	Governor may remove any member who has been proved guilty of gross immorality, malfeasance in office, or incompetency.	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Appointment to the Board is to be made without reference to locality, occupation, party affiliation, or religion. Appointees must reside in the state at least three years prior to appointment.

ILLINOIS

ILLINOIS STATE BOARD OF HIGHER EDUCATION
 4 West Old Capitol Plaza
 Room 500
 Springfield, IL 62701

Director: Keith Sanders
 Phone: 217-782-2551
 Internet: www.ibhe.state.il.us

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD	SCOPE					
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions X	Community Colleges X	Other X

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	10	6 yrs	10		10*				10		
Ex-Officio	2		2					2	2		
Student	1	1 yr		1			1		1		
Other	2	1 yr			2					2	
Total	15				12		1	2	13	2	

**With the advice and consent of the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

No more than seven of the members appointed by the Governor, excluding the Chairman, shall be affiliated with the same political party.

INDIANA

COMMISSION FOR HIGHER EDUCATION
 101 West Ohio Street
 Suite 550
 Indianapolis, IN 46204

Chair: Stephen Ferguson
 Phone: 317-464-4400
 Internet: www.che.state.in.us

“(1) Plan and coordinate Indiana’s state supported system of postsecondary education. (2) Review appropriation requests for postsecondary education. (3) Make recommendations to the governor, state budget agency, or the general assembly concerning postsecondary education. (4) Perform other functions assigned by the governor or general assembly...” §20-15-0.5-3

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD				SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board		Public Institutions	Private Institutions	Community Colleges	Other
	X			X*			

**Per §20-15-0.5-11, the commission has no powers or authority relating to the management, operation, or financing of Ball State University, Indiana University, Indiana State University, Purdue University, Vincennes University, the Indiana Vocational Technical College, or any other state education institution except as expressly set forth in the statute.*

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	12	4 yrs	12		12				12		
Ex-Officio											
Student	1	1 yr	1		1				1		
Other	1	1 yr	1		1				1		
Total	14		14		14				14		

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Each congressional district shall be represented by at least one member who resides there.

IOWA

IOWA STATE BOARD OF REGENTS
 Old Historical Building
 East 12th and Grand Avenue
 Des Moines, IA 50319

Director: Frank J. Stork
 Phone: 515-281-3934
 Internet: www.state.ia.us/educate/regents

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X*	Private Institutions	Community Colleges	Other

*Includes the Iowa braille and sight-saving school, the state school for the deaf, the state hospital school, and the Oakdale campus. §262.7

MEMBERSHIP OF THE BOARD

	#	Term	APPOINTED BY:					REPRESENT:			
			Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	8	6 yrs	8		8*					8	
Ex-Officio											
Student	1		1		1					1	
Other											
Total	9		9		9					9	

*Confirmed by the state senate.

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
Four per year.	Malfeasance in office or any cause which would render a member ineligible, incapable, or unfit.		X	

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Not more than five members shall be of the same political party.

KANSAS

STATE BOARD OF REGENTS
 700 S.W. Harrison Street
 Suite 1410
 Topeka, KS 66603

Phone: 785-296-3421
 Fax: 785-296-0983
 Internet: www.ukans.edu/~kbor
 E-mail: Barb@kbor.state.ks.us

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD				SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X		Public Institutions X	Private Institutions	Community Colleges X	Other

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non-Voting	APPOINTED BY:			REPRESENT:			
					Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	9	4 yrs	9		9*				9		
Ex-Officio											
Student											
Other											
Total	9		9		9				9		

*Confirmed by the state senate.

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
Shall meet quarterly.		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

No more than five members of the Board may be members of the same political party. All Board members shall be selected from among the members of the two political parties casting the highest and second-highest number of votes respectively for secretary of state at the last preceding general election at which a secretary of state was elected.

KENTUCKY

COUNCIL ON POSTSECONDARY EDUCATION
 1024 Capital Center Drive
 Suite 320
 Frankfort, KY 40601

President: Gordon K. Davies
 Phone: 502-573-1555
 Fax: 502-573-1537
 Internet: www.cpe.state.ky.us/cpe/cpe.htm
 E-mail: cpe@mail.state.ky.us

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

	THIS BOARD		SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions X*	Community Colleges X	Other X

**Private, independent colleges and universities licensed by the Council.*

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	13	6 yrs	13		13*					13	
Ex-Officio	1			1				1	1		
Student	1	1 yr	1		1				1		
Other	1	4 yrs	1		1				1		
Total	16		15	1	15			1	16		

**Confirmed by the state senate and house of representatives.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
Shall meet at least quarterly.	The Governor may remove members for cause.	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

On making appointments, the Governor shall assure broad geographical and political representation; assure equal representation of the two sexes, inasmuch as possible; assure no less than proportional representation of the two leading political parties based on the state's voter registration; and assure that appointments reflect the state's minority racial composition. No more than two members may hold an undergraduate degree from any one Kentucky university, and no more than three voting members shall reside in any one judicial district.

LOUISIANA

BOARD OF REGENTS
 150 Third Street
 Suite 129
 Baton Rouge, LA 70801-1389

Chair: Harold Callais
 Phone: 504-342-4253
 Fax: 504-342-6926, 504-342-9318
 Internet: webserv.regents.state.la.us
 E-mail: simoneaux@regents.state.la.us

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD				SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board		Public Institutions	Private Institutions	Community Colleges	Other
	X			X			

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	15	6 yrs	15		15*				15		
Ex-Officio											
Student	1	1 yr	1			1			1		
Other											
Total	16		16		15	1			16		

**With consent of the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
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On or before the second Monday in January and at other times fixed by the Board. Must also meet at least twice a year with the State Board of Elementary and Secondary Education.

X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

At least one, but no more than two members shall be residents of each congressional district.

