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**ABSTRACT**

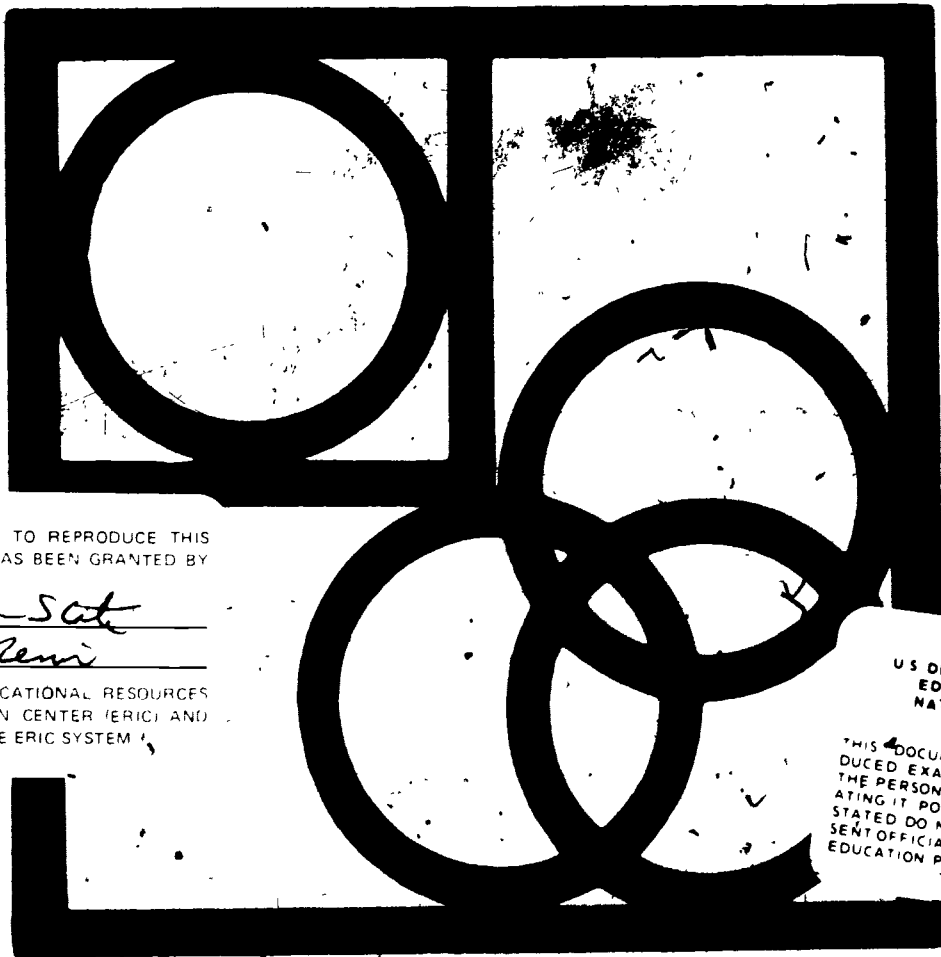
There is some evidence that regionalism in higher education is emerging as a move toward a middle-ground position between strict institutional autonomy and stronger statewide coordination. Most observers of contemporary postsecondary education agree that the challenge of the next decade will be to find mechanisms for coordination that can achieve public accountability of all institutions while protecting that degree of independence for them that is essential for continued vitality. Regionalism is defined as the view of a geographic subsection of a state or several adjoining states that considers all or a number of postsecondary educational components collectively and seeks to establish a coordinated relationship among their goals, programs, and/or resources. A study of the extent and characteristics of regional efforts in the United States describes their development, goals and expectations, authority and legitimacy, interactive forces, interrelationships with other education levels, organization, functions, finances, impact on policy, leadership strategies, and future. Some states have acted as pathfinders in this trend: California, Illinois, Louisiana, Minnesota, New York, Ohio, Pennsylvania, and Utah. (MSE)

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# Regionalism in American Postsecondary Education: Concepts and Practices

S. V. Martorana  
Lawrence A. Nespoli



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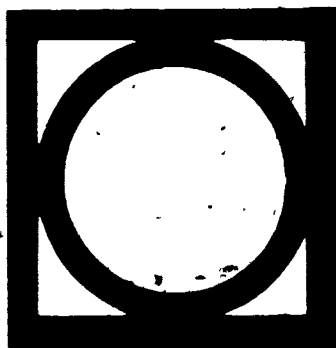
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# Regionalism in American Postsecondary Education: Concepts and Practices

S. V. Martorana and Lawrence A. Nespoli



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conducted under a grant from the Ford Foundation

Center for the Study of Higher Education  
June 1978

The Pennsylvania State University  
University Park, Pennsylvania

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## FOREWORD

The identification and elucidation of emerging issues, trends, and conditions in postsecondary education is one of the principal missions of the Center for the Study of Higher Education at The Pennsylvania State University. The Center has a particular interest in changes and new developments in organization, administration, and governance. We use a broad definition both with respect to the types of institutions included in the concept of postsecondary education and the subject for research itself. We hold the view that the broad functions of planning and coordination of postsecondary educational interests are encompassed in the subject of organization, administration, and governance.

This publication represents a continuing line of research started at the Center several years ago. An earlier study identified the emergence of a new concept in American postsecondary educational planning and coordination. The concept is regionalism; its implementation is regionalization. The present study shows that the concept is now well accepted throughout the nation, and is being implemented widely.

That broad conclusion raises several larger policy issues to which decision-makers at both institutional and broader levels of postsecondary education need to give serious attention. The importance of these issues is evident from the positive and widespread interest expressed in the invitational national conference planned as an integral and important part of this project. Representatives of a wide range of interests in the postsecondary policy implications of the study—colleges, universities, state higher educational agencies, state and federal government offices—have indicated a desire to attend and will be convened.

The Center is pleased to have been able to conduct this research, with the support of the Ford Foundation, as a means of contributing empirical evidence for policy development in higher education. We intend to pursue this area of investigation in subsequent studies and reports.

*Kenneth P. Mortimer*  
Director, Center for the Study  
of Higher Education  
June 1978

## ACKNOWLEDGMENTS

A project of this magnitude and complexity requires the collaboration of many people. The authors therefore wish to acknowledge the many persons and agencies who have supported and participated in it. Before attempting to express appreciation to those who helped directly in this particular project dealing with regionalism, however, we wish the record to show the genesis of our interest in regionalism as a design principle in statewide planning and coordination of post-secondary education. Credit for initial insight into the concept and the likelihood of its growth must be given to two visionary educators in New York State who held positions of leadership during the 1960s—Dr. James E. Allen, Jr., Commissioner of Education, and Dr. Samuel B. Gould, President (later Chancellor), State University of New York. The senior author of this report was fortunate to have worked for both and to have been shown firsthand their keen abilities to sense new directions in education. Both were early advocates of the concept of regionalism and took steps to implement it in New York State, putting that state in a vanguard position in this regard as in several others.

With respect to the current study, then, first and foremost, we would like to thank the Ford Foundation of New York for its support, with special thanks to Dr. Fred Crossland, Program Officer for Higher Education, for his interest in our work.

Both authors are deeply indebted to the members of the State Higher Education Executive Officers' Association and the chief executive officers of the State Postsecondary Education Planning Commissions, who served as the cooperating agents throughout the study. They provided much of the initial data for the report and also responded to several additional requests for information. Without their cooperation, the study would never have been possible. Our hope is that in return this report provides a service that makes their continued interest and cooperation worthwhile.

Our thanks are also due to the over 200 individuals in the eight case states who agreed to participate in the field and telephone interviews and to the many others throughout the country who responded to questionnaires.

The authors extend a special note of appreciation to the nine members of the National Advisory Council for their active participation and general policy guidance throughout the project. Members of the council not only assisted in the initial development stages of the study but also brought many keen interpretative insights to the data that were gathered.

In addition to all of these supporting bodies, the authors are also indebted heavily to The Pennsylvania State University, Center for the Study of Higher Education, for its positive response to the demands the project put on its resources. In particular, three members of the Center staff deserve a special mention for their role in the project.

Two graduate assistants at the Center, Susan Friedman and Vernon Courtney, assisted in the field interviews and provided staff support in both planning and implementing the study. With the project from the start, Ms. Friedman participated in the development of the project design and later assumed full responsibility for the computer work and quantitative analyses that the study required. Mr. Courtney, in addition to completing numerous document analyses, assisted in drafting Chapters V, VIII, X, and XIII.

Much credit for the successful accomplishment of this study is due to Charlotte Farwell. In addition to typing the manuscript for publication, she provided general administrative support for the project staff throughout all phases of this long study. We are grateful for her untiring efforts over the past eighteen months.

Others at the Center assisted in the project, and the authors also acknowledge their efforts: graduate assistants Patricia Daubert-Hitchcock and Rose Rizzi, for their assistance in conducting the telephone interviews; graduate assistant Wayne Smutz, for his assistance in identifying resource material for Chapter II; graduate assistant Stephen Kubricki, for compiling many of the tables that appear in this report; Bryan T. Bunch, for his assistance in reviewing documents; Paul Duich, for her assistance in typing; and Betty Meek, administrative aid at the Center, for assistance in administrative details related to the project budget.

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The authors have benefited from the contributions and insights of many individuals. To all of them, our thanks!

*S V Martorana, Director*  
*Lawrence A Nespoli, Associate Director*  
June 1978

## CHAPTER I

### REGIONALISM: DEFINITION AND OVERVIEW IN POSTSECONDARY EDUCATION

#### Antecedents to Regionalism: Competing Organizational Tendencies

The current literature in higher education abounds with news about the process of change in which the nation's postsecondary educational institutions are involved. The many changes reflect new conditions in the 1970s both internal and external to these institutions—conditions that are drastically different from those that prevailed during the previous three decades in American postsecondary education. These developments suggest very strongly that new policy directions for the support and conduct of this level of education are in the making. In short, if colleges and related types of institutions are to respond effectively to the increasing pressures for new policy directions, new organizational approaches may be needed.

• Until quite recently, two competing tendencies controlled the organizational changes evidenced within postsecondary institutions. One is the classical claim for institutional and campus autonomy for collegiate operations; the other, the movement toward statewide systems and centralization of operating controls. These two organizational tendencies in American postsecondary education, and the pros and cons of each, have been well documented elsewhere. Only a summary description is needed here to show the setting in which a new development—regionalism and regionalization—is taking place.

The notion of campus autonomy has its foundation in the very earliest traditions of American higher education. Institutional autonomy developed in this country largely as a result of the system of lay government that was adopted for the colonial colleges by the various denominational sponsoring groups. The earliest state universities also adopted this governing pattern as did most of the new state land-grant institutions created by the Morrill Act of 1862. In sum, the system of American higher education from the colonial days to the late nineteenth century was one of essentially private denominational sponsorship and control, with a high level of autonomy for all institutions and only a modest mixture of state involvement.

It was not really until the late nineteenth and early twentieth centuries that concern for the coordination of postsecondary education *per se* became an interest of the states. During the early 1900s, increasing specialization and diversity within and among colleges and universities, coupled with steadily increasing enrollments, brought higher education increased social visibility and prominence. This increasing public awareness of higher education was accompanied by a parallel growth in other state programs. States were faced with competing interests for public financial support and out of necessity began searching for ways to control institutional growth within the limits of resources provided in state budgets. During this period of time, several states created one single consolidated board for

higher education, while at the same time abolishing any existing local governing boards.

Such drastic action, though, was not the norm. Most states resisted any strong movement toward centralization during the first half of the twentieth century and instead continued to deal directly with various institutional boards. It was not until the 1950s and 1960s that new forces (such as a dramatically increasing rate of enrollment growth and pressures from new segments of the population to obtain access to postsecondary educational opportunity) caused virtually all states to increase their attention to statewide development and coordination of postsecondary educational resources. A large number of states chose the coordinating model—i.e., a statutory coordinating board—as the best means of insuring orderly growth and cooperation for all postsecondary educational interests involved.

It seems clear that the current trend in American postsecondary education is toward more state-level agency involvement in the affairs of postsecondary educational institutions and organizations. Consensus among authorities in the field is that this trend could represent a serious threat to traditional modes of governance of colleges and universities (Carnegie Foundation for the Advancement of Teaching, 1975; Glenn, 1976).

There are at least two extreme positions existing between the competing tendencies of protection of campus autonomy and the movement toward stronger statewide coordination and/or control. On the one hand, a heavy-handed officialdom could take control of higher education and determine not only the resources it shall use, but also the broad policies governing it. On the other hand, the "market model" could be used to redistribute resources and to preserve the autonomy of institutions of higher learning (Leslie, 1974). *Neither position can present convincing evidence that it is the likely model for general adoption throughout the states!*

Proponents of the centralization of control are confronted with the strong tradition of private higher education in this country, with the growing strength of the proprietary sector (which by definition cannot be controlled with the others), and with the spreading federal and state practice of funding higher education through direct grants to students. Also to be recognized is the impact of various policy proclamations that call for the stimulation of competition among different types of postsecondary institutions (Newman, 1971; Newman, 1973).

Proponents of the market model must recognize the fact that all but three states have acted to establish a "1202 Commission" to carry on "comprehensive statewide planning" under provisions of the Higher Education Amendments of 1972; that several states in recent years have moved to put all public higher education operations under a state-level "super-board"; and that governors, legislators, and other officials of state government are expressing every year more interest in direct intervention into the conducts of higher education.



The notion of regionalism, on the other hand, seems to offer some interesting positive possibilities for escaping both the extreme of monolithic, centralized, statewide control, and that of a strict market model. There is some evidence to suggest that regionalism in higher education is emerging as a move toward a *middle-ground position* in coordinating and planning for this level of education.

Most observers of the contemporary postsecondary scene agree that the challenge of the next decade will be to find mechanisms for coordination that can achieve public accountability of all postsecondary institutions, while at the same time protecting that degree of independence within the educational environment that is essential for the continued vitality of these institutions. It shall be the authors' purpose in this report to examine the potential of regionalism for accomplishing just that kind of balance.

### Regionalism Defined: Official State-Level Recognition

For the 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 among their goals, programs, and/or resources. Regionalization, then, is the process by which the concept is put into practice—the implementation of regionalism is regionalization. It is manifested in some form of interinstitutional cooperative arrangement.

Obviously, regionalism is only one kind of interinstitutional phenomenon. To isolate practices of regionalism from the larger universe of interinstitutional cooperative activity, another criterion was established in the study. Only those regional arrangements that are in some way *officially recognized* by one or more authoritative agencies in a state were included as manifestations of regionalism. This official recognition can be the governor or the legislature by executive action or statute, for example, or a state-level coordinating or governing board responsible for all (or a segment) of postsecondary education by a similar official action.

Clearly, the criterion of official recognition excludes from the purview of this study the more general phenomenon of consortia that are typically *ad hoc*, *voluntary* interinstitutional arrangements. These consortial developments are very germane to the current study on regionalism for a number of reasons. First, in some instances voluntary consortia have served, in an evolutionary sense, as the forerunners of regionalism. Second, in several states official recognition has been extended to existing interinstitutional ventures that previously were strictly voluntary. Finally, voluntary consortia do provide some basis of experience from which officials considering regionalism can profit. Nevertheless, it should be recognized that there is some evidence that voluntary interinstitutional arrangements are falling short of the expectations set for them (Patterson, 1974). Regionalism, however, seems to hold a much greater promise for positive impact on postsecondary policy formulation than has been evidenced by voluntary consortia efforts because it usually has different purposes than voluntary consortia, and, more importantly, because it does have the distinct advantage of an official recognition and status in the states.

## Timeliness of the Study

A well-documented observation is that American postsecondary education is under strong pressure to extend beyond the campuses of individual colleges and universities. These pressures were noted in several places by the Carnegie Commission (1971, 1972a, 1973), and have also been the subject of several shorter treatises. One observer of the contemporary scene, for example, writes that "higher education institutions may need to prepare a declaration of interdependence as part of a survival strategy for the 1980s" (Cronin, 1975).

Educational policymakers at all levels of leadership, institutional, state, and federal, are wrestling with and attempting to respond to the new pressures and conditions of the 1970s. As this is done, it is becoming increasingly clear that these new conditions are operating to move the focus of postsecondary education away from individual collegiate campuses to a more complex multi-faceted structure. Shapers of policy at all levels are adopting an inclusive view of the resources for postsecondary education that need to be taken into account. They do not see singular institutions providing the response needed. Instead, the use of broader and multiple arrangements involving all kinds of institutions and delivery systems is seen as the viable alternative for the 1980s and beyond.

Although this trend and its policy implications have been getting much attention, as of yet relatively few *operational* changes have evolved within American postsecondary education that effectively respond to the emerging conditions. The belief held here is that interinstitutional cooperative activity generally, and regional approaches to cooperation in particular, can be suggested as at least one possible positive response.

### Institutional Interests

The pressures on collegiate institutions to accommodate to new conditions are many. Among these are concerns such as: (1) the leveling off of enrollments of so-called traditional college students—those recently graduated from high school and attending college on a full-time basis; (2) the simultaneous new recognition of the shift of student bodies to include more older persons, more who are studying part time, more women, and more who come from economically disadvantaged population groups; (3) the increasing difficulties collegiate institutions are encountering in getting the fiscal support they need from their supporting clienteles; and (4) the increasing accountability requirements imposed on postsecondary educational institutions by a wide range of constituencies.

