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Aims McGuinness is a senior associate with the National Center for Higher Education Management Systems (NCHEMS), a private nonprofit policy center in Boulder, Colorado. At NCHEMS, he specializes in state governance and coordination of higher education; strategic planning and restructuring higher education systems; roles and responsibilities of public institutional and multi-campus system governing boards; and international comparison of education reform. Prior to joining NCHEMS in 1993, he was director of higher education policy at the Education Commission of the States (ECS). Before joining ECS in 1975, was executive assistant to the Chancellor of the University of Maine System.

Over the past twenty-five years, McGuinness has advised many of the states that have conducted major studies of their higher education systems and undertaken higher education reforms. Major projects (all conducted through NCHEMS) in the past ten years were in Alabama, Arizona, California, Colorado, Illinois, Indiana, Kentucky, Louisiana, Maine, Mississippi, Missouri, Nevada, New Mexico, New York, Ohio, Oregon, Pennsylvania, Rhode Island, South Carolina, Tennessee, Texas, Virginia, Washington State, and West Virginia. Issues addressed in these projects concerned developing a “public agenda” for the future of higher education, state structures and policies for coordination and governance, and reform of community and technical college systems.

McGuinness is author of several publications on state higher education policy and university systems. He initiated the State Postsecondary Education Structures Sourcebook, a basic reference guide to state coordination and governance in the United States, was a principal contributor to the December 1997 edition and to a web-based version: (<http://www.ecs.org/clearinghouse/31/02/3102.htm>).

McGuinness is extensively involved in international projects on higher education reform through the Organisation for Economic Co-operative and Development (OECD) and the World Bank including recent projects in Egypt, India, Ireland, Israel, Korea, Malaysia, Turkey, and the Russian Federation.

From 1989 through 1997, McGuinness was a member of the Board of Trustees of the State Colleges in Colorado, serving as board vice chair from July 1993 through June 1995, and board chair from July 1995 through June 1997. From 1983 to 1991, he was an elected member of the Board of Education for Littleton Public Schools, serving as board president from 1987 to 1991.

McGuinness earned his undergraduate degree in political science from the University of Pennsylvania, an MBA from The George Washington University, and a Ph.D. in social science from the Maxwell School, Syracuse University. 8/2010

State Coordination of Higher Education: Texas in a Comparative Perspective

Aims McGuinness
National Center for Higher Education Management
Systems
Texas Senate Education Committee
August 19, 2010

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No “Ideal” Model

- Each State’s Structure Evolved in Response to Unique State Issues/Conditions
 - Modes of Provision (Public vs. Private)
 - History/Culture
 - Role of Government
 - Governor
 - State Legislature
 - Geo-Political Balance, Regional Disparities
 - Budgeting and Finance Policy and Process

Continued

No “Ideal” Model (Continued)

- Not a Good Idea: Copying Another State’s Structure—Imposing on One State the Solutions to Another State’s Problems
- But:
 - Alignment of Governance (Decision-Making Authority) with State Priorities Is Important
 - States Can Learn from the Experience of Other States in Addressing Common Problems/Issues

Coordination Versus Governance

- Authority and Functions of Coordinating Boards Are Distinctly Different From Governing Boards of Institutions and Systems
- Coordinating Boards:
 - Focus on Statewide Policy Leadership, Not on Governing/Managing Systems or Individual Institutions
 - Do Not Govern Institutions (e.g. Make Decisions Regarding Appointment of System and Institutional Presidents or Faculty and Other Personnel Issues)
- In Texas Terminology:
 - Coordinating Board: Texas Higher Education Coordinating Board
 - Governing Boards: Boards of Regents for UT, Texas A&M, etc. s

Comparative Perspective

- 23 States (including Texas) are Coordinating Board/Agency States
 - Statewide Coordinating Board/Agency (Regulatory or Advisory)
 - Two or More System or Institutional Governing Boards
 - Tradition of Decentralized Governance
- 24 States are Consolidated Governing Board States:
 - All Public Institutions Governed by One or More Statewide Governing Boards
 - No Statewide Coordinating Board (with significant authority)
- 1 State (Pennsylvania) has State Agency with Limited Authority
- 2 States (Michigan and Vermont) have No Statewide Entity

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Origin and Functions of Coordinating Boards

