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ABSTRACT

Initial findings are reported of a continuing study of a new American postsecondary educational planning and coordination concept and its implementation: regionalism and regionalization. Regionalism is defined as that view of a geographic subsection of a state or of several adjoining states that considers all or a number of the postsecondary educational components within the region collectively and seeks to establish a coordinated relationship of their goals, programs, and/or resources. The regional arrangement among institutions must be officially recognized by a state authority. This report deals with incidences of regionalization; factors influencing such action; patterns of regionalization; objectives; sources of authority, governance and administration; and funding. The tentative conclusions indicate the directions needed for further study, including the relationship of local versus state authority in postsecondary education. (LBH)

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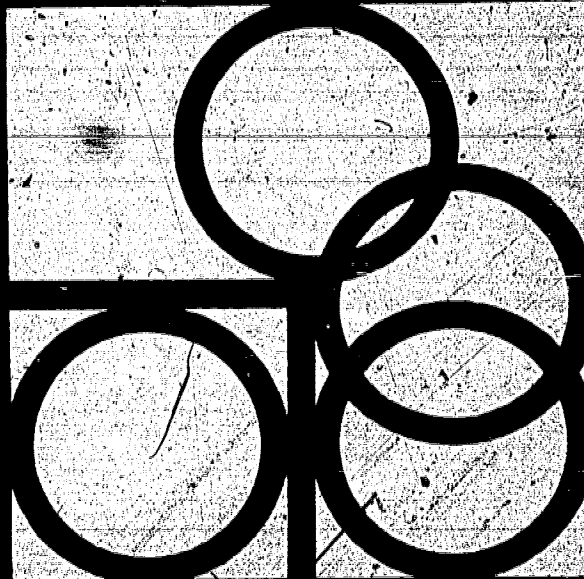
Regionalism and Statewide Coordination of Postsecondary Education

ED131819

S.V. Martorana and W. Gary McGuire

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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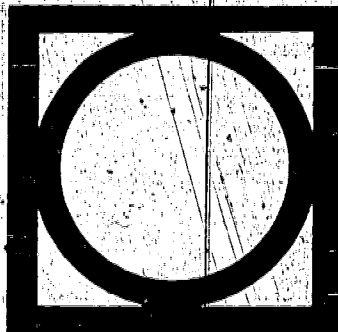
Center for the Study of Higher Education

The Pennsylvania State University

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FOREWORD

Inquiry into significant changes and new trends in the organization, administration, and governance of postsecondary education is one of the several program emphases of the Center for the Study of Higher Education at The Pennsylvania State University. For this, a broad definition of the field is used both with respect to the types of institutions included in the concept of postsecondary education and with regard to the subject for research itself. We hold the view that the broad functions of planning and coordination of postsecondary educational interests should be encompassed in the subject of organization, administration, and governance.

This publication reports initial findings of a continuing study of a new American postsecondary educational planning and coordination concept and its implementation in the several states of the nation. This concept is regionalism; its implementation is regionalization. The contents of this publication should interest postsecondary administrative leaders at all levels—the colleges themselves, the state planning, coordinating, and governing boards and commissions; the national associations; and the public and private institutions. It should be of special interest all who are involved in any way with interinstitutional cooperative arrangements in postsecondary education.

Finally, the reader should note the intention of the Center to continue to pursue the line of inquiry established by this preliminary report. The results described suggest that regionalism and regionalization may well be the start of a new, significant, and lasting shift in organizational response to the postsecondary educational needs in the several states. This conclusion raises a number of provocative questions which we intend to examine and make the subject of later reports.

Kenneth P. Mortimer, Director
Center for the Study of Higher Education
August 1976

PREFACE

Changes in the organizational structure of postsecondary education occur by slow evolution. Rarely are dramatic innovations launched from within the institutions of higher learning themselves. As institutions perceive changes in external circumstances in the general economic, social, cultural, and political setting, they recognize the need for some new organizational response.

The senior author of this study has seen one of these new organizational responses emerge over the last 20 years. Beginning in the middle nineteen fifties when he was employed in the U.S. Office of Education, he saw interinstitutional actions among colleges and universities and recognized these as early indications of a larger movement in the offing. During the nineteen sixties, he observed the first manifestations of that interinstitutional cooperation move closer to what has become the "regionalism" and "regionalization" considered by this study—the stimulation of interinstitutional developments in postsecondary education by action of agencies with official statewide authority in the field or by recognition given by them to interinstitutional developments voluntarily sponsored by individual institutions. During the sixties, the senior author participated in an early effort toward regionalization in the New York State Education Department, Office of Planning in Higher Education, which he organized in 1963 and headed for a time. Later, he viewed it from the State University of New York in which, as a member of the chancellor's staff, he helped plan and promote the early actions on regionalism within that complex, statewide system of postsecondary educational services. From observations based on those experiences, and those gained through association with others interested in interinstitutional, cooperative enterprises in postsecondary education—Lewis D. Patterson, Fritz Grupe, and others who have concentrated their work more sharply on voluntary consortium developments—came the conviction that this subject merited more attention. This study and report is the result of that conviction.

The title of this document, stressing that it is a preliminary report of a continuing study, seeks to emphasize that a dynamic development cannot be described in a single report with a strong sense of closure. Such a development, once recognized, can only be described in published reports from one particular date to another. This report, then, is seen as establishing both a benchmark in time and a baseline of information against which later reports can relate changes in regionalism specifically and assess their meaning to postsecondary education in general.

Much credit for the successful accomplishment of this first report is due W. Gary McGuire, the second author listed, who wrestled most closely with the vagaries of data difficult to manage on two counts, first, for their attachment to an emerging rather than a sharply defined concept and, second, to the relatively unstructured way they were procured. He did not, however, create these weaknesses in the project, if, indeed, probing for definition of a development rather than seeking to shape it be weaknesses for a project, especially one operating with virtually no special fiscal support. The weaknesses, if there be any, came clearly from the decisions of the senior author in the project who set it in motion and directed the accomplishment of this preliminary report.

Both authors are deeply indebted to the members of the State Higher Education Executive Officers Association for their help in providing the initial data for the report and responding to some requests for additional information. We hope this preliminary report provides a service that makes the earlier cooperation worthwhile and will justify continuation in the cooperative effort for later reports.

We are also indebted heavily to the Center for the Study of Higher Education of The Pennsylvania State University for its positive response, first to the idea of the study as one meriting attention and then to the demands we put on its resources to do it. Without this support and especially the assistance of the Center's secretarial staff, and their editor, Janet Novotny Bacon, it could not have been done at all. Finally, credit is due to Lawrence A. Nespoli who reviewed reactions from the field made in a special review circulation of the final draft and then made additions and corrections to the text where appropriate. It is our deep hope that, as the project is continued, the Center's support will be significantly augmented by others.

S. V. Martorana,

W. Gary McGuire

August 1976

SECTION I

INTRODUCTION TO THE STUDY

Regionalism of postsecondary educational resources as described in this report is a newly developing form of coordination which has arisen from two separate but parallel trends of interest in the coordination of postsecondary education. One of these trends is the shift of attention from individual institutions to a state-wide perspective and a related systemwide concept of postsecondary education. The other is an increased interest by institutions themselves in voluntary interinstitutional cooperative and collective activities. These two trends appear now to be merging into the new notion of regionalism and regionalization of postsecondary education and show promise thereby of generating an entirely new approach and structure whereby educational services at this level will be provided within the several states.

Both of these trends, antecedent to the emergence of regionalism and state-wide coordination, are well documented elsewhere. Only a summary description is needed here to show the complementary as well as supplementary character of the two prior developments, their logical and operational relationships to regionalism, and the way their unfolding presaged the regionalism to be described in this report.

Antecedents to Regionalism: Some History

Few topics in the general field of postsecondary educational administration have attracted as much attention and analytical comment since World War II as the issue of campus versus state relations. Most analysts of this relationship see it as the central consequence of such fundamental forces as the rapid growth in enrollments and numbers of institutions of postsecondary education in the 50s and 60s, rising costs of operation, increased competition of other social services with postsecondary education for governmental tax support, demands for accountability, a response to student and faculty demands, the need to "open up" the system, and other related pressures. Consensus among them is strong that the drift is toward a greater state-level agency involvement in the affairs of postsecondary educational institutions and organizations (Glenny 1959; Martorana and Hollis 1960; Palola 1970; Zwingle and Rogers 1970; Berdahl 1971). Consensus among authorities in the field is also strong that the drift represents a serious threat to traditional concepts and modes of governance of colleges and universities.

From its beginning in colonial times American postsecondary education was subjected to some governmental influence over its internal operations. But not until the early twentieth century did concern for the coordination of postsecondary education per se become an interest of the states. In fact, during the two decades prior to 1900 American colleges and universities were suffering from enrollment decline but enjoying freedom to experiment with new academic reforms in an atmosphere uncrowded by vast numbers of students. However, during the early 1900s, increasing specialization and diversity within and among colleges and universities, coupled with steadily increasing enrollment, brought higher education increased social

visibility and prominence. By 1910, six universities had enrollments of over 5,000 students. This reflected a rise in public awareness of higher education that was accompanied by a parallel rise in other state programs. Thus the state was faced with a competing interest for state financial support. Coordination by state agency became a means of controlling institutional growth within the limits of resources provided in state budgets. Concern for national growth and expansion of higher education remained an interest of the states, though one of relatively low priority during the first half of the twentieth century. However, during the 50s and 60s new forces such as a dramatically increasing rate of enrollment growth, pressures from new segments of the population to obtain access to postsecondary educational opportunity, and consequent additional burdens on the supporting constituencies of colleges and universities caused states to increase their attention and concern for orderly development of postsecondary educational resources. Questions of quality of programs provided as well as accessibility to them came into consideration, particularly as the enrollment boom of the 60s was seen in the 70s to be coming to an end. Thus, the trend toward greater coordination of statewide systems of higher education was based historically upon a need of the several states to achieve a merger of qualitative, quantitative, and fiscal goals.

At the same time that state governmental and other external agencies have shown a growing interest in coordinating the activities of higher educational institutions, institutions themselves have demonstrated a parallel interest in developing their collective activities. This type of interest among American institutions dates back as far as Jefferson's invitation to church-related liberal arts colleges to develop a cross registration plan with the University of Virginia. However, the trend of voluntary cooperation did not become significant until the late 1950s and the 1960s when the number of "consortia" grew rapidly under pressure of rapidly rising enrollments and costs, as well as other factors already mentioned. Prior to the 1960s, most voluntary cooperative arrangements among postsecondary educational institutions were highly informal, requiring little institutional effort or financial support. They were often administered on the basis of shared time provided through "in-kind" contributions of administrative services by member institutions. Exceptions did exist. Martorana, Messersmith, and Nelson in a 1961 U.S. Office of Education Study of College and University Cooperative projects identified 30 such projects. Of the 30, 12, or nearly 50 percent, had executive directors, 9 had responsibility for physical facilities and expenses of instructional equipment, and 5 sponsored joint degree programs. Because interinstitutional cooperative programs such as those reviewed by these three authors proved to be successful, they predicted that "colleges and universities will be breaking more and more with tradition and will increasingly engage in new and different cooperative ventures" (p. 27).

During the 1960s, interinstitutional cooperation began to be viewed by colleges and universities as a viable means of dealing with rising enrollments, inflationary costs, and the knowledge explosion. More official recognition began to be given to consortia. Lewis Patterson published a "consortia directory" in 1967 listing 31 such organizations meeting certain formal requirements including: (1) voluntary formal organization, (2) three or more member institutions, (3) multiple academic programs, (4) one full-time administrator, and (5) an annual membership contribution or some other indication of institutional commitment. Consortia meeting these

criteria seemed to be growing in numbers at the rate of 12 per year (Patterson 1967, p. 1).

The 1965 Higher Education Act gave voluntary consortia a boost in the form of new federal support. Title III of the act provides funding for interinstitutional agreements aimed at aiding developing institutions. As with similar rates of growth in other types of organizations, the growth of consortia has resulted in an increasing complexity in specialization among them as shown by Franklin Patterson in his book, *Colleges in Consort*. He extended the single voluntary consortia to a typology including three categories: (1) cooperative, (2) service, (3) Title III (Patterson 1974, p. 14). Patterson's three-part typology reflects the growing diversity of consortia operating throughout the nation. The growth of higher educational consortia in numbers and in types indicates a growing acceptance by the higher education community of the value and necessity of joint cooperative planning and programming.

The 1970s so far have witnessed continued rising interest in statewide coordination of postsecondary education and of voluntary interinstitutional cooperation. Several types of evidence exist for this generalization. One is in the number of states that have developed postsecondary education coordinating commissions in accordance with Section 1202 of the Higher Education Amendments of 1972 (McKinney and McGuinness 1975). Another is in the expressed stronger state of readiness and willingness to engage in cooperative interinstitutional arrangements advanced by postsecondary institutions throughout the nation (Martorana et al. 1975). A third supporting observation is the growth in consortia from 61 in 1970, to 80 in 1973, to 106 in 1975 (Patterson 1973 and 1975, p. 1).

There is good reason to believe that current action to strengthen and improve procedures and mechanisms for statewide coordination and planning in postsecondary education will continue. There is also strong basis to support a conclusion that postsecondary institutions will increasingly find advantages in new and different types of interinstitutional relationships. In 1974, the first edition of the *Guide to Interinstitutional Arrangements: Voluntary and Statutory* identified more than 10,000 linkage systems among the approximately 3,000 colleges and universities operating in the United States at that time. Until very recent years, however, these two movements, statewide planning and coordination on the one hand and voluntary interinstitutional cooperation on the other hand, have proceeded separately and distinctly although occurring in the same developmental time frame. One of the purposes of this report is to explore the possibility that the two movements are no longer separate but are beginning to merge into a new statewide planning and coordinating mechanism which can be defined as regionalism and regionalization.

Regionalism and Regionalization Defined

For purposes of this study, *regionalism* is defined as that view of a geographic subsection of a state (or of several adjoining states) that considers all (or a number) of the postsecondary educational components within the region collectively and seeks to establish a coordinated relationship of their goals, programs, and/or resources. That is the idea, the concept. *Regionalization* is then simply the act or

processes by which the concept is put into practice—the implementation of regionalism is regionalization. It is manifested in some form of interinstitutional cooperative arrangement.

For purposes of this study, however, another criterion is established for inclusion of interinstitutional arrangements into counts of the practice the study seeks to describe; it is that the regional arrangement be *officially* recognized by one or more authoritative agencies in the state. This can be the governor or legislature by executive action or statute or a state-level coordinating or governing board responsible for postsecondary education in the whole state or in part of the state. The matter of *official* recognition for purposes of this study is important, for it is a way to separate the concept of regionalism as an aspect of statewide planning and coordination of postsecondary education from the more general phenomenon of consortia which are more typically *ad hoc, voluntary*, interinstitutional arrangements. That such an objective basis for distinguishing between voluntary cooperative efforts and regionalism is an important basis of differentiation is emphasized in the observation made by Lewis D. Patterson in the prefatory comment to the *1975 Consortium Directory*; noteworthy within the statement moreover is his alertness to the fact that state regionalization of postsecondary educational resources is a growing "movement":

Numbers at best only tell part of the cooperative movement. In the past two years new areas are receiving increased attention such as among community colleges, in continuing education, in medical and health programs, in military programs, in theology and in the arts. Two trends to observe in the future will be: *the movement to state regionalization where it becomes increasingly difficult to distinguish between voluntary and statutory systems*; and a broadening of the base of participation to include the full range of the postsecondary community and related community/regional agencies in cooperative arrangements (emphasis added; Patterson 1975).

Pressures for Regionalization

Postsecondary educational institutions confront new difficulties in acquiring needed resources for operation from both private and public constituencies. Furthermore they are being increasingly pressured on many fronts to achieve the wisest possible use and distribution of the resources given them. Their ability to make a positive and successful response to these pressures is recognized by many as determining their ultimate survival. In describing the "crisis of survival," one of the authors of this report identified as factors contributing to current pressures for cooperative efforts, the leveling off of enrollments, dropping of public esteem, and declining levels of financial support. Sharing, cooperative activity, and regionalism were suggested as one line of possible positive response (Martorana 1975).

In writing of interorganizational patterns in education, Burton Clark describes how this pressure emanates from social forces—economic, demographic, and political—that are causing adjustments and adaptations in the educational system. Some of these adjustments are intrainstitutional, such as the adoption of new

teaching technologies to increase productivity; others are interinstitutional, such as the creation of consortia to gain competitive advantage. One major adjustment is a change in the form of influence and control from those typically associated with bureaucracy to those of interorganizational character (Clark 1965).