MAINE

BOARD OF TRUSTEES OF THE UNIVERSITY OF
 MAINE SYSTEM
 107 Maine Avenue
 Bangor, ME 04401-1805

"To recognize higher education as an organized program of instruction, research and service... To develop, maintain and support a structure of public higher education in the state which will assure the most cohesive system possible for planning, action and service..." §10902(1), (3)

Phone: 207-973-3200
 Fax: 207-973-3296
 Internet: maine.edu/~marycall/bot.html
 E-mail: web@saturn.caps.maine.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board	Public Institutions	Private Institutions	Community Colleges	Other
		X	X			

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non- Voting	APPOINTED BY:			REPRESENT:			
					Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	15	5 yrs	15		15				15		
Ex-Officio	1							1	1		
Student											
Other											
Total	16		15		15			1	16		

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
				X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

MARYLAND

HIGHER EDUCATION COMMISSION
16 Francis Street
Annapolis, MD 21401

"...to provide leadership, vision, balance, coordination, and advocacy for the State's diverse and high quality array of postsecondary educational institutions and to achieve institutional excellence and accessibility for all Maryland citizens."

Chair: Edward O. Clarke, Jr.
Phone: 410-974-3973
Internet: www.mhec.state.md.us
E-mail: webmgr@mhec.state.md.us

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions	Community Colleges X	Other

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non- Voting	APPOINTED BY:			REPRESENT:			
					Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	11	5 yrs	11		11*				11		
Ex-Officio											
Student	1			1				1	1		
Other											
Total	12		11	1	11			1	12		

* With the advice and consent of the state senate.

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
			X*	

Shall meet regularly at such times
and places as it determines.

*The executive officer serves at the pleasure of the Commission. §11-104(a)(2)(I), (b)(1)(iv)

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

In making appointments, the Governor shall consider representation from all parts of the state.

MASSACHUSETTS

BOARD OF HIGHER EDUCATION
 One Ashburton Place
 Room 1401
 Boston, MA 02108-1696

“... to provide, foster and support institutions of public higher education that are of the highest quality, responsive to the academic, technical and economic needs of the Commonwealth and its citizens, and accountable to its citizens through lay boards in the form of the board of higher education and the boards of trustees of each of the system’s institutions.” Chapter 15A, §1

Chair: James F. Carlin
 Phone: 617-727-7785
 Fax: 617-727-6397
 Internet: www.mass.edu
 E-mail: bhe@bhe.mass.edu

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

	THIS BOARD		SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X*	Consolidated Governing Board	Public Institutions X	Private Institutions	Community Colleges X	Other

*The Board of Higher Education also acts as a consolidated governing board with respect to public state colleges, excluding the University of Massachusetts.

MEMBERSHIP OF THE BOARD

	#	Term	APPOINTED BY:						REPRESENT:		
			Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	10	5 yrs	10		10					10	
Ex-Officio	1			1					1		
Student	1	1 yr	1		1					1	
Other											
Total	12		11	1	11				1	11	

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
Six times per year, at least once every two months, omitting meetings in July and August.	A member ceases to be a member if he or she is absent from five regularly scheduled meetings during any calendar year or if he or she ceases to be qualified for appointment.	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

The membership is to reflect regional geographic representation. At least one member shall be a representative of organized labor, and at least one shall be a representative of the business community.

MICHIGAN

STATE BOARD OF EDUCATION
608 West Allegan
Lansing, MI 48933

"The board serves as the general planning and coordinating body for all public education, including higher education." §388.1009

Phone: 517-373-3900
Internet: www.mde.state.mi.us

STATE HIGHER EDUCATION STRUCTURE: PLANNING AGENCY

THIS BOARD			SCOPE			
Planning Agency X	Coordinating Board Advisory Regulatory	Consolidated Governing Board	Public Institutions X	Private Institutions	Community Colleges X	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	8	8 yrs	8				8*		8		
Ex-Officio	2			2				2	2		
Student											
Other											
Total	10		8	2			8	2	10		

*Elected by the public.

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

MINNESOTA

MINNESOTA STATE SYSTEM
 BOARD OF TRUSTEES
 500 World Trade Center
 East 7th Street
 Saint Paul, MN 55101

"... provides accessible high quality, future-oriented education and community service through technical, pre-baccalaureate, baccalaureate, master's, occupational and 30 continuing education programs."

Chair: Michael Vekich
 Phone: (651) 296-8012
 Internet: www.mnscu.edu/Board/BoardOfTrustees.html
 E-mail: darla.senn@so.mnscu.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges	Other

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non- Voting	APPOINTED BY:			REPRESENT:				
					Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other	
Member	12	6 yrs	12		12*						12	
Ex-Officio												
Student	3	2 yrs	3		3*						3	
Other												
Total	15		15		15						3	12

**With the advice and consent of the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

At least one member of the board must be a resident of each congressional district. Three members must be students who are enrolled at least half time in a degree, diploma, or certificate program or have graduated from an institution governed by the board within one year of the date of appointment. The student members shall include: one member from a community college, one member from a state university, and one member from a technical college.

MINNESOTA

UNIVERSITY OF MINNESOTA
 BOARD OF REGENTS
 University Gateway
 200 Oak Street SE
 Minneapolis, MN 55455-2020

Chair: Patricia Spence
 Phone: 612-625-6300
 Fax: 612-624-3318
 Internet: www1.umn.edu/regents/index.html
 E-mail: cieslak@mailbox.mail.umn.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD		SCOPE				
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges	Other

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non- Voting	APPOINTED BY:				REPRESENT:		
					Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	11	6 yrs	11			11				3	8
Ex-Officio	1			1				1			
Student	1		1			1				1	
Other											
Total	13		12	1		12		1		4	8

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
Ten			X	

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

One member of the board of regents of the university shall be a person who at the time of election to the board is a student who is enrolled in a degree program at the university. §137.02

At least one member of the board of regents of the university shall be a resident of each congressional district. §137.024

MISSISSIPPI

BOARD OF TRUSTEES OF STATE INSTITUTIONS
OF HIGHER LEARNING
3825 Ridgewood Road
Jackson, MS 39211

President: Dr. Cassie Pennington
Phone: 601-982-6295
Fax: 601-364-2800
Internet: www.ihl.state.ms.us

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD				SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X		Public Institutions X	Private Institutions	Community Colleges	Other

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non- Voting	APPOINTED BY:				REPRESENT:			
					Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other	
Member	12	12 yrs	12		12*					12		
Ex-Officio												
Student												
Other												
Total	12		12		12					12		

**With the consent of the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC

Two regular meetings annually,
one in June and one in January.

X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

One member must be from each congressional district, one from each supreme court district, and two from the state at large. Members must be at least 25 years old.