The ability of postsecondary institutions to make a positive and successful response to these pressures will, in a real sense, ultimately determine their very survival. Faced with the need to respond to all of these pressures and others, many institutions are concluding that they cannot "go it alone." One consequence is that they are exhibiting both a more frequent initiative in seeking collaborative relationships with other postsecondary educational interests (e.g., voluntary consortia), and a more positive response to suggestions for such collaborative arrangements that are made by others.

Colleges and related institutions encounter many difficulties when they try individually to resolve the complex of forces before them. For example, faced with stabilizing or even declining enrollments, institutions may claim the right to make unilateral policy decisions about student recruitment and related matters. Simultaneously, however, these same institutions often seek public funding. It seems unreasonable that collegiate institutions should have both a common source of funding and the right to operate as if in a "free market" model.

#### State Governmental Interests

State-level educational interests, too, are being confronted with new conditions and pressures that will require new policy directions for postsecondary education in the years ahead. Agencies responsible at this level must necessarily take a statewide perspective in examining both the state's interests and needs on the one hand, and the total complex of resources that can be called upon to satisfy those needs on the other. The fact that all types of postsecondary educational institutions increasingly are claiming eligibility for public funding—either directly by appropriations or indirectly by augmented student financial aid programs—only serves to reinforce the reality that state agencies must view colleges in a collective sense and *not* as individual and separate operations.

The typical and compelling concerns of these agencies would include such broad areas as: (1) assuring widespread and impartial access to postsecondary education for all the citizenry who want and can profit by it; (2) assuring that the education provided is of a reasonable minimal level of quality; (3) assuring that both of these first two goals are achieved at the highest possible level of cost-effectiveness—that is, maximum achievement with minimum outlay of costly and scarce personal or material resources; and (4) assuring sufficient diversity in programs, location of programs, types of institutions, and modes of instruction to provide reasonable coverage of the interests of students (a consideration which relates to access) while also protecting against development of a monopoly by single institutions or types of institutions (a consideration which relates to the preservation of quality).

Any responsible state-level agency, be it a legislature or a Board of Regents, cannot escape the pressures to meet the needs of the state *viewed in a comprehensive, global fashion*. Similarly, the broad state concerns cited above suggest—perhaps even demand—that state agencies rely on a complex of institutions and delivery systems in meeting those needs, and not on any one or even a single type of institution.

Within this perspective, the suggestion of regionalism as a constructive, workable approach seems more plausible. More specifically, it may be that planning and programming on an individual campus basis is too atomistic an approach, while use of the total state in planning efforts may do injustice to some of its parts. Perhaps regionalism fits best.

## Federal Governmental Interests

There can be little doubt that the Higher Education Act of 1965, as well as the 1972 and 1976 amendments, gave considerable impetus to interinstitutional cooperative actions. The effect of Title III of the 1965 legislation, for example, was to encourage consortia of institutions of many types. The 1972 amendments, for their part, brought forth the "1202" State Postsecondary Education Planning Commissions. Many of these commissions have adopted the concept of regionalism within their comprehensive, postsecondary planning efforts in their states. Finally, the growing influence of federal law on regionalism can be noted in several places in the most recent amendments of 1976. For example, Section 1203(c) of that legislation proposes to extend the authority of the 1202 Commissions to "plan, develop, and carry out interstate cooperative postsecondary education projects."

Additionally, attention to regionalism is clearly evident in the language used to describe intent, to suggest structure, and to encourage procedures to implement the Comprehensive Employment and Training Act (CETA). This is also true in the sections related to state plan development found in the 1976 amendments to the Vocational Education Acts.

All of these illustrations, as well as others that could be cited, make clear one point. A stronger federal influence is being felt in postsecondary regionalism efforts throughout the country.

### **Purpose: Questions for Inquiry**

Essentially, two separate major lines of research were pursued in the study. First, an attempt was made to establish for each state an accurate picture of the extent, if any, to which the notion or concept of regionalism is being used in reaching policy decisions in the various aspects of postsecondary operations such as program coordination and resource allocation. Second, an effort was made to establish a detailed description of the various aspects of each regionalization action identified—i.e., goals, geographical configuration, institutional coverage, programs, outcomes, etc.

Within this general framework, the following research questions provided the specific parameters of the research conducted throughout the course of the project.

- 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) Are there different approaches to regionalism (patterns of regionalization) in the several states?
- 3) How are the planning and implementing phases of regionalization promoted?

- 4) Is there a relationship between regionalization patterns and the manner in which regionalization is implemented?
- 5) What are the goals and expectations of regionalism and regionalization?
- 6) Are there forces which effectively influence regionalism developments in the several states?
- 7) Are there discernible outcomes achieved through regionalization actions?
- 8) What is the projection for future regionalism developments in the states?
- 9) Are regionalism developments on the elementary and secondary educational levels having an impact on postsecondary education regionalism developments or vice versa?
- 10) Is regional planning for other major concerns of state governments—health care, economic development, library services, and so on—having an impact on regionalism developments within postsecondary education?
- 11) Is the movement toward regional planning by federal agencies having an impact on postsecondary education regionalism developments?
- 12) Are regionalism developments within postsecondary education having an impact on state-level policy formulation either intra-state or inter-state?

#### Study Procedures

This study was done as a cooperative effort with members of the State Higher Education Executive Officers' Association (SHEEO) and the chief executive officers of the State Postsecondary Education Planning Commissions. These individuals served as a primary source of data for the project and also provided major assistance in securing the full cooperation and participation of a variety of interests in postsecondary education at the state, regional, and institutional levels. It is the hope of the authors that the results and conclusions of this study will help all of these interests to pursue their official responsibilities for postsecondary planning and coordination on a stronger base of understanding and a broader base of discussion.

From the start, this study has aimed at establishing a comprehensive *description* of postsecondary regionalism developments nationwide. The procedures and methodologies utilized throughout the study have been consistent with that goal. The authors have deliberately refrained from using more refined analytical procedures. Such analyses will be more appropriate for subsequent studies—those which will build upon the first-order descriptive research reported here.

Essentially, the study has used two major research methods—a national survey and case studies in several states. Numerous research instruments and other data-gathering techniques were developed to accomplish the various elements of the project design. The reader is directed to Appendix A for full details on these matters.

### Organization of the Report

This report is divided into 15 chapters plus several appendices. Following this introductory chapter, Chapter II provides an examination of the theories, research, and related discussions in several social science fields which, when viewed eclectically, forms the foundation of thought upon which the concept of regionalism in postsecondary education is seen to rest. Chapter III identifies the level of attention to regionalism and regionalization throughout the country and develops the taxonomy of different types of regionalism that exist in the several states. The typology developed here is used recurringly in the analyses done throughout the remainder of the report.

Each of the next nine chapters, Chapter IV through Chapter XII, examines in detail one particular aspect of postsecondary regionalism, as defined by one or more of the research questions listed above. For the most part, these chapters all follow the same basic format. First, the substantive question under investigation in the chapter (the dependent variable) is examined for its possible relationships with certain standard independent variables (e.g., geographic region of the country, type of regionalism, etc.). Then, other "questions of special interest" are examined. Also, the implications of the data for different postsecondary interest groups—state-level boards or agencies, legislatures, governors, college officials, etc.—are explored in a separate section. Finally, each of these chapters closes with a brief summary of the major findings discussed within that chapter.

Chapter XIII takes a close look at the interstate compacts as a special case of regionalism in postsecondary education and also examines their interrelationships with other regionalism developments throughout the country. Chapter XIV provides close-up case studies of regionalism developments in certain selected states. This chapter should be of particular interest to officials considering regional approaches to coordination in the several states. There is much to be learned from the experiences—both successes and failures—already recorded by postsecondary regionalism efforts throughout the country. Finally, in Chapter XV, a summary commentary on the overall findings of the study is made, conclusions are drawn, and recommendations are offered. Possible directions for future research are also noted.

The tables in this report provide the more detailed information gathered in the study, and they form the central focus of the discussion throughout the various chapters.



## CHAPTER II

### REGIONALISM IN SEVERAL CONTEXTS

Regionalism as an organizational principle in postsecondary education reflects two premises basic to how this level of education should be arranged to assure that it serves society well. One is that society's needs for the services of any institution, as expressed by the constituencies of that institution, can be related validly to particular geo-political configurations—the nation at large, several states with common interests in their economy, culture, history; a state; subsections of a state with special characteristics separating them from other parts of the state; or an individual locality or community. The other is that institutions must provide the services that the society expects of them, in a manner both effective and efficient, whether by single institutions seeking comprehensively to provide the needed programs and services, or by several institutions working to complement and supplement each other.

The organizational questions stemming from these two premises are: (1) what is the proper geo-political constituency of an institution, that is, what specific subset of the larger society is the institution responsible to serve; and (2) how can effectiveness and efficiency in institutional operations best be assured, for the presumption is that without these assurances the institution will be abandoned in favor of better forms of response to social needs.

Although relatively recent within the context of postsecondary education in the United States, questions like these are not new for organizations generally. And, just as postsecondary education is now considering regionalism as a response to these organizational questions, so other types of institutions and organizations have considered the approach in accommodating to new societal conditions. This is particularly true of institutions that require broad constituency support and provide services considered to be "in the public interest"—government; hospitals; parks and other recreational facilities; transit authorities; etc. As a result, regionalism appears both in theoretical discussions of the organizational development of institutions and in descriptions of the practices institutions actually use to accommodate to change.

The present study of regionalism in postsecondary education is better understood, therefore, against the notice that the concept of regionalism has attracted in the larger theory of organizational behavior and in discussions of effective organizational practices. This chapter presents that background briefly, without attempting to be exhaustive of the material at hand with respect either to the general topic of regionalism as a type of organizational change or to the several sub-topics by which it may be viewed. The discussion deals first with regionalism as it relates to broad concepts of social change and the need of all organizations to be able to develop and reconcile new forms to old, changing, or new functions. Next, the pragmatic application of broader theoretical views is described, showing regionalism as an organizing principle used in general governmental operations. Finally, the background view is focused on education, in general, and postsecondary education, in particular.

## Organizational Flexibility: An Essential for Change

Why some institutions rise to the challenges of new circumstances and thrive, while others fail to do so and encounter serious troubles or even demise, is a question that analysts of social change and organizational behavior have long attempted to resolve. That undue institutional rigidity can be catastrophic and that some flexibility is essential to institutional survival is a generally accepted proposition—even an axiom. How to guarantee that the axiom is honored in practice and how to explain situations where it is not are questions that cannot be answered as readily.

Many theories already are set forth in the literature of social change and organizational behavior against which the current interest in regionalism as an organizing principle in postsecondary education can be examined. Etzioni and Etzioni-Halevy (1973) identify nine "classical" theories and nine "modern" theories that attempt to explain the sources and patterns of social change. Each of these can serve as a global view of social change from which it is possible to examine change in specific spheres and at different levels within a society. Thus, classical theories such as Spencer's life cycle of cultures, Marx's historical materialism, or Weber's role of ideas, along with more recent theories such as Parson's functional theory, Dahrendorf's or Coser's views of social conflict, and Etzioni's theory of social guidance, can provide the frameworks for understanding pressures for accommodation to change in a major societal function (education or postsecondary education, religion, government, etc.) and in the organizations which actually perform these functions. These global theories of social change provide broad overviews but those that can be more immediately helpful are discussed below.

One is the theory of supremacy of organizational survival advanced by Drucker (1974) and Kirchoff (1977), which explains organizational change in terms of pressures to survive even to the extent of finding new purposes or reasons for being when old ones are no longer demanded by the consuming society. Another is the concept first introduced by Cyert and March (1963) suggesting that organizations make strategic changes only when forced to by a combination of a recognized internal problem, such as inadequate performance of an expected function, or external force. A number of observers have documented this phenomenon in higher education (Gardner, 1961; Hefferlin, 1971).

A theory of power dependency contends that organizations establish and carry out strategies for accommodation that build on the most powerful elements, those on which the organization has greatest dependence, in the setting of its operations. Pfeffer (1973) develops this theory in hospital administration, and Baldrige (1971) and Clark (1971) recognize it in higher education. Levine and White (1969) refine the dependency notion to formulate a theory of exchange, claiming that interactions among dependencies can be measured and that organizations are most attentive to or dependent on those factors in the setting with which they have highest levels of exchange. In such a view, regionalism in postsecondary education would need to take into account existing as well as potential propensities for interaction among institutions, whether stimulated by geographic proximity, a common demography of constituents served, or other factors.



Still another approach to explaining organizational change is the idea of domain consensus set forth by Braito, Paulson, and Klomglon (1972). It suggests that organizations will act in a coordinated manner if there is high agreement about their respective domains and little, or controlled, effort to expand domains. Given the propensity toward domain expansion and competition among institutions and sectors of postsecondary education, documented well elsewhere (Carnegie Foundation for the Advancement of Teaching, 1975; Blocker, Bender, Maritorana, 1976), coordinating bodies are well advised by this theory of the problems likely to be encountered in their work.

Somewhat akin to domain consensus is the concept of distinctive competence which suggests that all viable organizations have some special function and the ability to do it (Andrews, 1971). Efforts to change will be either abetted or resisted, depending on whether they are seen to build on or to threaten the distinctive competencies an organization holds. The realism of this theory was recognized, whether consciously or not, in the efforts made in several states to improve statewide coordination of postsecondary education during the 1950s and 1960s by undertaking "role and scope" studies. The outcomes of these studies were directed generally to identifying and building distinctive functions for the various types of colleges in a state that would permit each to grow and develop in that function with little or no competition from other types.

A theory well developed in the business field and alluded to more recently in higher education (Leslie and Miller, 1974) and in hospital administration (Davis, 1971) relates propensity to change to the level of capacity already reached in an organization in its several areas of function. While operations are at full capacity levels, change is resisted; at less than full capacity, readiness for new practices becomes more evident.

Finally, some theorists of organizational change (Schmidt and Kochan, 1977) contend that the phenomenon is best understood when it is related to the benefits likely to accrue to the organization involved. Change that is perceived to bring or increase benefits will be accepted, that perceived to be disadvantageous, resisted. Although appearing rather simplistic as stated, this theory puts an important focus on a series of serious current questions in postsecondary education: As pressures for change continue and possibly accentuate, can responses be found that will carry some benefits to all existing institutions? If so, how can this be assured; if not, will those not benefitted be persuaded to accept this fate? If they cannot be persuaded, is conflict the inevitable conclusion?

All of the above views of organizational change have some applicability to the concept of regionalism and its development in postsecondary education. The authors do not proclaim here that any one theory is more useful than another. They do emphasize, however, that policymakers in postsecondary education, as well as scholars and analysts in the field, should recognize that the issues related to regionalism are not unique to their special area of concern; much can be learned in this field, therefore, from what has been done in others.

## Regionalism as a Design Principle in Governmental Operations

Regional governmental arrangements emerge when public needs and problems do not coincide with existing governmental boundaries and the services provided within those boundaries (Martin, 1967; Glasson, 1974). This condition has occurred frequently in the United States as industrialization, population growth, population mobility, and other factors have contributed to problems that cross established governmental jurisdictions. Numerous regional organizations have developed in response. Some of these are multistate in nature, larger than any single state but smaller than the entire nation; others are of the substate variety, encompassing two or more local jurisdictions but smaller than a whole state.

### Intrastate Regionalism

In recent years the number of local governmental and quasi-governmental bodies in the states has increased significantly. Jurisdictional fragmentation has become the dominant characteristic of local government; metropolitan areas, in particular, seem to be governed by many balkanized local governments (Colman, 1967). Paralleling this development has been a tremendous growth in the demand for public services throughout the country. Most significantly, this increased demand frequently has been in relationship to needs and problems that transcend the boundaries of individual jurisdictions—that is, needs that exist on an areawide or regional basis. The ability to meet these areawide needs cannot be realized by individual localities acting alone. In a time when the economy and society were simpler, a system of isolated government services was acceptable. Today such an approach no longer suffices.

As a response to these conditions, many states are moving toward substate regional configurations. Snyder (1970) suggests that the justification for acting regionally can best be explained by separating the major aspects of regional strategies: regionalization for (1) state agency administration, (2) single-purpose planning, (3) comprehensive planning, and (4) the administration and coordination of federal programs.

The use of regional strategies for administrative purposes by state agencies is not new in this country. Multijurisdictional special districts for providing a service that transcends the boundaries of local governments similarly have a long history, and their use is currently enjoying considerable popularity in the states. The Bureau of the Census identified 23,886 such units in 1970; the Advisory Commission on Intergovernmental Relations (1977) more recently noted that their number has now passed the 25,000 mark. Regionalization for health planning is one example of organization for a functional purpose.

Regionalization for state agency administration and single-purpose planning do share one serious flaw: the lack of a uniform regional framework (Gardner, 1967). While individual programs reflect sincere responses to specific problems, their cumulative effect is often diminished because of fragmentation. Certainly regions must sometimes be delineated for specific purposes. But it

should be recognized that too many sets of regions can confuse overall governance and planning efforts.