Levine and White of the Harvard School of Public Health have proposed a notion that one way of viewing organization is as participants in an exchange system. Exchange is defined as any voluntary activity between two organizations which has consequences, actual or anticipated, for the realization of their respective objectives. They suggest that as resources become scarce, organizations similar in nature will exchange resources in an effort to achieve their respective objectives. Whether two or more organizations form a successful exchange system is dependent upon their accessibility to each other, the similarity in function and objective, and their ability to reach consensus on the boundaries of each other's domains (Levine and White 1969).

As applied to regionalism and regionalization in postsecondary education, it would seem to follow that these elements would need to be in existence if the purposes envisioned in the concept are to be achieved.

Interest in regionalism can be seen as stemming also from at least two other sources. One of these sources, the action and endorsement by citizens of a particular locality, was encountered by an HEW survey of Indiana residents who felt that postsecondary education institutions should commit themselves to meeting regional needs with more involvement by local residents in institutional planning (*Higher Education Daily*, May 1974, p. 5). This grassroots involvement is joined by another factor, namely, the effort on the part of state-level coordinating agencies to decentralize decision making through a "moderately sized geographical or population unit" (Minnesota Higher Education Coordinating Commission 1975).

In short, the real and practical pressures of survival and increasing accountability confronted by postsecondary education institutions in the mid-1970s, along with an emerging populism and concern for over-centralization of the management of postsecondary education institutions, are converging pressures for regionalism in the several states. If this observation is accurate and holds up to more critical examination against hard facts taken from operating field conditions, regionalism may be more than merely a response to new pressures for survival; it may be a new departure intended to bring about demonstrable improvements in policies, procedures, and evaluation of postsecondary educational operations.

Questions for Preliminary Inquiry

With this background about regionalism and a definition of the notion, the purpose of this preliminary study can be stated and some of the questions to which it sought to provide some initial answers can be set forth. Quite simply, the purpose of the project was to establish a baseline body of information about (a) the extent to which regionalism prevails as a planning and coordinating concept in statewide systems of postsecondary education and (b) the salient descriptive characteristics of this new development. More specifically, the questions in mind were:

1. What level of attention is being given to the concept of regionalism and the implementation of regionalization of postsecondary educational resources by agencies with official responsibility for this level of education in the several states?
2. To the extent a significant degree of activity in regionalism is disclosed, are there different approaches and attention given its implementation in the different parts of the nation?
3. What elements of statewide systems of postsecondary education are involved in regionalism?
4. What differences exist in the patterns of regionalization?
5. With respect to the different patterns of regionalization, what factors contributed to their development; what sources of authority led to the action; and how are they organized, administered, and financed?

Basic Assumptions

A basic assumption of this study needs to be stated. It is that statewide coordinating agencies with administrative or legislative authority, as opposed to governing boards with power to control and operate postsecondary educational institutions, on the one hand, or purely voluntary organizations of the diverse postsecondary educational interests in the state, on the other hand, will become the predominant means of controlling the coordinating and planning function for statewide postsecondary educational systems. State agencies like the 1202 Commissions will increasingly prevail in these functions. The initiative for planning and coordination will lie increasingly with each agency for several reasons: First, they have legal authority over postsecondary educational institutions by state and federal legislative action. Second, state coordinating agencies have gained preeminence in practice over the nation (The Education Commission of the States 1974). Third, the advantages of statewide coordinating agencies rest on their effectiveness in dealing with diverse subsystems, sectors, and segments of postsecondary education in a given state because they allow for the autonomy of individual or subgroups of institutions which state-level governing boards (that supersede boards of separate institutions or subsystems) cannot do. Particularly is this so when private as well as public postsecondary educational resources are involved in the regionalization plan. These coordinating agencies, it appears, have "come of age," although the range in their ages is from over 200 years in the case of the regents of New York State to those in several states that are only one-twentieth that old. They can now "afford" to recognize pressures for greater involvement of institutions in subsectors of postsecondary education in planning and implementing coordinating policies and processes by beginning to develop some decentralization without fearing a threat to their existence as a central state-level agency with overall responsibility.

An extension of the basic assumption of this report is that, given the current context of postsecondary education in America, some form of collective action by

colleges and universities is necessary for their continued existence and maintenance of excellence. The alternative forms of collective action are: purely voluntary; one single state unit and autonomous private institutions; no collective action at all; or a coordinated statewide system of all postsecondary educational institutions or sub-sectors of institutions, public and private. If the latter alternative is assumed as the viable one and if statewide coordinating commissions are most likely to control this coordinating effort, it follows that the State Higher Education Executive Officers Association would provide the most likely source of leadership, insight, and information about regionalism and regionalization in planning and coordination of state systems of postsecondary education.

Study Procedures

Having established that the State Higher Education Executive Officers Association membership would best serve as a data base for this study, a personal letter of inquiry was sent to the SHEEO membership in each of the 50 states. The letter discussed objectives of the study and asked respondents to answer a brief series of questions regarding whether or not regionalization was being given any consideration in their state. The letter also asked for available reports, guidelines, and other descriptive information regarding any regionalization plan that had been formulated. The initial letter was mailed on October 31, 1973 (see Appendix A). Forty states responded to that letter. On April 3, 1974, a follow-up letter was sent to the remaining 10 states (see Appendix B). Eight of these states responded to the second letter, resulting in a total response rate of all but two states.

Information received in response to the original letter, additional correspondence with several SHEEO members, and communication with multistate coordinating agencies such as the Education Commission of the States and the Southern Regional Education Board were then arranged in the format designed for this report. Finally, a draft of the report was sent to respondents for verification of the factual content reported.

Organization of the Report

This report is divided into nine parts. Following this introductory section, seven deal with the substantive findings concerning incidences of regionalization; factors influencing such action; patterns of regionalization; objectives; sources of authority, governance and administration; and funding. The last section is a summary commentary on these findings; the tentative conclusions they suggest are an indication of further study directions needed.

The tables that provide the more detailed information gathered in this survey and that form the central focus of the discussion in each of the seven sections of findings on regionalization follow a standard format. The reporting states (grouped by regions of the nation) are related to the variables under consideration. In effect regionalization plans are coded to distinguish those operating from those under consideration but not yet operating.

SECTION II

INCIDENCES OF REGIONALISM

Most of the states of the nation are now engaged in some form of official action to establish or consider carefully the possibilities inherent in the regionalization of their postsecondary educational resources. Thirty-one of the 50 states reported this to be the case. Of the remaining 19, 1 provided no information and 18 reported that they either had considered implementing some regionalization plan but had rejected the idea or that they had not given any consideration to such a coordination mechanism.

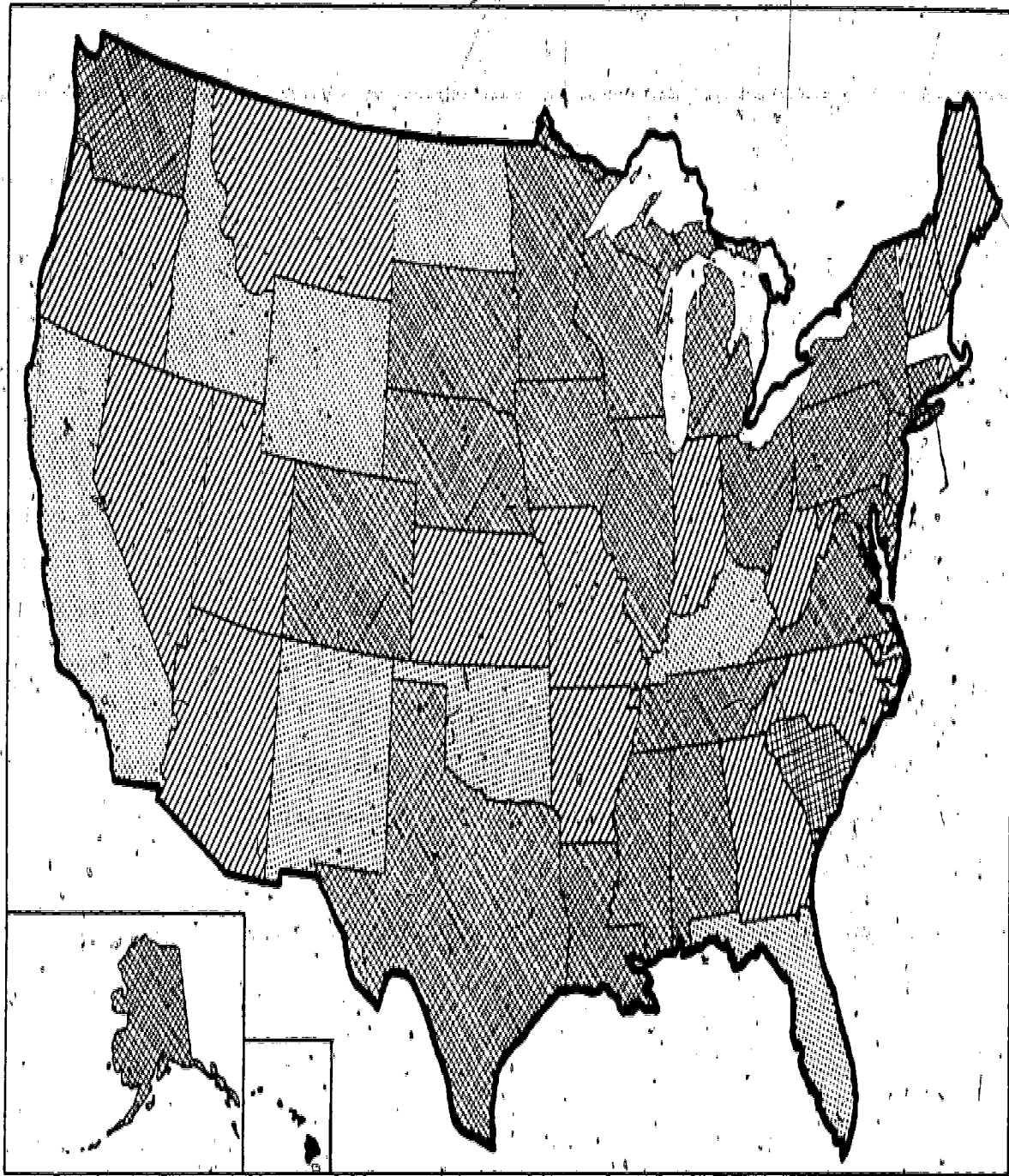
Some notable regional differences exist across the country in the amount of attention given to programs of regionalizing postsecondary education. The data presented in Table 1 and the more graphic depiction in Figure 1 summarize state regionalization activity in the United States. The most active regions of the country are the middle Atlantic, the southeastern, and the midwestern regions. While only 30 (60 percent) of the 50 states surveyed are located in these regions, 23 of these (75 percent) are among the 31 states identified as actively involved in the regionalization movement.

Another interstate regional pattern of note is the inactivity in the New England area, where only one state, Connecticut, has introduced regionalism. Considering the existence of the New England Board of Higher Education, an organization supporting the ideas of coordination and cooperation, the lack of involvement of the New England states in interstate regional activities might seem unexpected. However, the small geographic size of many of these states makes their division into regions for coordination purposes really unnecessary. (This same reason was also given by Delaware and Maryland for not adopting a regionalization plan.)




The data in Table 1, besides indicating that 31 states have become actively involved in one way or another with regionalization, also indicate regionalization patterns resulting from these activities. In the 31 states actively involved, 46 different examples of regionalization have evolved. By example is meant a distinctive combination of institutional types and purposes that characterize an official regional arrangement. In 12 states, more than 1 regionalization pattern has emerged. For example, Iowa has developed 1 pattern for its community colleges and is considering another pattern that would divide the state into regions for coordinated planning and data-gathering purposes. Thus, as indicated in Table 1, Iowa is listed as having 1 pattern in effect and 1 under study, for a total of 2 instances of regionalization.

Plans by Type of Institutions Covered

The data shown in Table 1 also summarize regionalization plans by type of postsecondary educational institution in the plan. Of the 41 plans about which information was available, 8 plans in effect and 1 under study covered all postsecondary educational institutions, public and private in a given state; 3 in effect and 2 under study encompassed all public institutions in a given state; 10 in effect and 6



KEY:

- (1)  At least one regionalization plan implemented
- (2)  Regionalism under study
- (3)  Response received, no active attention to regionalism



- (4)  Regionalization plan rejected.
- (5)  No response received

FIGURE 1

REGIONALISM IN THE UNITED STATES

(1) At least one regionalization plan implemented

- | | | | |
|----|--------------|----|----------------|
| 1 | Connecticut | 12 | Ohio |
| 2 | Maryland | 13 | South Dakota |
| 3 | New Jersey | 14 | Wisconsin |
| 4 | New York | 15 | Alaska |
| 5 | Pennsylvania | 16 | Louisiana |
| 6 | Colorado | 17 | Mississippi |
| 7 | Illinois | 18 | South Carolina |
| 8 | Iowa | 19 | Tennessee |
| 9 | Michigan | 20 | Texas |
| 10 | Minnesota | 21 | Virginia |
| 11 | Nebraska | 22 | Washington |

(2) Regionalism under study

- | | | | |
|---|------------|---|--------------|
| 1 | New Mexico | 6 | North Dakota |
| 2 | Oklahoma | 7 | California |
| 3 | Wyoming | 8 | Alabama |
| 4 | Idaho | 9 | Kentucky |
| 5 | Florida | | |

(3) Response received, no active attention to regionalism

- | | | | | | |
|---|---------|----|----------------|----|---------------|
| 1 | Montana | 7 | Arkansas | 13 | West Virginia |
| 2 | Oregon | 8 | Missouri | 14 | Maine |
| 3 | Nevada | 9 | Georgia | 15 | New Hampshire |
| 4 | Utah | 10 | North Carolina | 16 | Vermont |
| 5 | Arizona | 11 | Indiana | 17 | Rhode Island |
| 6 | Kansas | 12 | Delaware | | |

(4) Regionalization plan rejected

- 1 Massachusetts

(5) No response received

- 1 Hawaii

TABLE 1
REGIONALIZATION PATTERNS IN 31 STATES
BY TYPE OF INSTITUTION(S) COVERED BY PLAN

Region, State, and Plan	Type of Institution Covered					Total Plans
	All Public & Private	All Public	Public 4-year	Public 2-year	Public Continuing Education	
NEW ENGLAND						
CT 1.1	X					3
1.2	X					
1.3	X					
Total						
MID-ATLANTIC						
MD 2.1			X			
2.2		#				
NJ 3.1			X			
3.2			#			
NY 4.1	X					
4.2		X				
PA 5.1	X					7
Total						
MIDWEST						
CO 6.1			#			
6.2		X				
IL 7.1	X					
IO 8.1				X		
8.2		#				
MI 9.1				X		
9.2			X			
MN 10.1	X					
10.2			X			
NB 11.1				X		
NM 12.1				#		
12.2		#				
ND 13.1						
OH 14.1				#		
14.2			X			
14.3				X		
OK 15.1				#		
SD 16.1			X			
WI 17.1			X			
17.2			#			
WY 18.1				#		
Total						22

Table 1 (cont.)

Type of Institution Covered

Region, State, and Plan	All Public & Private	All Public	Public 4-year	Public 2-year	Public Continuing Education	Total Plans
WEST						
AK 19.1		X				
CA 20.1*						
ID 21.1					#	
WA 22.1			X			
Total						4
SOUTHEAST						
AL 23.1*						
FL 24.1			#			
KY 25.1*						
LA 26.1			X			
26.2			#			
MS 27.1					X	
SC 28.1	X					
TE 29.1					X	
TX 30.1			X			
VA 31.1					X	
Total						10
Total X	8	3	10	4	3	28
Total #	1	2	5	4	1	13
Total Plans	9	5	15	8	4	41
Total States (N = 31)	7	5	12	7	4	35 ^a

NOTE For five plans, information available was inadequate to show institutional coverage

X - plan in effect

- plan under study

^aThe total of states in columns adds to 35 rather than 31 because four states have plans in two categories of coverage

under study covered all *public four-year colleges* in a given state; 4 in effect and 4 under study covered all *public two-year colleges* in a given state; and 3 in effect and 1 under study deal only with *continuing education*.

From this statement, it appears that regionalism, as yet, is a concept applied more to particular sectors of postsecondary education than to the full array of resources present in a region. In view of the attention given to "comprehensive statewide planning" by the Federal Higher Education Amendments of 1972 and to most state master plans, the picture of fragmented attention portrayed in Table 1 is unexpected.

Inventory of Regionalization Programs

The following is a list of the 46 regionalization projects reported in this monograph. The number code used will help identify specific projects in tables used throughout the report. (X) signifies a plan in effect; (#) signifies a plan being considered.