- Most Established in mid-20th Century (1960s)
- Original Purpose:
 - Orderly Development during Massive Expansion in 1960s
 - Promote Mission Differentiation
 - Curb Unnecessary Duplication
 - Counter Turf Battles
 - “Suitably Sensitive Mechanism” Between State and Academy

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Formal Authority Differs Among Coordinating Boards

- Significant Differences in Decision Authority
 - Budget and Finance Policy
 - Approval of Institutional Missions or Changes in Mission
 - Approval of New Campuses or New Academic Programs

Board's "Power" Depends Less on Formal Authority Than on:

- Board and Executive Leadership:
 - Reputation for Objectivity, Fairness, and Timeliness of Analysis and Advice to Legislative and Executive Branches
 - Capacity to Gain Trust and Respect (but Not Always Agreement) of the State Political *and* Institutional Leaders

Continued

Formal Versus Informal Authority (Continued)

- Institutional/System Leaders Who: Recognize and Support Effective Coordination To Address State and Regional Policy Issues that Cannot Be Addressed within Systems/Institutions or Only Through Voluntary Coordination

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Common Functions

- Statewide Planning/Policy Leadership
- Maintaining Data/Information Systems
- Policy Analysis and Problem Resolution
- Budget Review and Recommendations
- Academic Program Review/Approval
- Accountability

Continued

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Common Functions (Continued)

- Program/Project Administration
- Student Financial Assistance
- Licensure/Authorization of Non-Public Institutions

Nov 2-3, 2001

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Effective Coordinating Boards

- Focus on Developing and Gaining Broad Commitment to Long-Term Goals for the State (A Public Agenda)
- Link Finance and Accountability to State Goals
- Emphasize Use of Data to Inform Policy Development and Public Accountability
- Emphasize Mission Differentiation

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Effective Boards (Continued)

- Insist on Quality, Objectivity and Fairness in Analysis and Consultative Processes
- Exhibit Consistency and Integrity in Values, Focus, Policy Development, and Communications

Continued

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Effective Boards (Continued)

- Exhibit Balance in Processes and Decision-making:
 - Non-partisan
 - Legislative and Executive Branches
 - State and Institutions
 - Among All Sectors and Providers
 - Among All Regions
 - Across All Dimensions of Mission (Community College Services to Research and Graduate Education)

Continued

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Effective Boards (Continued)

- Focus on Core Policy Functions
(Planning/Policy Leadership, Budget/Resource Allocation, Evaluation and Accountability)
- Demonstrate Willingness to Take Stands on Matters of Principle

Continued

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Trends in State Coordination

- State Policy Leadership Focused on Public Agenda
 - Increasing the Educational Attainment of the Population
 - Quality of Life
 - Economy
- Decentralized Institutional Governance and Deregulation Balanced by Accountability for Performance/Outcomes Linked to Public Agenda
- Financing Policies that:
 - Use Incentives for Performance and Response to Public Agenda/Public Priorities
 - Align State Appropriations, Tuition Policy and Student Aid Policy

Issues Facing Coordinating Boards Across the U.S. (Not Specifically Texas)

- Strategic Plans/Master Plans:
 - Lack Clear Goals and Related Metrics
 - Focus on Institutional Issues, not Public Agenda
 - Not Linked to Budget/Finance and Accountability
 - Ignored by Governor and State Legislature in Policy Making and Budget Process
- Focus on Internal Institutional Issues, Not on Major State/Public Priorities

Continued

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Issues (Continued)

- Workload Dominated by Administrative and Regulatory Functions Drives Out Attention to Policy Leadership
- Limited Policy Analysis Capacity
- Weak Board Appointments (Most Influential Appointments Made to Governing Boards)
- Turnover of Executive Leadership

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Issues (Continued)

- Lack of Capacity to Gain Trust and Respect of the State's Leaders (Governor and Legislature) as well as University Leaders for:
 - Objectivity and Fairness in Decision Processes
 - Transparency and Responsiveness to Data Requests from Governor and Legislature

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External Realities That Impede Effective Statewide Coordination

- Changes in Gubernatorial and Legislative Leaders: Loss of "Memory" of Rationale and Functions of Coordinating Board
- System and Institutional Lobbying Undercuts the Coordinating Board's Policy Recommendations
- State Budget Cuts Limit Staff Capacity