As a response to the emergence of multiple substate regional districts, many states have moved to establish comprehensive regional planning districts and appropriate regional organizations to function within those districts. The logic of this development is that such regional planning efforts offer a comprehensiveness and scope surpassing that of the individual locality and a focus sharper than that possible from the state level (McLoughlin, 1969).

Much of the progress in the formation of these comprehensive regional councils and similar areawide bodies has come from the push for *statewide* systems of substate districting (Advisory Commission on Intergovernmental Relations, 1973). These have been designed usually to simplify and bring some coordination to the highly confusing set of conflicting regional structures that have emerged in the states. This trend, spurred by actions of state legislatures, governors, and state agencies, has grown toward near complete coverage of the nation. According to the Advisory Commission on Intergovernmental Relations (1977), such statewide systems now number 45. Further, the proportion of districts within these systems having officially designated and functioning regional organizations jumped from 56 percent in 1972 to 95 percent in 1977 (Advisory Commission on Intergovernmental Relations, 1977).

Specific federal programs encouraging substate regional thinking and action should also be noted. As of 1976, 32 federal programs could be identified as having considerable significance for substate regionalism in a wide range of functional areas (Advisory Commission on Intergovernmental Relations, 1977). Of particular note is the Intergovernmental Cooperation Act of 1968 and the related Office of Management and Budget (OMB) Circular A-95. Part I of this circular provides for a Project Notification and Review System (PNRS) under which all state and local agencies wishing to apply for a federally-assisted development project are required to notify a designated regional clearinghouse of their intentions and to furnish a project description. The clearinghouse then reviews the proposal in its relation to other governmental interests in the area. If conflicts are resolved, the clearinghouse simply forwards the proposal to the appropriate federal agency; if conflicts remain, the clearinghouse notifies the applicant that it will make appropriate comments to accompany the completed application. The number of federal aid programs covered by this process has doubled from approximately 100 programs in 1972 to more than 200 in 1977 (Advisory Commission on Intergovernmental Relations, 1977).

There has also been an effort at the federal level to bring some consistency to substate regionalism. Again, OMB Circular A-95 is of note. Part IV of this circular requires the maximum use of the same geographic boundaries for areawide federal aid programs in the same area. Too often federal programs have created overlapping and separate regional planning areas and organizations. OMB A-95 has been moderately successful in remedying this situation. To date, approximately 45 percent of the designated A-95 clearinghouses are the same organizations that the states officially recognize for regional planning purposes. Still, top

many different boundary designations and separate organizations remain involved in administering areawide federal aid programs in the same regions.

In sum, despite the efforts made, substate districting and attempts at comprehensive regional planning have not ended the separatist tendencies of program specialists at different levels of governmental operations. Jealousies and territorial domains still exist among local governments, state agencies, and federal programs. As a result, a considerable degree of separateness remains, duplication continues, and coordination efforts suffer:

### Interstate Regionalism

There are obvious advantages to performing certain public services and functions on an areawide basis, even when a state boundary splits the area (Advisory Commission on Intergovernmental Relations, 1972). Services which governments in contiguous states have approached in an interstate areawide manner include: transportation, water supply, pollution control, solid waste management, land use, housing, health services, law enforcement, and others.

One approach to interstate areawide problems has been the use of voluntary and advisory planning mechanisms such as nonprofit corporations which contract for services, the joint exercise of powers under inter-local agreements, and others. These approaches have proven adequate for areawide planning activities and for providing noncontroversial services. They do, however, suffer from certain weaknesses given their dependence on voluntary cooperation (Advisory Commission on Intergovernmental Relations, 1973). Specifically, these approaches are inherently unstable, always potentially impermanent, and relatively impotent. For these and other reasons, states have at times turned to more formal and structured approaches in their efforts to realize effective interstate regional cooperation.

Oftentimes, for example, the proposed governmental functions for an interstate body are regulatory. In these cases, none of the intergovernmental devices so far discussed can supply the coercive element needed. Stronger official action is required such as legislative enactments by each of the states concerned. Compacts are a device frequently used (Derthick, 1974).

Interstate compacts are formal agreements—almost always enacted as statutory law—which grant real governmental authority to an interstate body. Their subject matter can be anything on which the participants are able and willing to agree. The regions involved may be only certain defined parts of states, or the region can be very large and include all of the territory of the participating states. The latter, in addition to emerging as agreements among states, can also occur through Federal-multistate action.

Federal-multistate regional devices are most prevalent in the areas of economic development and water resource management (Advisory Commission on Intergovernmental Relations, 1972). Most noteworthy of the former is the Appalachian Regional Commission created by the Appalachian Regional Development

Act of 1965. In response to an interest in applying this regional model to other sections of the country, Title V of the Public Works and Economic Development Act of 1965 established five more multistate Regional Commissions to assist in the economic development of the regions involved.

The Delaware River Basin Commission was the first compact created for water resource management purposes; the compact legislation was drafted and ratified by the participating states and the federal government in 1970-1971. The Water Resources Planning Act of 1965 established similar River Basin Commissions throughout the country.

### Context in Elementary and Secondary Education:

As postsecondary educational interests are confronted with new conditions and pressures requiring new policy directions, so too are elementary and secondary education experiencing forces for change and new policy formulation. The extent to which the two levels of education in this country evidence similar organizational responses to new developments is a question worth examining.

Many of the new conditions and forces causing change in educational policy are common to both the postsecondary and basic education communities. For example, changing enrollment levels caused by major shifts in the demographic composition of American society are of major concern to both; indeed, pressures resulting from new enrollment trends are first experienced at the elementary and secondary levels. To some extent, then, conditions encountered for change in the lower schools serve as a forewarning for postsecondary education.

Stephens (1977) delineates four basic alternatives used to strengthen elementary and secondary educational systems in response to new emerging conditions: (1) the reorganization of existing school districts into larger ones; (2) the provision of specialized services to local school districts by the state education agency; (3) the formation of formal and informal single-purpose and multipurpose cooperatives among school districts; and (4) the formation of special district educational service agencies. Each of these alternatives has been used either singly or in combination with other alternatives in a large number of state school systems.

School district reorganization historically has been the most popular alternative. Because of the tradition of local control of public education in this country, the number of schools and school districts grew rapidly during the nineteenth century and well into the twentieth century. However, as communities became less isolated due to improved means of transportation and communication, a strong movement toward school consolidation and district reorganization began. The pushes and pulls on localities and their school systems by reorganization efforts has attracted considerable notice (Conant, 1959), and the discussion goes on still (Elsneroad, 1977; Sher, 1977).

In 1932 there were 127,649 local school districts in the nation (American Association of School Administrators, 1962); by the fall of 1976, that number had been reduced to an estimated 16,271 (National Center for Educational Statistics, 1977). This reorganization of school districts was accomplished through a



number of methods, the most frequent being: reorganization through mandatory legislation; reorganization through permissive legislation, which allows for the merger of school districts through local initiative; and reorganization through legislative and regulatory incentives to consolidate (in relation to state aid formulas, for example).

Several states have moved to improve their public school systems by establishing a program of technical assistance to smaller school districts. These arrangements most frequently are staffed by employees of the state education agency, offering services determined by that agency. This can, however, be accomplished in several ways: by creating branches of the state agency in different regions of the state, each offering the full range of services provided by the state agency; by establishing regional districts for single-purpose functions (e.g., special education, vocational education, etc.); or by providing technical assistance (e.g., grantsmanship training, curriculum development, specialized programs, etc.) directly from the central state agency office (Stephens, 1977).

The establishment of educational cooperatives has been a relatively common practice in many states, although their use has been more extensive in recent years. Most of these cooperatives are single-purpose organizations, established through local initiative to provide services that any one of the participating school districts would be hard pressed to offer. These consortial arrangements are usually established and operated completely under the authority of the participating school districts.

Finally, many states are establishing legally constituted regional units of school government to operate between the state education agency and the local school districts. Where they exist, these units have most frequently been legislatively mandated; however, in a few states they do function under permissive legislation. They provide a host of programs and services to local school districts, the most common being: comprehensive programs and services for exceptional children; educational media programs and services; curriculum development and curriculum consultant services; staff development programs and services; vocational-technical programs and services; and comprehensive data processing and other management services (Stephens, 1976).

Each of these four alternatives over the years has had active proponents who advance arguments for its widespread use, as well as opponents emphasizing its weaknesses. The debate continues even today and was most recently evident in an exchange that occurred in a prominent national educational journal. The focus of this exchange was specifically school district reorganization, the first of the alternatives discussed above. One party exhorted the strengths of the district reorganization movement on four counts: (1) improvement in the quality of education; (2) extending the scope of educational opportunity by providing more services and programs; (3) equity and justice in tax burden; and (4) greater efficiencies due to economies of scale (Elsroad, 1977). The second party to this exchange took strong exception to these statements. Arguing that such conclusions "confuse consensus with validity," this spokesman for the opposing school of thought

asserted that "there is no strong empirical base to support the assumptions and assertions of school and district consolidation advocates." Other alternatives should be encouraged and developed, he concluded (Sher, 1977).

Certainly each of the basic alternatives described in this section has both real strengths and weaknesses, which will not be cataloged here. Suffice it to say that there are genuine differences among the various alternatives; there are choices to be made. Nevertheless, it can be noted that the creation of multipurpose regional service units operating between local school districts and the state agency has been the most widely utilized alternative in the nation in the past decade. This approach gained momentum in the mid and late 1960s and continues to be popular today.

Fifteen states have developed complete or near complete statewide networks of regional educational service units (Stephens, 1977). Of particular interest is the fact that the number includes four of the designated case states for the current study. Those states and their regional units are:

- (1) Illinois — Educational Service Regions (ESR)
- (2) Minnesota — Educational Cooperative Service Units (ECSU)
- (3) New York — Boards of Cooperative Educational Services (BOCES)
- (4) Pennsylvania — Intermediate Units (IU)

The advantages and disadvantages to this approach have attracted considerable attention (Campbell, Cunningham, and McPhee, 1965; Stephens, 1977). Support for the establishment of regional service units is based on the argument that they contribute substantially to the equalization of educational opportunities and do so in a way that makes efficient use of the total public resources available to service a state. On the other hand, it seems possible that the provision of programs by a comprehensive regional service agency can perpetuate marginal local school districts that otherwise would likely consolidate, and further that the establishment of these regional service units could create an additional bureaucratic layer unresponsive to either the needs of local districts or those of the state education agency.

The future development of regional service agencies for elementary and secondary education throughout the nation is not yet certain. Nevertheless, policymakers for postsecondary education will want to watch closely these developments, for the two communities share many common pressures and demands within society, as well as the common experience of problems encountered when efforts are made to respond to the new conditions at hand. Regionalism seems to be one such common response. Postsecondary policymakers, therefore, are likely to learn much from regionalism developments occurring within elementary and secondary education. The regional service agencies in the several states seem to hold a particular relevance for postsecondary regionalism efforts.

## Postsecondary Educational Context

Interinstitutional cooperation is certainly not new in this country; it has been manifested in at least two separate but parallel trends of interest in the coordination of postsecondary education. One of these is the shift of attention from individual institutions to a statewide 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. It is suggested in the current study that these two trends now appear to be merging into the new notion of regionalism and regionalization of postsecondary education and show promise of generating a new approach and structure for providing educational services.

The movement toward statewide systems for postsecondary education was discussed in Chapter I. It needs only to be reiterated here that most analysts of this development concur that there has been and still is a drift toward a more active state agency involvement in postsecondary educational operations throughout the country (Glenny, 1959; Martorana and Hollis, 1960; Polola et al., 1970; Zwingle and Rogers, 1970; Berdahl, 1971; Millard, 1976).

At the same time that state governmental agencies have shown a growing interest in coordinating the activities of higher educational institutions, institutions likewise have demonstrated an active interest in developing collective activities. The trend of voluntary cooperation dates back to the colonial colleges, but did not become significant until the late 1950s and the 1960s. At that time, the number of consortia grew rapidly under the pressure of rising enrollments and costs, along with other conditions discussed in Chapter I.

Most voluntary cooperative arrangements among postsecondary institutions in the 1950s were highly informal, requiring little institutional effort or financial support. Indeed, they were often administered on the basis of shared time provided through "in-kind" contributions of administrative services by participating member institutions. Martorana, Messersmith, and Nelson (1961) did identify some exceptions to this trend—some 30 agreements more structured in nature, a high percentage of which had executive directors, responsibilities for physical facilities and expenses of instructional equipment, and other official duties. Noting the success of these programs, the authors went on to predict that "colleges and universities will be breaking more and more with tradition and will increasingly engage in new and different cooperative ventures."

Events in the 1960s proved this prediction to be accurate as 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. Title III of the 1965 Higher Education Act gave voluntary consortia a boost by providing funding for interinstitutional agreements aimed at aiding developing institutions. In all, consortia were being given more official attention and recognition than ever before. Lewis Patterson published a "consortia directory" in 1967 listing 31 interinstitutional organizations meeting various requirements such as: voluntary participation of three or more institutions; multiple



academic programs; a full-time administrator; and some indication of institutional commitment, such as an annual membership contribution. Consortia meeting these requirements were growing in numbers at the rate of 12 per year (Patterson, 1967).

The 1970s to date have shown continued rising interest both in statewide coordination of postsecondary education and in voluntary interinstitutional cooperation. The commitment of states to the former is evident in the development of the State Postsecondary Education Planning Commissions in accordance with Section 1202 of the Higher Education Amendments of 1972. As McGuiness, McKinney, and Millard (1975) note, many states took action to create or designate these 1202 Commissions shortly after the Act was passed, even though federal guidelines were never released and funding was not provided until two years later—and then only at a minimal level. Also of note is the growth in consortia from 61 in 1970, to 80 in 1973, to 106 in 1975 (Patterson, 1970, 1973, and 1975).

There is good reason to believe that the current action to strengthen and improve procedures and mechanisms for statewide coordination and planning in postsecondary education will continue. Similarly, there is a strong basis to support the conclusion that postsecondary institutions will increasingly find advantages in new and different types of interinstitutional relationships. Until very recently, however, these two movements, statewide planning and coordination and voluntary interinstitutional cooperation, had proceeded separately and distinctly although occurring within the same developmental time frame. The data presented in this study suggest that, in a real sense, the two movements are no longer separate but are beginning to merge into a new statewide planning and coordinating mechanism that can be defined as regionalism and regionalization.

## CHAPTER III

### DEVELOPMENT: TAXONOMY AND EXTENT

#### Level of Attention

As emphasized in Chapter I, regionalism is considered as a concept—one very pertinent to the planning and coordinating of postsecondary educational resources. The general concept is practiced in the states through various implementing regionalization actions. Thus in practice, regionalism, the concept, becomes a principle that is used to guide policy development in organizing and operating postsecondary education.

This study has endeavored to collect data both on the concept of regionalism (and how that concept influences state-level postsecondary policy formulation) and on the specific regionalization actions taken in the states to implement the concept. In all, 36 of the 54 states and territories reported that serious attention is being given to the *concept of regionalism* as an aspect of long-range planning and coordinating of postsecondary resources.\* Additionally, 98 specific *implementing actions of regionalization* were identified.

Table 3.1 shows the affirmative and negative responses of the states (and territories) on attention to regionalism by regions of the United States. One pattern that emerges is the inactivity in the New England area, where only one state, Connecticut, has given attention to regionalism in a form other than through participation in the New England Board for Higher Education (NEBHE). Apparently, the small geographic size of most of these states makes their division into sub-state regions for coordination purposes unnecessary.

Table 3.2 displays the total regionalization activity in the country by regions of the United States and by the operational status of the implementing actions. On the average, the Midwest states report the most activity (4.4 actions per state), followed by the South (3.1) and the West (3.0). One pattern of note here is the high level of activity under study in the Midwest. Perhaps the absence of a formal interstate compact in this section of the country in part accounts for the high level of plans reported still under study there.

#### Inventory of Regionalization Actions

The following is an inventory of the regionalization actions identified for each state. The number code used will help to identify specific actions reported on throughout the study. (X) signifies an agreement that has been implemented;

\* These 36 states and territories reported attention to regionalism other than participation in the interstate compacts. The compacts are treated in a separate discussion in Chapter XIII.

TABLE 3.1

ATTENTION TO THE CONCEPT OF REGIONALISM  
BY REGION OF U.S. AND STATES OR TERRITORIES

Region of U.S.	Yes	No
Mid-Atlantic N = 4	(3) New Jersey New York Pennsylvania	(1) Delaware
Midwest N = 13	(11) Illinois Iowa Kansas Michigan Minnesota Nebraska North Dakota Ohio Oklahoma South Dakota Wisconsin	(2) Indiana Missouri
New England N = 6	(1) Connecticut	(5) Maine New Hampshire Vermont Massachusetts Rhode Island
South N = 14	(11) Alabama Florida Kentucky Louisiana Maryland Mississippi South Carolina Tennessee Texas Virginia West Virginia	(3) Arkansas North Carolina Georgia
West N = 13	(9) Alaska California Colorado Idaho Montana Oregon Utah Washington Wyoming	(4) Arizona Hawaii Nevada New Mexico
Territories N = 4	(1) Puerto Rico	(3) American Samoa Guam Virgin Islands
Entire Country and Territories N = 54	36	18

TABLE 3.2

**TOTAL REGIONALIZATION ACTIVITY BY REGION OF U.S.  
AND OPERATIONAL STATUS OF ACTIONS**

Regions of U.S. (No. of States in Region)	Operational Status of Regionalization Actions			Total	Average No. of Actions Per State
	Rejected	Under Study	Implemented		
Mid-Atlantic (4)	2	1	7	10	2.5
Midwest (13)	2	29	26	57	4.4
New England (6)	1	1	8	10	1.7
South (14)	0	6	37	43	3.1
West (13)	2	9	28	39	3.0
Entire Country	7(7)	46(23)	106(68)	*159(98)	3.2

\*The total number of regionalization actions is more than the universe of 98 since several of the actions have official recognition in more than one state, and thus are "counted" several times in the U.S. geographic regional totals. The numbers in parentheses in the bottom row of the table show the distribution of the 98 actions counted singly (see Special Procedural Questions in Appendix A for details).