New England

1.0 CONNECTICUT (CT)

1.1 (X) Higher Education Centers:

This plan involves construction of facilities to be shared by regional community colleges or university branches. One such center is under construction. Original plans call for it to house three public colleges and a residential facility for the mentally retarded. It will also provide some facilities for a nearby private two-year college. As yet, no other higher education centers have been approved by the legislature.

1.2 (X) Higher Education Consortium for Urban Studies

Initially an urban studies consortium of private colleges, this consortium now has public colleges and is studying the feasibility of forming a regional university. The consortium is also recognized as the focal group for cooperation within an organized region under item 1.3 below.

1.3 (X) Regional Planning Districts

Six postsecondary regional planning districts have been established, primarily for program development among the institutions within each region. It is anticipated that the region will formally participate in a new program approval process.

Mid-Atlantic

2.0 MARYLAND (MD)

2.1 (X) SREB Academic Common Market

The desire of Maryland citizens to pursue study in specialized areas not available within the state has made it feasible for Maryland to participate in the out-of-state opportunities made accessible in this SREB program.

2.2 (#) Interinstitutional Cooperation

The Maryland Council for Higher Education believes that cooperative relationships should be established among neighboring institutions throughout the state, and its encouragement of voluntary relationships is beginning to show results. However, efforts to secure legislative support for interinstitutional cooperation—specifically, charge-back legislation for community colleges—has thus far been unsuccessful.

3.0 NEW JERSEY (NJ)

3.1 (X) Hudson Higher Education Consortium

The two-year level curriculum offerings among St. Peter's College, Jersey City State College, and Steven's Institute of Technology are coordinated by this consortium.

3.2 (X) Newark Educational Media Consortium

This is a consortium of 14 institutions that seeks to maximize the cost effectiveness of institutional media utilized by members.

4.0 NEW YORK (NY)

4.1 (X) Regents Advisory Councils

This council is a plan to develop 8 regional planning councils representing all of post-secondary educational institutions for the purpose of coordinating planning activities of these institutions. Three experimental regions have been established in New York City, the Genesee Valley region, and the northeast region of the state.

4.2 (X) SUNY Regional Plan

The purpose of this plan is to marshal the collective resources of the integral units of the State University of New York (two-year, four-year, and complex universities) and the public community colleges to serve the 4 geographic regions of the state.

5.0 PENNSYLVANIA (PA)

5.1 (X) State Department of Education Regionalization Plan

This plan divides the state into 10 regions. Institutions within these regions form regional planning councils for the purpose of achieving a purposeful division of responsibilities among institutions and a sharing of resources.

Midwest

6.0 COLORADO (CO)

6.1 (#) Interstate Junior College Out-of-State Tuition Waiver

Serious efforts have been made during the past three or four years by the Colorado State Board of Community Colleges and Occupational Education to develop interstate arrangements for the acceptance of junior college students as residents on a regional basis.

6.2 (X) Auraria Center

This center is a joint facility now under construction in Denver shared by the Community College of Denver, Metropolitan State College, and the University of Colorado

at Denver. The consortium will share library and student union facilities and some administrative services; all classes will be scheduled centrally without regard to building "ownership."

7.0 ILLINOIS (IL)

(X) Higher Education Cooperation Act

Founded in 1971, the act has annually supported the development of regional inter-institutional programs and other consortia as they have been proposed. To date, the Illinois Board of Higher Education has funded over 70 different proposals from an annual legislative appropriation of \$350,000.

8.0 IOWA (IO)

8.1 (X) Community College Districts

This plan has divided the state into community college districts, some of them multi-campus, to assure student access.

8.2 (#) Planning Regions

A 1973 consultant report suggested that statistical data necessary for postsecondary education planning be reported regionally in order to facilitate consideration of the possible impact of programs of one institution upon other institutions in the region.

8.3 (X) Interstate Cooperation

This group is participating in a few regional cooperation programs with neighboring institutions in Illinois.

9.0 MICHIGAN (MI)

9.1 (#) Community College Districts

This is a joint plan of the State Board of Education and the State Board for Public Community and Junior Colleges to increase access of a community college education to every adult citizen of Michigan.

9.2 (X) Bi-State Student Exchanges

These exchanges are a reciprocal agreement between Michigan and Wisconsin for the benefit of certain institutions in Michigan's upper peninsula and several border institutions in Wisconsin.

10.0 MINNESOTA (MN)

10.1 (X) Experimental Regions

The Higher Education Coordinating Council has established three legislatively mandated experimental Regional Advisory Boards to test new ways for accomplishing cooperative efforts for meeting local and regional needs.

10.2 (X) Bi-State Tuition Agreement

This is a reciprocal agreement with Wisconsin to waive out-of-state tuition fees for students. Over 3,000 students took advantage of the experiment in 1973, its first year of operation.

11.0 NEBRASKA (NB)

11.1 (X) Community College Districts

Six regions have been created, encompassing all community colleges and vocational-technical programs to be administered by regional technical community colleges.

12.0 NEW MEXICO (NM)

12.1 (#) Tucumcari Community College Cooperative

A plan has been proposed for an area vocational-technical school to develop a regional extension program to serve students in an area too sparsely populated to support its own institution but too far away to make commuting feasible.

12.2 (#) Interinstitutional Arrangements to Serve Nontraditional Students

The Board of Educational Finance (New Mexico's "1202 Commission") is discussing a plan to use a regional configuration to serve the "new" student and to develop educational programs in geographic regions where they do not presently exist.

13.0 NORTH DAKOTA (ND)

13.1 (#) Untitled

North Dakota's State Board of Education has been actively involved in regionalization discussions within the state and across state borders. In particular, contracts with professional schools in Minnesota have been used to facilitate regional development of high-cost/low-demand programs. These contracts have no reciprocity. The inability to eliminate nonresident tuition has prevented a more complete regionalization plan from being developed.

14.0 OHIO (OH)

14.1 (#) Reorganization of Two-Year Campuses into Regional Operating Units

Toward the further development of a statewide *system* of postsecondary education, the Ohio Board of Regents is considering the establishment of regional operating units for two-year campuses. The regional unit would be responsible for presenting a comprehensive plan to offer additional services, taking into account contributions of public and private colleges and proprietary schools.

14.2 (X) Northeastern Ohio Universities' Medical School

A group of universities in northeastern Ohio have formed a consortium to develop a new medical school. The presidents of the member institutions form the school's governing board. The school will utilize existing classroom space and community hospitals. The only new construction needed will be some teaching facilities at the local hospitals.

14.3 (X) Regional Two-Year Technical Education Admission

This is a plan of the Ohio Bureau of Regents to promote attendance at local two-year technical programs. It highlights the regional diversity of these educational programs.

15.0 OKLAHOMA (OK)

15.1 (#) Community College/Vocational-Technical Education Regions,

Consideration is being given to developing community college/vocational-technical education regions for purposes of promoting cooperative planning. The regions would be consistent with manpower planning and economic development regions of state agencies.

16.0 SOUTH DAKOTA (SD)

16.1 (X) Interstate Student Exchange

Agreements have been reached with neighboring states to exchange students in high-cost/low-demand programs.

17.0 WISCONSIN (WI)

17.1 (X) Bi-State Tuition Agreement

This is an agreement with Minnesota to waive out-of-state tuition payments for students.

17.2 (#) Regional Graduate Programs

Three regional task forces have been formed to review regional graduate programs at masters and specialist levels, with respect to present and future needs as the first step toward establishment of regional cooperative graduate centers.

18.0 WYOMING (WY)

18.1 (#) Community College Service Areas

The Wyoming Community College Commission is currently considering the establishment of regional service areas.

West

19.0 ALASKA (AK)

19.1 (X) Regional University Centers

The University of Alaska has established three regional university centers each under the direction of a provost in order to make the system more responsive to local needs by decentralizing many university functions to the regional level.

20.0 CALIFORNIA (CA)

21.1 (#) Untitled

This is an exploration of regionalization possibilities in California.

21.0 IDAHO (ID)

21.1 (#) Regionalized Continuing Education Services

The State Board of Education is considering decentralizing the state's continuing education program from the state capital to regions where one institution would coordinate all continuing education programming within the region.

22.0 WASHINGTON (WA)

22.1 (X) Bi-State Student Exchange

This exchange participates in the WICHE student exchange program.

Southeast

23.0 ALABAMA (AL)

23.1 (#) Untitled

This is a preliminary examination of regionalization in Alabama.

24.0 FLORIDA (FL)

24.1 (#) Regional Graduate Programs

Florida is considering the development of joint graduate programs.

25.0 KENTUCKY (KY)

25.1 (#) Untitled

Kentucky's plan has not completely taken shape. However, its Council on Public Higher Education is attempting to coordinate, on a regional basis, some high-cost programs.

26.0 LOUISIANA (LA)

26.1 (X) SREB Common Market

Louisiana participates in the SREB Academic Common Market program.

26.2 (#) Untitled

Louisiana is currently considering regionalization of its postsecondary educational system; the exact nature of the plan is as yet unclear.

27.0 MISSISSIPPI (MS)

27.1 (X) Regionalized External Degree Programs

Mississippi has assigned regional territories for marketing external degree programs.

28.0 SOUTH CAROLINA (SC)

28.1 (X) A consortium in Charleston has become a forum for regional planning in order to avoid unnecessary duplication there.

29.0 TENNESSEE (TE)

29.1 (X) Regionalized Off-Campus Courses

Public and private institutions' off-campus courses are regionally planned and coordinated to assure efficient use of available resources.

30.0 TEXAS (TX)

30.1 (X) TAGER

The Northeast Texas Association of Graduate Education and Research (TAGER) shares educational resources through a closed circuit television network.

31.0 VIRGINIA (VA)

31.1 (X) Regional Consortia for the Coordination of Continuing Education Offerings

This six regional consortia coordination attempt is formed to coordinate continuing education activities under a state legislative mandate.

SECTION III

FACTORS INFLUENCING REGIONALIZATION

Twenty-four of the 31 states forming the basis of this study provided documents and supplemental material such as copies of legislative bills, master plans, annual reports, and consultant reports concerning regionalism presently underway. These resources were used to determine what factors appear to have influenced the conceptualization and implementation of regionalization in each of the states covered. Effort centered on finding influences bearing positively, particularly on planning, development, and evaluation of regionalization programs. Five factors appear influential to the development of regionalism in the several states:

- (1) the interest and energy invested in the development of new coordinating mechanisms by state agencies responsible for coordinating postsecondary educational institutions
- (2) the level of concern expressed by state legislative bodies and related enabling legislative action
- (3) the reports of prior studies or examinations of all or some special problems in postsecondary education in the state which supported coordination of postsecondary educational resources
- (4) the availability of adequate financial support
- (5) the flexibility of the regionalization plan itself.

From the data available for this report, only the frequency of influential factors could validly be noted (see Table 2). While available information precludes hard conclusions about the degree of influence of any one of the factors just listed, the descriptive documents suggest considerable variation in the pattern of influence from state to state. Often, also, given factors operate in combination with others, but the nature of the effect of two or more factors when several are present is also a subject for more inquiry.

State Agency Posture

As indicated in Table 1, state agencies responsible for higher education clearly have assumed a leadership role in implementing regionalism in the several states. This is accomplished typically by exercise of administrative authority that the state constitutions or statutes invest in state agencies typically represented in the State Higher Education Executive Officer's Association, such as the Illinois State Board of Higher Education, the New York State Board of Regents, and the Coordinating Board, Texas College and University System. An exception to this generalization is the Nebraska State Board of Technical Community Colleges, the agency responsible for coordinating the activities of that state's community college regionalization plan. From Table 2, one sees that 25 agencies in 24 states (2 in New York)

TABLE 2
FACTORS INFLUENTIAL IN THE DEVELOPMENT OR STUDY
OF 36 REGIONALIZATION PLANS IN 24 STATES

Factors Influential in Development of Study or Plan					
Region, State, and Plan	State Agency Posture	Legislative Interest	Prior Studies	Money	Flexibility in Planning
NEW ENGLAND					
CT 1.1	X	X			
1.2	X				
1.3	X				
MID-ATLANTIC					
MD 2.1	#	#			
2.2	X				
NY 4.1	X				
4.2	X				
PA 5.1	X		X	X	
IL 7.1	X	X	X	X	X
IO 8.1	X	X			
8.2	#		#		
8.3	X				
MI 9.1	X	X			
9.2	X				
MN 10.1	X	X	X	X	X
10.2	X				
NB 11.1	X	X			
NM 12.1	#	#			
12.2	#				
OH 14.1	#	#			
14.2	X	X			
14.3	X				
OK 15.1	#		#		
WI 17.1	X				
17.2	#				
WY 18.1	X				
WESTERN					
AK 19.1	X				
CA 20.1	#	#	#		
WA 22.1	X				
SOUTHEAST					
FL 24.1	X				
KY 25.1	X	X			
MS 27.1	X				
SC 28.1	X				
TE 29.1	X				
TX 30.1	X			X	
VA 31.1	X	X	X		
X Plans in Effect	28	9	4	4	2
# Plans Under Study	8	4	3	0	0
Total Plans	36	13	7	4	2
Total States	24	12	7	4	2

NOTE: X = plan in effect
 # = plan under study

reported positive state agency posture as a critical factor; these 25 touch on 36 of the 45 plans identified in this study. State agency support and encouragement, more than any other influence, is critical to the start and successful implementation of a regionalization program.

In the Commonwealth of Pennsylvania, the State Board of Education, for example, can be credited with initiating much of the thinking necessary for the development of regionalism. Acting as the administrative arm of the board, the Department of Education and, more specifically, the Office of Higher Education has extended steady effort on behalf of regionalism for over two years. Through the staff work it does for the Board, through its Bureau of Academic Programs, and through its division of four-year programs, the office oversees the development of Pennsylvania's regionalization plan. The Office of Higher Education has developed guidelines for the implementation of regionalization for long-range planning. These planning efforts continue to be implemented through cooperative efforts with institutions in each of the regions in the Commonwealth.

New York is another state representative of those which have introduced regionalism through administrative action alone. Several years ago, Nelson Rockefeller, then governor of New York, directed all state agencies to regionalize their operations as much as possible. Following the governor's mandate, the primary moving forces in regionalism have been the Board of Regents, through its administrative arm, the State Education Department, and the State University at New York, which is developing its own plan (Grupe 1972). The general, statewide efforts extended toward regionalism are given special emphasis in the higher education planning duties given the deputy commissioner for higher and professional education.

Legislative Attitude and Legislation

While state agency posture is central to regionalism, it is important to note that in 12 states the agencies shared this role of positive influence with their state legislative bodies. As a result, this study finds a possible new focus emerging in state legislative interest in postsecondary education—regionalization of resources. Twelve states report positive legislative interest: nine have plans in effect and four have plans under study (Ohio fits into both of these categories). The state agencies in Connecticut, Michigan, Illinois, Minnesota, Iowa, Maryland, Nebraska, New Mexico, Ohio, California, Virginia, and Kentucky report that they have been involved to some extent with their state legislatures in the discussion and implementation or consideration of a regionalization plan. The data examined indicate, however, that in no state was the legislature considered to be the sole moving force behind the development of regionalism. This is significant for two reasons: (1) it may reflect a growing power of state higher education offices, and (2) it may also indicate movement toward a more cooperative state agency-legislature relationship. In fact, this may well reflect one of the political purposes behind regionalism, i.e., an attempt to decentralize some state agency responsibilities in order to appease individual school, college, and university ire about over centralization of authority for postsecondary education in offices of statewide systems of postsecondary education.

Minnesota exemplifies those states that have implemented regionalism as a joint-administrative-legislative venture. In the spring of 1973, the Minnesota legislature directed the Minnesota Higher Education Coordinating Commission to develop and administer three experimental regional postsecondary education projects. The three projects aimed at improving the efficiency and effectiveness of postsecondary education in meeting regional needs through increased interinstitutional cooperation and coordination of programs and planning in the region.

Michigan's consideration of regionalism has also been influenced by combined administrative-legislative action. The Michigan legislature, through Legislative Bill Number 5631 in 1973, revised and consolidated the laws relating to community colleges and provided for the creation of community college districts. The exact districting plan to be utilized has not yet been determined. The state's Independent Association of Community Colleges and State Board for Public Community and Junior Colleges are both in the process of drafting districting plans. However, in response to the survey basis to this report, a representative of the State Department of Education stated that the superintendent of public instruction and the State Board of Education are hoping to have a single regional configuration for all educational planning. The boundaries developed could be coterminous in order to reflect planning needs of all regional postsecondary institutions including community-junior colleges. Some community college presidents are reported as seeing the move to regionalize educational planning as an effort to designate the community college system as the thirteenth and fourteenth grades of public education. According to a representative of the department of education, it is unlikely that regionalization beyond the districting of community-junior colleges will come about until this concern is dealt with.