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External Realities (Continued)

- Accumulation of Legislative Mandates (often outdated) Saps Staff Time Away from Strategic Planning and Policy leadership
- Increasing Polarization in Policy Process Makes Gaining Consensus on Goals and Priorities a Daunting Challenge

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Conclusion

- To Compete in the Global Economy, States Must Have Diversified Higher Education Enterprises with Capacity to:
 - Educate a Highly Skilled Workforce
 - Contribute to an Expanding and Innovating Economy

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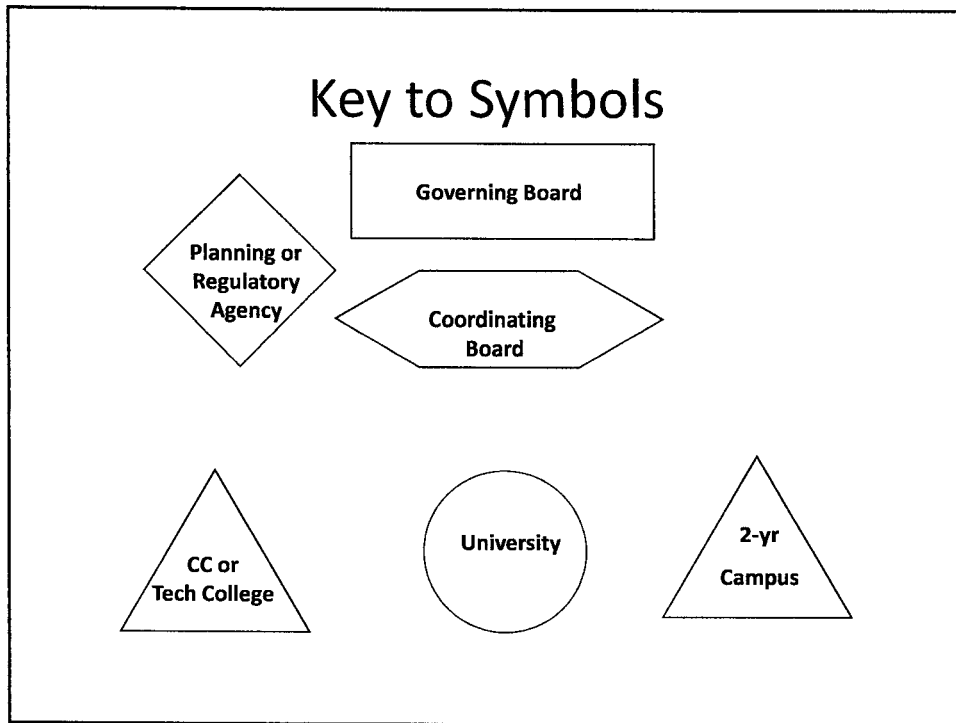
Conclusion (Continued)

- Each State Should Have Broad-Based Public Entity with Clear Charge to Lead and Coordinate the Higher Education Enterprise in the Public Interest
 - Set Clear Long Term Goals
 - Align Finance Policy with Goals
 - Hold the Higher Education Enterprise Accountable for Progress Toward Goals