(#) signifies a plan under study; and (0) signifies an action (plan or agreement) that has been rejected. The reader is directed to Appendix B for a brief narrative description of each of the regionalization actions listed.

Mid-Atlantic

1.0 DELAWARE

No activity

~~2.0 NEW JERSEY~~

- 2.1 (0) Educational Media Consortia
- 2.2 (0) Newark Council of Higher Education
- 2.3 (X) Hudson County Community College Commission

3.0 NEW YORK

- 3.1 (X) Regents' Advisory Councils
- 3.2 (X) SUNY Regionalization Plan
- 3.3 (X) Regional Occupational Education Planning
- 3.4 (X) Legislative Recognition of Consortia
- 3.5 (X) Reference and Research Library Resources Program

#### 4.0 PENNSYLVANIA

- 4.1 (#) Reciprocity (with Ohio)
- 4.2 (X) Department of Education Regionalization Plan

#### Midwest

#### 5.0 ILLINOIS

- 5.1 (#) Midwest Compact
- 5.2 (X) Board of Higher Education ETV Commission
- 5.3 (X) Higher Education Cooperation Act
- 5.4 (X) Community College Trustees' Regions

#### 6.0 INDIANA

- 6.1 (#) Midwest Compact

#### 7.0 IOWA

- 7.1 (0) Postsecondary Planning Regions
- 7.2 (#) Midwest Compact
- 7.3 (#) Reciprocity Agreement (with Minnesota)
- 7.4 (X) Community College Districts
- 7.5 (X) Plan for Lifelong Learning

#### 8.0 KANSAS

- 8.1 (0) Purchase of Dental School Seats
- 8.2 (#) Midwest Compact
- 8.3 (#) Regional Education Act
- 8.4 (X) Reciprocity Agreement (with Missouri)
- 8.5 (X) Purchase of Optometry School Seats

#### 9.0 MICHIGAN

- 9.1 (#) Midwest Compact
- 9.2 (#) Reciprocity Agreement (with Ohio)
- 9.3 (#) Community College Districts
- 9.4 (X) Bi-State Student Exchanges (with Wisconsin)

#### 10.0 MINNESOTA

- 10.1 (#) Midwest Compact
- 10.2 (#) Contracts for Optometry and Osteopathy
- 10.3 (#) Reciprocity Agreement (with Iowa)
- 10.4 (#) Reciprocity Agreement (with South Dakota)
- 10.5 (X) Experimental Regional Centers
- 10.6 (X) Multi-State Library Agreement
- 10.7 (X) Reciprocity Agreement (with North Dakota)
- 10.8 (X) Reciprocity Agreement (with Wisconsin)

#### 11.0 MISSOURI

- 11.1 (#) Midwest Compact

**12.0 NEBRASKA**

- 12.1 (#) Midwest Compact
- 12.2 (#) Five-State Regional Veterinary School
- 12.3 (#) Regional Delivery Systems for Continuing and Adult Education Programs
- 12.4 (X) Community College Districts

**13.0 NORTH DAKOTA**

- 13.1 (#) Midwest Compact
- 13.2 (#) Five-State Regional Veterinary School
- 13.3 (X) Reciprocity Agreement (with Minnesota)
- 13.4 (X) Contracts for Veterinary Medicine, Dentistry, and Optometry

**14.0 OHIO**

- 14.1 (#) Midwest Compact
- 14.2 (#) Reciprocity Agreement (with Michigan)
- 14.3 (#) Reciprocity Agreement (with Pennsylvania)
- 14.4 (X) Health Education Manpower Regions
- 14.5 (X) Plan for Off-Campus Programs
- 14.6 (X) Northeast Ohio ETV
- 14.7 (X) Regional Operating Units for Two-Year Campuses

**15.0 OKLAHOMA**

- 15.1 (#) Midwest Compact
- 15.2 (#) Extension and Public Service Program
- 15.3 (#) Community College/Vocational-Technical Education Regions

**16.0 SOUTH DAKOTA**

- 16.1 (#) Midwest Compact
- 16.2 (#) Five-State Regional Veterinary School
- 16.3 (#) Reciprocity Agreement (with Minnesota)

**17.0 WISCONSIN**

- 17.1 (#) Midwest Compact
- 17.2 (X) West Central Wisconsin Consortium
- 17.3 (X) Northeast Wisconsin Regional Cooperative Graduate Center
- 17.4 (X) Urban Corridor Consortium
- 17.5 (X) Joint Administrative Committee on Continuing Education--  
Regional Councils
- 17.6 (X) Lake Superior Association of Colleges and Universities
- 17.7 (X) Bi-State Student Exchanges (with Michigan)
- 17.8 (X) Reciprocity Agreement (with Minnesota)

New England

**18.0 CONNECTICUT**

- 18.1 (0) Consortium for Urban Studies
- 18.2 (#) Regional Postsecondary Consortia
- 18.3 (X) Higher Education Centers
- 18.4 (X) Regional Planning Districts
- 18.5 (X) NEBHE

- 19.0 MAINE
  - 19.1 (X) NEBHE
- 20.0 MASSACHUSETTS
  - 20.1 (X) NEBHE
- 21.0 NEW HAMPSHIRE
  - 21.1 (X) NEBHE
- 22.0 RHODE ISLAND
  - 22.1 (X) NEBHE
- 23.0 VERMONT
  - 23.1 (X) NEBHE

South

- 24.0 ALABAMA
  - 24.1 (X) Junior College/Regional Technical Institute Linkage Program
  - 24.2 (X) Sea Grant Consortium (with Mississippi)
  - 24.3 (X) Southern Regional Education Board (SREB)
- 25.0 ARKANSAS
  - 25.1 (X) SREB
- 26.0 FLORIDA
  - 26.1 (#) Plan for the Improvement of Public Education
  - 26.2 (X) Regional Coordinating Councils for Vocational Education, Adult Education, and Community Instructional Services
  - 26.3 (X) Southeast Florida Educational Consortium
  - 26.4 (X) SREB
- 27.0 GEORGIA
  - 27.1 (X) SREB
- 28.0 KENTUCKY
  - 28.1 (#) Midwest Compact
  - 28.2 (X) Owensboro Consortium
  - 28.3 (X) Kentuckiana Metroversity
  - 28.4 (X) Eagle University (with Tennessee)
  - 28.5 (X) SREB
- 29.0 LOUISIANA
  - 29.1 (#) Master Plan Planning Regions
  - 29.2 (#) Center for Advanced Study in Education (CASE)
  - 29.3 (X) Plan for Vocational-Technical Education
  - 29.4 (X) Service Areas for Off-Campus Programs
  - 29.5 (X) SREB

**30.0 MARYLAND**

- 30.1 (#) Regional Role and Mission in Master Plan
- 30.2 (X) Charge-Back for Two-Year Occupational Programs
- 30.3 (X) Contracts for Optometry and Veterinary Medicine
- 30.4 (X) SREB

**31.0 MISSISSIPPI**

- 31.1 (X) Universities Center
- 31.2 (X) Gulf Coast Research Lab
- 31.3 (X) Sea Grant Consortium (with Alabama)
- 31.4 (X) SREB

**32.0 NORTH CAROLINA**

- 32.1 (X) SREB

**33.0 SOUTH CAROLINA**

- 33.1 (X) Charleston Consortium
- 33.2 (X) SREB

**34.0 TENNESSEE**

- 34.1 (X) Board of Regents' Regionalization Plan
- 34.2 (X) Regionalized Off-Campus Programs
- 34.3 (X) Eagle University (with Kentucky)
- 34.4 (X) SREB

**35.0 TEXAS**

- 35.1 (X) Northeast Texas Association of Graduate Education and Research (TAGER)
- 35.2 (X) Regional Higher Education Councils for Off-Campus Courses
- 35.3 (X) SREB

**36.0 VIRGINIA**

- 36.1 (X) Regional Consortia for Continuing Education
- 36.2 (X) SREB

**37.0 WEST VIRGINIA**

- 37.1 (#) Midwest Compact
- 37.2 (X) Off-Campus Graduate Study Framework and Coordination Plan
- 37.3 (X) Regional Areas for Undergraduate Off-Campus Programs
- 37.4 (X) SREB

West

**38.0 ALASKA**

- 38.1 (X) Regional University Centers
- 38.2 (X) Regional Medical Education—Washington/Alaska/Montana/Idaho (WAMI)
- 38.3 (X) Western Interstate Commission for Higher Education (WICHE)



**39.0 ARIZONA**

**39.1 (X) WICHE**

**40.0 CALIFORNIA**

**40.1 (#) Regional Planning for Postsecondary Education**

**40.2 (X) Regional Adult and Vocational Education Councils (RAVEC)**

**40.3 (X) WICHE**

**41.0 COLORADO**

**41.1 (0) Junior College Out-of-State Tuition Waiver**

**41.2 (#) Undergraduate Fellowship Program**

**41.3 (X) Statewide Outreach Program**

**41.4 (X) Auraria Center**

**41.5 (X) WICHE**

**42.0 HAWAII**

**42.1 (#) State Plan for Vocational Education**

**42.2 (X) WICHE**

**43.0 IDAHO**

**43.1 (X) Regionalized Continuing Education**

**43.2 (X) Contracts for Medical Seats**

**43.3 (X) WAMI**

**43.4 (X) WICHE**

**44.0 MONTANA**

**44.1 (#) Five-State Regional Veterinary School**

**44.2 (X) WAMI**

**44.3 (X) WICHE**

**45.0 NEVADA**

**45.1 (X) WICHE**

**46.0 NEW MEXICO**

**46.1 (#) Regional Postsecondary Districts**

**46.2 (X) WICHE**

**47.0 OREGON**

**47.1 (#) Border Reciprocity (with Washington)**

**47.2 (X) Southern Oregon Postsecondary Consortium**

**47.3 (X) WICHE**

**48.0 UTAH**

**48.1 (#) Capital Facilities Policies and Procedures**

**48.2 (X) Project JOIN—Plan for Vocation Education**

**48.3 (X) WICHE**

## 49.0 WASHINGTON

- 49.1 (#) Border Reciprocity (with Oregon)
- 49.2 (X) Joint Center for Graduate Studies
- 49.3 (X) Intercollegiate Center for Nursing Education
- 49.4 (X) WAMI
- 49.5 (X) WICHE

## 50.0 WYOMING

- 50.1 (0) Community College Service Areas
- 50.2 (#) Five-State Regional Veterinary School
- 50.3 (X) Medical Education Program
- 50.4 (X) WICHE

The scope and diversity of the regionalization actions identified throughout the country, as reported above, support the observation that the concept of regionalism can and does include a number of different implementing structures and delivery systems. This is a crucial point, and one that is emphasized repeatedly throughout this report.

From this observation that regionalism seems to be a multi-dimensional operational design, the next logical question becomes: What are the major patterns of postsecondary regionalism that exist throughout the country? Further, how do these major patterns differ in terms of the "answers" to the major research questions of this study as listed in Chapter I? For example, policy-makers will want to know: Are different purposes served by different types of regionalism? What kinds of impacts and outcomes can be expected from the different kinds of regionalism? How can these different kinds of regionalism be implemented to effect the desired outcomes? and so on.

These questions, as well as several related issues, are addressed throughout the text of this report by considering "type of regionalism" as an independent variable in the various analyses that follow in subsequent chapters. But first, in the remainder of this chapter the variable "type of regionalism" is more precisely defined, and a so-called typology of regionalism developed.

### Development of Typologies

Three principal elements were selected to differentiate the different types of postsecondary regionalism: (1) geographical area included; (2) types of institutions included; and (3) level of academic programs included. Data were collected on these elements for each of the 98 regionalization actions identified.

From the data, the following mutually exclusive categories were constructed for each of the three principal elements.

For geographic area included (four sub-types):

intrastate/whole state (an entire state divided into contiguous regions)

intrastate/part(s) of state (specific intrastate area(s))

interstate/entire states (whole state with one or more other whole states)

interstate—other (all other interstate activities)

For types of institutions included (nine sub-types):

all institutions

all four-year institutions

all two-year institutions

all public institutions

four-year public institutions only

two-year public institutions only

all private institutions

four-year private institutions only

two-year private institutions only

For academic program level included (six sub-types):

all levels

graduate only

baccalaureate and above

undergraduate: baccalaureate and below

associate and certificate

noncredit only

Because all of the categories are exclusive of one another, the 98 regionalization actions can each be classified into one distinct category for each of the three principal elements.

In all, seven classifications of the universe of regionalization actions can be accomplished by use of the three principal elements (singly and in combination). First, three one-element analyses can be done. That is, the 98 regionalization actions can be classified according to the three elements each treated *individually* (geography, institutions, program level). Second, three two-element analyses can be done in which the principal elements are paired, and the regionalization actions classified according to the associations that emerge (geography by institutions, geography by program levels, institutions by program levels). Finally, one three-element analyses can be done. Here all three principal elements are considered together, and again the universe of regionalization actions is classified according to the associations that emerge from the data (geography by institutions by program level).

### One-Element Analyses

Geography. Table 3.3 displays the regionalization actions as distributed by the element of geographic area. Also, the operational status of each regionalization action is considered, with each classified as either a plan under study, an

TABLE 3.3

**DISTRIBUTION OF REGIONALIZATION ACTIONS  
BY GEOGRAPHIC AREA INCLUDED AND  
OPERATIONAL STATUS OF ACTIONS**

Geographic Area	Operational Status of Actions			Total N
	Implemented N (%)	Under Study N (%)	Rejected N (%)	
Intrastate				
Whole State	28 (68)	11 (27)	2 (5)	41 (100)
Part(s) of State	19 (73)	5 (19)	2 (8)	26 (100)
Total	47 (70)	16 (24)	4 (6)	67 (100)
Interstate				
Entire States	7 (54)	6 (46)	0 (0)	13 (100)
Other	10 (71)	1 (7)	3 (21)	14 (100)
Total	17 (63)	7 (26)	3 (11)	27 (100)
Interstate Compacts	3 (67)	1 (33)	0 (0)	4 (100)
Total	67 (68)	24 (25)	7 (7)	98 (100)

agreement that has been implemented, or an action (plan or agreement) that has been rejected.

Of the 98 regionalization actions identified, 67 are intrastate activities, 27 are interstate developments, and 4 are special interstate compacts, tabulated separately. Within the intrastate category, 41 actions are comprehensive in their coverage of the state and 26 deal with only a specific intrastate geographic area or areas. These figures seem to indicate that states are more likely to strive for total geographic coverage in their intrastate regionalism efforts than they are to pursue regionalism on an area by area basis. Within the interstate category, the actions are almost equally divided between two sub-categories: 13 actions that involve an entire state with one or more other entire states and 14 actions that involve less than entire states.

As can be seen from Table 3.3, 70 percent of all intrastate regionalization actions have been implemented as compared to 63 percent of those of the interstate variety. Although the difference here is not large, one might nevertheless speculate that interstate developments are more difficult to implement simply because of their multi-jurisdictional nature.

Within the intrastate category, a higher percentage of actions dealing with specific parts of a state have been implemented than is the case with those that include the whole state (73 percent to 68 percent). Similarly, in the interstate category, actions involving less than entire states seem more likely to be implemented than those striving for complete reciprocity involving entire states (71 percent to 54 percent).

Institutions. Table 3.4 displays the 98 regionalization actions by institutional type—i.e., by the kinds of institutions included in the regionalization actions. Fifty-two actions have participation by both public and private institutions; 44, only public institutions; one action was identified that deals with only private institutions; and one action could not be classified. These figures are encouraging in that they seem to indicate a real willingness on the part of the states to involve institutions from both the public and private sectors in postsecondary education planning efforts.

Of the 52 actions in the comprehensive category (i.e., both public and private institutions), 36 include both two-year and four-year institutions; 14, only four-year institutions; and 2 have participation by two-year institutions alone. Of the 44 actions involving only public institutions, 20 include both two-year and four-year institutions; 14, only four-year institutions; and 10 have participation by two-year institutions alone. These figures support the conclusion that states are most inclined to include all segments of institutions in postsecondary regionalism.

Seventy-one percent of the actions involving both public and private institutions have been implemented. Further, within this category, 67 percent of the actions involving both two-year and four-year institutions have been implemented. These figures, too, are encouraging in what they say about the positive strides being made nationwide in bringing all sectors and all segments of postsecondary education into the formal planning processes.