The descriptions received of legislative-administrative relationships in regionalization efforts in Minnesota and Michigan point out an important distinction between types of legislation involved. In the case of Minnesota, the legislature directed the Higher Education Coordinating Council to develop three experimental regional coordinating agencies. The Michigan legislation, on the other hand, was merely enabling legislation which allowed a districting plan to be developed but did not mandate the development of such a plan.

Previous Major Studies

As indicated in Table 2, seven states that have developed or are studying regional programs report a positive influence from prior studies of the state's higher education programs and institutions performed by such groups as master planning commissions, state agency staff members, and outside consultants. These studies often provide background data useful to discussion of regionalization possibilities even when the main thrust of the study is toward other purposes. In one of these states, Iowa, original impetus for regionalization in postsecondary education came from a group of consultants employed to study the problems of higher education in Iowa in 1959. In their report, entitled *Resources and Needs for Higher Education in Iowa, . . . 1960-70*, the consultants recommended the establishment of regional community colleges. By action of the 61st General Assembly of Iowa (1966), a system of 15 merged area districts was established; eventually most of the region organized an area community college or vocational-technical school.

A second and more recent impetus for regionalization of Iowa postsecondary schools came from another consultant report. The Peat, Marwick, and Mitchell report, *Structures for Decisions* (October 1973), recommended that the traditional reporting of data by individual institution, grouped by postsecondary segment, be replaced by regional data to facilitate consideration of the impact of programs and enrollment of one institution upon other institutions in the region. This proposal has not been implemented as yet, but some consideration is being given to it.*

Adequate Funding

Contrary to expected outcomes when this study was undertaken, money was identified as an influential factor in only four states. The important factor here is whether the regionalization proposal required financial support over and above what the state was already spending on postsecondary education. Some regionalization plans merely represent state support of interinstitutional student exchange agreements or an alteration in methods of data collection, retrieval, and analysis. Other programs include the development of new administrative and coordinating structures requiring additional staff members, facilities, etc. From the data reported by Pennsylvania, Illinois, Minnesota, and Texas, it was concluded that in these states financial resources were important to the nature of the regional program developed. The Illinois and Minnesota plans required legislative action which included funds earmarked for the support of developing regionalism. The Illinois Higher Education Cooperation Act of 1969 originally provided \$350,000 for such purposes. The Minnesota State Legislature appropriated \$175,000 in the spring of 1972 to that state's Higher Education Coordinating Commission to develop and administer three experimental regional postsecondary education projects aimed at improving the efficiency and effectiveness of postsecondary education in meeting regional needs through increased interinstitutional cooperation and coordination of programs and planning in the region.

The Pennsylvania plan for regionalization is reported to have been an unlikely development if state and federal funds had not been available. The Texas regional plan, which required special funding, was that headed as the North Texas Association for Graduate Education and Research. It was initially supported by a large private corporation contribution and has since been supported by private industrial contributions surpassing \$2.5 million and by institutional member contributions set by a fixed schedule.

Flexible Planning

Flexibility, or the ability of the regionalization plan to reflect the changing higher education picture in the state and its region, was interpreted to have been influential in both Minnesota and Illinois. The Higher Education Coordinating Commission in Minnesota, which is responsible for administering its regional program, believes that the size, composition, and responsibilities of each of its three experimental regional advisory committees should reflect regional differences. In this way,

* Letter from Wayne R. Richey, Executive Secretary, Iowa Board of Regents, to S. V. Martorana, November 19, 1973.

the Minnesota experience is differentiated from a state such as Nebraska, which has standardized the composition of its regional community college district boards to include the same numbers of people representative of the same types of groups or institutions in each of its districts.

The Illinois regionalization plan originally called for the establishment of regional councils. Originally a planning and coordinating concept, the plan has yielded somewhat to an emphasis on increasing educational opportunities through the collegiate common market concept which is dependent upon regional interinstitutional cooperation for its implementation. This flexibility of goals seems to have helped the Illinois plan to maintain its viability and increase its importance in the state's master plan.

SECTION IV

PATTERNS OF REGIONALIZATION

The data gathered in the survey on which this report is based indicate existence of five different bases upon which regionalization patterns are being established. These five are shown in Table 3 and include:

- Type A: Those arranged by interstate compacts (including but not limited to WICHE, NEBHE, and SREB) designed to increase the availability of high-need, high-cost, low-enrollment or otherwise unavailable educational programs.
- Type B: Those arranged to meet broad postsecondary educational needs within each of several geographic regions established throughout the state.
- Type C: Those intended to meet the postsecondary educational needs of one particular geographic area such as a metropolitan area.
- Type D: Those intended to meet more limited educational needs by regionally coordinating specific postsecondary educational program sections or needs.
- Type E: Those which are purely voluntary but have formal state recognition and are arranged to more efficiently meet the diversification needs of institutions.

Type A – Interstate Programs

Intrastate regionalization activities are the primary concern of this report. One interstate pattern, the collegiate common market, was included, for these collaborations do reflect many of the basic values of intrastate regionalism, such as conservation of educational resources and the enlargement and increased access to postsecondary educational opportunities.

The collegiate common market concept promotes interinstitutional collaboration about academic policies and procedures toward the free exchange of credit, reduction of residence requirements, etc., which would serve to open the postsecondary education system by promoting new methods within and among institutions for increasing access to postsecondary education. The present inquiry discovered eight of these so called "common markets" in postsecondary education: the Southern Regional Education Board; the Western Interstate Council for Higher Education; the New England Board of Higher Education; and bi-state agreements between Illinois and Iowa, Wisconsin and Minnesota, and proposed agreements involving Colorado, North Dakota, and South Dakota. While some individual states promote an intrastate collegiate common market concept (Illinois is one of these and views its Higher Education Cooperation Act as an important means of implementing the concept), most such plans are interstate.

TABLE 3
BASIS FOR ESTABLISHING REGIONALIZATION
PATTERNS IN 31 STATES REPORTING PROGRAMS

Basis for Establishing Regionalization Pattern					
Region, State, and Plan	Interstate Arrangements	Regional Needs	Geog. Area Needs	Program or PSE Sector Needs	Institutional Diversification Needs
NEW ENGLAND					
CT 1.1		X			
1.2			X		
1.3		X			
MID-ATLANTIC					
MD 2.1	X				
2.2					#
NJ 3.1			X		
3.2					#
NY 4.1		X			
4.2		X			
PA 5.1		X			
MID WEST					
CO 6.1	#				
6.2			X		
IL 7.1		X			X
IO 8.1				X	
8.2		#			
8.3	X				
MI 9.1				X	
9.2	X				
MN 10.1		X			
10.2	X				
NB 11.1				X	
NM 12.1			#		
12.2		#			
ND 13.1	X				
OH 14.1				#	
14.2			X		
14.3				X	
OK 15.1				#	
SD 16.1	X				
WI 17.1	X				
17.2				#	X
WY 18.1				#	
WEST					
AK 19.1		X			
CA 20.1		#			
ID 21.1				#	
WA 22.1	X				

Table 3 (cont.)

Basis for Establishing Regionalization Pattern

Region, State, and Plan	Interstate Arrangements	Regional Needs	Geog. Area Needs	Program or PSE Sector Needs	Institutional Diversification Needs
SOUTHEAST					
AL 23.1		#			
FL 24.1					#
KY 25.1					#
LA 26.1	X				
MS 27.1					X
SC 28.1			X		
TE 29.1					X
TX 30.1			X		
VA 31.1					X
Total X	9	8	6	7	2
Total #	1	4	1	8	1
Total Plans^a	10	12	7	15	3
Total States	10	10	7	14	3

NOTE: X = plan in effect
= plan under study

^aTotal plans add to 47 because two plans reported two bases for development.

The most widely known collegiate common market in the states is the Academic Common Market, administered by the Southern Regional Education Board. Participating states are able to make arrangements for their residents who qualify for admission to enroll in specific programs in other states on an in-state tuition basis. The initial arrangements have been limited to unusual graduate programs. Each member of the common market offers its cooperating states some high-need, low-enrollment programs capable of accommodating additional students. By sharing these programs, much of the need for duplication is eliminated, average costs per student are lowered, and additional opportunities are made available to residents of participating states. Members of the SREB Academic Common Market are Alabama, Florida, North Carolina, Georgia, Arkansas, Kentucky, South Carolina, Maryland, Tennessee, Virginia, Louisiana, Mississippi, and West Virginia. The participation of Maryland, North Carolina, Virginia, West Virginia, and Louisiana is pending final approval (Southern Regional Education Board 1974).

Interstate student exchange arrangements are not limited to the SREB and its Academic Common Market. The Western Interstate Commission for Higher Education (WICHE) and the New England Board of Higher Education (NEBHE) also administer similar programs for their members. A few bilateral interstate arrangements also exist outside of SREB, WICHE, or NEBHE. Probably the most widely known agreement is that reached between Wisconsin and Minnesota. The agreement is known as the Minnesota-Wisconsin Public Higher Education Reciprocity Agreement:

The purposes of the agreement are mutually to continue to improve the postsecondary education advantages of residents of Minnesota and Wisconsin through greater availability and accessibility of postsecondary education opportunities and to achieve improved effectiveness and economy in meeting the postsecondary education needs of Minnesota and Wisconsin residents through cooperative planning and effort by two neighboring states. These purposes (are) accomplished through granting students entrance to public postsecondary institutions in the neighboring state according to the same terms, conditions, and fees which govern entrance to those institutions by residents of the state in which the institutions are located. . . . The intent of the agreement is that there shall be no restriction on the number of students from either state who may participate in this agreement (Minnesota-Wisconsin Public Higher Education Reciprocity Agreement 1973-74).

The only exception to this last statement is that enrollments from the neighboring state will be limited by the capacity of any particular program and that the University of Minnesota School of Veterinary Medicine "shall accept, each year, not less than 17 students or 20 percent of the entering class of veterinary medicine, whichever is the greater, but shall not be required to accept more than 24 qualified residents of the State of Wisconsin as entering first year students into the professional veterinary medicine program." The agreement goes on to establish that if either state suffers a net tuition loss, that is, a difference between the total amount of tuition that would have been paid to a state in any school year by residents of the other state had this agreement not been in effect and the total amount of tuition actually paid to that state by residents of the other state, the other state will pay to that state an amount equal to the loss.

Illinois and Iowa also participate in a bilateral agreement through the Quad-Cities Graduate Study Center. All students enrolling in courses through the center pay in-state fees associated with the institution offering the course in which they enroll. This agreement does not include a net tuition loss reimbursement contract similar to that of the Minnesota-Wisconsin agreement.

South Dakota, North Dakota, and Colorado are considering interstate agreements. North Dakota is considering an agreement with Minnesota similar to the Minnesota-Wisconsin pact. South Dakota has joined neighboring states in discussing the possibilities of establishing interstate regional medical and veterinary schools. Colorado has tried for several years to implement a resident tuition agreement with New Mexico, Kansas, and Utah. In Colorado, this would require an amendment to the tuition classification statute, an amendment which the legislature has been unable to provide even with the support of WICHE.

For the most part, interstate agreements involve only public four-year institutions. The reasons for this are simply that these agreements are usually made at the state level involving institutions over which the state has complete control (public four-year institutions). They usually involve out-of-state tuition waivers which do not affect private schools. They do not involve community colleges because of the local nature and control of that type of institution. A few exceptions do occur where community colleges have made individual interstate agreements with neighboring institutions in another state, such as the cooperation between some Iowa and Illinois community colleges as a result of the Illinois Higher Education Cooperation Act.

Type B – Broad Regional Needs

Six states (Connecticut, New York, Pennsylvania, Illinois, Minnesota, Arkansas) have instituted regionalism to meet broad regional needs, and four more (Iowa, New Mexico, California, Alabama) are considering this kind of configuration. These 10 states account for 26 percent of the 46 regionalization programs reported here.

Connecticut is one state which has instituted regionalism to meet broad regional needs. It is notable further because it simultaneously has three different regionalization activities occurring in the state, differently oriented and operated (Higher Education Consortium for Urban Studies, Higher Education Center, and Regional Planning Districts). The latter two are designed to meet broad regional needs as follows:

(a) Higher Education Centers

This plan is primarily a facilities-sharing concept related to the development of the state's regional community colleges in areas where two-year technical schools or branch campuses of the state university were located. According to the concept, as facilities were designed for a regional community college, they would also accommodate other existing institutions in the system. So far, only one of these centers has been authorized and is under construction. It will house three public

two-year colleges and share facilities with a nearby private two-year college. The same site will house a residential facility for the mentally retarded. Two additional higher education centers are planned but have not yet been authorized.

(b) Regional Planning Districts

In 1971 a study carried out for the Connecticut Higher Education Commission recommended the establishment of six regional planning districts, primarily for program development among the institutions within the region. These regions were organized by bringing together the president and one or more chief administrators from each public institution in the region (proprietary schools are soon to be included following the guidelines established under Section 1202 of the 1956 Higher Education Act) to effect a convening mechanism. A Higher Education Commission staff member coordinates certain functions of the regional planning districts and attends all meetings. To date, these regional planning districts have been used to respond to master plan reports and to participate in a health-related occupation manpower study. Connecticut has developed a new academic program approval process which includes the participation of the regional planning districts.

Both of New York state's two regionalization programs, the Regents Advisory Councils and the State University of New York's plans for regionalism, were founded to meet broad regional needs. The evidence for this can be found in the description of the emerging concept of regionalism in the regent's 1972 annual report. "The concept of regionalism which has emerged proposes that the (New York) State Education Department, in conjunction with the public and private sectors, seek to develop programs to utilize all resources of public and private institutions of higher education on a regional basis, where feasible, to meet individual and societal needs . . . with emphasis placed on both regional planning and regional operational activities" (New York State Education Department 1972, pp. 145-46).

The regent's regionalization plan uses Regents Advisory Councils consisting of representatives of the private and public sector and of the general public. This plan differs from the State University of New York regionalization plan which has thus far involved only its own campuses, although it is founded to meet broad regional needs in each of several regions within the state. It should be noted that the regents plan utilizes eight regions; the SUNY plan, four regions. The SUNY plan, based on its 1972 Master Plan, states that each campus has specific functions which, when combined with other campuses in a region, meet the needs of the region (State University of New York 1972, p. 9).

Regional planning councils are mechanisms for meeting broad regional needs in Pennsylvania in a way quite similar to their use in Connecticut and New York. All of these states have organized regional planning councils in an effort to regionally coordinate institutional academic programs and to assure their relevance to regional postsecondary educational needs. In Iowa, the consulting firm of Poat, Marwick, and Mitchell has proposed a similar plan.

The University of Alaska's regionalization plan is similar to the SUNY plan because it is also aimed at regionally coordinating only its own campuses. It differs, however, in that it uses a regional provost as the coordinating authority, while the SUNY plan uses regional councils of presidents for this purpose. The Illinois and Minnesota plans go beyond establishing geographically bound regional coordinating authorities to a funding program designed to promote the delivery of regionally coordinated educational programs through interinstitutional arrangements.

Seven of the 10 states whose regionalization patterns attempt to meet broad regional needs promote the involvement of all postsecondary education institutions of each region in their plans. In the three states that are exceptions (New Mexico, Alaska, California), regionalization efforts are limited to public institutions over which the coordinating agencies involved have jurisdiction.

Type C – Specific Intrastate Geographic Areas

Six states (Connecticut, New Jersey, Colorado, Ohio, South Carolina, Texas) have implemented and one state (New Mexico) is considering the implementation of regionalization programs to meet the needs of one specific geographic region in each state. These programs differ from those designed to meet broad regional needs on three counts:

1. They are not part of a statewide regionalization plan but are limited to one specific region (usually a metropolitan area with a high concentration of postsecondary educational institutions).
2. They are often narrower in scope, dealing with one functional area such as urban studies, medical education, or two-year level curricula.
3. They often reflect the unique nature of their geographic region, unlike the type B plans which have the same purposes for each region statewide.

The Connecticut and New Jersey programs in this category are urban consortia. In New Jersey a combination of funds from the State Department of Higher Education, Model Cities, and the Fund for the Improvement of Postsecondary Education has financed a set of associate degree programs offered through the combined efforts of three four-year institutions in Hoboken. St. Peter's College, Jersey City State College, and Stevens Institute of Technology have negotiated contractual agreements among themselves to meet regional needs. These agreements are administered by the Hudson Higher Education Consortium.

Connecticut's Higher Education Consortium for Urban Studies was initially established by private institutions for sharing resources in the urban studies field. Recently, public institutions have joined the consortium, which is now conducting a feasibility study for a regional university composed of the consortium members.

South Carolina's regionalization program is limited to Charleston, where a preexisting consortium has become a forum for regional coordination and planning.