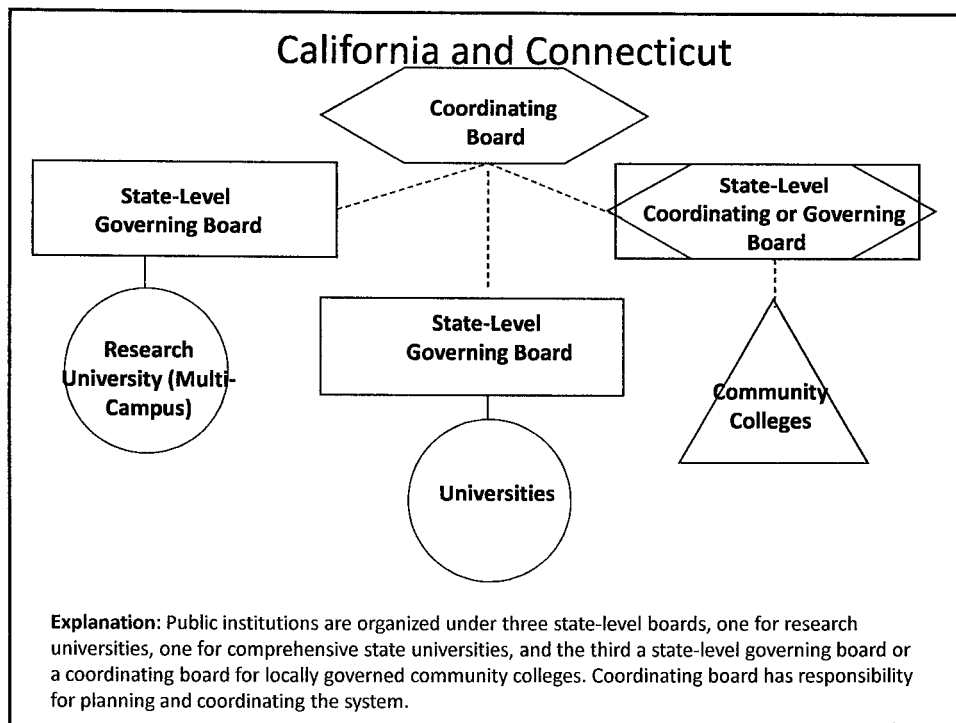
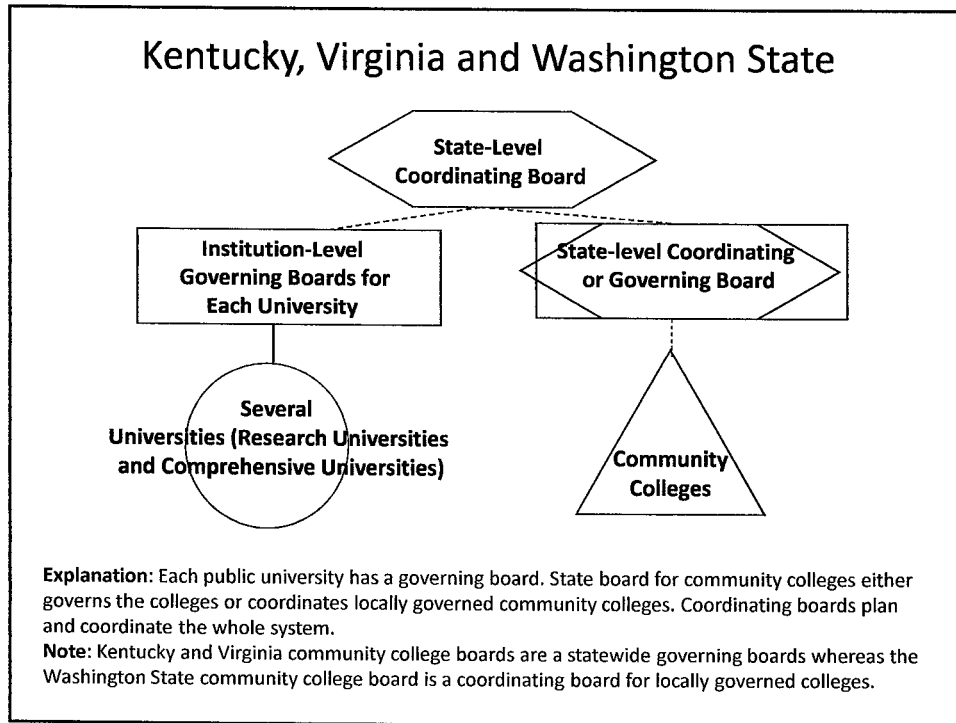
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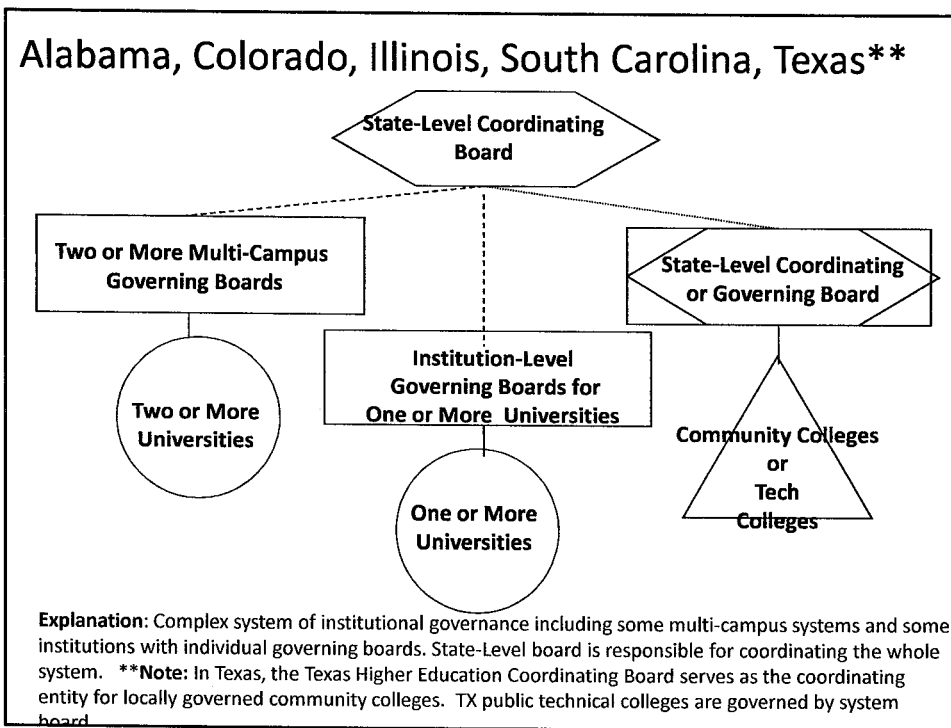
Illustrations of Differences and Complexity of State Higher Education Structures