MISSOURI

COORDINATING BOARD FOR HIGHER
EDUCATION
515 Amazonas Drive
Jefferson City, MO 65109-5717

*"...to promote academic quality, to ensure the
efficient use of resources, and to provide financial
access to the system of higher education."*

Chair: Dr. B. Ray Henry
Phone: 573-751-2361
Fax: 573-751-6635
Internet: www.mocbhe.gov
E-mail: webmaster@dp.mocbhe.gov

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions X	Community Colleges X	Other X

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	9	6 yrs	9		9*				9		
Ex-Officio											
Student											
Other											
Total	9		9		9				9		

**With consent of the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
			X	

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Not more than five of the members may be of the same political party.

MONTANA

BOARD OF REGENTS OF HIGHER EDUCATION
 2916 Joan Lane
 Billings, MT 59102

"[a]ll units are bound together for the common purpose of serving the citizens of Montana. ... [t]he Board of Regents is committed to providing reasonable access without unnecessary duplication of programs."

Chair: Patrick Davison
 Phone: 406-248-1700
 Fax: 406-238-1723
 Internet: www.montana.edu
 E-mail: rbond@oche.montana.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD				SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board	X	Public Institutions	Private Institutions	Community Colleges	Other
				X		X	

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non-Voting	APPOINTED BY:			REPRESENT:			
					Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	6	7 yrs	6		6				6		
Ex-Officio	3		3				3		3		
Student	1		1		1				1		
Other											
Total	10		10		7		3		0		

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
			X	

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

NEBRASKA

COORDINATING COMMISSION FOR
POSTSECONDARY EDUCATION
P. O. Box 95005
Lincoln, NE 68509-5005

"...to (1) develop an ongoing comprehensive statewide plan for the operation of an educationally and economically sound, vigorous, progressive, and coordinated system of postsecondary education, (2) identify and enact policies to meet the educational, research, and public service needs of the state, and (3) effect the best use of available resources through the elimination of unnecessary duplication of programs and facilities among Nebraska's public institutions."

§85-1404

Phone: 402-471-2847
Fax: 402-471-2886
Internet: www.nol.org/NEpostsecondaryed
E-mail: pmartin@ccpe.state.ne.us

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions	Community Colleges X	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	11	6 yrs	11		11*				11		
Ex-Officio											
Student											
Other											
Total	11		11		11				11		

**With approval of a majority of the state legislature.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
	May be removed for cause, but only after receiving a copy of the charges and a chance to be publicly heard.	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

One member is chosen from each of the six state supreme court judicial districts, and five are chosen on a statewide basis.

NEVADA

THE BOARD OF REGENTS OF THE UNIVERSITY AND
 COMMUNITY COLLEGE SYSTEM OF NEVADA
 2601 Enterprise Road
 Reno, NV 89512

Chair: Dr. Jill Derby
 Phone: 702-784-4958
 Internet: www.nevada.edu/bor.html
 E-mail: webmaster@nevada.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD				SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges X	Other X	

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non- Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	11	6 yrs	11				11*				11
Ex-Officio											
Student											
Other											
Total	11						11				11

**Elected by the public, by geographic district. §396.040*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
At least four regular meetings per year.			X	

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

NEW HAMPSHIRE

UNIVERSITY SYSTEM OF NEW HAMPSHIRE
 BOARD OF TRUSTEES
 Dunlap Center
 Durham, NH 03824-3563

Phone: 603-868-1800
 Fax: 603-868-3201
 Internet: usnh.unh.edu

“... to serve the higher educational needs of the people of New Hampshire... to assure the availability of appropriate higher educational opportunities to all New Hampshire people; seeks to enroll a diverse student population to enhance educational experiences; and provides programs and activities based on a commitment to excellence. Through its institutions, the University System engages in research which contributes to the welfare of humanity; and provides educational resources and professional expertise which benefit the state and its people, the region, and the nation.”

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	17	4 yrs	17		11		6		11	6	
Ex-Officio	8	4 yrs	8					8			
Student	2	1 yr	2				2			2	
Other											
Total	27		27		11		8	8	11	8	8

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
At least 5		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

NEW JERSEY

COMMISSION ON HIGHER EDUCATION
20 West State Street
P.O. Box 542
Trenton, NJ 08625-0542

"...to plan for, coordinate and serve as the principal advocate for an integrated system of higher education through diverse institutions whose broad scope of programs attract and prepare New Jersey students for future participation as productive members of society."

Chair: Alfred J. Cade
Phone: 609-292-4310
Fax: 609-292-7225
Internet: www.state.nj.us/highereducation
E-mail: nj_che@che.state.nj.us

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board	Public Institutions	Private Institutions	Community Colleges	Other
	X		X	X	X	X*

*Three degree-granting proprietary schools.

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	8	6 yrs	8		8*				8		
Ex-Officio	2	2 yrs	1	1				2		1	1
Student	2	1 yr	2		2						2
Other-Faculty	1	1 yr	1		1						1
Other-Student	1	1 yr	1					1			1
Total	14		13	1	11			3	8	1	5

*Six are appointed with the advice and consent of the state senate without regard for political affiliation. One is appointed upon recommendation of the president of the state senate and one upon recommendation of the speaker of the state general assembly.

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
11 (usually)	Governor may remove the chair "for cause after an opportunity to be heard"	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

The public members shall reflect the diversity of the state and shall be appointed without regard for political affiliation.

NEW MEXICO

COMMISSION ON HIGHER EDUCATION
 1068 Cerillos Road
 Santa Fe, NM 87501

“...to deal with the problems of finance of [the
 constituent institutions].” §21-1-26.A

Chair: Ronald G. Toya
 Phone: 505-827-7383
 Fax: 505-827-7392
 Internet: www.nmche.org
 E-mail: highered@che.state.nm.us

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — ADVISORY

THIS BOARD				SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board		Public Institutions X	Private Institutions X	Community Colleges X	Other X

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non- Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	13	6 yrs	13		13				13		
Ex-Officio											
Student	2	1 yr	1	1	2				2		
Other											
Total	15		14	1	15*				15		

*With consent of the state senate.

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

NEW YORK

BOARD OF REGENTS OF THE UNIVERSITY
OF THE STATE OF NEW YORK
303 William Street
Elmira, NY 14901

“...to encourage and promote education, to visit and inspect its several institutions and departments, to distribute to or expand or administer for them such property and funds as the state may appropriate....”