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In Ohio, one of its regionalization plans extends beyond a single metropolitan region to the entire northeast section of the state. Its purpose is to develop a cooperative medical education program among the institutions of that region. In Denver, a highly innovative institution has emerged similar to the Connecticut Higher Education Centers. The Auraria Higher Education Center in Denver was recently established by the Colorado legislature to own, operate, and serve as coordinator of a newly-to-be-developed campus to be shared by three separate institutions:

Community College of Denver, a two-year college that offers general studies and 37 occupational programs to more than 2,000 students at its downtown campus—a campus that consists mainly of makeshift classrooms in old garage buildings.

Metropolitan State College, a four-year institution that has been spending about \$1.8 million a year renting space in 23 downtown buildings to handle an enrollment of nearly 10,000 students.

University of Colorado at Denver, a one-time branch of the University of Colorado at Boulder that became a separate institution in 1973. It emphasizes graduate and professional programs and undergraduate courses leading to graduate and professional study. Its 7,500 students attend classes in the former trolley-barn and office building of the Denver Tramway Corp (*Chronicle of Higher Education*, October 29, 1974, p. 11).

Reduction of program duplication, facilities sharing, and expansion of educational opportunities—three objectives common to many of the regionalization programs surveyed—all exist at Auraria where several shared facilities or programs will be managed by one of the institutions on behalf of the other three and where student cross registration is facilitated:

University of Colorado at Denver will manage and staff the library. Metropolitan State College will run the health, physical education, and recreation programs. Community College of Denver will provide the audio-visual services. The Auraria Center will handle the scheduling of all classroom and laboratory space. A classroom may be used by three different institutions in three successive hours. Students registered at one of the institutions may take courses in all three if they want. For example, a person working toward a bachelor's degree in psychology at Metropolitan State might take a university course in art history and a community college course in welding. There already has been some of this cross-registration among the Auraria institutions" (*Chronicle of Higher Education*, October 29, 1974, p. 11).

The New Mexico Board of Educational Finance, its Postsecondary Education Commission, under Section 1202 of the 1972 Higher Education Amendments, recognizes regionalism as one form of coordination which might develop through its planning efforts. According to a report received from the Board of Educational Finance, its regionalization plan will probably tend toward serving the nontraditional student

and the development of needed educational programs in geographic regions where they do not presently exist. One regional effort emanating from local interests has been proposed in Tucumcari. The proposal is to expand the boundaries of a nearby community college district to offer vocational-technical and transfer courses in Tucumcari on an extension basis. Interest in this proposal reportedly was precipitated by the lack of an adequate number of students in Tucumcari to support a branch campus, by the remote location of the city, and by interest of nearby communities in supporting such a program.

No pattern of institutional coverage seems to distinguish regionalization plans aimed at meeting specific geographic area needs. Five states in this category involve public four-year institutions (Colorado, New Mexico, New Jersey, Ohio, Texas), two of them in conjunction with two-year institutions (New Mexico, Colorado). Two states (Connecticut, South Carolina) involve all postsecondary educational institutions with the specific geographic region served.

Type D – Specific Program or Postsecondary Education Sector Needs

As reported in column four of Table 3, the 14 states have limited their regionalization efforts to meeting the needs of a specific kind of academic program or a particular postsecondary education segment. These 14 states are shown below:

States and Purposes of Single Purpose Regions

State	Purpose	State	Purpose
1. Idaho	Continuing Ed.	8. Iowa	Community College Ed.
2. Mississippi	"	9. Michigan	"
3. Tennessee	"	10. Nebraska	"
4. Virginia	"	11. Oklahoma	"
5. Wisconsin	Graduate Ed.	12. Wyoming	"
6. Florida	"	13. Ohio	"
7. New Jersey	Instructional Resources	14. Kentucky	"

The coordination of continuing adult education is a complicated task which has plagued public higher education in many states for a long time. It has proven to be an attractive area for regionalization for Idaho, Mississippi, Tennessee, and Virginia. Of these four, Mississippi and Virginia have already developed regional councils to coordinate off-campus courses and external degree programs. Idaho is considering regionalizing its continuing education programs, which are currently centrally coordinated, in a similar way, with coordination placed in the hands of a single institution in each area.

Wisconsin and Florida are both considering regionalizing graduate programs. In Wisconsin, institutions in the University of Wisconsin system will be involved through regional task forces of campus presidents who will plan and review graduate programs using institutional resources within a region. Florida's plan for the regionalization of graduate programs as yet is only partially defined.

One of New Jersey's regionalization programs is limited to the coordination of audio-visual equipment and other instructional materials in a cost-saving move. Under this plan, equipment is jointly purchased and used by institutions in one region.

The last seven states in the single purpose regions have all regionalized their community college districts. This reorganization reflects the new responsibility that many states now feel for meeting postsecondary educational needs of the populace more completely than was possible under the original community college district organization.

Some illustrations of state development of regionalism to the needs of a specific program or section of postsecondary education may be helpful.

In the fall of 1972, the State Council of Higher Education for Virginia completed a state plan for regional consortia that divided the state along preexistent planning district lines for the purposes of (1) coordinating continuing education activities, which were defined as "any course(s) or program(s) taught off the main campus of the institution" (General Assembly of Virginia, March 15, 1973); and (2) encouraging nontraditional degree programs "at the baccalaureate and master's level which have minimum residency requirements and maximum transferability of credit from any accredited institution" (General Assembly of Virginia, March 15, 1973). This plan was made into law by the General Assembly of Virginia on March 15, 1973.

For the purpose of coordinating external degree programs, Mississippi has established a set of regions with one school in each region sponsoring an external degree program for the region. An exception to this is in Jackson, Mississippi, where three schools share responsibility for meeting the region's requirements for external programs.

In Idaho, a plan is emerging for the regionalization of continuing education. At present, Idaho has a statewide program of continuing education operating out of the state's office of higher education. The plan is to return continuing education programs to individual institutions through three regional configurations in north, southeast, and southwest Idaho. The major role of the regions would be service, centered around the state universities in each region which are, respectively, the University of Idaho, Idaho State, and Boise State University.

By action of Iowa's 61st General Assembly (1966), a system of 15 merged area districts, each including several counties, was set up for the state of Iowa; eventually 11 of these districts organized an area community college or an area vocational-technical school. Today, Iowa's area schools constitute a statewide system of public two-year postsecondary institutions. Each area school serves a multi-county merged area that varies in size from approximately 4 to 11 counties. During the 1971-72 school year, 11 of the area schools operated as area community colleges; four, as area vocational schools.

The 83rd legislature (1973) of Nebraska divided the entire state into technical community college areas providing for the operation of any public two-year postsecondary education institution to be assumed by the area's technical community college. The same legislative act also broadened the authority of the State Board of Technical Community Colleges to plan for and coordinate the state's regionalized program of community college education.

Type E – Institutional Diversification

The last basis for regionalization to be dealt with is the intent to develop greater diversity in postsecondary education by encouraging voluntary regional cooperation among institutions. This category includes regional consortia recognized as such in three states: Maryland, Illinois, and Wisconsin. The recognition given came in the form of financial support in the case of Illinois, where the Illinois Higher Education Cooperation Act funded several regional consortia during the past four years. In Wisconsin, the recognition was only verbal. In that state, a concern for the efficient utilization of postsecondary education resources prompted the governor and the legislature to include a statement in support of regional cooperation in the 1972 Budget Act, which reads:

Educational innovations. The governor and the legislature encourage innovative arrangements in higher education to foster improved services and reduced costs by cooperation between agencies and institutions providing post-high school education. In this regard, all state agencies are directed to cooperate with such efforts involving the University of Wisconsin System, The Educational Communication Board, The Higher Educational Aids Board, private institutions of higher education and the Vocational, Technical and Adult Education System. The state educational agencies involved shall report on their efforts and the results thereof to the governor and to the joint committee on finance no later than December 1, 1973 (Wisconsin Board of Regents 1973).

SECTION V

OBJECTIVES OF REGIONALIZATION PROGRAMS

One of the criteria Patterson used to identify healthy interinstitutional cooperative relationships is that such relationships must be governed by clear-cut, agreed-upon objectives (Patterson 1974). From responses to the general inquiry and the documentary resources made available to the authors of this report, several general objectives can be defined as characteristic of regionalization efforts. This was possible for 37 plans in 24 states (see Table 4).

When grouped by common elements, the five most evident purposes for regionalization are: (1) enhancing efficient and effective utilization of all postsecondary education resources in a given area (resource utilization); (2) expanding and improving availability of postsecondary education institutional resources by coordinated and cooperative improvement, expansion, or alteration of these resources (increase availability of services); (3) enhancing communication among all types of postsecondary educational institutions (interinstitutional dialogue); (4) improving long-range planning by gaining access to more information from more postsecondary educational institutions (long-range planning); and (5) achieving new institutional coalitions for organizational purposes (strengthening systems).

Nearly twice as many states (23) reported the first purpose (resource utilization) as the second; 12 states indicated interest to increase availability of services in postsecondary education. No more than 6 reported any other single purpose.

Clearly, then, the primary push toward regionalization is from pressures for greater effectiveness and efficiency. The first stated purpose reflects the increasing demands upon postsecondary education for greater accountability and includes reduction of duplication. Although the second purpose shows concern for the increasing egalitarian function expected of postsecondary education in most states in recent decades, its presence seems much less a force in regionalization. This seems to be true despite the federal government's support of expanded student access to college education along with the call in Section 1202 of the Higher Education Amendments of 1972 for more comprehensive statewide planning of postsecondary educational resources in order to expand individual opportunity.

The objective of increasing dialogue among institutions in a region, the third most frequently identified purpose in regionalization, recognizes a common weakness in the postsecondary education system of most states—the lack of communication between and among institutions. Often even those of a given type, such as community colleges or state colleges, do not keep in close touch with each other. Information exchange across types of institutions in a state is usually even less than between institutions in a given segment. The need for institutions to gain a better understanding of each other's strengths and weaknesses in order to facilitate cooperative regional planning, therefore, is a natural target of regionalization efforts.

TABLE 4
OBJECTIVES OF 37 REGIONALIZATION PLANS
IN 24 STATES

Objectives of Regionalization Plans					
Region, State, and Plan	Resource Utilization	Increasing Services	Inter- Institutional Dialogue	Long-range Planning	Strengthening Systems
NEW ENGLAND					
CT 1.1	X		X		
1.2	X		X		
1.3	X			X	
MID-ATLANTIC					
MD 2.1	X				
2.2	#				
NJ 3.1	X		X		
3.2	X		X		
NY 4.1	X	X	X	X	X
4.2	X	X	X	X	X
PA 5.1	X	X	X	X	X
NORTH CENTRAL					
IL 7.1	X	X		X	
IO 8.1	X				
8.2	#			#	
8.3	X	X	X		
MI 9.1	X	X			
9.2	X	X			
MN 10.1	X		X		
10.2	X				
NB 11.1	X				
NM 12.1	#	#			
12.2	#	#			
OH 14.1	#	#			#
14.2	X	X			
14.3		X			
OK 15.1	#				
WI 17.1	#				
17.2	X				
WESTERN					
AK 19.1		X			X
ID 21.1	#				#
WA 22.1	X				
SOUTHEAST					
FL 24.1	#	#			
KY 25.1	#				
MS 27.1	X	X			
SC 28.1	X				
TE 29.1	X				
TX 30.1	X	X			
VA 31.1	X	X			
Total X	24	13	9	5	4
Total #	10	4	0	1	2
Total Plans	34	17	9	6	6 (N=37)
Total States	23	12	0	5	5 (N=24)

NOTE: X - plan in effect
- plan under study

Efficient long-range planning runs a poor fourth in the listing of purposes. It refers to activities seeking to inventory all regional resources which are educational in nature and to deploy them in terms of their ability to meet previously inventoried regional postsecondary educational needs. Planning activities in regionalization also include the development of mechanisms to review proposals for new programs and to assure efficient and effective utilization of existing programs in light of regional needs.

Resource Utilization

As shown in Table 4, the two purposes most often linked with regionalism in the 24 states reporting are: (1) efficient and effective utilization of postsecondary education resources (resource utilization) and (2) better coordination, improvement, expansion or alteration of these resources to increase their availability (increase availability of services). The former was identified as a purpose in 23 states, the latter in 12 states. Because these two statements of purpose are so encompassing in their meaning, some more specific discussion follows to illustrate their use in postsecondary state plans.

"New York's public and private colleges and universities are under pressure to provide increasingly varied opportunities for postsecondary education to a greater number of students at a time when costs are rising at a much higher rate than government or private financial aid" (New York State Education Department 1972). This is the introductory paragraph to the section of New York's master plan dealing with its regionalization program. The section is entitled, "To Regionalize for Maximum Efficiency." It describes regionalism as a way to use all resources, public and private, in an integrated fashion. "The process is characterized by a variety of activities aimed at using all institutions in the planning, and coordination, and operation of activities directed toward strengthening educational programs; broadening opportunity, and *achieving fiscal efficiency* at all postsecondary levels (New York State Education Department 1972). Clearly, one of New York's main considerations in its support of regionalism was its desire to create a more efficient mechanism for utilizing its postsecondary educational resources in the several subsections of the state.

The 1971 Master Plan for Higher Education in Pennsylvania clarifies Pennsylvania's commitment to the purposes of regionalism. "The 1971 plan is . . . problem-oriented, directing attention to specific higher education issues as well as to a more highly integrated system in which both state supported and independent institutions are considered in the broad context of public service" (Pennsylvania State Board of Education 1971). One of these issues is comprehensive planning, which the authors of the Master Plan felt "must recognize and utilize the commonwealth's total program of higher education in the most effective institutional, regional and statewide combination" (Pennsylvania State Board of Education 1971). Toward this end, Pennsylvania plans to adopt a data base similar to the one utilized by NCHEMS. The data base will cover five general areas: faculty, students, programs, finance, and facilities. One of the main thrusts of regionalism in Pennsylvania is to gather and report this data about all higher education institutions in the state on a regional basis.

Unlike Pennsylvania and New York, which assume a public purpose for all institutions regardless of their source of support and thus consider all when planning for the public good, Kentucky's planning effort at this time is limited to the public sector. A recent report from the Kentucky legislature on postsecondary education focused attention on facilities and faculty which indicates concern about programs as well as dollar appropriations. This kind of broadened legislative concern generates pressure to coordinate postsecondary educational activities more comprehensively. The concern itself is a reflection of the many factors with which coordinating agencies deal. The complex task of handling at one time such issues as duplication of some facilities and programs, a limited state appropriation and a desire to make maximum use of these funds, rapidly increasing enrollments, and the desire to meet all student demands has become a burden for Kentucky's Council on Public Higher Education. These same factors, it is reported, have led to the council's consideration of regionalism.

Virginia's State Council for Higher Education reports the strong commitment of its General Assembly to regionalism. Virginia's decision to regionalize its continuing higher education program is based on a number of concerns which are stated in its Senate Joint Resolution No. 67. This resolution calls for the establishment of a cooperative center for continuing education to coordinate the efforts of George Mason University, The University of Virginia, and Virginia Polytechnic Institute and State University. The resolution indicates a concern by the Virginia Legislature about duplication of administrative and curriculum efforts, consideration of interchangeability of credits, establishment of degree programs, combining administrative structures, maximizing educational opportunities, and reducing costs. Based on these concerns, Virginia's State Council for Higher Education has developed a plan which divides the state into six regions which will be provided with "adequate opportunities for the continuing education of the adult population of the commonwealth with maximum economy compatible with the maintenance of quality and with optimum utilization of the facilities and the expertise of the various state-supported institutions of higher education" (State Council of Higher Education for Virginia 1972).

The broad goal of efficient utilization of educational resources, when analyzed more carefully, includes many more specific objectives, indeed, a "laundry list" of activities necessary to the achievement of that goal. Such a list as distilled from the several regionalization documents would include:

- Reduction of unwarranted program replication
- Development of a long-range plan for more effective educational programs in specific fields
- Consolidation of assorted or fragmented efforts
- Assessment of the adequacy of existing programs to serve currently identifiable or anticipated educational needs
- Identification of existing programs which should be changed or developed in relationship to current or projected needs

- Development of criteria by which new program proposals should be examined and evaluated
- Encouragement of mutual acceptance and interchangeability of course credits among institutions in the region
- Acceptance of particular program responsibilities for the region by specific institutions

Expansion of Educational Opportunities

As indicated in Table 4, column 2, increasing the availability of services was selected by 12 of the 24 states providing information on this question for this study as a major regionalization objective. The second major purpose of regionalism seems, therefore, to be an expansion of educational opportunities and services to the region through coordinated and cooperative improvement, expansion, or alteration of postsecondary educational resources. Such a goal is not unexpected. Since the proclamations in favor of "Higher Education for All" by the National Educational Policies Commission and the Truman Commission on Higher Education (1948), practically every state of the Union has accepted the general idea. Consequently, added pressures developed on colleges and related resources, especially those able to work together in close geographic or programmatic relationships.