Program level. Table 3.5 shows that 42 of the 98 regionalization actions are comprehensive in their academic program coverage—they involve all program levels. The next largest category is regionalism involving only associate and certificate programs (18), followed by those actions for graduate study only (17). The remaining regionalization actions are distributed by program level as follows: 8 baccalaureate and above, 7 undergraduate only, 3 noncredit only, 3 unclassified.

Concerning operational status, 74 percent of the comprehensive program actions have been implemented. This compares with 76 percent of the actions for graduate study and 56 percent for those involving only associate and certificate programs.

TABLE 3.4

DISTRIBUTION OF REGIONALIZATION ACTIONS BY TYPE OF INSTITUTION INCLUDED AND OPERATIONAL STATUS OF ACTIONS

Institutional Type	Operational Status of Actions			Total
	Implemented N (%)	Under Study N (%)	Rejected N (%)	
Both Public and Private				
4-Year Only	12 (86)	2 (14)	0 (0)	14 (100)
2-Year Only	1 (50)	1 (50)	0 (0)	2 (100)
Both 2- & 4-Year	24 (67)	9 (25)	3 (8)	36 (100)
Total	37 (71)	12 (23)	3 (6)	52 (100)
Public Only				
4-Year Only	12 (86)	2 (14)	0 (0)	14 (100)
2-Year Only	5 (50)	3 (30)	2 (20)	10 (100)
Both 2- & 4-Year	12 (60)	7 (35)	1 (5)	20 (100)
Total	29 (66)	12 (27)	3 (7)	44 (100)
Private Only				
4-Year Only	0 (0)	0 (0)	1 (100)	1 (100)
Unclassified	1 (100)	0 (0)	0 (0)	1 (100)
<b>TOTAL</b>	<b>67 (68)</b>	<b>24 (25)</b>	<b>7 (7)</b>	<b>98 (100)</b>

TABLE 3.5

**DISTRIBUTION OF REGIONALIZATION ACTIONS BY LEVEL OF  
ACADEMIC PROGRAM INCLUDED AND  
OPERATIONAL STATUS OF ACTIONS.**

Academic Program Level	Operational Status of Actions			Total
	Implemented N (%)	Under Study N (%)	Rejected N (%)	
All Levels	31 (74)	7 (16)	4 (9)	42 (100)
Graduate Only	13 (76)	3 (18)	1 (6)	17 (100)
Baccalaureate and Above	8 (100)	0 (0)	0 (0)	8 (100)
Undergraduate Only	3 (43)	4 (57)	0 (0)	7 (100)
Associate and Certificate	10 (56)	6 (33)	2 (11)	18 (100)
Noncredit Only	3 (100)	0 (0)	0 (0)	3 (100)
Unclassified	1 (33)	2 (67)	0 (0)	3 (100)
<b>TOTAL</b>	<b>67 (68)</b>	<b>24 (25)</b>	<b>7 (7)</b>	<b>98 (100)</b>

### Two-Element Analyses

The principal elements for classifying regionalization actions were paired, and the universe of regionalization activity distributed over each of three two-element analyses. The distributions of data were then examined for "clusters" of regionalization activity—i.e., actions sharing common classification on two elements. It should be noted that the figure of 5 percent (i.e., 5 percent of the total universe of 98 actions) was used as the criterion for recognizing a group of actions as a separate cluster.

**Geography and institutions.** Table 3.6 displays the distribution of regionalization actions by geographic area and institutional type. The following "clusters" of actions can be identified in the data:

	Geography	Institutions	Total Actions
1)	Intra/whole state	public and private/2-yr and 4-yr	18
2)	Intra/whole state	public only/2-yr and 4-yr	9
3)	Intra/whole state	public only/2-yr	7
4)	Intra/part state	public and private/2-yr and 4-yr	12
5)	Intra/part state	public only/4-yr	5
6)	Inter/entire states	public only/2-yr and 4-yr	5
7)	Inter/other	public and private/4-yr	8
			<u>64</u>

**Geography and program level.** Table 3.7 displays the distribution of regionalization activity by geographic area and program level. From the table, the following "clusters" of actions emerge:

	Geography	Program Level	Total Actions
1)	Intra/whole state	all levels	20
2)	Intra/whole state	associate and certificate	13
3)	Intra/part state	all levels	12
4)	Inter/entire states	all levels	5
5)	Inter/other	graduate only	8
			<u>58</u>

**Program level and institutions.** Table 3.8 displays the distribution of regionalization actions by program level and institutional type. The following "clusters" of actions are evident for this analysis:

	Geography	Institutions	Total Actions
1)	All levels	public and private/2-yr and 4-yr	28
2)	All levels	public only/2-yr and 4-yr	12
3)	Graduate only	public and private/4-yr	8
4)	Graduate only	public only/4-yr	7
5)	Associate and cert.	public only/2-yr	11
			<u>64</u>

### Three-Element Analyses

All principal elements were considered together, and Table 3.9 displays the distribution of data by geographic area, institutional type, and program level. The following clusters can be identified:



TABLE 3.6

## REGIONALIZATION ACTIONS BY GEOGRAPHIC AREA AND INSTITUTIONAL TYPE

Geographic Area		Institutional Type																T O T A L	
		Public and Private				Public Only				Private Only				Unclasi- fied	Total				
		4-yr	2-yr	2-&4-yr	Total	4-yr	2-yr	2-&4-yr	Total	4-yr	2-yr	2-&4-yr	Total		4-yr	2-yr	2-&4-yr		Total
I N T R A	Whole State	1	2	18	21	4	7	9	20	0	0	0	0	0	5	9	27	41	41
	Part(s) of State	3	0	12	15	5	2	4	11	0	0	0	0	0	8	2	16	26	26
	Total	4	2	30	35	9	9	13	31	0	0	0	0	0	13	11	43	67	67
I N T E R	Entire States	1	0	2	3	4	0	5	9	0	0	0	1	5	0	7	12	13	13
	Other	8	0	1	9	1	2	1	4	1	0	0	1	10	2	2	14	14	14
	Total	9	0	3	12	5	2	6	13	1	0	0	1	15	2	9	26	27	27
Interstate Compacts		1	0	3	4	0	0	0	0	0	0	0	0	0	1	0	3	4	4
TOTAL		14	2	36	52	14	11	19	44	1	0	0	1	1	29	13	55	97	98

36

53

54

TABLE 3.7

## REGIONALIZATION ACTIONS BY GEOGRAPHIC AREA AND PROGRAM LEVEL

Geographic Area		Program Level							Total
		All Levels	Graduate	Baccalaureate and Above	Undergraduate	Associate and Certificate	Noncredit	Unclassified	
I N T R A	Whole State	20	3	0	2	13	3	0	41
	Part(s) of State	12	3	3	3	3	0	2	26
	Total	32	6	3	5	16	3	2	67
I N T E R	Entire States	5	3	2	2	0	0	1	13
	Other	2	8	2	0	2	0	0	14
	Total	7	11	4	2	2	0	1	27
Interstate Compacts		3	0	1	0	0	0	0	4
TOTAL		42	17	8	7	18	3	3	98

TABLE 3.8

## REGIONALIZATION ACTIONS BY PROGRAM LEVEL AND INSTITUTIONAL TYPE

Program Level	Institutional Type																T O T A L	
	Public and Private				Public Only				Private Only				Unclas- sified	Total				
	4-yr	2-yr	2-&4-yr	Total	4-yr	2-yr	2-&4-yr	Total	4-yr	2-yr	2-&4-yr	Total		4-yr	2-yr	2-&4-yr		Total
All Levels	1	0	26	27	3	0	12	15	0	0	0	0	0	4	0	38	42	42
Graduate Only	8	0	1	9	7	0	0	7	1	0	0	1	0	16	0	1	17	17
Baccalaureate and Above	3	0	1	4	4	0	0	4	0	0	0	0	0	7	0	1	8	8
Undergraduate	0	0	3	3	1	0	3	4	0	0	0	0	0	1	0	6	7	7
Associate and Certificate	1	2	3	6	0	11	1	12	0	0	0	0	0	1	13	4	18	18
Noncredit Only	0	0	0	0	0	0	3	3	0	0	0	0	0	0	0	3	3	3
Unclassified	0	0	2	2	0	0	0	0	0	0	0	0	1	0	0	2	2	3
TOTAL	13	2	36	51	15	11	19	45	1	0	0	1	1	29	13	55	97	98

TABLE 3.9

REGIONALIZATION ACTIONS BY GEOGRAPHIC AREA,  
INSTITUTIONAL TYPE, AND PROGRAM LEVEL

INSTITUTIONAL TYPE AND PROGRAM LEVEL	GEOGRAPHIC AREA							Total
	INTRA			INTER			Interstate Contacts	
	Whole State	Part of State	Total	Entire States	Other	Total		
<b>PUBLIC AND PRIVATE</b>								
<b>4-Year</b>								
All Levels	1	0	1	0	0	0	0	1
Graduate Only	0	1	1	1	6	7	0	8
Baccalaureate and Above	0	0	0	0	2	2	1	3
Undergraduate	0	0	0	0	0	0	0	0
Associate and Certificate	0	1	1	0	0	0	0	1
Noncredit	0	0	0	0	0	0	0	0
Total	1	2	3	1	8	9	1	13
<b>2-Year</b>								
All Levels	0	0	0	0	0	0	0	0
Graduate Only	0	0	0	0	0	0	0	0
Baccalaureate and Above	0	0	0	0	0	0	0	0
Undergraduate	0	0	0	0	0	0	0	0
Associate and Certificate	2	0	2	0	0	0	0	2
Noncredit	0	0	0	0	0	0	0	0
Total	2	0	2	0	0	0	0	2
<b>2- and 4-Year</b>								
All Levels	13	8	21	1	1	2	3	26
Graduate Only	1	0	1	0	0	0	0	1
Baccalaureate and Above	0	1	1	0	0	0	0	1
Undergraduate	1	2	3	1	0	1	0	4
Associate and Certificate	3	0	3	0	0	0	0	3
Noncredit	0	0	0	0	0	0	0	0
Total	18	11	29	2	1	3	3	35
<b>Total</b>								
All Levels	14	8	22	1	1	2	3	27
Graduate Only	1	1	2	1	6	7	0	9
Baccalaureate and Above	0	1	1	0	2	2	1	4
Undergraduate	1	2	3	1	0	1	0	4
Associate and Certificate	5	1	6	0	0	0	0	6
Noncredit	0	0	0	0	0	0	0	0
Total	21	13	34	3	9	12	4	50
<b>PUBLIC ONLY</b>								
<b>4-Year</b>								
All Levels	2	1	3	0	0	0	0	3
Graduate Only	2	2	4	2	1	3	0	7
Baccalaureate and Above	0	2	2	2	0	2	0	4
Undergraduate	0	1	1	0	0	0	0	1
Associate and Certificate	0	0	0	0	0	0	0	0
Noncredit	0	0	0	0	0	0	0	0
Total	4	6	10	4	1	5	0	15
<b>2-Year</b>								
All Levels	0	0	0	0	0	0	0	0
Graduate Only	0	0	0	0	0	0	0	0
Baccalaureate and Above	0	0	0	0	0	0	0	0
Undergraduate	0	0	0	0	0	0	0	0
Associate and Certificate	7	2	9	0	2	2	0	11
Noncredit	0	0	0	0	0	0	0	0
Total	7	2	9	0	2	2	0	11
<b>2- and 4-Year</b>								
All Levels	4	3	7	4	1	5	0	12
Graduate Only	0	0	0	0	0	0	0	0
Baccalaureate and Above	0	0	0	0	0	0	0	0
Undergraduate	1	0	1	1	0	1	0	2
Associate and Certificate	1	0	1	0	0	0	0	1
Noncredit	3	0	3	0	0	0	0	3
Total	9	3	12	5	1	6	0	18
<b>Total</b>								
All Levels	6	4	10	4	1	5	0	15
Graduate Only	2	2	4	2	1	3	0	7
Baccalaureate and Above	0	2	2	2	0	2	0	4
Undergraduate	1	1	2	1	0	1	0	3
Associate and Certificate	8	2	10	0	2	2	0	12
Noncredit	3	0	3	0	0	0	0	3
Total	20	11	31	9	4	13	0	48

TABLE 3.9 (continued)

REGIONALIZATION ACTIONS BY GEOGRAPHIC AREA,  
INSTITUTIONAL TYPE, AND PROGRAM LEVEL

INSTITUTIONAL TYPE AND PROGRAM LEVEL	GEOGRAPHIC AREA							
	INTRA			INTER			Interstate Compacts	Total
	Whole State	Part(s) of State	Total	Entire States	Other	Total		
<b>PRIVATE ONLY</b>								
4-Year								
All Levels	0	0	0	0	0	0	0	0
Graduate Only	0	0	0	0	1	1	0	1
Baccalaureate and Above	0	0	0	0	0	0	0	0
Undergraduate	0	0	0	0	0	0	0	0
Associate and Certificate	0	0	0	0	0	0	0	0
Noncredit	0	0	0	0	0	0	0	0
Total	0	0	0	0	1	1	0	1
2-Year								
All Levels	0	0	0	0	0	0	0	0
Graduate Only	0	0	0	0	0	0	0	0
Baccalaureate and Above	0	0	0	0	0	0	0	0
Undergraduate	0	0	0	0	0	0	0	0
Associate and Certificate	0	0	0	0	0	0	0	0
Noncredit	0	0	0	0	0	0	0	0
Total	0	0	0	0	0	0	0	0
2- and 4-Year								
All Levels	0	0	0	0	0	0	0	0
Graduate Only	0	0	0	0	0	0	0	0
Baccalaureate and Above	0	0	0	0	0	0	0	0
Undergraduate	0	0	0	0	0	0	0	0
Associate and Certificate	0	0	0	0	0	0	0	0
Noncredit	0	0	0	0	0	0	0	0
Total	0	0	0	0	0	0	0	0
<b>Total</b>								
All Levels	0	0	0	0	0	0	0	0
Graduate Only	0	0	0	0	1	1	0	1
Baccalaureate and Above	0	0	0	0	0	0	0	0
Undergraduate	0	0	0	0	0	0	0	0
Associate and Certificate	0	0	0	0	0	0	0	0
Noncredit	0	0	0	0	0	0	0	0
Total	0	0	0	0	1	1	0	1
<b>UNCLASSIFIED</b>	0	2	2	1	0	1	0	3
<b>TOTAL</b>								
4-Year								
All Levels	3	1	4	0	0	0	0	4
Graduate Only	2	3	5	3	8	11	0	16
Baccalaureate and Above	0	2	2	2	2	4	1	7
Undergraduate	0	1	1	0	0	0	0	1
Associate and Certificate	0	1	1	0	0	0	0	1
Noncredit	0	0	0	0	0	0	0	0
Total	5	8	13	5	10	15	1	29
2-Year								
All Levels	0	0	0	0	0	0	0	0
Graduate Only	0	0	0	0	0	0	0	0
Baccalaureate and Above	0	0	0	0	0	0	0	0
Undergraduate	0	0	0	0	0	0	0	0
Associate and Certificate	9	2	11	0	2	2	0	13
Noncredit	0	0	0	0	0	0	0	0
Total	9	2	11	0	2	2	0	13
2- and 4-Year								
All Levels	17	11	28	5	2	7	3	38
Graduate Only	1	0	1	0	0	0	0	1
Baccalaureate and Above	0	1	1	0	0	0	0	1
Undergraduate	2	2	4	2	0	2	0	6
Associate and Certificate	4	0	4	0	0	0	0	4
Noncredit	3	0	3	0	0	0	0	3
Total	27	14	41	7	2	9	3	53
<b>Total</b>								
All Levels	20	12	32	5	2	7	3	42
Graduate Only	3	3	6	3	8	11	0	17
Baccalaureate and Above	0	3	3	2	2	4	1	8
Undergraduate	2	3	5	2	0	2	0	7
Associate and Certificate	13	3	16	0	2	2	0	18
Noncredit	3	0	3	0	0	0	0	3
Total	41	24	65	12	14	28	4	95
<b>TOTAL</b>	41	26	67	13	14	27	4	98

	Geography	Institutions	Program Level	Total Actions
1)	Intra/whole state	public and private/2-yr and 4-yr	all levels	13
2)	Intra/whole state	public only/2-yr	associate and certificate	7
3)	Intra/part state	public and private/2-yr and 4-yr	all levels	8
4)	Inter/other	public and private/4-yr	graduate only	<u>6</u>
				34

It should be emphasized that *each* of the seven classification schemes described above *can* serve as the basis for an inclusive typology of regionalization actions. However, for analytic purposes, it seems unnecessary—indeed, even unwise—to use all of the classification schemes and the subsequent typologies that emerge. Such an approach would likely bring more confusion than clarity to the examination of postsecondary regionalism developments. For this reason, a more selective approach will be taken here.

In the next section, a rationale is developed for choosing from among the several classification schemes available, and then the typology that emerges from the chosen classification scheme is described. The various elements of this typology—or regionalization “patterns” as they are called—form a major part of the analyses done throughout the remainder of the report.

### Regionalization Patterns

The several classifications are clearly repetitive in that each one divides the universe of 98 regionalization actions into a series of distinct categories or “clusters.” As a consequence, many of the “clusters” that emerge from one classification approach share a common core or group of regionalization actions with another (or even several) cluster(s) developed from other classifications. Because of this overlap, it seems to make good sense to reduce, to some extent at least, the number of “clusters” considered, and as a result also reduce the eventual number of patterns of regionalization to be included in the analysis.