§201

Chancellor: Carl T. Hayden
Phone: 607-733-8866
Fax: 607-732-3841
Internet: www.nysed.gov/regents
E-mail: chayden@zifflaw.com

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions X	Community Colleges X	Other X

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	16	5 yrs	16			16			4		12*
Ex-Officio											
Student											
Other											
Total	16		16			16			16		

**Represent geographic areas of the state.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
At least monthly	Non attendance & criminal conviction	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

The number of members shall at all times be four more than the number of the then existing judicial districts of the state and shall not be less than fifteen.

NORTH CAROLINA

BOARD OF GOVERNORS OF
THE UNIVERSITY OF NORTH CAROLINA
c/o The University of North Carolina
General Administration
P.O. Box 2688
Chapel Hill, NC 27515-2688

"... to foster the development of a well-planned and coordinated system of higher education, to extend its benefits and to encourage an economical use of the State's resources..." N.C.G.S. §116-1(a)

President: Molly Corbett Broad
Board Chair: Benjamin S. Ruffin
Phone: 919-962-1000
Fax: 919-962-2751
Internet: www.ga.unc.edu/BOG

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	32	4 yrs	32			32			32		
Ex-Officio	1			1				1			
Student	1			1				1	1		
Other											
Total	34		32	2		32		2	34		

NUMBER OF MEETINGS

CAUSE FOR REMOVAL OF MEMBERS

EXECUTIVE OFFICER APPOINTED BY:
GOVERNOR BOARD PUBLIC

Not less than six per year.

X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Sixteen members are elected every two years. Of those, a minimum of two must be women, another two must be members of a minority race, and another two must be members of the minority party in the legislature.

NORTH DAKOTA

NORTH DAKOTA STATE BOARD OF HIGHER
EDUCATION
600 East Boulevard Avenue
Department 215
Bismarck, ND 58505-0230

Phone: 701-328-2960
Internet: www.nodak.edu

"To act in consultation with the president of each institution to minister to the needs and proper development of each institution in harmony with the best interests of the people of the state, and to improve higher and technical education in the state. To coordinate and correlate the work in the different institutions to prevent wasteful duplication and to develop cooperation among the institutions in the exchange of instructors and students."

§15-10-17(8), (9)

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges X	Other X

MEMBERSHIP OF THE BOARD

	#	Term	APPOINTED BY:					REPRESENT:				
			Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other	
Member	7	7 yrs	7		7*					7		
Ex-Officio												
Student	1	1 yr		1				1		1		
Other	1	1 yr		1				1		1		
Total	9		7	2		7		2		9		

**Confirmed by the state senate. Nominations must be made by the governor from a list of three names for each position to be filled, such names to be selected by the unanimous action of the president of the North Dakota education association, the chief justice of the supreme court, and the superintendent of public instruction. §15-10-02*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

All public members must be qualified electors and taxpayers who have resided in the state for five years immediately preceding their appointment. No more than one graduate of any of the constituent institutions may serve on the Board at one time.



THE OHIO BOARD OF REGENTS
 30 East Broad Street
 36th Floor
 Columbus, OH 43266-0417

"...to provide higher education policy advice to the Governor and General Assembly, map strategies involving the state's colleges and universities, advocate for and manage distribution of state support for public colleges and universities [and] implement statewide legislative mandates."

Phone: 614-466-6000
 Fax: 614-466-5866
 Internet: www.bor.ohio.gov
 E-mail: regents@regents.state.oh.us

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD		SCOPE				
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions X	Community Colleges X	Other X

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non-Voting	APPOINTED BY:				REPRESENT:		
					Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	9	9 yrs	9		9*					9	
Ex-Officio	2			2				2	2		
Student											
Other											
Total	11		9	2	9			2		11	

**With the advice and consent of the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
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The Board shall meet at least four times per year.

X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

OKLAHOMA

OKLAHOMA STATE REGENTS FOR HIGHER
EDUCATION
500 Education Building, State Capitol Complex
Oklahoma City, OK 73105

*"...shall constitute a coordinating board of control
for all state educational institutions...." §3206*

Chair: John Massey
Phone: 405-524-9100
Fax: 405-524-9230
Internet: www.osrhe.edu, www.okhighered.org
E-mail: lcallahan@osrhe.edu

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

	THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions	Community Colleges X	Other X	

MEMBERSHIP OF THE BOARD

	APPOINTED BY:								REPRESENT:		
	#	Term	Voting	Non- Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	9	9 yrs	9		9*				9		
Ex-Officio											
Student	**										
Other											
Total	9		9		9				9		

*With the advice and consent of the state senate.

**There is a separate seven-member Student Advisory Board, whose members have speaking privileges at the Regents' meetings.
§§3205.5, 3205.6

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
9 - 12 per year.	Members may be removed for cause (conviction of a felony offense, conviction of a criminal offense involving moral turpitude, refusal or failure to carry out duty, or intoxication in a public place).	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Members must be not less than 35 years old. No more than four members may have the same profession or occupation. No more than three graduates of the same state institution may serve as members at the same time, and not more than two members may be from the same congressional district.

OREGON

STATE BOARD OF HIGHER EDUCATION
P.O. Box 3175
Eugene, OR 97403

President: Tom Imeson
Phone: 541-346-5795
Fax: 541-346-5764
Internet: www.ous.edu/board
E-mail: diane_vines@sch.ous.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD				SCOPE		
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges	Other

MEMBERSHIP OF THE BOARD

	#	Term	APPOINTED BY:				REPRESENT:				
			Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	9	4 yrs	9		9				9		
Ex-Officio											
Student	2	2 yrs	2		2				2		
Other											
Total	11		11		11				11		

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
Once every 3 months.	The Governor may remove a member at any time for cause after notice and a public hearing, but no more than three members shall be removed within a four-year period unless for corrupt conduct in office.	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

The student members must be from different institutions.