The 12 states that specifically mentioned the desire to expand opportunities for postsecondary education as one of their purposes for developing regionalism are Alaska, Florida, Illinois, Iowa, Michigan, Mississippi, New York, New Mexico, Ohio, Pennsylvania, Texas, and Virginia.

Virginia has established six regional consortia for continuing higher education. The objective of this regionalization plan "is to provide adequate opportunities for continuing education of the adult population of the commonwealth with maximum economy." (State Council for Higher Education in Virginia 1972). This purpose of expanding educational opportunities has been adopted by all of the four regions now operating. One of these is the Virginia Tidewater Consortium for Continuing Higher Education. The membership of this consortium is composed of 11 postsecondary institutions, including Christopher Newport College, College of William and Mary, Eastern Shore Community College, Norfolk State College, Old Dominion University, Paul D. Camp Community College, Thomas Nelson Community College, Tidewater Community College, University of Virginia, Virginia Polytechnic Institute and State University, and Eastern Virginia Medical School. "The purpose of this organization is to provide maximum opportunities for continuing education of the adult citizens of the Commonwealth with optional economy compatible with the maintenance of quality and with the utmost utilization of the facilities and the expertise of the various institutions located within its geographical region. Adequate opportunities include appropriate credit and degree programs by member institutions at both the undergraduate and graduate level" (Virginia Tidewater Consortium 1973).

Supporting the expansion of educational opportunities requires many activities which are, in comparison to the ease of making the statement of purpose, not so easily achieved. The Virginia Tidewater Consortium called for several activities that would require alterations of campus policies originally adopted to support resident education programs. Some of these activities as stated in the consortium's articles of agreement are: (1) assessing the needs for continuing higher education programs in the region, (2) altering academic policies in cooperating institutions to allow for optimum levels of acceptance and interchangeability of course credits completed at different participating institutions, (3) assuring maximum higher education opportunities for continuing education students which might mean reduction of residency requirements, and (4) facilitating the earning of degrees at all levels by continuing education students.

One Texas regionalism program, like the regionalism program in Virginia, is a single purpose configuration. In contrast to Virginia's, however, which is geared to coordinate continuing education and public service programs exclusively, the Association for Graduate Education and Research of North Texas (TAGER) was chartered in 1965 to bring graduate study opportunities to the people of northern Texas where it did not previously exist. "Behind the establishment of TAGER was a widely-held view that opportunities for advanced education, particularly graduate study, were too limited for the scientists employed by the area's burgeoning industries" (Society for College and University Planning 1973). For over eight years now, TAGER has been expanding educational opportunities for the region's engineers, scientists, and other scholars by making the resources of the participating institutions available and by the development of new resources. In 1973, TAGER expanded its operation beyond graduate programs to include undergraduate programs as well. For instance, one liberal arts college in the region would have had to cancel one of its foreign language programs due to retrenchment if it were not for TAGER, which transmitted the courses via its television network to the troubled campus from another member institution located some distance away.

The University of Alaska has regionalized the university system into three geographic regions, each directed by a provost. Each provost (under direction of the Office of the President) serves as the chief administrative official for the University of Alaska in his respective regional area. Among the duties of the provost are reviews with the program vice president and the development of institutional research and public service programs that meet the needs of the region.

Expansion of institutional resources is related generally to the ability post-secondary institutions demonstrate to respond to the educational needs of a region. The University of Alaska views its regionalization plan as a move to be more responsive to local needs in a more timely fashion. The regional provosts, according to a report received from the university, have substantial power and authority to coordinate operations in Alaska's three regions: south central, southeastern, and northern. As noted in the excerpt from the University of Alaska Bulletin below, institutional memberships compose a branch campus of the university and the public community colleges in the region. Private schools are not now involved but soon may be as a result of the establishment of an Alaskan Postsecondary Education Commission.

THREE REGIONS OF THE UNIVERSITY OF ALASKA

Southcentral Region

The Southcentral Region, administered through the Office of the Provost, has experienced an explosive growth trend (approximately 24 percent per year) and projected enrollment figures indicate that this growth rate will continue.

The Region includes the University of Alaska, Anchorage; the Kenai Peninsula Community College; Kodiak Community College and the Matanuska-Susitna Community College. Extension Center programs are conducted at Valdez, Cordova, Glennallen, Dillingham and Bethel. Off-campus programs are conducted at Adak and Shemya on the Aleutian Chain. Under the extension center concept part-time directors in areas not served by community colleges arrange for courses, both credit and non-credit, according to the demand. Local instructors are utilized where possible, but instructors are brought in when necessary from other areas. Resources of the region as well as the entire state system are utilized to bring higher education to as many people as possible. The Office of the Provost is located at 2651 Providence Avenue, Anchorage, Alaska 99504. The telephone number is 279-0508.

Outside the Anchorage area, upper division and graduate courses are administered by the Office of the Provost through resident directors of the Community Colleges and part-time Extension Center directors.

Southeastern Region

The Southeastern Region, administered through the Office of the Provost in Juneau, includes that area of the State commonly known as "Alaska's Panhandle." Within the Region higher education is provided by the Juneau-Douglas Community College, Ketchikan Community College, Sitka Community College, a senior college located in Juneau, and extension centers at Petersburg and Wrangell.

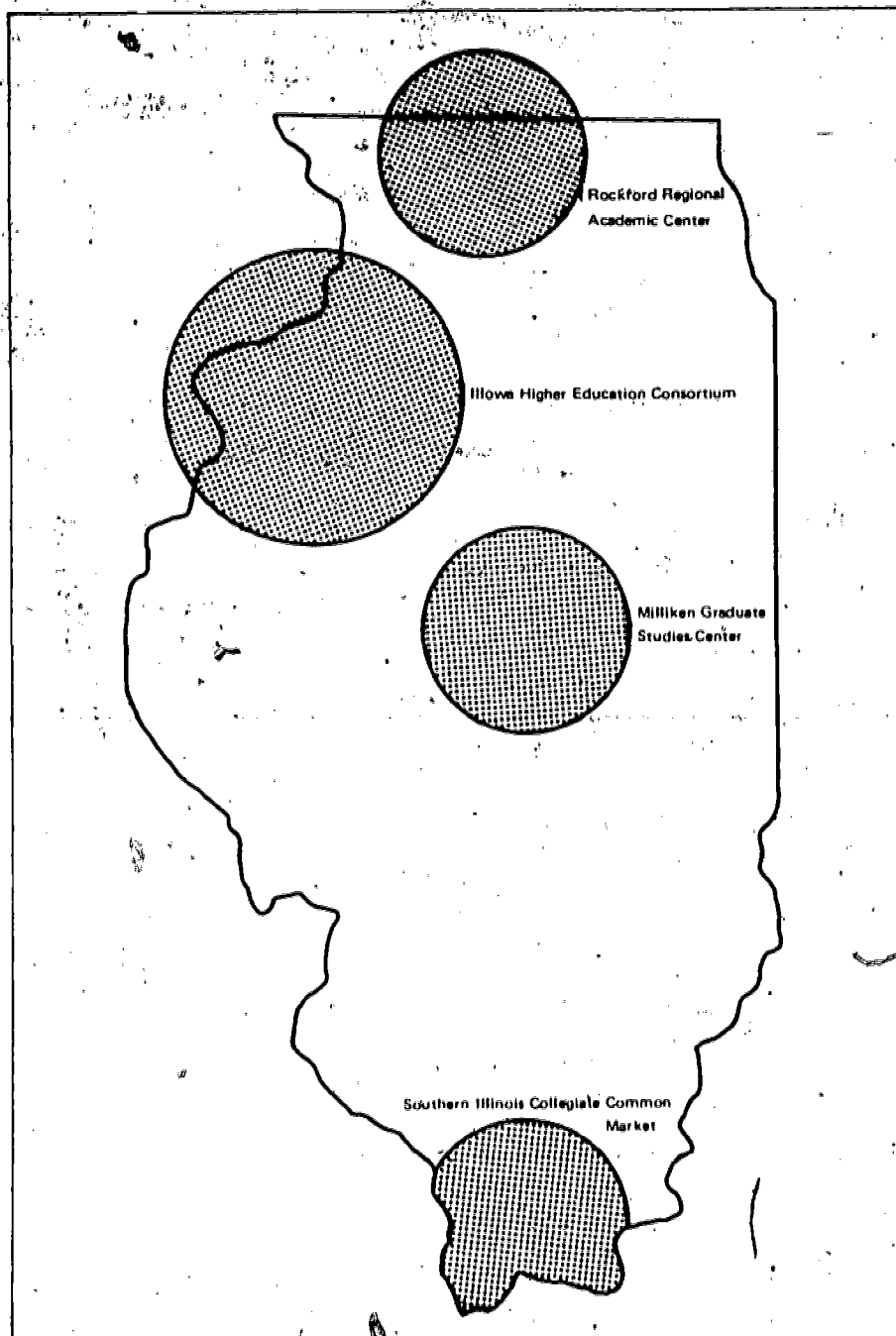
Northern Region

In addition to the full-scale academic programs offered at the Fairbanks campus of the University of Alaska, programs are provided through the Division of Statewide Services at Nome, through an extension center, and at Fort Wainwright, Fort Greely, and Eielson Air Force Base. The area served includes all of the northern sparsely populated areas of the State. A community college is planned for the Tanana Valley, to be located at Fairbanks, to be established as soon as funds are available. For information, write: Provost, University of Alaska, Fairbanks, Alaska 99701 or call 479-7112.

SOURCE *University of Alaska State Wide Bulletin, Fairbanks, University of Alaska.*

Illinois sees the expansion of postsecondary education resources to include new programs and new students calling for a coordinated planning effort. Toward this end, the Illinois Master Plan, Phase III, adopted in May 1971, recommended a new pattern of delivery "a collegiate common market that utilizes the total resources of higher education, public and private" (Illinois Board of Higher Education 1971). While the Illinois plan ultimately implies a statewide network to avoid costly duplication, maximum usage of resources, and greater and more numerous options for students, the document asserts that "regional efforts are clearly the first step in many program areas" (Back and Givens 1974). The Illinois Plan promotes regionalism through an appropriation of state funds through its 1969 Higher Education Cooperation Act. Over the past two years the Illinois Board of Higher Education has reviewed 150 program proposals requesting funding under this act for about five million dollars. With the \$700,000 available, the board has funded 43 proposals. About one dozen of these would be classified as regional councils. Illinois is now beginning the process of studying these councils.* The locations of four emerging regional developments from those is shown in Figure 2.

*Letter from Cameron West, Executive Director, Illinois Board of Higher Education, to S. V. Martorana, January 2, 1974.



Source: *Cooperation Through Progress*, Springfield, Illinois Board of Higher Education.

FIGURE 2

FOUR EMERGING REGIONS IN ILLINOIS

One of the programs included in the Illinois common market is the result of an interinstitutional arrangement between the Community College of Decatur (CCD) and Milliken University. Milliken is a private undergraduate university; CCD is a public junior college founded in 1971. The college's Board of Trustees decided it would enroll its first students nine months after it was founded. This proved possible only with the aid of Milliken which, through a cooperative arrangement, agreed to contract for teaching several CCD courses and to allow CCD students to coenroll with Milliken students in some Milliken classes. During the 1972-73 academic year, Milliken offered on contract 35 class sections which represented 13 academic courses. In all, 574 CCD students received instruction in those courses. In coenrolled classes, Milliken had responsibility for course materials, scheduling, student evaluations, submission of grades, and disciplinary matters. Some of the courses in which coenrollment was possible did not prove popular for CCD students; however, offerings in foreign languages proved particularly successful. In all, 82 CCD students were coenrolled with Milliken students during the 1972-73 academic year. In the fall of 1973, both contracted courses and coenrolled courses saw a marked increase in offerings and enrollments (Back and Givens 1974).

Interinstitutional Dialogue and More Effective Planning

Efficient utilization of resources and expansion of opportunities in postsecondary education both require long-range planning activities and/or dialogue among institutions of postsecondary education. Table 4, columns 3 and 4, shows that responses from seven states specifically mentioned either one or both of these objectives. These states are Connecticut, Iowa, Illinois, Minnesota, New Jersey, New York, and Pennsylvania. Connecticut, New York, and Pennsylvania are involved in each of these activities; New Jersey and Minnesota mentioned increasing dialogue among institutions; Illinois and Iowa indicated more effective long-range planning. The Iowa regionalization plan, which would lead to more effective long-range planning, is only proposed at this time. The regional program in New York reportedly has resulted in increased institutional dialogue and more attention to long-range planning within a region. This is done by providing a mechanism through which conflict of interest and potentially wasteful duplication can be discussed and perhaps avoided and, if necessary, for mediation of conflicts of interest. In Pennsylvania, the initial purpose of its regionalization plan was to provide a basis for more effective communication among institutions in hopes that such interaction would result in an interchange of ideas and resources for the improvement of the educational programs available to the people of the state.

Strengthening Systems

The objectives expressed for regionalism with respect to intent to strengthen systems of postsecondary education are substantially different from the objectives discussed previously in this section. Implicit in this kind of goal is the intent to derive a stronger arrangement by which the sponsoring auspice of regionalism can relate to intensifying competition for positions of leadership, prominence, influence, and control of long-range developments in postsecondary education in a state. The five states that indicated the prospect of a stronger organizational condition as one reason for their interest in regionalism are Alaska, Idaho, New York, Ohio, and

Pennsylvania. In Pennsylvania, some objectives held by the institutions involved are that regionalism will allow them another avenue through which to relate to the state legislature. It should be noted and emphasized that the official design for regionalization in the state does not recognize this purpose; it is some of the member institutions who do. These institutions believe that by presenting a united front to lawmakers their lobbying efforts will be enhanced. They will be able to present the postsecondary educational needs of a region to the legislators. This, the institutions believe, may be more effective than individual lobbying efforts.

Pennsylvania differs from the other four states where these organizational strengthening objectives were seen in regionalization in that these objectives for regionalism were held by institutions rather than the state sponsoring agency. In all cases, however, regionalization is seen either by all or by one or more segments of postsecondary education to affect the organizational effectiveness of member institutions. This point can be made more explicit by reference to the four remaining states.

In the case of New York state, the regents and the State University (SUNY) are advancing regionalization designs, the former for the entire state, the latter for the nearly 80 units that come directly or indirectly under its influence. It is evident that two plans are designed to establish regionalism each "on its own terms" as opposed to one where either agent must react to the initiative of the other. As a matter of record, the regionalism proposals of the regents preceded those of SUNY, and much of the impetus for attention to regionalism in that state is due to the regent's actions. The initially divergent moves toward regionalization under the two auspices were brought more closely into a general understanding through the formulation of a "memorandum of agreement" between the Commissioner of Education of the state of New York and the Chancellor of SUNY.

In Ohio, one of three regionalization plans is viewed as a possible alternative to the competition which has so long existed between branch campuses of state universities and community colleges. According to information from Ohio sources, the Ohio system currently consists of 51 two-year administrative units, all attempting to serve Ohio citizens. Many of these campuses were developed prior to an overall master plan. In eight cities, Ohio has developed a branch campus and a separate technical college, both competing for students, dollars, and program commitments. The Ohio Board of Regents staff and citizen's task force are studying consolidation of some of these campuses into a larger region—perhaps two or three counties. Each of the campuses serving a region would be charged with the responsibility of presenting a comprehensive plan to offer additional services, taking into account contributions of public and private colleges and proprietary schools.*

Idaho plans to regionalize its continuing education program in the near future. Currently the continuing education program in the state is controlled by the State Board of Education and operated, with regional directors, by the board's Office of Higher Education. The proposed regionalism program would redistribute control of the continuing education program among the several state universities of Idaho.

*Letter from Max Lerner, Vice Chancellor of Two-Year Colleges in Ohio, to S. V. Martorana, December 12, 1973.

SECTION VI

SOURCES OF AUTHORITY FOR REGIONALIZATION

Data gathered from 24 states about 36 different regionalization programs was usable to identify the locus of authority for the regionalization plans reported. This analysis uncovered three main sources of such authority (see Table 5). Ten plans in 9 states have *statutory* authorization; 22 plans in 19 states have *authorization by a unit of government* with administrative authority; and the plans in 4 other states have authorization by postsecondary *institutional* action. The different levels of authority at which policy is formulated and the processes necessary to gain authorization are noteworthy. The information gives indication of the strength of commitment to regionalization and to possible continuity of efforts to accomplish it. In terms of such possible implications, authorization at legislative levels suggests a stronger and a possibly more lasting commitment than authority at the administrative or institutional level would provide.