In this connection, it can first be argued that because regionalism is primarily a geographical concept, classification schemes devoid of any consideration of geography will have very serious weaknesses. On the basis of this argument, the two-element classification scheme using institutional type and program level will be eliminated from the analyses to follow in subsequent chapters.

Next, it can be noted that in the three-element analysis (see Table 3.9), it was possible to group only a relatively small percentage of the total universe of regionalization actions (34 of the 98) into identifiable “clusters.” In other words, this classification scheme does not effectively differentiate the data into major categories—or more correctly, it differentiates the data to such a degree that the

number of cases in most of the subsequent categories is too small for analytic purposes. For this reason, the three-element classification scheme will also be eliminated.

What remains, then, are the three one-element analyses and two of the two-element analyses (geography by institutions; geography by programs). The several patterns of regionalization that emerge from the two-element analyses are listed and described below (with the number of actions within each type noted). These regionalization patterns are a consistent part of the analyses done in each of Chapters IV through XII. Additionally, where appropriate to the data being considered, each chapter also includes the three one-element analyses. Thus all variables used to gain insight into the specific nature of regionalism are also examined for their possible relationships with geography, institutional type, and program level, with each treated individually as a separate independent variable for analysis.

#### Regionalization Patterns: Geography and Institutions

1. **Comprehensive-A (18)**—these are intrastate actions in which the whole state is divided into contiguous regions, and all institutions are eligible for participation.
2. **Public comprehensive (9)**—these intrastate actions also divide the whole state into contiguous regions, but only public institutions are involved.
3. **Community college (7)**—these are intrastate actions for public two-year institutions which divide the whole state into contiguous regions.
4. **Partial/all segments (12)**—these are actions involving all institutions in a specific intrastate geographic area or areas.
5. **Partial/public senior (5)**—these actions also are for a specific intrastate geographic area or areas, but only public four-year institutions are involved.
6. **Reciprocity-A (5)**—these are interstate actions involving all public institutions, and are for an entire state with one or more other entire states.
7. **Contracts-A (8)**—these are interstate actions for anything less than total geographic coverage of any of the participating states, plus only four-year institutions, public and private, are involved.

#### Regionalization Patterns: Geography and Program Level

1. **Comprehensive-B (20)**—these are intrastate actions which divide the whole state into contiguous regions, and include all program levels.



2. **Associate (13)**—these are intrastate actions for associate and certificate level programs which divide the whole state into contiguous regions.
3. **Partial/broad (12)**—these are actions involving all program levels in a specific intrastate geographic area or areas.
4. **Partial/specific (12)**—these are actions for specific program levels in a specific intrastate geographic area or areas. (Note: This pattern of regionalization results from a combination of smaller clusters—all judged to be similar conceptually, even though they differ in the specific program level involved. From the second row in Table 3.7, it can be seen that the 12 actions that comprise this type of regionalism can be further classified into four equal subpatterns: three actions for graduate programs only; three for baccalaureate level and above; three for undergraduate level; and three for associate and certificate level programs only.)
5. **Reciprocity-B (5)**—these are interstate actions involving all program levels and are for an entire state with one or more other entire states.
6. **Contracts-B (8)**—these are interstate actions for anything less than total geographic coverage of any of the participating states plus only graduate programs are involved.

Two final comments need to be made concerning the patterns of regionalization described above. First is a caution concerning the labels used for the several regionalization patterns. These labels are used throughout this report as a means of quick referral to the particular type of regionalism under discussion, making repeated descriptive accounts of the regionalization patterns unnecessary. This is done for the reader's convenience and in general to make the narrative of the report more readable. However, the specific definitions of the regionalization patterns to which the labels refer must be kept constantly in mind, otherwise the labels can be misleading.

For example, the label "reciprocity-A" is used to refer to those interstate actions between an entire state and one or more other entire states involving all public institutions. Certainly there are "reciprocity agreements" which involve less than entire states—these are commonly referred to as border reciprocity agreements. Likewise, there are reciprocity agreements among states for certain specific segments of postsecondary education—community college reciprocity, for example. Be that as it may, reciprocity-A actions in this report are defined as those interstate actions involving entire states and all public institutions. This label, with the attendant definition, is accepted as standard terminology for the report, and is used accordingly throughout the several chapters. This is also the case for the other labels (and definitions) listed above.

Second, the point was made earlier in this section that the various classification schemes examined are duplicative in the sense that each stands by itself as a

way to divide the universe of regionalization actions into a series of mutually exclusive categories or "clusters." Further, it was noted that when all of the "clusters" from the different classification schemes are considered in a combined fashion, they too are repetitive in that certain groups of regionalization actions are found to be common to several of the "clusters" (or regionalization patterns).

This is true for the series of regionalization patterns described above. The number of regionalization actions common to selected pairs of these regionalization patterns is noted below, and then these "common" activities are briefly described:

1. The comprehensive-A pattern and the comprehensive-B pattern share a common core of 13 actions. These are intrastate actions that divide the whole state into contiguous regions and include all institutions as well as all program levels.
2. The community college pattern and the associate pattern share a common core of 7 actions. These are intrastate actions for associate programs at public two-year institutions that divide the whole state into contiguous regions.
3. The partial/all segments pattern and the partial/broad pattern share a common core of 8 actions. These are actions involving all institutions and all program levels in a specific intrastate geographic area or areas.
4. The reciprocity-A pattern and the reciprocity-B pattern share a common core of four actions. These are interstate actions involving all public institutions and all program levels, and the actions are for an entire state with one or more other entire states.
5. The contracts-A pattern and the contracts-B pattern share a common core of 6 actions. These are interstate actions for anything less than total geographic coverage of any of the participating states, plus only four-year institutions, public and private, and only graduate programs are involved.

This issue of commonality or overlap between the selected pairs of regionalization patterns listed above is emphasized here so that the reader will be aware of this fact when examining the analyses presented in Chapters IV through XII. For clearly some of the associations in the data and the similarities noted between these pairs of regionalization patterns will, at least in part, be a function of their containing a common core of regionalization actions.

#### Incipient Regionalism Developments

Beyond the specific regionalization actions cited above, numerous other activities were identified in the states that might best be described as incipient regionalism developments. These developments were *not* included in the study as

separate regionalization actions *per se*, primarily because of the reluctance of the officials involved to see their operations as regionalism. These officials maintained that the actions in question did not, in their opinion, precisely meet the criterion of "official state-level recognition" (see Chapter I) and therefore should be excluded from the study.

While agreeing with this general recommendation, the authors nevertheless maintain that there exists sufficient evidence of transition (toward official recognition) so that the field should be alerted to the existence of what are here called incipient regionalism developments. It is the authors' conclusion that these developments, although only now in transition, are illustrative of the general trend toward more formal state-level involvement in postsecondary education planning and coordinating. Some illustrations may be helpful.

In Pennsylvania, regional planning for vocational education programs has been occurring for the past several years. The Bureau of Vocational Education in that state has developed and issued guidelines for vocational education programs which call for joint planning and interaction at the regional level between secondary and postsecondary vocational education interests. This regional planning for vocational education is clearly having an impact on postsecondary education in Pennsylvania in that the community colleges in fact do accept for planning purposes the regional guidelines and procedures for vocational education developed by the Bureau of Vocational Education. However, officials involved in these efforts indicated that the activities to date can best be described as having only "threshold participation" by postsecondary interests in the state. For this reason, the decision was made not to include this development as a separate postsecondary regionalization action.

A procedure is evolving in Kentucky which utilizes regional configurations in the coordination of off-campus programs offered by public postsecondary institutions throughout the state. Any college or related institution can now "challenge" another institution that proposes to bring an off-campus program into the college's designated service area. These service areas are not yet precisely defined. Further, the "official recognition" of this plan has not yet been precisely defined in that the role of the Council on Public Higher Education in the process is still being formulated.

Vermont has established 15 area vocational centers for the purpose of providing vocational education to all high school students in the state who want programs that are not available in their own schools. The intention was that these centers would also provide educational opportunities for adults. However, they are not being utilized as fully as originally envisioned for postsecondary education.

Another illustration of incipient regionalism is activity reported in Massachusetts. Several regional consortia in the state have a developing "official recognition" in that they receive public monies through grants made available to students attending member institutions of the consortia. If a program desired by a student is not available within the public postsecondary sector in his/her region of the state, then that student is eligible for a grant from the state to enroll in the

program at a private institution, provided that the institution is a member of one of the designated consortia in the state.

Finally, mention is made of a legislative proposal in Iowa to establish a statewide system of uniform service regions to be utilized by all agencies of state government. This legislation was introduced in the 1977 legislative session but was not acted upon. Further, the implications of the bill for postsecondary educational interests in the state have not yet been clearly specified.

#### Other Forms of Planning: Change In Planning Approaches

In addition to the incidences of postsecondary regionalism identified in this study and the incipient regionalism developments noted above, it should be noted that there exist in the states other forms of planning which, although somewhat related to regionalism, nevertheless do not fall within the specific parameters of that concept as herein defined. For example, some statewide agencies for postsecondary education are utilizing a form of program differentiation in their statewide planning efforts whereby a particular unit or segment of the total delivery system in a state is given responsibility for providing a specific program for the entire state or a major portion of the state (these kinds of planning activities have, in the jargon of postsecondary planning circles, been commonly referred to as "role and scope studies"). This programming is done without regard to a plan for regionalism *per se*.

Another example is those interinstitutional arrangements that receive their authorization from a source or sources outside of the state (e.g., activities authorized solely under the auspices of the federal government). These activities, too, fall outside of the parameters of the definition of regionalism, as defined in this study. (NOTE: The definition stipulates that actions must have some official recognition by one or more authoritative agencies *in the state*.)

Although both of these other forms of planning are of interest and in a real sense can be considered related forms of regionalism, nevertheless they do not fall within the defined limits and scope of this study, and thus will be excluded from the formal analyses conducted in it. However, because it is recognized that these developments themselves represent a possible line of inquiry for future research efforts, some preliminary inquiries about them were made.

An attempt was made to at least identify how frequently such developments are actually occurring in the states. Table 3.10 reports which states have used the "role and scope" approach to statewide planning. One pattern of note is the lack of use of this approach in the Midwest. In all other regions of the country, the states are about equally divided in their use and nonuse of this form of planning.

Table 3.10 also reports the number of states with regionalization activities having authorization from sources outside of the sponsoring state. Only 12 states reported such activity, but some interesting regional differences were found to

TABLE 3.10  
OTHER FORMS OF PLANNING

State	"Role and Scope" Planning			Planning with External Authorization		
	Yes	No	Don't Know	Yes	No	Don't Know
<b>Mid Atlantic</b>						
Delaware		x			x	
New Jersey	x			x		
New York		x			x	
Pennsylvania	x				x	
TOTAL	2	2	0	1	3	0
<b>Midwest</b>						
Illinois		x			x	
Indiana		x			x	
Iowa			x			x
Kansas		x			x	
Michigan		x			x	
Minnesota		x				x
Missouri		x		x		
Nebraska		x			x	
North Dakota		x		x		
Ohio	x					x
Oklahoma	x				x	
South Dakota		x		x		
Wisconsin	x				x	
TOTAL	3	9	1	3	7	3
<b>New England</b>						
Connecticut	x				x	
Maine		x			x	
Massachusetts	x				x	
New Hampshire		x			x	
Rhode Island		x			x	
Vermont	x				x	
TOTAL	3	3	0	0	6	0
<b>South</b>						
Alabama		x			x	
Arkansas	x				x	
Florida	x				x	
Georgia		x		x		
Kentucky		x		x		
Louisiana	x					x
Maryland	x			x		
Mississippi	x					x
North Carolina	x			x		
South Carolina	x				x	
Tennessee		x				x
Texas		x			x	
Virginia			x			x
West Virginia	x			x		
TOTAL	8	5	1	5	5	4
<b>West</b>						
Alaska		x				x
Arizona	x				x	
California			x			x
Colorado	x					x
Hawaii		x		x		
Idaho		x				x
Montana	x					x
Nevada	x			x		
New Mexico	x				x	
Oregon		x				x
Utah	x			x		
Washington		x				x
Wyoming		x		x		
TOTAL	6	6	1	3	3	7
GRAND TOTAL	22	25	3	12	24	14

exist across the country. First is that the New England states consistently reported that these kinds of activities are not found at all in that region of the country. Similarly, these externally authorized activities were *not* found to be prevalent in the Midwest, the West, or the Mid-Atlantic states. Only in the South were the states about equally divided in the development and lack of development of this kind of interinstitutional activity.

### Ranking of the States: A Continuum

Several indices of regionalism and regionalization were developed from the data gathered in this study. These indices can be used—both individually and in combination—to rank the states on a continuum of their receptiveness to the concept of regionalism and their commitment to implementing the concept through regionalization actions.

These indices share the limitations inherent in all similar preliminary quantitative analyses. The rankings are *not* fine measurements, and thus differences in rank between any adjacent ranking states are not necessarily substantively significant. Nevertheless, the indices and the rankings they produce do serve as a first attempt at measuring how states are expressing interest in the regionalism idea. It is the authors' hope that these efforts will contribute to the development of a more systematic treatment of the topic over time.

Four separate indices are presented. The first, a "policy index," measures the level of attention to the concept of regionalism in the states and the extent to which attention to the concept is having an impact on postsecondary education policy formulation. It is possible for a state to have relatively few real actions in regionalism yet these actions may have a high level of impact on policy decisions in the state; and the converse is also true. The first index, then, is an effort to distinguish the states by the reported impact of regionalism on state-level postsecondary education policy directions. Two other indices, an "intrastate action index" and an "interstate action index," are both measures of actual implementation activity in the states. These reflect both the level of commitment to and extent of development of specific regionalization actions. The range of possible values for these first three indices is from 0.000 to 1.000. The range of possible values for the cumulative regionalism index, therefore, is from 0.000 to 3.000. States with identical values on an index are listed alphabetically.

See Appendix A for further details on the development of the indices. The rankings produced by the indices are listed in Table 3.11.

TABLE 3.11  
REGIONALISM INDICES

	Policy Index		Intrastate Action Index		Interstate Action Index		Cumulative Index	
1	933	South Dakota	842	New York	787	Tennessee	2 086	Virginia
2	911	Virginia	800	Pennsylvania	733	Alabama	2 047	Minnesota
3	719	Kentucky	800	Virginia	709	Kentucky	2 047	Tennessee
4	700	Minnesota	780	Tennessee	707	Minnesota	1 925	Alabama
5	699	Illinois	736	Texas	670	Alaska	1 909	Alaska
6	699	Montana	710	Idaho	659	Montana	1 854	Ohio
7	667	New Jersey	700	South Carolina	639	Mississippi	1 798	Kentucky
8	667	New York	697	Iowa	631	North Dakota	1 759	Colorado
9	667	Ohio	690	Colorado	615	Wyoming	1 714	Pennsylvania
10	667	Pennsylvania	680	Illinois	609	South Dakota	1 679	Mississippi
11	667	Utah	673	Connecticut	604	Oregon	1 677	Maryland
12	662	Florida	668	Ohio	603	Washington	1 676	Illinois
13	599	Alaska	660	Alabama	578	Wisconsin	1 662	Idaho
14	578	West Virginia	640	Alaska	570	Colorado	1 620	Florida
15	555	Louisiana	640	Minnesota	564	Idaho	1 606	Wisconsin
16	555	Maryland	630	Louisiana	562	Maryland	1 604	Oregon
17	533	Michigan	613	New Jersey	559	Michigan	1 590	Utah
18	532	Alabama	605	Wisconsin	542	Iowa	1 577	Louisiana
19	500	Mississippi	600	Oregon	541	Kansas	1 558	West Virginia
20	500	North Dakota	598	Oklahoma	519	Ohio	1 544	Washington
21	500	Tennessee	590	West Virginia	478	Nebraska	1 542	South Dakota
22	499	Colorado	575	California	408	Florida	1 522	Kansas
23	422	Wisconsin	570	Kansas	408	South Carolina	1 509	New York
24	421	Washington	565	Utah	392	Arkansas	1 496	South Carolina
25	411	Kansas	560	Maryland	392	Louisiana	1 442	Michigan
26	400	Oregon	557	Florida	380	Hawaii	1 384	Texas
27	388	California	540	Mississippi	390	West Virginia	1 358	Montana
28	388	Idaho	530	Nebraska	384	Rhode Island	1 280	New Jersey
29	388	South Carolina	530	New Mexico	37	New Mexico	1 239	Iowa
30	333	Texas	520	Washington	375	Virginia	1 227	California
31	200	Connecticut	490	Hawaii	371	Georgia	1 215	Connecticut
32	055	Oklahoma	430	Wyoming	358	Utah	1 131	North Dakota
33	000	Arizona	370	Kentucky	347	Arizona	1 045	Wyoming
34	000	Arkansas	350	Michigan	342	Connecticut	1 008	Nebraska
35	000	Delaware	000	Arizona	342	Maine	907	New Mexico
36	000	Georgia	000	Arkansas	342	Vermont	887	Oklahoma
37	000	Hawaii	000	Delaware	340	Nevada	880	Hawaii
38	000	Indiana	000	Georgia	325	New Hampshire	392	Arkansas
39	000	Iowa	000	Indiana	297	Illinois	384	Rhode Island
40	000	Maine	000	Maine	296	Texas	371	Georgia
41	000	Massachusetts	000	Massachusetts	292	Missouri	347	Arizona
42	000	Missouri	000	Missouri	264	California	342	Maine
43	000	Nebraska	000	Montana	250	North Carolina	342	Vermont
44	000	Nevada	000	Nevada	247	Pennsylvania	340	Nevada
45	000	New Hampshire	000	New Hampshire	248	Indiana	325	New Hampshire
46	000	New Mexico	000	North Carolina	248	Massachusetts	292	Missouri
47	000	North Carolina	000	North Dakota	237	Oklahoma	250	North Carolina
48	000	Rhode Island	000	Rhode Island	000	Delaware	248	Indiana
49	000	Vermont	000	South Dakota	000	New Jersey	248	Massachusetts
50	000	Wyoming	000	Vermont	000	New York	000	Delaware



## CHAPTER IV

### GOALS AND EXPECTATIONS

Data were collected on the broad goals of regionalism in each of the 36 states where the concept is getting attention in postsecondary policy formulation. Additionally, data were sought on the goals and more specific objectives of each of the 98 regionalization actions identified throughout the states. This chapter presents both sets of data and attempts to draw some preliminary conclusions concerning the goals and expectations of both the general concept of regionalism and the particular implementing actions used to make that concept operational.