PENNSYLVANIA

PENNSYLVANIA STATE BOARD OF EDUCATION
COUNCIL ON HIGHER EDUCATION

Chair: James P. Gallagher
Phone: 215-951-2727
Fax: 215-951-2569

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — ADVISORY

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions X	Community Colleges X	Other X

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	17	6 yrs	17		17						17
Ex-Officio	5		4	1		4		5			5
Student											
Other											
Total	22		22		17	4		5			22

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
Six		X		

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Three members of the Council on Higher Education must be employed by an institution of higher education, at least one in an administrative position, and one a faculty member. At least four members of the Board must have previous experience with vocational-technical education or training.

RHODE ISLAND

RHODE ISLAND BOARD OF GOVERNORS
FOR HIGHER EDUCATION
301 Promenade Street
Providence, RI 02908-5748

"[the Board] has as its mission the promotion and operation of an excellent, efficient, affordable system of higher education from the community college through the graduate and professional school levels."

Chair: Sarah T. Dowling
Phone: 401-222-2088
Fax: 401-222-2545
Internet: www.uri.edu/ribog
E-mail: RIBOG@etal.uri.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board	Public Institutions	Private Institutions	Community Colleges	Other
		X	X		X	

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	11	3 yrs	11		11					11	
Ex-Officio	3		3					3		3	
Student	1	2 yrs	1		1					1	
Other											
Total	15		15		12			3		15	

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC

At least twice in each quarter.	Members appointed from the general public may be removed for cause only, "and removal solely for partisan or personal reasons unrelated to capacity shall be unlawful." §16-59-3	X*
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**For the purpose of appointing, retaining, or dismissing the executive officer, the Governor serves as an additional voting member of the Board. §16-59-6*

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

One of the Board's statutory responsibilities is to "make a formal request of the Governor that whenever an opportunity arises to make new appointments to the board, that the Governor make every effort to increase the number of African Americans, Native Americans, Asians and Hispanics on the board." §16-59-5(13)

SOUTH CAROLINA

COMMISSION ON HIGHER EDUCATION
 1333 Main Street
 Suite 200
 Columbia, SC 29201

“...to study and submit recommendations concerning financial affairs, facilities, roles and programs of institutions, student affairs (including financial aid programs), and any other subject related to short- and long-range plans of the public postsecondary education institutions.”

Chair: R. Austin Gilbert, Jr.
 Phone: 803-737-2260
 Fax: 803-737-2297
 Internet: che400.state.sc.us
 E-mail: rbarton@che400.state.sc.us

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

	THIS BOARD	SCOPE				
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions	Community Colleges X	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	10	4 yrs	10		10*				4		6
Ex-Officio	4*	2 yrs	3	1	4					4	
Student											
Other											
Total	14		13	1	14				4	4	6

**With advice and consent from the senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC

X*

**Though the Commission's Chair is appointed by the Governor, the Board appoints the Executive Director.*

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

In making appointments, the Governor “shall assure that various economic interests and minority groups, especially women and blacks, are fairly represented on the commission and shall attempt to assure that the graduates of no one public or private college or technical college are dominant on the commission.” §59-103-10

SOUTH DAKOTA

SOUTH DAKOTA BOARD OF REGENTS
 207 East Capitol Avenue
 Pierre, SD 57501-3159

“The control of the public postsecondary educational institutions of the state offering college credit which are sustained wholly or in part by the state...”

§13-49-1

President: James O. Hansen
 Phone: 605-773-3455
 Fax: 605-773-5320
 Internet: www.ris.sdbor.edu
 E-mail: info@bor.state.sd.us

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD				SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X		Public Institutions	Private Institutions	Community Colleges X	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	8	6 yrs	8		8				8		
Ex-Officio											
Student	1	2 yrs	1		1				1		
Other											
Total	9		9		9*				9		

**With consent of the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Members shall be persons of probity and wisdom and are to be from different portions of the state. No two may be residents of the same county, and no more than six may be members of the same political party.

TENNESSEE

TENNESSEE HIGHER EDUCATION COMMISSION
 Parkway Towers, Suite 1900
 404 James Robertson Parkway
 Nashville, TN 37243

"... on a continuing basis to study the use of public funds for higher education in Tennessee and to analyze programs and needs in the field of higher education." §49-7-202(a)

Director: Dr. Bryant Millsaps
 Phone: 615-741-7572
 Fax: 615-741-6230
 Internet: www.highered.state.tn.us
 E-mail: ccole@mail.state.tn.us

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

	THIS BOARD	SCOPE				
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions	Community Colleges X	Other X

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	9	6 yrs	9		9				9		
Ex-Officio	4		3	1				4	4		
Student	2	1 yr	1	1	2				2		
Other											
Total	15		13	2	11			4	15		

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
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At least four times each year. X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

In making appointments, the Governor "shall strive to ensure that at least one (1) person appointed to the commission is sixty (60) years of age or older and that at least one (1) person appointed to the commission is a member of a racial minority." Beginning in January of 1995, every other appointee is to be a woman, until "the membership of the commission reflects the percentage of females in the population generally." Each congressional district must be represented by at least one member, and at least 1/3 of the members shall be of the principal minority political party." §49-7-204(a)(2)(A),(9)(2)(B),(a)(3),(9)(4)

TEXAS

TEXAS HIGHER EDUCATION COORDINATING BOARD
 P.O. Box 12788
 Austin, TX 78711-2788

“...to provide leadership and coordination for the Texas higher education system, institutions, and governing boards, to the end that the State of Texas may achieve excellence for college education of its youth through the efficient and effective utilization and concentration of all available resources and the elimination of costly duplication in program offerings, faculties, and physical plants.”

Phone: 512-483-6101
 Internet: www.thecb.state.tx.us

\$61.002

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions	Community Colleges X	Other X

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	18	6 yrs	18		18*				18		
Ex-Officio											
Student											
Other											
Total	18		18		18				18		

**With the advice and consent of the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
Shall hold regular quarterly meetings in Austin.		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Appointments shall be made so as to provide representation from all areas of the state.