Statutory Authorization

Authorization for the 10 plans now in effect and noted in column one of Table 5 came in the form of state legislative enactments in the nine states involved. In 7 of the 8 plans in effect, the legislative bills were written solely for the purpose of promoting the establishment of regionalism as defined for this report. The one exception is Minnesota where the authority and appropriation for its initial three experimental regional postsecondary education projects were a part of the state's Higher Education Coordinating Commission appropriation. Two states, Maryland and Ohio, report statutory authority for plans under development.

Discussion early in this report shows Connecticut as having three regionalization plans, one of which, a regional Higher Education Center, has legislative support. Legislative authorization for two additional such centers has been requested but not yet adopted.

Illinois' regionalization program is actually part of a larger program aimed at expanding postsecondary educational opportunities while reducing duplication of resources through its "Higher Education Cooperation Act" (HECA; House Bill 4528) passed by the 77th General Assembly of Illinois in 1972. While the statutory authority of the Illinois plan is clear, it is also important to note that the legislation gives substantial discretion for the administration of the program to the Illinois Board of Higher Education (BHE), that state's postsecondary education coordinating agency. For example, the BHE is responsible for granting appropriated funds under the HECA to regional and other plans of interinstitutional cooperation within its interpretation of legislatively established criteria and BHE established criteria.

Several state legislative bodies have or plan to organize community college districts. These districts are used to some extent to meet regional educational needs. The initial organization or reorganization of these districts usually requires statutory action as was the case for four of the regionalization programs in this category, those in Iowa, Michigan, Nebraska, and Oklahoma.

TABLE 5
SOURCES OF AUTHORITY FOR 36 REGIONALIZATION PROGRAMS
IN 24 STATES

Sources of Authority for Programs			
Region, State, and Plan	Statutory	Administrative	Institutional
NEW ENGLAND			
CT 1.1	X		
1.2			X
1.3		X	
MID-ATLANTIC			
MD 2.1	#		
2.2		X	
NY 4.1		X	
4.2		X	
PA 5.1		X	
NORTH CENTRAL			
IL 7.1	X		
IO 8.1	X		
8.2			#
8.3			X
MI 9.1	X		
9.2		X	
MN 10.1	X		
10.2		X	
NB 11.1	X		
NM 12.1			#
12.2			#
OH 14.1	#		
14.2	X		
14.3			#
OK 15.1			#
WI 17.1		X	
17.2			#
WY 18.1			#
WESTERN			
AK 19.1		X	
ID 20.1			#
WA 22.1		X	
SOUTHEAST			
FL 24.1			#
KY 25.1			#
MS 27.1			X
SC 28.1			X
TE 29.1		X	
TX 30.1			X
VA 31.1	X		
Total X	8	13	3
Total #	2	9	1
Total Plans	10	22	4
Total States	9	19	4

NOTE: X = plan in effect
 # = plan under study

In contrast to the Illinois authorizing legislation, which gave the Illinois Board of Higher Education considerable leeway in deciding the specific activities to be funded under the law, the legislation authorizing regionalization plans in Minnesota and Virginia was more prescriptive. The Minnesota legislation outlined specifically what regionalization activities were to be given priority attention by the state's Higher Education Coordinating Commission. The General Assembly of Virginia enacted into state law on March 15, 1973, an amendment to the code of Virginia authorizing its State Council for Higher Education to coordinate regional consortia for Continuing Higher Education. The Virginia legislation was, like that in Minnesota, specific about the purpose of the regional consortia and also about procedures the State Council of Higher Education was to follow in achieving those purposes.

At the time this report was prepared for publication, no data were at hand about legislative authority for regionalism in Wisconsin. As the report went to press, however, information was provided to indicate that a 1973 statute calling for joint use of resources by the University of Wisconsin System and the Board of Vocational, Technical, and Adult Education may generate regionalization plans.

Administrative Authorization

Column two of Table 5 lists 13 regionalization plans made operational under administrative authority and an additional 9 plans under study that would require such authority for implementation. These 22 plans account for regionalization activities in 19 states. The types of administrative agency involved and mode of exercising authority for regionalization varies considerably from the pattern shown by plans statutorily authorized.

A variety of state agencies responsible for postsecondary education are exercising direction of regionalization of postsecondary educational resources for which they are responsible. They include state coordinating boards as in Connecticut, Maryland, Minnesota, and Oklahoma; boards with authority over a single university system and overall education in a state, as in the case of the SUNY and regent's plans in New York State, and others. How the overlapping authorities for planning in some states will affect overall efforts in regionalization is a question yet to be determined.

Analysis of administratively authorized plans, differentiates them from those legislatively authorized on the basis of at least one important variable. That variable is funding. With few exceptions, insofar as data available disclosed, the programs authorized by administrative agencies required little if any additional state funds. The programs typically use existing resources and administrative structures to achieve their goals. This is the case with the interstate tuition and student exchange agreements of Michigan, Minnesota, Wisconsin, and Washington. The advisory councils in New York and Pennsylvania are continuing their existence in the absence of legislatively appropriated funds. The continuing education and extended degree programs of Idaho, Mississippi, and Tennessee have not required additional funding; the Tennessee off-campus programs are reported to be so managed that the question of funding does not apply. The only exceptions to the generalization that funding arrangements provide some basis for separating administratively from legislatively

authorized plans are states whose plans include only public institutions under a single governing board that has the power to allocate legislative appropriations as it sees fit, such as Iowa's interstate regional arrangements with Illinois and the University of Alaska's regional plan.

Institutional Authorization

A third type of authorization of regionalization can be linked to plans which require only institutional commitment for their existence. These plans are not funded at the state level except through appropriations to the public institutions involved, nor are they administered by state agencies. They are, however, generally recognized at the state level as helping to fulfill the state's movement toward stronger interinstitutional coordination. Existence of this official recognition fulfills the criteria for inclusion of the plans in this report, since it is seen as a possible first step toward broader official action on the matter of regionalization.

Despite the fact that only a limited state-level involvement can be attached to the plans identified, they cannot be validly viewed as of little significance. On the contrary, the four plans identified in column three of Table 5 appear quite important. This observation arises both from the reported state benefits and from the magnitude that some of the plans have reached. For example, the TAGER program of graduate education in northeastern Texas has enrolled thousands of students and expended hundreds of thousands of dollars without direct state level involvement. The same significance can be given to the urban consortia in Charleston, South Carolina, and in Bridgeport, Connecticut, which are reported as institutionally authorized plans but as yet are not fully utilized for regional planning purposes by state agencies in their states.

SECTION VII

GOVERNANCE AND ADMINISTRATIVE STRUCTURES

From information provided for this survey, the governance and administrative structures in 21 of the 45 regionalization programs identified could be examined. Five different types of governance and administrative structures can be described. Classified according to the type of authority responsible for the broad policy direction of the regionalization program, these are:

1. *Advisory Board.* A planning and coordinating board often associated with nonincorporated regional endeavors, usually consisting of representatives of regional member institutions and citizens.
2. *Governing Board.* A board, usually associated with regional consortia, that sets policy over all aspects of operation and makes operating decisions as well. While with respect to regionalization programs, the activities of governing boards and advisory boards are distinct from each other, their membership appears to be drawn basically from the same sources; i.e., they are made up of representatives of constituents—member institutions and citizens of the region involved.
3. *Executive Director.* A full-time paid professional whose sole responsibility is the day-to-day operation of a regional educational program.
4. *Institutional.* A single postsecondary educational institution has the responsibility for managing the affairs of the regional program.
5. *State Agency.* The statewide educational agency sometimes assumes responsibility for either managing or directing the management of regional programs. In these instances, the programs are usually direct extensions of the agency's responsibilities such as the regional collection of information necessary to the planning function.

It should be pointed out that these categories are not mutually exclusive; that is, a regional program can have a policy board in either an advisory or governing capacity or simply an executive head at the local level reporting to a state agency or only a loose confederation of institutional leadership. The plans reported in Table 6 were included because of some identifiable administrative design reported.

The first two columns in Table 6 show that boards directly representative of the postsecondary educational interests involved in the regionalization plan at the regional level are the most common types of governance identified. Figures in the first two columns of the table show that 11 different regionalization programs use this form of governance, which accounts for 52 percent of the 21 plans included in

this section of the report. Executive directors are used in very few (3) regionalization programs. Equal numbers of regionalization programs (5) are administered by a single institution in the region and by state agencies directly.

Advisory Boards

The six states which use advisory boards as listed in column one of Table 6 are: New York (regent's plan), Pennsylvania, Illinois, Minnesota, Wisconsin, and Virginia. In New York's three experimental regions, the advisory boards are known as Regents Regional Advisory Councils. These councils are charged with "assessing local needs, inventorying resources, providing measures for exchange and evaluation of institutional plans, identifying areas of potential development for task force study, and exploring the structures and policies appropriate for regional activity" (The New York State Education Department 1972).

In Pennsylvania, regions have adopted different roles for regional councils. Some of the councils operate as governing boards and others in an advisory capacity only. Such is the case for the southwest region, an 11-county area surrounding the Pittsburgh area. In that region, institutional members decided at their second meeting that the regional council would emphasize recommending interinstitutional activity and information exchange.

One item worth mentioning about the occurrence of advisory boards is that they are utilized almost exclusively by regional programs designed to meet broad regional needs. In most cases, these programs are most closely connected with the state either through enabling legislation, funding or administrative control, and are serving as coordinated planning mechanisms more than means for program development and delivery. In such cases, the organizations formed do not require incorporation, nor do they have assets or programs requiring management. Their attention typically focuses upon informational input, inventories of available resources, regional educational needs, and acquisition of expert advice on future directions to assist in formulating advisory board recommendations.

Governing Boards

Six of the regional programs forming this section have a governing board. One of them is the pattern found in northeast Texas known as the TAGER system. This organization reports two bodies with some governing authority, a board of trustees and a board of governing participants. The first is responsible for policy and for management of the association's physical assets. It includes two members each from participant institutions, three elected at large from the community, and the chairman of the TAGER board of governing participants. The second is responsible for regular management of association affairs and especially for the supervision of TAGER's academic programs and other regular activities. It is made up of the chief executive officers of each participant institution, one senior representative of an industrial firm served by TAGER, one faculty member from a TAGER institution, and the chairperson of the TAGER board of trustees. The industrial and faculty posts are rotated each year (Society for College and University Planning 1973).

**TABLE 6
GOVERNANCE AND ADMINISTRATION OF
21 REGIONALIZATION PLANS IN 15 STATES**

Governance and Administrative Structure					
Region, State, and Plan	Advisory Board	Governing Board	Executive Director	Institutional Member Direction	State Agency
NEW ENGLAND					
CT 1.2				X	
1.3					X
MID-ATLANTIC					
NY 4.1	X				
PA 5.1	X	X			
NORTH CENTRAL					
IL 7.1	X	X	X		
IO 8.1		X			
8.2					#
MN 10.1	X		X		
10.2					X
NB 11.1		X			
OH 14.1				#	
14.2		X			
14.3					X
OK 15.1		#			
WI 17.1					X
17.2	#				
WEST					
AK 19.1				X	
ID 21.1				#	
SOUTHEAST					
TN 29.1				X	
TX 30.1		X	X		
VA 31.1	X				
Total X	5	6	3	3	4
Total #	1	1	0	2	1
Total Plans	6	7	3	5	5
Total States	6	7	3	5	5

NOTE: X = plan in effect
= plan under study

Another pattern illustrative of governing board use is Virginia's plan for regionally coordinated continuing higher education programs. These call for the establishment of consortia providing a framework through which all institutions in a region—state-supported as well as private—can cooperatively coordinate continuing education offerings. Each consortium is governed by a board of directors composed of state institution representatives and a nonvoting representative of the State Council of Higher Education. The responsibility of the boards is to interpret for their region policies and procedures developed by a statewide continuing education advisory committee.

Some of the regional planning councils organized in Pennsylvania have designated governing boards to oversee the activities of the councils. Exemplifying these is the four-county Delaware Valley Region encompassing Philadelphia. This region has established an executive committee composed of a council member from each type of postsecondary education institution found in the region. The duties of this committee consist of formulating for ratification by the regional council general policies necessary for the development and administration of the council. The committee also approves appointment and termination of members of the administrative staff and formulates policies pertaining to staff members and their responsibilities.

In all but two of the regionalization programs where governing boards are active, the programs are the type limited to a particular type of institution or program, e.g. public community colleges or continuing education. In these configurations, program development and delivery, and/or facility management are usually the activities of the regional agency. This kind of venture requires a governing board of some form to assure its legitimacy.

Executive Director

Regional consortia often are managed by at least three of the regional patterns; such is the case for those studied. Executive directors were identified in Illinois, Minnesota, and Texas. That these three programs would have full-time directors is not surprising since the regional programs in these states do include program implementation and delivery, often to an off-campus student body which requires full-time attention.

Institutional

In some states, neither governing boards, advisory boards, nor executive directors administer the state's regional program. In these states, this responsibility is given to a specific institution. Such is the case in Idaho and Tennessee, for instance. In both Idaho and Tennessee, the report is that responsibility for coordinating continuing education programs "will be given" to one institution in each of several regions of the states. Alaska is another example where a regional provost associated with a regional campus of the university coordinates all the postsecondary educational programs in the region with the exception of some research and public service programs.

State Agencies

Three of the regionalization programs reported here are administered directly by state agencies. In none of the cases are instructional situations involved. Two of the programs in Connecticut and one proposed in Iowa are planning and information gathering mechanisms. The two in Minnesota and Wisconsin are bi-state tuition agreements and the last is a very informal regional grouping of two-year institutions in Ohio to help the commuting student better visualize postsecondary educational opportunities.

SECTION VIII

FUNDING PATTERNS OF REGIONALIZATION PROGRAMS

The main purpose of this preliminary study of regionalism in postsecondary education in the United States was to ascertain the general level of attention given to it in state planning and coordination. No effort was made, therefore, to probe into details on financing procedures. However, some data on this subject came forward and are summarized in this section.

Table 7 reports the sources of funds for 9 of the 46 regionalization patterns covered in this report. Since regionalism of the sort herein reported is a state activity, it is not surprising that 6 of the patterns in effect and 1 of those under study about which we have relevant data are funded at the state level. Only 3 states reported any federal support for regionalization programs. One of these is in New York where federal funds are used for the development of one of its Regents Advisory Councils. Another is in New Jersey where a consortium in Hoboken was partially funded by the Fund for the Improvement of Postsecondary Education. The third is in Pennsylvania which received a FIPSE grant of \$49,300 in support of its regionalization effort. New York also recognized this same fund as a potential source of financial support for its regional councils, recommending that the councils apply to the fund for support. Only two plans used three of the four sources shown in the table; one drew on all four. Each source was used by at least one plan.

Three of the plans identified have received private financial support, sources traditionally supportive of innovative educational programs. This description to a degree fits the regionally cooperative programs reported here and may be the reason for private financial input. Whether private financial resources are involved also seems to be related to the extent to which regionalism is seen as an overall state responsibility as well as the extent to which institutions support the regional program. Institutional support in turn appears related to the unavailability of direct fiscal resources from state levels.

In the New York State Regents Plan, funding patterns of regional consortia are diverse among the three pilot regions currently in existence. The three regions represented by Regents Advisory Councils have all been formed around previously existing consortia which were funded by institutional membership fees. This same pattern has been retained by the three regions, but each has requested the New York Regents to seek state support for advisory council activities. The Northeastern Regents Advisory Council has its base in what was formerly the Hudson-Mohawk Association of private colleges. The present Northeastern Regents Advisory Council continues to be supported by the Hudson-Mohawk Association funding base which was determined by an enrollment formula. In-kind contributions are also made by institutions within the region. However, the council believes that to continue to support the activities of the entire council on the contribution of the private members is inequitable.

While institutional and personal cooperation will continue, this kind of informal financing cannot. Competent staff work is necessary if the

**TABLE 7
FUNDING SOURCES FOR 9 REGIONALIZATION
PLANS IN 6 STATES**

		Funding Sources				No. of Different Sources Drawn on
Region, State, and Plan	State	Federal	Private	Institutional		
MID-ATLANTIC						
NJ 3.1		X		X	2	
3.2	#			#	2	
NY 4.1	X	X	X	X	4	
4.2	X				1	
PA 5.1	X	X		X	3	
MIDWEST						
IL 7.1	X		X	X	3	
MN 10.1	X				1	
10.2	X				1	
SOUTHEAST						
TX 30.1			X	X	2	
Total X	6	3	3	5		
Total #	1	0	0	1		
Total Plans	7	3	3	6		
Total States	5	3	3	5		

NOTE: X = plan in effect
= plan under study

values of a regional consortium are to be realized. The private college consortium has no doubt benefited from these deliberations but it cannot, nor should, be expected to continue financial support without support from some public education counterparts. An alternative mechanism must be found (Advisory Council on Regionalism for Northeastern Area 1973, p. 96).