It should be noted that goals and objectives are reported, and then each is rated to indicate the relative weight of importance attached to those identified (1 (very low) through 5 (very high)). All of the tables in this chapter present both the total number (and percentage) of respondents citing each goal and also the mean rating given to the respective goals.

#### Concepts

Table 4.1 displays the goals of regionalism for each of five designated multi-state regions of the country. Two preliminary comments are needed concerning the data presented there. (These comments also apply to similar tables concerning the concept of regionalism appearing in subsequent chapters.)

First, the percents shown are based on the number of states within each region that are giving attention to the concept of regionalism, not on the total number of states in the region. For example, the figures for the Midwest are calculated on the 11 states reporting attention to regionalism, not on the total number of 13 states in that region. (See Table 3.1 for a review of which regions of the country are the most active in their attention to regionalism.)

Second, the Ns reported (for each region as well as the total N) are larger than the number of states reporting attention to regionalism. This is because both SHEEO members and the directors of the 1202 Commissions provided information for the study, and thus multiple sources of data were received for several states. In all, data regarding goals for the concept of regionalism are reported for 41 respondents in 35 states.

From Table 4.1, it can be seen that for the country as a whole the major goals of regionalism are related to economy of operations—improving utilization of postsecondary resources viewed in a total sense (4.43, 88 percent), improving the cost-effectiveness of postsecondary operations in a strictly fiscal sense (4.21, 81 percent), and improving the coordination of academic program development, thus eliminating unnecessary duplication (4.47, 90 percent). Both the number of respondents citing these goals and the attached weightings given to them support this conclusion.

TABLE 4.1

## GOALS OF REGIONALISM, BY REGION OF THE UNITED STATES

GOALS	REGIONS OF THE COUNTRY															Entire Country  41 resp.; 35 states  Mean n %		
	Mid-Atlantic  3 resp.; 3 states  Mean n %			Midwest  14 resp.; 11 states  Mean n %			New England  1 resp.; 1 state  Mean n %			South  14 resp.; 11 states  Mean n %			West  9 resp.; 9 states  Mean n %					
	Mean	n	%	Mean	n	%	Mean	n	%	Mean	n	%	Mean	n	%			
<b>BROAD GOALS</b>																		
Resource Utilization	5.00	3	100	4.07	14	100	5.00	1	100	4.50	12	86	4.71	7	78	4.43	37	90
Cost Effectiveness	4.50	2	67	3.75	12	86	0	0		4.67	12	86	4.13	8	89	4.21	34	83
Coordinate Program Development	5.00	3	100	4.46	13	93	4.00	1	100	4.50	14	100	4.29	7	78	4.47	38	93
Student Access	5.00	1	33	3.67	12	86	3.00	1	100	4.67	12	86	4.00	7	78	4.12	33	80
Enhance Communication	4.50		67	3.14	7	50	3.00	1	100	3.64	11	79	4.20	5	56	3.65	26	63
Improve Long-Range Planning	4.00		67	4.11	9	64	0	0		3.91	11	79	3.67	6	67	4.04	28	68
New Coalitions	3.00	1	33	3.57	7	50	2.00	1	100	2.86	7	50	3.00	4	44	3.10	20	49
Protect Diversity	4.00	1	33	3.17	6	43	0	0		3.44	9	64	2.67	3	33	3.25	19	46
Promote Diversity	3.50	2	67	2.57	7	50	0	0		3.75	8	57	2.20	5	56	3.00	22	54

Beyond these economic considerations, the next most frequently cited (and highest rated) goal is expanding student access to postsecondary educational opportunity (4.12, 79 percent). Other goals—improving long-range planning, enhancing interinstitutional communications, achieving new institutional coalitions to improve the organizational effectiveness of the institutions involved in regionalization, protecting and promoting diversity and pluralism in a state's postsecondary education system—are given less attention. Still, these goals are given enough attention to support the conclusion that regionalism, to some extent at least, is being pursued in the states for reasons *not* directly related to economic concerns.

For the most part, the general pattern described above for the goals of regionalism seems to hold for each of the different regions of the country—that is, a major emphasis on resource utilization and related economic considerations, with less but still strong attention to increasing access to postsecondary opportunity. Beyond this general trend, the following regional analyses can also be made: the goal of improving long-range planning has a particularly strong rating (4.11) in the Midwest—it is the second highest rated goal in that region; in the South, more importance is attached to the goal of access (4.67); regionalism efforts in the South also seem to be more concerned with promoting diversity (3.75) within postsecondary education; regionalism in the West gives particular attention to increased interinstitutional communications (4.20).

#### Designs, Manifestations, Operations

Data on the goals and objectives of the 98 specific regionalization actions show a general concurrence with the data reported above for the concept of regionalism. As shown in the total column of Table 4.2, economy of operations and increased access are the major goals; however, attention to access (4.47, 85 percent) is somewhat more emphasized for the implementing actions than for the general concept of regionalism.

Table 4.2 and the next four tables (Tables 4.3 through 4.6) report the goals and objectives of the universe of regionalization actions as distributed on the three principal elements discussed in Chapter III (geographic area, type of institution, academic program level) and as distributed on the various regionalization patterns developed in that same chapter. The regional interstate compacts are included in these tables, but discussion of them is treated separately in a later chapter.

Table 4.2 displays the goals of regionalization actions according to the geographic area (intrastate/whole state, intrastate/part(s) of state, interstate/entire states, interstate/other) included in those actions. The data show interstate actions as primarily concerned with access. Twenty-six of the 27 actions (96 percent) report access as a goal (compared to 81 percent for intrastate actions), with a strong mean rating of 4.46. Intrastate actions, on the other hand, seem to give markedly more attention to the coordination of academic program development than do the interstate actions. Eighty-four percent of intrastate actions cite the elimination of program duplication as a goal (with mean rating of 4.30), as compared to 70 percent and 3.89 for interstate actions. Intrastate actions also give more attention to the goals of increased interinstitutional communication,

TABLE 4.2

GOALS OF REGIONALIZATION ACTIONS, BY GEOGRAPHIC AREA INCLUDED

GOALS	GEOGRAPHIC AREA						INTER-STATE COMPACTS N = 4	TOTAL N = 98
	INTRASTATE			INTERSTATE				
	Whole State N = 41	Part(s) of State N = 28	TOTAL N = 67	Entire States N = 13	Other N = 14	TOTAL N = 27		
	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %		
<b>BROAD GOALS</b>								
Resource Utilization	4.25 36 88	4.41 22 85	4.31 58 87	4.00 11 86	4.45 11 79	4.23 22 81	5.00 3 75	4.33 83 85
Cost Effectiveness	4.16 31 76	4.30 20 77	4.22 51 76	3.91 11 85	4.27 11 79	4.09 22 81	3.50 2 50	4.22 74 76
Coordinate Program Development	4.54 35 85	3.90 21 81	4.30 56 84	3.67 9 69	4.10 10 71	3.89 19 70	3.33 3 75	4.17 78 80
Student Access	4.37 32 78	4.59 22 85	4.46 54 81	4.33 12 92	4.57 14 100	4.46 26 96	4.67 3 75	4.47 83 85
Enhance Communication	3.82 28 68	3.65 20 77	3.75 48 72	3.22 9 69	3.75 4 29	3.38 13 48	2.33 3 75	3.61 64 65
Improve Long-Range Planning	4.00 28 68	3.47 19 73	3.79 47 70	2.57 7 54	3.25 8 57	2.93 15 56	2.33 3 75	3.52 66 66
New Coalitions	3.39 18 44	3.54 13 50	3.45 31 46	2.67 3 23	3.75 4 29	3.29 7 26	1.00 1 25	3.36 39 40
Protect Diversity	3.53 15 37	2.84 13 50	3.21 28 42	4.50 2 15	4.00 2 14	4.25 4 15	1.00 1 25	3.27 33 34
Promote Diversity	3.30 10 24	2.37 8 31	2.89 18 27	3.40 5 38	3.00 2 14	3.29 7 26	2.50 2 50	3.00 27 28
<b>SPECIFIC OBJECTIVES</b>								
Coordinate All Programs	4.11 19 46	2.87 8 31	3.74 27 40	4.50 2 15	5.00 2 14	4.75 4 15	5.00 1 25	3.91 32 33
Joint Academic Programs	3.33 12 29	3.81 16 62	3.60 28 42	5.00 4 30	3.60 5 36	4.22 9 33	3.00 1 25	3.74 38 39
Coordinate Continuing Education	3.92 25 61	3.64 11 42	3.83 36 54	3.50 2 15	3.00 1 7	3.33 3 11	3.00 2 50	3.76 41 42
Coordinate Vocational-Technical Education	4.30 20 49	3.00 4 15	4.08 24 36	3.00 1 8	3.00 1 7	3.00 2 7	2.00 1 25	4.04 27 28
Coordinate Community College Education	3.62 13 32	3.80 5 19	3.67 18 27	3.00 1 8	3.00 1 7	3.00 2 7	2.00 1 25	3.43 21 21
Coordinate Educational TV	3.86 7 17	3.67 6 23	3.77 13 19	0 0	2.00 1 7	2.00 1 4	0 0	3.64 14 14
Coordinate Educational Radio	3.67 3 7	3.67 3 12	3.67 6 9	0 0	2.00 1 7	2.00 1 4	0 0	3.43 7 7
Coordinate Audiovisual Equipment	5.00 1 2	4.00 4 15	4.20 5 7	0 0	0 0	0 0	0 0	4.20 5 5
Coordinate Computer Instructional Services	2.50 2 5	4.20 5 19	3.71 7 10	0 0	0 0	0 0	0 0	3.71 7 7
Coordinate Other Instructional Resources	5.00 1 2	3.67 3 12	4.00 4 6	0 0	0 0	0 0	0 0	4.00 4 4
Coordinate Data Processing	3.00 5 12	3.00 3 12	3.00 8 12	3.00 1 8	0 0	3.00 1 4	3.00 1 25	3.00 10 10

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improved long-range planning, and achievement of new institutional coalitions. In sum, intrastate regionalization actions seem to be much more multidimensional in their goal emphasis than are interstate actions.

Within the intrastate category, a further differentiation is possible. Most of the emphasis on program development for intrastate actions comes from those actions involving the whole state. Such actions have a mean rating of 4.54 for the goal of program development; actions involving part(s) of a state, a mean rating of 3.90. Actions including the whole state in their coverage also give a higher rating (4.00) to the goal of improving long-range planning (although a higher percentage of part-state actions, 73 percent, cite this goal).

There appears to be no major goal differences within the interstate category between actions involving entire states and those involving less than entire states. Both types of interstate actions give extremely strong attention to the access issue—both in terms of the number of actions citing that goal and the mean rating given to it. The only notable difference is on the goal of increased inter-institutional communications. A much higher percentage of actions involving entire states cite this goal (69 percent to 29 percent); but interstate actions involving less than entire states give increased communications a higher rating (3.75 to 3.22).

Table 4.3 reports the goals of regionalization actions by the types of institutions included in those actions. The data show the pattern of attention to economy of operations and access to be repeated for both the public and private sectors and for all segments (two-year and four-year) of postsecondary institutions.

Beyond this general conclusion, some further analyses can be made. First, those regionalization actions involving only public institutions have a higher rating (4.44) on the goal of improved cost-effectiveness than do the comprehensive actions that include both public and private institutions (4.00). Simply put, the public-only actions are more concerned with money matters, while the comprehensive actions give more attention to communications among institutions. Seventy-one percent of these comprehensive actions cite the communications goal (3.68), as compared to 59 percent of the public actions (3.50).

Within the public-only category, the emphasis on economic considerations comes largely from those actions involving four-year institutions. These actions are rated considerably higher on the resource utilization (4.67) and cost-effectiveness (4.80) goals than those actions involving only two-year institutions (3.87 and 4.00, respectively). The latter seem to be most concerned with access (4.14) and academic program development (4.12).

Table 4.4 presents the distribution of goals according to the academic program level involved. Six categories are used: all levels, graduate only, baccalaureate and above, undergraduate, associate and certificate, and noncredit only.

The goals of regionalization do not seem to vary appreciably according to the different program levels involved. For each of the six categories, the economic-related goals and the access goal are, almost without exception, the goals given most attention. However, the actions for graduate programs give a very

TABLE 4.3  
GOALS OF REGIONALIZATION ACTIONS, BY TYPE OF INSTITUTION INCLUDED

GOALS	INSTITUTIONAL TYPE										TOTAL N = 98 Mean n %	
	PUBLIC AND PRIVATE				PUBLIC ONLY				PRIVATE ONLY	UNCLASSIFIED		
	4-Year N = 14	2-Year N = 2	2-3/4-Year N = 38	TOTAL N = 52	4-Year N = 14	2-Year N = 10	2-3/4-Year N = 20	TOTAL N = 44	4-Year N = 1	N = 1		
	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %		
<b>BROAD GOALS</b>												
Resource Utilization	4 00 10 71	3 50 2 100	4 50 32 89	4 34 44 85	4 67 12 86	3 87 8 80	4 24 17 86	4 30 37 84	5 00 1 100	4 00 1 100	4 33 83 86	
Cost Effectiveness	4 18 11 79	4 50 2 100	3 89 27 75	4 00 40 77	4 80 10 71	4 00 7 70	4 40 15 75	4 44 32 73	5 00 1 100	5 00 1 100	4 22 74 76	
Coordinate Program Development	4 57 7 50	4 50 2 100	4 10 31 86	4 20 40 77	4 18 11 79	4 12 8 80	4 08 17 85	4 11 36 82	4 00 1 100	5 00 1 100	4 17 78 80	
Student Access	4 62 13 83	4 50 2 100	4 50 30 83	4 53 45 87	4 21 14 100	4 14 7 70	4 75 16 80	4 43 37 84	3 00 1 100	0 0 0	4 47 83 85	
Enhance Communication	3 00 6 43	5 00 2 100	3 77 30 83	3 68 37 71	3 56 9 64	3 00 4 40	3 62 13 66	3 50 26 59	0 0 0	0 0 0	3 61 64 66	
Improve Long-Range Planning	3 50 8 57	5 00 2 100	3 37 27 75	3 49 37 71	3 57 7 50	3 80 5 50	3 53 15 75	3 58 27 61	0 0 0	4 00 1 100	3 52 66 66	
New Coalitions	3 80 5 36	4 00 1 50	3 16 19 53	3 32 25 48	3 40 5 36	3 33 3 30	3 80 5 25	3 48 13 30	0 0 0	3 00 1 100	3 36 39 40	
Protect Diversity	3 75 4 29	2 00 1 50	3 07 15 42	3 15 20 38	3 75 4 29	1 50 2 20	3 86 7 35	3 48 13 30	0 0 0	0 0 0	3 27 33 34	
Promote Diversity	3 50 2 14	2 00 1 50	2 75 12 33	2 80 15 29	4 00 3 22	2 67 3 30	3 33 6 30	3 33 12 27	0 0 0	0 0 0	3 00 27 28	
<b>SPECIFIC OBJECTIVES</b>												
Coordinate All Programs	4 50 2 14	0 0 0	3 90 20 56	3 85 22 42	4 50 2 14	3 50 2 20	3 40 5 25	3 67 9 20	0 0 0	5 00 1 100	3 91 32 33	
Joint Academic Programs	4 13 8 57	0 0 0	3 47 17 47	3 68 25 48	4 38 8 57	2 50 2 20	3 33 3 15	3 65 13 30	0 0 0	0 0 0	3 74 38 39	
Coordinate Continuing Education	3 33 3 21	5 00 1 50	3 86 21 58	3 84 25 48	3 67 6 43	3 00 3 30	3 66 7 35	3 63 16 36	0 0 0	0 0 0	3 76 41 42	
Coordinate Vocational Technical Education	2 00 1 7	5 00 2 100	3 17 6 17	3 44 9 17	3 50 2 14	4 38 8 80	4 43 7 35	4 29 17 39	0 0 0	5 00 1 100	4 00 27 28	
Coordinate Community College Education	1 50 2 14	4 00 1 50	3 44 9 25	3 17 12 23	3 50 2 14	3 75 4 40	4 00 3 15	3 78 9 20	0 0 0	0 0 0	3 43 21 21	
Coordinate Educational TV	2 00 1 7	0 0 0	4 38 8 22	4 11 9 32	3 50 2 14	0 0 0	2 33 3 15	2 80 5 11	0 0 0	0 0 0	3 64 14 14	
Coordinate Educational Radio	2 00 1 7	0 0 0	5 00 3 8	4 25 4 23	3 00 1 7	0 0 0	2 00 2 10	2 33 3 7	0 0 0	0 0 0	3 43 7 7	
Coordinate Audiovisual Equipment	0 0 0	0 0 0	5 00 3 8	5 00 3 8	0 0 0	0 0 0	3 00 2 10	3 00 2 5	0 0 0	0 0 0	4 20 5 5	
Coordinate Computer Instructional Services	0 0 0	0 0 0	3 83 6 17	3 83 6 12	0 0 0	0 0 0	3 00 1 5	3 00 1 2	0 0 0	0 0 0	3 71 7 7	
Coordinate Other Instructional Resources	0 0 0	0 0 0	5 00 1 3	5 00 1 2	3 00 2 14	0 0 0	5 00 1 5	3 67 3 7	0 0 0	0 0 0	4 00 4 4	
Coordinate Data Processing	3 00 1 7	3 00 1 50	3 67 3 8	3 40 5 10	3 00 1 7	3 00 2 20	2 00 2 10	2 60 5 11	0 0 0	0 0 0	3 00 10 10	