UTAH

STATE BOARD OF REGENTS
7990 Royal Lane
Sandy, UT 84093

Chair: Charles E. Johnson
Phone: 801-933-1940
Fax: 801-355-3739
Internet: www.utahsbr.edu
E-mail: webmaster@utahsbr.edu

"...to provide a high quality, efficient, and economical public system of higher education through centralized direction and master planning which: (a) avoids unnecessary duplication; (b) provides for the systematic and orderly development of facilities and quality programs; (c) provides for coordination and consolidation; and (d) provides for systematic development of each institution within the system of higher education consistent with the historical heritage and tradition of each institution." §53-B-101(1)

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD		SCOPE					
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges X	Other	

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non- Voting	APPOINTED BY:				REPRESENT:	
					Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions
Member	15	6 yrs	15		15*				15	
Ex-Officio										
Student	1	1 yr	1		1				1	
Other										
Total	16		16		16				16	

*With consent of the state senate.

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
9-10 per year	Resignation Failure to uphold the Oath of Office	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Other than the student member, not more than eight members shall be from any one political party. Members are to be selected from the state at large with due consideration for geographical representation.

VERMONT

BOARD OF TRUSTEES OF THE UNIVERSITY OF
VERMONT & STATE AGRICULTURAL COLLEGE
University of Vermont
Waterman Building, Room 349
85 South Prospect
Burlington, VT 05405

*“... to create, interpret, and share knowledge, to
prepare our students to lead productive,
responsible, and creative lives, and to promote
the application of relevant knowledge to benefit
the State of Vermont and society as a whole.”*

Phone: 802-656-8585
Fax: 802-656-1363
Internet: www.uvm.edu
E-mail: fbazluke@zoo.uvm.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non- Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	21	6 yrs	21		3*	9	9		21		
Ex-Officio	2		2					2	2		
Student	2	2 yrs	2				2		2		
Other											
Total	25		25		3	9	11	2	25		

**With consent of the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
One annual meeting and other regular meetings as scheduled, usually four per year.	Per the state non-profit corporation laws.	X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

VERMONT

**VERMONT STATE COLLEGES
BOARD OF TRUSTEES**

“For the Benefit of Vermont, the Vermont State Colleges provide affordable, high quality, student-centered and accessible education, fully integrating professional, liberal, and career study.”

Chair: Michael Audet
 Phone: 802-948-2713
 Fax: 802-948-2715
 Internet: www.vsc.edu
 E-mail: audetm@quark.vsc.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges X	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	9	6 yrs	9		9				9		
Ex-Officio	1		1					1			
Student	1	1 yr	1				1				1
Other	4	4 yrs	4			4			4		
Total	15		15		9	4	1	1	13		1

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY: GOVERNOR BOARD PUBLIC
Eight		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

VIRGINIA

STATE COUNCIL OF HIGHER EDUCATION
 101 North 14th Street
 James Monroe Building, 9th Floor
 Richmond, VA 23219

“...to promote the development and operation of an educationally and economically sound, vigorous, progressive, and coordinated system of higher education...”
 §23-9.3

Phone: 804-225-2137
 Internet: www.schev.edu

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions	Community Colleges X	Other X

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	11	4 yrs	11		11*				11		
Ex-Officio											
Student											
Other											
Total	11		11		11				11		

**Subject to confirmation by the state general assembly.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Members are to be selected without regard to political affiliation, but with due consideration of geographical representation.

WASHINGTON

HIGHER EDUCATION COORDINATING BOARD
 917 Lakeridge Way
 Olympia, WA 98504-3430

Phone: 360-753-7824
 Internet: www.hecb.wa.com

"...to provide planning, coordination, monitoring, and policy analysis for higher education in the state of Washington in cooperation and consultation with the institutions' autonomous governing boards and with all other segments of postsecondary education, including but not limited to the state board for community college education and the commission for vocational education." §28B.80.320

STATE HIGHER EDUCATION STRUCTURE: COORDINATING BOARD — REGULATORY

	THIS BOARD	SCOPE				
Planning Agency	Coordinating Board Advisory Regulatory X	Consolidated Governing Board	Public Institutions X	Private Institutions	Community Colleges X	Other X

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	9	4 yrs	9		9*				9		
Ex-Officio											
Student											
Other											
Total	9		9		9				9		

*With approval of the state senate.

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
Shall meet at least four times each year.	The Chair may ask the Governor to remove any member who misses more than two meetings a year without cause.			X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Membership is to be representative of the public, including women and the racial minority community.

WEST VIRGINIA

BOARD OF TRUSTEES OF THE UNIVERSITY
 SYSTEM OF WEST VIRGINIA
 University System of West Virginia
 1018 Kanawha Boulevard East, Suite 700
 Charleston, WV 25301-2827

*"The trustees shall govern the University of West
 Virginia."* §18B-2-3

Phone: 304-293-0111
 Internet: www.usys.wvnet.edu/board.htm

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges	Other X*

*A state school of osteopathic medicine. §18B-2-5

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non- Voting	APPOINTED BY:			REPRESENT:			
					Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	12	6 yrs	12		12*				12		
Ex-Officio	4		2	2				4	4		
Student	1		1					1	1		
Other											
Total	17		15	2	12			5	17		

*With the advice and consent of the state senate.

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
At least ten meetings in every fiscal year, including an annual meeting each year.	Trustees may be removed by the Governor (in the manner prescribed by law for the removal of elected officers) for official misconduct, incompetence, neglect of duty, or gross immorality.		X	

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

Of the 12 public members, not more than six shall belong to the same political party, and at least two trustees shall be appointed from each congressional district.

WEST VIRGINIA

STATE COLLEGE SYSTEM OF WEST VIRGINIA
 BOARD OF DIRECTORS
 1018 Kanawaha Boulevard East
 Suite 700
 Charleston, WV 25301

"... to provide instruction, scholarly activities, and service that are high in quality, cost-effective, and accessible to the citizens of the state."

