

Classification of State Higher Education Structures

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The attached table displays all states, the District of Columbia and Puerto Rico according to three broad categories: states with consolidated governing boards, states with coordinating boards, and states with higher education service agencies. The figure organizes states according to the extent of the formal authority of the board or agency for academic policy and budget. Reading from left to right, the boards/agencies in the states on the left have more formal authority in these policy domains than those to the right. Consolidated governing boards have broad authority for both academic policy and budget related to the institutions under their authority. The states with coordinating boards/agencies are divided according to those with program approval authority and those with only program review authority. Within these two categories, the states are grouped according to the board/agency's authority in the budget process.

- Twenty-five (25) states plus the District of Columbia and Puerto Rico are consolidated governing board states. These states organize all public higher education under one, two or three statewide governing boards. None of these states has established a statewide coordinating agency with significant academic policy or budgetary authority between the governing boards and state government. Nine of these states organize all public higher education under a single governing board. The other 16 states have two or three boards: most often a governing board for universities and a governing or coordinating board/agency for locally governed community colleges and/or technical colleges.
- Twenty-one (22) states are coordinating board/agency states.
 - Fifteen (16) of these boards have significant budgetary authority
 - Four (4) have limited budget authority, and one has no role in the budgetary process.
 - Two (2) states have no authority to review individual institutional budgets. Washington State's Office of Student Achievement has authority to make strategic budget recommendations but does not review and make recommendations on institutional budgets. The New York Board of Regents has no budgetary authority.
- Three (3) states (Alaska, Minnesota and Pennsylvania) and Puerto Rico have state higher education service agencies that carry out functions such as administration of student assistance, licensure and approval of non-public degree granting institutions,

administration of federal and state categorical programs, and data collection and analysis. These agencies generally do not have significant roles in either program approval/review or the budget process for the higher education system as a whole. Delaware, the District of Columbia and New Hampshire have higher education departments within the state education department under the chief state school officer.

- The Governor plays an increasingly central role in several states. In two (2) states, New Jersey and New Mexico, the higher education policy entities report directly to the Governor. In addition, the executive officers of four (4) coordinating boards/agencies (Arkansas, Colorado, Massachusetts, Ohio and Washington State) and four (4) states with higher education services agencies are appointed by and/or service at the pleasure of the Governor.
- One (1) state (Michigan) has no statutory statewide higher education board or agency. The Michigan State Board of Education has Constitutional authority for overall planning and coordination of the state's education system, but because of the Constitutional autonomy of the state universities and local governance of community colleges, the State Board does not function as a statewide higher education coordinating agency.
- Five states (5) (Florida, Idaho, New York, Oregon, Pennsylvania and Rhode Island) have state boards with formal authority for all levels of education (early childhood education through higher education). Nevertheless, as illustrated in the attached table, the formal authority of these boards for higher education varies significantly. The Idaho and Rhode Island boards have governing authority for the state higher education institutions. In Florida and Pennsylvania, the state boards have limited authority related to higher education. In New York, the Board of Regents has no authority in the budget process. The newly established Oregon Investment Board has responsibility for overall policy and budgetary coordination but sector-specific coordination of higher education is the responsibility of the Higher Education Coordinating Council.

Authority of State Boards and Agencies of Higher Education, 2013

Type of Board	Consolidated Governing Boards* States with Statewide Governing Boards and no other statewide coordinating entity (except as noted with *)		Coordinating Boards/Agencies States with statewide coordination boards/agencies and with institutional governance assigned to several system or institutional governing boards			Policy Entity Linked to Governor and no statewide board Governance of institutions is the responsibility of separate governing baords	Higher Education Service Agencies Agencies have no coordinating authority	No Statewide Higher Education Board or Agency. Each university as a separate board. No systems
	One Board for All Public Institutions	Two or More Boards/Agencies Encompassing All Public Institutions						
Budget Role	Yes	Yes	Consolidated or Aggregated Budget (f)	Budget Review and Recommendation (f)	None	Yes	None	N/A
States	Alaska (b)* Hawaii Idaho (a) Kansas (d) Montana Nevada North Dakota Rhode Island (a) South Dakota DC PR*	Arizona (m) California (c) Connecticut (o) Delaware Florida (a) (l) Georgia (n) Iowa (c) Maine (n) (e) Minnesota (b)* Mississippi (c) New Hampshire (n) North Carolina (n) Utah (n) Vermont (k) Wisconsin (n) Wyoming (c)	Alabama Arkansas (w) Colorado (w) Illinois Indiana Kentucky Louisiana Massachusetts (j) (w) Maryland Missouri Ohio (w) Oregon (q)* Oklahoma South Carolina Tennessee West Virginia (p)	Nebraska Texas Virginia	New York (a) Washington (v)(w)	New Mexico (h)(w) New Jersey (u)(w)	Alaska (b)* Minnesota (b)(w)* Pennsylvania (a) (i)(w) PR*	Michigan
Total States	9 plus 2* (DC, PR)	16 plus 1* (MN),	16	3	2	2	1 plus 3* (AK, MN, PR)	1
	25 (*3)		22			2	1 (3*)	1

NOTES: States listed in more than one column are noted with an asterisk “*” with the total number of duplicates at the bottom of the column. These states have consolidated governing boards and also higher education service agencies or, in the case of Oregon, a coordinating board, as noted.