Of Necessity, the Following Illustrations Do Not Reflect the Nuances of Each State's Structure



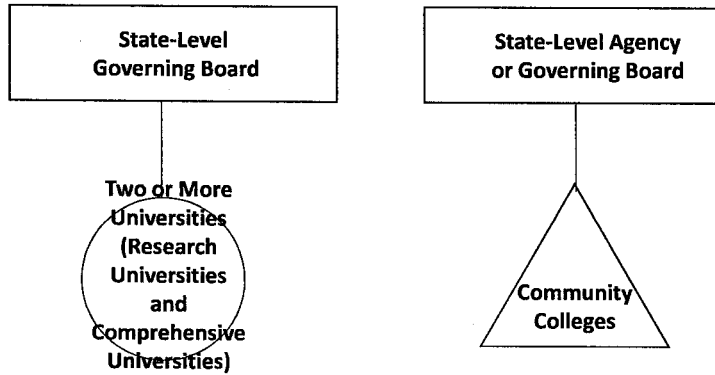
Coordinating Board States





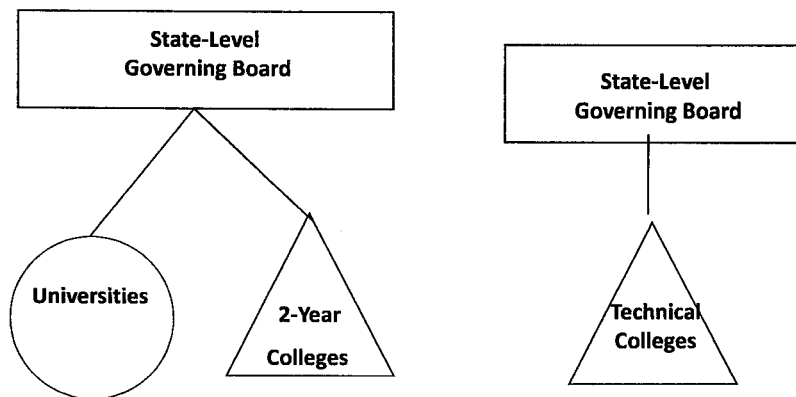
Governing Board States

Iowa, Mississippi, North Carolina, and Oregon



Explanation: Two separate state-level boards/agencies are responsible for all public institutions, one for universities and other for community or technical colleges. No state-level higher education planning or regulatory agency between boards and Governor and Legislature. Board for community or technical colleges may be either a state-level governing board (North Carolina) or a coordinating/regulatory board for locally governed colleges (Iowa and Oregon).

Georgia and Wisconsin



Explanation: Two separate boards govern public institutions, one board for the research university and other university campuses as well as 2-year (primarily transfer) colleges, and the other board for technical colleges.