Chair: Joseph Peters
 Phone: 304-558-0699
 Fax: 304-558-1011
 Internet: <http://www.scs.wvnet.edu>
 E-mail: trump@scusco.wvnet.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X	Public Institutions X	Private Institutions	Community Colleges	Other

MEMBERSHIP OF THE BOARD

	#	Term	Voting	Non-Voting	APPOINTED BY:			REPRESENT:			
					Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	10	6 yrs	10		10						
Ex-Officio	3			3				3			
Student	1	1-2 yrs	1					1	1		
Other	2	1-2 yrs	2					2	2*		
Total	16		13	3	10			6	3		

**Faculty and staff representatives.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
10	Governor may remove members for official misconduct, incompetence, neglect of duty or gross immorality		X	

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

WISCONSIN

BOARD OF REGENTS OF THE UNIVERSITY OF
WISCONSIN SYSTEM
1860 Van Hise Hall
1220 Linden Drive
Madison, WI 53706

"...enact policies and promulgate rules for governing the system, plan for the future needs of the state for university education, ensure the diversity of quality undergraduate programs while preserving the strength of the state's graduate training and resource centers and promote the widest degree of institutional autonomy within the controlling limits of system-wide policies and priorities established by the board." §36.09(1)(a)

President: Michael W. Grebe
Phone: 608-262-2324
Fax: 608-262-5739
Internet: www.uwsa.edu/bor
E-mail: Board@ccmail.uwsa.edu

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD			SCOPE				
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board	X	Public Institutions	Private Institutions	Community Colleges	Other X

MEMBERSHIP OF THE BOARD

	APPOINTED BY:								REPRESENT:		
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At-Large	Institutions	Other
Member	14	7 yrs	14		14*				14		
Ex-Officio	2		2					2	2		
Student	1	2 yrs	1		1				1		
Other											
Total	17		17		15			2	17		

*Subject to confirmation by the state senate.

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:
		GOVERNOR BOARD PUBLIC
		X

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

WYOMING

UNIVERSITY OF WYOMING
 BOARD OF TRUSTEES
 P.O. Box 3434
 Laramie, WY 82071

President: Philip L. Dubois
 Phone: (307) 766-4121
 Internet: www.uwyo.edu/OM/UNIREL/HTM/trustees/trustee.htm

STATE HIGHER EDUCATION STRUCTURE: CONSOLIDATED GOVERNING BOARD

THIS BOARD				SCOPE			
Planning Agency	Coordinating Board Advisory Regulatory	Consolidated Governing Board X		Public Institutions X	Private Institutions	Community Colleges	Other

MEMBERSHIP OF THE BOARD

	APPOINTED BY:							REPRESENT:			
	#	Term	Voting	Non-Voting	Gov.	Leg.	Other	Virtue of Office Held	At- Large	Institutions	Other
Member	12	6 yrs	12		12*				5		7
Ex-Officio	3			3				3			
Student	1			1				1	1		
Other											
Total	16		12	4	12			4	6		7

**Subject to confirmation by the state senate.*

NUMBER OF MEETINGS	CAUSE FOR REMOVAL OF MEMBERS	EXECUTIVE OFFICER APPOINTED BY:		
		GOVERNOR	BOARD	PUBLIC
Seven			X	

STATUTORY MANDATES OR GUIDELINES FOR COMPOSITION OF THE BOARD

At least one (1) trustee shall be appointed from each appointment district pursuant to § 9-1-218. Not more than seven (7) members of the board shall be registered in the same political party § 21-17-201

APPENDIX B

Memoranda to Reviewers

December 22, 1998

MEMO TO:

Center Board Members: Ned Cline, Keith Crisco, Margaret B. Dardess, Philip R. Dixon, Virginia A. Foxx, Phil Kirk, Angie McMillan, Craig Souza, Cameron P. West, D. Jordan Whichard III

Other Reviewers: Thad Beyle, Kathy Reeves Bracco, Molly Corbett Broad, John Burkhardt, Pat Callan, C. Clifford Cameron, Roy Carroll, Julius Chambers, Keon Chi, James Clotfelter, Raymond Dawson, Doug Dibbert, Marye Anne Fox, William Friday, Sandra Froelich, Marian L. Gade, Watts Hill, Jr., Harold Hodgkinson, James E. Holshouser, Jr., Michael Hooker, James B. Hunt, Stanley O. Ikenberry, Richard T. Ingram, Robert Jordan III, Felix Joyner, John Kennedy, Martin Lancaster, Howard Lee, Charles S. Lenth, James Leutze, William Link, Aims C. McGuinness Jr., John D. Millet, Mark Musick, Sam Neill, Jim Newlin, Frank Newman, Betty J. Overton, William T. Pound, Tony Rand, Benjamin S. Ruffin, John Sanders, Robert Scott, C.D. Spangler, Jr., Charlotte Todd, Hope Williams

Organizations: Alabama Commission on Higher Education; Alaska Commission on Postsecondary Education; Arizona Board of Regents; Arkansas Higher Education Coordinating Board; California Postsecondary Education Commission; Colorado Commission on Higher Education; Connecticut Board of Governors for Higher Education; Delaware Higher Education Advisory Commission; Board of Trustees of the University of the District of Columbia; Florida Postsecondary Education Planning Commission; Board of Regents of the University System of Georgia; Board of Regents of the University of Hawaii; State Board of Education and Board of Regents, University of Idaho; Illinois State Board of Higher Education; Indiana Commission for Higher Education; Iowa State Board of Regents; Kansas State Board of Regents; Kentucky Council on Postsecondary Education; Louisiana Board of Regents; Board of Trustees of the University of Maine System; Maryland Higher Education Commission; Massachusetts Board of Higher Education; Michigan State Board of Education; Minnesota Higher Education Services Council; Mississippi Board of Trustees of State Institutions of Higher Learning; Missouri Coordinating Board for Higher Education; Montana Board of Regents of Higher Education; Nebraska Coordinating Commission for Postsecondary Education; Board of Regents of the University and Community College System of Nevada; New Hampshire Postsecondary Education Commission; New Jersey Commission on Higher Education; New Mexico Commission on Higher Education; Board of Regents of the University of the State of New York; Board of Governors of the University of North Carolina; North Dakota State Board of Higher Education; Ohio Board of Regents; Oklahoma State Regents for Higher Education; Oregon State Board of Higher Education; Pennsylvania Board of Governors of the State System of Higher Education; Pennsylvania State Board of Education; Board of Trustees of the University of Puerto Rico; Rhode Island Board of Governors for Higher Education; South Carolina Commission on Higher Education; South Dakota Board of Regents; Tennessee Higher Education Commission; Texas Higher Education Coordinating Board; Utah State Board of Regents; Board of Trustees of the University of

Vermont and State Agricultural College; Virginia State Council of Higher Education; Washington Higher Education Coordinating Board; Board of Trustees of the University of West Virginia; Board of Regents of the University of Wisconsin System; and Wyoming Education Planning and Coordination Council

FROM: Susan J. Giamportone, North Carolina Center for Public Policy Research

The North Carolina Center for Public Policy Research has undertaken a study of higher education governance in North Carolina. The enclosed draft, *Higher Education Governance in the 50 States*, is the portion of the study which analyzes the various types of governance structures in higher education and compares the structures in place across the 50 states and in the District of Columbia and the Commonwealth of Puerto Rico.