- (a) State board/agency responsible for all levels of education (P/K-16/20). State boards/agencies in Florida, New York and Pennsylvania have coordinating, not governing authority for public institutions. State boards in Idaho and Rhode Island have governing authority. State board in Oregon is a policy, planning and budgetary entity while responsibilities for each sector are carried out by sector entities.
- (b) State has both consolidated governing board(s) and coordinating or planning/service agency.
- (c) One of the two boards is a statewide coordinating/regulatory body for locally governed community colleges and/or postsecondary technical institutions.
- (d) Kansas Board of Regents is a consolidated governing board for universities and coordinating board for locally governed community colleges and Washburn University.
- (e) Maine Maritime Academy is the only public institution with its own governing board outside a system.
- (f) Several states (e.g., Texas Coordinating Board for Higher Education) develop the formulae for allocation of state appropriations and/or make recommendations for overall system funding but do not review and/or make recommendations on individual institutional budgets.
- (g) Michigan State Board of Education has Constitutional authority for overall planning and coordination of the state’s education system, but because of the Constitutional autonomy of the state universities and local governance of community colleges, the State Board does not function as a statewide higher education coordinating agency. State Board is the licensing authority for non-degree vocational-technical education and proprietary institutions and approves charters for private degree-granting institutions within the state.
- (h) The New Mexico entity is a cabinet-level department headed by a Secretary of Higher Education. The department has authority to review, adjust and approve public university budgets prior to submission to the department of finance and administration and limited authority primarily to review and study but not to take formal action to approve academic programs or other institutional decisions.
- (i) Pennsylvania State Board of Education’s program approval authority is limited to specific areas (e.g., teacher education). Board also must approve new campuses or sites. Department of Education has budget responsibility for community colleges and regulatory responsibilities regarding for-profit institutions.
- (j) The Massachusetts Board of Higher Education serves as the coordinating board for all public higher education. The board also has overall state-level governing responsibilities for the state universities and community colleges, not the UMass. Each of the state universities and community colleges has a governing board which functions within the overall authority of the State Board of Higher Education.
- (k) Vermont has no statutory planning/coordinating entity. Vermont Higher Education Council is voluntary.
- (l) Florida State Board of Education has responsibility for policy direction and coordination of state’s education system, P-20. Constitutional amendment passed in November 2002 created a Board of Governors for Universities, but the State Board of Education retains overall responsibility for policy coordination for all education. State Board of Education, through a chancellor for community colleges, coordinates locally governed community colleges.
- (m) State law enacted in 2002 eliminated most powers of the Arizona State Board of Directors of Community Colleges except for data collection and preparing an annual report.
- (n) The two boards in these states include a statewide governing board for universities and a statewide governing board for community colleges and/or technical institutions.
- (o) Effective July 1, 2011, the former coordinating board, the Board of Governors, was eliminated. The new Board of Regents for Higher Education is the policy-making authority for public higher education in Connecticut and as the governing body for the regional community-technical college system, the Connecticut State University System and Charter Oak State College. The University of Connecticut retains its own governing board. The president is appointed by the Governor.
- (p) West Virginia has two state-level coordinating boards: the Higher Education Policy Commission for four-year institutions and the Council for Community and Technical Education for community and technical colleges. The council and commission share coordinating responsibilities including developing a public policy agenda that is aligned with state goals and objectives and the role and responsibilities of each coordinating board.
- (q) In June 2011, Oregon established a new Oregon Higher Education Coordinating Commission for planning and coordination of the whole postsecondary education sector, including the community colleges and the Oregon University System. New entity has authority to approve changes in missions but not approval of specific academic programs
- (r) Agencies in Delaware and New Hampshire are now units of the state department of education and are no longer independent entities.
- (u) A Governor’s reorganization plan in June 2011 eliminated the Commission on Higher Education and transferred its authority and duties to a Secretary of Higher Education who is appointed by the Governor and confirmed by the Senate. The Governor’s Higher Education Council serves as an advisory body to the Secretary and the Governor.
- (v) Entity makes overall recommendations on finance policy and strategic budget but does not review and make recommendations on institutional budgets.
- (w) Entity executive officer is appointed by and/or serves at the pleasure of the Governor.