The alternative mechanism favored by the council is an individual institutional membership fee based on an enrollment formula. Its purpose in supporting this kind of funding is twofold: (1) it believes that funding from campus sources helps to insure active campus interest and involvement, and (2) it realizes that direct funding from the state legislature is unlikely at best.

The initial phase of New York's regionalization plan consisted mainly in evaluating the potential for the formation of regional consortia. As mentioned above, this evaluative effort in the northeastern region was largely financed by the contributions of the private institutions. This was not the case, however, with the New York City Regents Advisory Council. The evaluative effort here, resulting in a regional plan for higher education in New York City, was funded in part through a grant awarded under Title I of the Higher Education Facilities Act of 1963. In addition, the City University Construction Fund supplied funds for staffing and consultants with a grant of \$42,000; and grants were received from the Ford and Martin Foundations as well. The New York State Education Department provided administrative guidance and additional support through staff who acted as resource persons to the task forces. As in the northeastern region, several member colleges contributed staff support to the development of the plan. New York's third region, represented by the Regents Advisory Council of the Genesee Valley-Finger Lakes Region, has characteristics similar to the northeastern region and developed its plan in a similar way.

In New York state, the development of regionally coordinated planning as proposed in the three model plans developed by the Regents Advisory Councils would appear to be highly dependent on the development of a funding mechanism. Certainly the voluntary consortia already existing in these regions may continue to operate, but they do not include in their membership all of the postsecondary institutions within their regions. Thus, unless some method of including these additional institutions through an equitable funding pattern is provided, true interinstitutional cooperation throughout each of the regions may be jeopardized.

In Illinois, funding of its regionalism program has come almost completely from the state through the Higher Education Cooperation Act (HECA) of 1969, which has aided the development of regional councils and centers throughout the state. The Illinois legislature has thus far appropriated over \$1,500,000 with which the Illinois Board of Higher Education had funded over 50 proposals as of January 1975. Twelve of the funded interinstitutional cooperative programs are classified as regional centers. Some of these centers have received financial support from other than state sources. The Quad-Cities Graduate Study Center of Rock Island, Illinois, and the Rockford Academic Center are two regional centers that have received funding from local business and industry. The Quad-Cities Center received over \$179,000

from its local community during the first four years of its existence (Quad-Cities Graduate Study Center, 1974). While this type of community involvement is not expected of these regional centers, it has occurred in some of them.

As previously mentioned, Minnesota's program of postsecondary education regional coordination and service resulted from concern by its executive and legislative branches for improved accessibility and efficiency. In this sense, it is much like the other regional coordination efforts. While the Illinois legislature originally appropriated funds, it left the granting of the funds to the state's coordinating board. The Minnesota legislation, on the other hand, included more specific requirements for limiting the regional programs to three experimental ones sharing a first year allocation of \$175,000.

The most active regionalization project in the State of Texas is the Association for Graduate Education and Research in North Texas (TAGER). The TAGER system has always experienced a great deal of private financial involvement in its development. It was launched by a major gift from Texas Instruments, whose continued corporate investment has grown to over \$2.5 million. TAGER's annual budget of roughly \$200,000 has been financed by fixed annual fees charged to member institutions and an additional fee of \$600 per course per semester for each course offered over the network. In addition, contracts are negotiated annually between TAGER and each affiliated institution and industrial firm to cover operating and maintenance costs. A surcharge related to student credit hours is levied on industrial firms with employees enrolled in the program (Society for College and University Planning 1973). TAGER has received limited foundation support. A Ford Foundation grant of \$112,000 underwrote a curriculum evaluation and planning study. TAGER also does not hesitate to mention the "considerable 'in-kind' investment made each year (by member institutions) through the contribution of substantial amounts of time on the part of presidents, faculty, and senior administrative officials" (Society for College and University Planning 1973).

SECTION IX

SUMMARY: FINDINGS, CONCLUSIONS, AND A LOOK AHEAD

Throughout this report, the exploratory nature of the inquiry described was emphasized. As a first inquiry into the extent and nature of regionalization of postsecondary educational resources in the several states, it served its purposes well. A start is made toward a better understanding of this new development as a feature in the planning and coordination of statewide postsecondary education. At the end of this section, after a brief summation of observations and conclusions now possible about each of the elements of regionalism described in the main section of the report, attention will turn to some new inquiries needed to pursue the subject and to build on these preliminary understandings.

Level of Interest and Activity

Some 60 percent (31 of 50) of the states are actively engaged in regionalism as an aspect of planning and coordinating postsecondary educational resources. Most of this activity is concentrated in the middle atlantic, southeastern, and midwestern regions of the nation. Some correlation seems evident between the size and complexity of state education systems and their degree of concern with regionalism.

In several states, more than one *officially recognized* approach to regionalism is operative. In some, this is because of separate actions by different agencies, each operating within its own spheres of authority; in others, the same agency is applying regionalism in different ways to different elements of the postsecondary educational enterprise for which it is responsible.

Altogether, the 46 regionalization patterns in 31 different states support a clear conclusion that activity as well as interest in regionalism and regionalization will remain high for some time. This conclusion, furthermore, is reinforced by the statements advanced by the state officials surveyed to the effect that the pressures now operative to stimulate regionalism in their states will be at hand at least for the foreseeable future.

Influencing Factors

Beyond the generally observed forces in the society and economy of the nation that create pressures on postsecondary education for a higher level of accountability to its constituencies, several factors seem to encourage regionalism when they exist in a state. A primary one is the leadership posture assumed and role played by state-level boards or commissions with official responsibility for the general surveillance of a state's postsecondary educational enterprise or for a major segment of that enterprise. Such agency leadership far outranked any other influencing factor in the reports provided by the states for this study: 36 plans in 24 states were so described.

Although falling far behind the frequency reported for state agencies, the role of legislative actions merits attention, for in 12 states and 13 regionalization plans (9 in effect and 4 under study) this involvement was reported. The developmental experience of other organizational shifts in American postsecondary education, the community colleges for example, demonstrates that permissive or enabling legislation abets the organizational change and considerably accelerates it. Whether or not such abetting and acceleration will be a distinguishable feature of regionalization, of course, remains to be seen.

Finally, of note is the influential role of special studies of postsecondary education as presently operating in the state. Whether conducted as internal projects by staffs of state agencies or special commissions or by outside specialists or consultants for either standing or *ad hoc* auspices within the state, the accomplishment of special studies are also often mentioned as factors contributing to regionalism and consequent action to implement the concept.

Patterns of Regionalization

As yet no generalizable pattern appears evident among the approaches to regionalism reported by the several states. Among the five patterns identified from the descriptions of the 46 regionalization plans available, the four most encompassing plans were: (1) broad regional needs—a pattern which seeks to meet broad postsecondary educational needs within each of several geographic regions established throughout the state (12 plans); (2) specific program or section needs—a pattern dealing with a single academic program or a single subsection of postsecondary education (15 plans); and (3) interstate arrangements—a pattern involving either the entire state or a subsection of a state with either the entire state or subsections of other states (10 plans); (4) specific area needs—a pattern to meet the postsecondary educational needs of a special, particular geographic subsection of a state (7 plans). The remaining pattern (institutional diversification)—a pattern of official encouragement of voluntary institutional actions to complement and supplement each other in a given area or program to develop a greater level of diversification in postsecondary education—was found applicable only to three plans.

At this moment in the development of postsecondary education, there is no evident justification for support of any one or even a few of the several patterns identified. It may well be the case that each can be supported on its own merit as an approach to regionalism. Put another way, varying purposes held for regionalism in a given state may require varying patterns of regionalization. This possibility is another of the continuing lines of inquiry to which further effort needs to be applied.

Objectives of Regionalism

This study established clearly that there are indeed different purposes for regionalism in a particular state and for different regionalization plans. Most states reporting on their purposes (23 out of 24) stated that a better utilization of resources was the objective pursued, and this goal was set for 34 plans examined. This was the predominant purpose and reflects the pressures for more efficiency and productivity put upon state level planning and coordinating agencies at this time.

No other purpose was even close to the goal of more effective resource utilization. The goal of increasing availability of postsecondary educational opportunity and services in a region ran a poor second: 12 states and 17 plans. None of the other purposes identified (improving interinstitutional communications, helping form a base for long-range planning, and strengthening postsecondary systems as organizations) were found to include as many as 10 states or plans.

Sources of Authority

Regionalism is implemented predominantly by three types of authority: administrative authority possessed by a unit of state government, legislative authority expressed in statutes, and authority held by established postsecondary educational institutions. Among these three, far and away the most common authoritative source giving life to regionalism is that held by administrative units in state government, sometimes by the governor, as chief executive, but more often by a state board of regents or statewide educational planning agency. This last was the case in 19 states and 22 plans.

To be noted, however, because of the known effect that legislative authorization has upon developments statewide and across state lines when a significant number of legislatures act in a common direction, is the sizeable number of states and plans touched directly by the statutes. This was reported to be the case in 9 states relating to 10 plans, 8 in effect and 2 under study. Some further importance may be evident in that all of these were in the New England, mid-Atlantic, and north central states; none was found in states in the western or southeastern regions of the nation.

Contrary to the expectation first held in this study, relatively few officially recognized regional plans derive from the simple authority of the postsecondary institutions involved. Only four states and four plans had such an arrangement. This finding is not interpreted, however, as suggesting that few voluntary interinstitutional arrangements to meet regional needs are to be found; as noted in Section I, this is clearly not true: there are many. What it does seem to indicate, however, is that many of these have *not yet* been given an officially recognized status by a state-level agency with statewide authority—one essential element in the definition set to identify regionalism plans in this study. If regionalism and regionalization continue to attract increasing attention by statewide planning and coordinating agencies, such recognition of arrangements already set in motion by institutional action may show an increase.

Governance and Administration

As yet the structural arrangements attached to regionalism plans are amorphous; this seems to be the only tenable generalization coming from the information reported to this study. The fact is reflected in the paucity of information provided in response to the relatively unstructured call for descriptive information used in the study; while the reports often dwelt at length on other matters of interest, the matter of structure reflected much lower awareness or special interest. When the 15 states and 21 plans for which information did come forth were examined, no more

than a half-dozen or so (both of states and plans) reflected common practices in governance and administrative structure: this was true with respect to use of advisory boards, involvement of institutional governing boards, use of institutional member representation, and use of state agency representation.

The immature organizational status of the regionalization approaches in organizational terms is also evident in the fact that single, executive leadership is rarely present. Only three plans in as many states were reported to have an executive director.

Here again a caveat against possible misinterpretation should be advanced: it could be quite erroneous to conclude that since the present evidence of structure for governance and administration is weak, such organizational development will not occur. Again, the history of institutional developments tells a contrary conclusion. The matter needs more examination and more watching. It may well be, furthermore, that even incipient, early expressions of interest in developing more organizational identity to regionalization plans are suppressed to forestall their being viewed as threats to existing institutions or other established patterns for administering postsecondary education in a region. When a positive, cooperative, and nonthreatening perception of regionalism can be established and maintained, chances of implementing plans to succeed are much greater than when the opposite situation exists.

Funding Patterns

As in the case of governance and administrative structures, this preliminary study did not delve into the question of financing patterns for regionalization in depth. Some useful data on nine regionalization plans in six states did come forward. These indicated that state and institutional funds were most heavily utilized; federal funds helped three plans in three states; the same was true for use of private funds. Only two plans, one in Pennsylvania and one in Illinois, drew on three different sources of funds. One plan, the Regents Advisory Council plan in New York, drew on all four.

Conclusion

Current literature in higher education abounds with news about the process of change in which the nation's postsecondary educational institutions are involved. A scholarly commission calls for concern for "More than Survival" (The Carnegie Foundation for the Advancement of Teaching 1975); the executive head of a major national higher education association stumps the country, calling for a new national movement toward "community-based, performance-oriented, postsecondary education" (Gleazer 1974); the federal government passes legislation calling for state commissions for "state postsecondary education commissions" to carry on "comprehensive statewide planning" of "all public and private postsecondary educational resources in the state, including planning necessary for such resources to be better coordinated, improved, expanded, or altered so that all persons within the state who desire, and who can benefit from, postsecondary education may have the opportunity to do so" (Higher Education Amendments of 1972).

All of these developments, and many others in evidence today, suggest that new forms for provision of postsecondary education are in the making. Regionalization plans in, between, and among the several states of the nation, may be one of these, and that is why this study is to be a continuing one. A graduate student in higher education at The Pennsylvania State University perhaps posed the critical question, the answer to which may well determine the future course of regionalism and regionalization in postsecondary education as an approach to state-level planning to merit regional needs. In the course of a study examining the relative roles of state-level coordinating boards and local, institutional boards of community colleges, he asked, "Does the matter of regional needs represent a 'no man's land' in the definition of local versus state authority?" (Sturtz). The question was prompted by his recurrent observation of a split in views held by local and state officials in postsecondary education about who should assess regional needs for postsecondary education, should plan for, and should set policy to guide an effective educational response to those needs. Regionalism may be the first manifestation of awareness that the "no man's land" exists; and regionalization may be the way the now unclaimed domain of service will be entered without having a battle among the several existing postsecondary educational interests who have a claim to the right to serve it.

APPENDIX A

THE PENNSYLVANIA STATE UNIVERSITY

CENTER FOR THE STUDY OF HIGHER EDUCATION
325 POND LABORATORY
UNIVERSITY PARK, PENNSYLVANIA 16802

Area Code 814
865 6346

October 31, 1973

As an honorary member of the State Higher Education Executive Officers Association, I am seeking cooperation of members of the Association in a project which I believe will be helpful to the Executive Officers and to others in post-secondary education. I am attempting to ascertain the extent to which each state is examining possibilities of regionalizing its postsecondary educational system. As you know, questions about plans and programs toward regionalization are often raised, but no one has compiled information to answer them. I propose to try and would appreciate your cooperation by sending me a letter of reply to these questions:

- (1) Has your state given any consideration to examining a regional configuration of postsecondary educational institutions?
- (2) If yes:
 - (a) Who or what are the moving forces that are generating this kind of thinking?
 - (b) To what extent and in what ways is your own office participating?
 - (c) How comprehensive is the planning, that is, are private as well as public colleges involved; two-year and four-year, proprietary and non-profit?
 - (d) How near to becoming operational is the regionalization plan in your state?
 - (e) Has any discussion of regionalization across state boundaries taken place?

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If thinking has progressed to the point where actual plans or formal arrangements have been or are being formulated, I would appreciate your sending me any available compiled information (information reports, "Master Plan" statements, planning documents, guidelines for further action, etc.) describing regionalization in your state. I promise to synthesize and correlate this information and to report the results back to the Association membership when that is done.

Thanks for your help, and looking forward to our next meeting.

Very cordially yours,

S. V. Martorana
Professor of Higher Education
and Research Associate

SVM:jli

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APPENDIX B

THE PENNSYLVANIA STATE UNIVERSITY

CENTER FOR THE STUDY OF HIGHER EDUCATION

325 POND LABORATORY

UNIVERSITY PARK, PENNSYLVANIA 16802

Area Code 814

865-6346

April 3, 1974

Last fall I sought cooperation of members of the State Higher Education Executive Officers Association (in which I am honored to hold honorary membership) in investigation of the current status of regionalism of postsecondary institutions in the several states. Members of SHEEO were asked to reply to the letter attached to this one. You will note that in it information to several key questions on regionalization was solicited.

To date forty of the fifty-one SHEEO members queried have responded. A report based on these data is being prepared and is coming along well. We plan to make the analysis and report available to SHEEO members and others interested in current trends in state-level planning of postsecondary education. In this we want, of course, to include such information as can be reported about your state, but to date no reply to the original letter has been received. Will you help now? Without it our survey analysis and report will not be as meaningful and useful as it otherwise might be.

Regionalism within the state systems of higher education is attracting increasing attention. It reflects an attempt, either voluntarily or by mandate, to group postsecondary institutions according to various criteria in order to gain certain economic and social benefits for all concerned--the institutions as well as the clientele served. In some cases, plans for regionalization involve adjoining states and cut across state lines. As already indicated, many of the 40 states now cooperating in the study report developing regionalization plans, others are already operational.

We hope that our final report can include information, or at least a statement, about (*name of institution*), even if it is that this subject is not deemed of importance there. Thank you for your consideration of this request. See you in Washington, later this month.

Very cordially yours,

S. V. Martorana
Professor of Higher Education
and Research Associate

SVM:jll

Attachment: Copy of October 31, 1973 letter

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The Pennsylvania State University**

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