The Center's study will include at least the following reports:

1. A historical review of the 1971 decision to restructure higher education in the state;
2. A comparison of the types of education governance structures in operation across the country (draft enclosed);
3. An analysis of the powers of the UNC Board of Governors and the system of election of the Board compared to other states; and
4. An analysis of how well the governance system has performed in helping the university fulfill its multiple missions.

We would greatly appreciate your reviewing the enclosed draft for factual accuracy and clarity. **Please return just those pages on which you have made comments or suggestions in the enclosed postage-paid envelope by Wednesday, January 20, 1999.**

The Center regularly circulates drafts of research reports to be published by the Center for four reasons: (1) to catch any factual errors before publication; (2) to ensure that all points of view are presented fairly; (3) to hone our analysis of policy issues; and (4) to give advance notice of the Center's research as a courtesy to those affected by it. If you have any comments or suggestions about this draft, we would appreciate your feedback. The Center retains final editorial authority over its publications, but your thoughts and comments will be welcomed and carefully considered.

The full draft of this section of the study consists of a narrative essay and two appendices. Appendix A charts the powers and duties of the organizations listed above as enumerated in the 50 state statutes, and Appendix B lists sources of further information on the topic of higher education governance. Center Board members and the other reviewers listed above will receive full copies of the draft. Organizational reviewers will receive the narrative essay; those portions of Appendix A which are applicable to their state, as well as the North Carolina portion of Appendix A for use as a sample when making review comments; and Appendix B.

If you have suggestions, criticisms, or comments, please return your comments marked on the relevant pages of the draft report in the enclosed envelope, fax your response to (919) 832-2847, or call Carolyn Waller at (919) 832-2839 or Susan Giamportone at (919) 468-7249 by **January 20, 1999**. Your help and careful review of this report is greatly appreciated.

February 1, 2000

MEMORANDUM

TO:

Center Board Members: Ned Cline, Sue Cole, Margaret B. Dardess, Phil Dixon, Peter Keber, Phil Kirk, Garrie Moore, Craig Souza, Cameron West, Jordy Whichard.

Other Analysts:

Gretchen Bataille, Molly Corbett Broad, Julius Chambers, Walter Dalton, Raymond Dawson, Marye Anne Fox, William Friday, Susan Giamportone, Kin Grogan, Hamilton Horton, Felix Joyner, Verla Insko, Martin Lancaster, Howard Lee, James Leutze, William McCoy, Aims McGuinness, Ed McMahan, James B. Milliken, William Moran, Mark Musick, Judith Pulley, Benjamin S. Ruffin, John Sanders, C. D. Spangler, Jr, Patricia A. Sullivan, James Woodward.

Organizations:

Alabama Commission on Higher Education; Board of Regents, University of Alaska; Arkansas Department of Higher Education; California Postsecondary Education Commission; University of California System; Colorado Commission on Higher Education; Connecticut Board of Governors for Higher Education; Delaware Higher Education Advisory Commission; Florida Postsecondary Education Planning Commission; Board of Regents of the University of Georgia; Kentucky Council on Postsecondary Education; Louisiana Board of Regents; University of Maryland System; Presidents Council of Michigan; Board of Regents, University of Minnesota; Board of Trustees, Minnesota State System; Minnesota Higher Education Services Council; Nebraska Coordinating Commission for Postsecondary Education; Board of Trustees, University of New Hampshire; New Hampshire Postsecondary Education Commission; New Jersey Commission on Higher Education; Board of Regents of the University of the State of New York; State University of New York; City University of New York; Ohio Board of Regents; Pennsylvania State Board of Education; South Carolina Commission on Higher Education; Texas Higher Education Coordinating Board; Utah State Board of Regents; Board of Trustees of the University of Vermont and State Agricultural College; Board of Trustees, Vermont State Colleges; Board of Trustees of the University of West Virginia; Board of Directors, West Virginia State College System; Board of Trustees, University of Wyoming.

FROM:

Joanne Scharer
Policy Analyst, N.C. Center for Public Policy Research

RE:

Higher Education Governance Project, Part II, Second Draft for Review

The N.C. Center for Public Policy Research is conducting a study of key issues in the governance of higher education.

The four-part study will include:

1. A historical review of the 1971 decision by the N.C. General Assembly to restructure higher education in the state. This first report, *Reorganizing Higher Education Governing in North Carolina: What History Tells Us About Our Future*, was released in June 1999.
2. A comparison of the types of higher education governance structures in all 50 states (draft enclosed);

3. An analysis of the powers of the UNC Board of Governors and the system of election of the Board by the legislature compared to the selection process used by other states; and
4. An analysis of how well the governance system has performed in helping the university fulfill its multiple missions.

The enclosed draft, *Governance and Coordination of Higher Education in All 50 States*, is the portion of the study that examines the manner in which each state governs and coordinates higher education in general.

This is the second draft of this report to be circulated by the Center. The first draft was mailed in December 1998. This draft incorporates many of the comments received on the first draft, attempts to address earlier criticisms, includes more interviews, and updates information contained in the tables.

The Center regularly circulates drafts of materials to be published by the Center for several reasons: (1) to catch any factual errors before publication; (2) to hone our analysis of policy issues; (3) to ensure that all points of view are fairly represented; and (4) to give advance notice of the Center's research as a courtesy to those affected by it. If you have any comments or suggestions about this draft, we would appreciate your feedback. The Center retains final editorial authority over its publications, but your thoughts certainly would be warmly welcomed and carefully considered. Comments we receive often are incorporated into the final report.

If you have suggestions, criticisms, or comments, please return them in the enclosed envelope, fax your response to (919) 832-2847, call Ran Coble at (919) 832-2839, call Joanne Scharer at (919) 933-9814, or e-mail Joanne Scharer at jscharer@earthlink.net by Monday, February 28th, 2000. Your help and careful review on this matter is greatly appreciated.

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