TABLE 4.3

## GOALS OF REGIONALIZATION ACTIONS, BY ACADEMIC PROGRAM LEVEL INCLUDED

GOALS	ACADEMIC PROGRAM LEVEL								TOTAL N = 98
	All Levels N = 41	Graduate Only N = 17	Baccalaureate and above N = 8	Under- graduate N = 7	Associate and Certificate N = 18	Noncredit only N = 3	Unclassified N = 4		
	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	
<b>BROAD GOALS</b>									
Resource Utilization	4.54 35 85	4.31 13 76	4.71 7 88	4.17 6 86	3.88 16 89	3.33 3 100	4.67 3 75	4.33 83 85	
Cost Effectiveness	4.00 29 71	4.54 13 76	3.83 6 75	4.50 6 86	4.29 14 78	4.67 3 100	4.33 3 75	4.22 74 76	
Coordinate Program Development	4.05 37 90	4.33 9 53	4.29 7 88	4.17 6 86	4.40 15 83	4.00 2 67	3.50 2 50	4.17 78 80	
Student Access	4.65 34 83	4.24 17 100	4.43 7 88	5.00 5 71	4.29 14 78	5.00 3 100	3.33 3 75	4.47 83 85	
Enhance Communication	3.61 33 80	3.43 7 41	3.83 6 75	3.67 6 86	3.25 8 44	5.00 2 67	3.50 2 50	3.61 64 65	
Improve Long-Range Planning	3.48 29 71	3.57 7 41	3.40 5 63	2.50 6 86	3.92 12 67	4.33 3 100	3.33 3 75	3.52 65 66	
New Coalitions	3.20 20 49	3.25 4 24	3.60 5 63	4.00 2 29	3.33 6 33	3.00 1 33	5.00 1 25	3.36 39 40	
Protect Diversity	3.65 17 41	4.00 2 12	3.33 3 38	2.67 3 43	1.75 4 22	4.50 2 67	2.00 2 50	3.27 33 34	
Promote Diversity	3.21 14 34	4.00 2 12	2.67 3 38	1.00 1 14	2.25 4 22	4.00 2 67	2.00 1 25	3.00 27 28	
<b>SPECIFIC OBJECTIVES</b>									
Coordinate All Programs	4.06 17 41	4.67 3 18	4.00 1 13	2.50 2 29	4.17 6 33	0 0	2.67 3 75	3.91 32 33	
Joint Academic Programs	3.53 15 37	3.90 10 59	4.67 6 75	3.50 2 29	3.33 3 17	0 0	2.50 2 50	3.74 38 39	
Coordinate Continuing Education	4.00 21 51	3.67 3 18	3.50 4 50	3.00 3 43	3.67 6 33	4.50 2 67	2.50 2 50	3.76 41 42	
Coordinate Vocational-Technical Education	3.13 8 20	0 0	3.00 1 13	3.00 1 14	4.57 14 78	4.67 3 100	0 0	4.04 27 28	
Coordinate Community College Education	3.50 8 20	0 0	2.00 2 26	3.00 1 14	4.13 8 44	0 0	3.50 2 50	3.43 21 21	
Coordinate Educational TV	4.20 5 12	3.33 3 18	4.00 2 26	5.00 1 14	0 0	1.00 1 33	3.00 2 50	3.64 14 14	
Coordinate Educational Radio	4.33 3 7	2.00 1 6	3.00 1 13	5.00 1 14	0 0	1.00 1 33	0 0	3.43 7 7	
Coordinate Audiovisual Equipment	4.33 3 7	0 0	0 0	5.00 1 14	0 0	0 0	3.00 1 25	4.20 5 5	
Coordinate Computer Instructional Services	4.33 3 7	2.00 1 6	0 0	5.00 1 14	0 0	0 0	3.00 2 50	3.71 7 7	
Coordinate Other Instructional Resources	5.00 2 5	4.00 1 6	2.00 1 13	0 0	0 0	0 0	0 0	4.00 4 4	
Coordinate Data Processing	3.00 5 12	0 0	3.00 1 13	0 0	3.00 3 17	0 0	3.00 1 25	3.00 10 10	



high rating (4.54) to the goal of improved cost-effectiveness, while actions involving only associate degree and certificate programs give emphasis (4.40) to coordinating program development. Many graduate programs are of the high-cost, low-demand variety, and thus the strong attention to economic considerations in planning for those programs is to be expected.

In Table 4.5, the goals of regionalization are reported for each of seven regionalization patterns—those patterns developed from the principal elements of geographic area and institutional type.

The comprehensive-A intrastate regionalization pattern (whole state, all institutions) gives strongest attention (4.53) to coordination of program development. Regionalization actions for all institutions within a specific intrastate area or areas (the partial/all segments regionalization pattern) do not show that level of attention to program coordination (3.64).

The public comprehensive regionalization pattern (whole state, all public institutions), although giving strong attention to program development (4.50), rates even higher the goals of increased access (4.88) and improved cost-effectiveness (4.83). These seem to be repeating concerns of public authorities—to extend access to postsecondary educational opportunity, but to do so in a manner that is as cost-effective as possible.

Community college regionalization actions also rate high (4.40) on the program development and coordination goal. This emphasis seems to be particularly active in relation to the specific objective of coordinating vocational-technical education programs (4.50). Additionally, it can be noted that the community college regionalization pattern gives relatively weak attention to cost-effectiveness considerations (3.00).

For interstate regionalization actions, both the reciprocity-A (entire states, all public institutions) and contracts-A patterns (less than entire states, all four-year institutions) share a common emphasis on access. It is the highest rated goal for each.

Finally, Table 4.6 displays the goals of regionalization for the six selected regionalization patterns developed from the principal elements of geographic area and academic program level.

The comprehensive-B regionalization pattern (whole state, all program levels) gives highest attention (4.53) to the coordination of program development. The associate pattern also gives this goal top priority (4.42), with a particular emphasis on coordinating vocational-technical educational programs (4.67).

Those regionalization actions for all program levels within a specific intrastate geographic area(s) (the partial/broad pattern) rate increased access as the top priority (4.88). Interestingly, for those regionalization actions for specific program levels within a specific intrastate region (the partial/specific pattern) the goal emphasis shifts from access to cost-effectiveness considerations (4.80).



TABLE 4.5

## GOALS, BY TYPE OF REGIONALIZATION ACTION

GOALS	REGIONALIZATION PATTERNS, GEOGRAPHY AND INSTITUTIONS									
	INTRASTATE					INTERSTATE		INTER-STATE COMPACTS N=4	OTHER N=39	TOTAL N=98
	Comprehensive-A N=18	Public Comprehensive N=9	Community College N=6	Partial/AH Segments N=12	Partial/Public Senior N=5	Reciprocity-A N=6	Contracts-A N=8			
	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %
<b>BROAD GOALS</b>										
Resource Utilization	4.31 16 89	4.38 8 89	3.75 4. 67	4.55 11 100	4.76 4 80	3.80 5 83	4.33 6 75	5.00 3 75	4.31 28 87	4.33 83 86
Cost Effectiveness	4.07 14 78	4.83 6 67	3.00 3 50	3.70 10 83	5.00 3 80	3.80 5 83	4.00 7 87	3.50 2 50	4.67 24 80	4.22 74 76
Coordinate Program Development	4.53 15 83	4.50 8 89	4.40 5 83	3.64 11 100	4.20 5 100	3.40 5 83	4.40 5 63	3.33 3 75	4.14 21 70	4.17 78 80
Student Access	4.29 14 78	4.88 8 89	3.67 3 50	4.40 10 83	4.80 5 100	5.00 5 83	4.60 8 100	4.67 3 75	4.26 27 90	4.47 83 86
Enhance Communication	3.71 14 78	4.67 6 67	3.00 3 50	4.09 11 100	3.20 5 100	2.80 5 83	3.67 3 38	2.33 3 75	3.57 14 47	3.61 64 66
Improve Long-Range Planning	3.77 13 72	4.60 6 67	3.67 3 50	3.00 9 75	3.75 4 80	2.00 5 83	3.00 5 63	2.33 3 75	4.00 17 57	3.52 66 68
New Coalitions	3.00 10 56	4.00 2 22	4.00 2 33	3.71 7 58	4.00 2 40	0 0	4.00 3 38	1.00 1 25	3.17 12 40	3.36 39 40
Protect Diversity	3.33 6 33	4.20 5 56	2.00 1 17	2.86 7 58	3.50 2 40	0 0	4.00 2 25	1.00 1 25	3.22 9 30	3.27 33 34
Promote Diversity	3.50 4 22	3.67 3 33	2.00 1 17	2.00 5 42	4.00 2 40	3.00 3 50	3.00 1 12	2.50 2 50	3.17 6 20	3.00 27 28
<b>SPECIFIC OBJECTIVES</b>										
Coordinate All Programs	4.25 12 67	3.67 3 33	3.50 2 33	2.83 6 50	0 0	0 0	5.00 1 12	5.00 1 25	4.14 7 23	3.91 32 33
Joint Academic Programs	3.38 8 44	5.00 1 11	2.00 1 17	3.57 7 58	4.50 4 80	0 0	3.50 4 50	3.00 1 25	4.00 12 40	3.74 38 39
Coordinate Continuing Education	3.92 12 67	4.60 5 56	3.00 3 50	4.00 7 58	4.00 1 20	0 0	3.00 1 12	3.00 2 50	3.40 10 33	3.76 41 42
Coordinate Vocational Technical Education	3.50 4 22	4.80 5 56	4.50 6 100	3.00 1 8	0 0	0 0	0 0	2.00 1 25	3.90 10 33	4.04 27 28
Coordinate Community College Education	3.80 5 27	3.00 1 11	3.75 4 67	3.33 3 25	0 0	0 0	1.00 1 12	2.00 1 25	3.67 6 20	3.43 21 21
Coordinate Educational TV	4.40 5 27	1.00 1 11	0 0	4.33 3 25	3.00 1 20	0 0	2.00 1 12	0 0	3.33 3 10	3.64 14 14
Coordinate Educational Radio	5.00 2 11	1.00 1 11	0 0	5.00 1 6	3.00 1 20	0 0	2.00 1 12	0 0	3.00 1 3	3.43 7 7
Coordinate Audiovisual Equipment	5.00 1 6	0 0	0 0	5.00 2 17	0 0	0 0	0 0	0 0	3.00 2 7	4.20 5 5
Coordinate Computer Instructional Services	2.50 2 11	0 0	0 0	4.50 4 33	0 0	0 0	0 0	0 0	3.00 1 3	3.71 7 7
Coordinate Other Instructional Resources	5.00 1 6	0 0	0 0	0 0	3.00 2 40	0 0	0 0	0 0	5.00 1 3	4.00 4 4
Coordinate Data Processing	3.00 1 6	0 0	3.00 2 33	5.00 1 8	0 0	0 0	0 0	3.00 1 25	4.00 5 17	3.00 10 10

TABLE 4.6

## GOALS, BY TYPE OF REGIONALIZATION ACTION

GOALS	REGIONALIZATION PATTERNS: GEOGRAPHY AND PROGRAM LEVEL								Interstate Compacts N = 4	Other N = 25	Total N = 98
	INTRASTATE				INTERSTATE						
	Comprehensive-B N = 19	Associate N = 13	Partial/Broad N = 12	Partial/Specific N = 12	Reciprocity-B N = 5	Contracts-B N = 8	Mean n %	Mean n %			
<b>BROAD GOALS</b>	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	
Resource Utilization	4.50 16 84	4.00 11 85	4.78 9 75	4.18 11 92	4.00 5 100	4.20 5 62	5.00 3 75	4.26 23 92	4.33 83 85		
Cost Effectiveness	4.23 13 68	4.00 9 69	3.75 8 67	4.80 10 83	3.40 5 100	4.67 6 75	3.50 2 50	4.24 21 64	4.22 74 76		
Coordinate Program Development	4.53 17 89	4.42 12 92	3.90 10 83	4.00 9 75	3.20 5 100	4.00 4 50	3.33 3 75	4.22 18 72	4.17 78 80		
Student Access	4.44 16 84	4.11 9 69	4.88 8 67	4.50 12 100	4.80 5 100	4.25 8 100	4.67 3 75	4.32 22 88	4.47 83 85		
Enhance Communication	3.80 15 79	3.29 7 54	3.89 9 75	3.44 9 75	3.20 5 100	4.00 1 12	2.33 3 75	3.87 15 60	3.61 64 65		
Improve Long-Range Planning	3.91 11 58	3.89 9 69	4.00 8 67	3.11 9 75	2.40 5 100	2.87 3 37	2.33 3 75	3.78 17 68	3.52 65 66		
New Coalitions	3.36 11 58	3.60 5 38	3.33 6 50	3.50 6 50	3.00 1 20	3.00 1 12	1.00 1 25	3.50 8 32	3.36 39 40		
Protect Diversity	3.80 10 53	2.00 3 23	3.60 5 42	2.50 6 50	5.00 1 20	4.00 1 12	1.00 1 25	3.50 6 24	3.27 33 34		
Promote Diversity	3.50 6 32	2.00 2 15	3.00 2 17	2.40 5 42	3.25 4 80	0 0	2.50 2 50	3.33 6 24	3.00 27 28		
<b>SPECIFIC OBJECTIVES</b>											
Coordinate All Programs*	4.00 11 58	4.17 6	3.75 4 33	2.50 2 17	0 0	5.00 1 12	5.00 1 25	3.71 7 28	3.91 32 33		
Joint Academic Programs	3.50 8 42	3.50 2 15	3.60 5 42	4.22 9 75	0 0	2.00 2 25	3.00 1 25	4.00 11 44	3.74 38 39		
Coordinate Continuing Education	4.14 14 74	3.67 6 46	4.00 5 42	3.75 4 33	0 0	0 0	3.00 2 50	3.33 10 40	3.78 41 42		
Coordinate Vocational Technical Education	3.25 5 26	4.67 12 92	3.50 2 17	4.00 2 17	0 0	0 0	2.00 1 25	4.00 5 20	4.04 27 28		
Coordinate Community College Education	3.40 5 26	3.75 8 62	4.50 2 17	3.00 1 8	0 0	0 0	2.00 1 25	2.75 4 16	3.43 21 21		
Coordinate Educational TV	4.50 4 21	0 0	3.00 1 8	4.25 3 25	0 0	2.00 1 12	0 0	3.00 5 20	3.64 14 14		
Coordinate Educational Radio	5.00 2 10	0 0	4.00 1 8	4.00 2 17	0 0	2.00 1 12	0 0	1.00 1 4	3.43 7 7		
Coordinate Audiovisual Equipment	5.00 1 5	0 0	4.00 2 17	5.00 1 8	0 0	0 0	0 0	3.00 1 4	4.20 5 5		
Coordinate Computer Instructional Services	3.00 1 5	0 0	5.00 2 17	5.00 1 8	0 0	0 0	0 0	2.67 3 12	3.71 7 7		
Coordinate Other Instructional Resources	5.00 1 5	0 0	5.00 1 8	3.00 2 17	0 0	0 0	0 0	0 0	4.00 4 4		
Coordinate Data Processing	3.00 2 10	3.00 3 23	3.00 2 17	0 0	0 0	0 0	3.00 1 25	3.00 2 8	3.00 10 10		

For those interstate regionalization patterns within the geography by program level classification displayed in Table 4.6, again the emphasis is on access. Every interstate action noted cites increased access to postsecondary educational opportunity as a major goal. Reciprocity actions (entire states, all program levels) rate the access goal very high (4.80); the contract actions (less than entire states, graduate programs only) similarly give strong attention to access (4.25), but rate cost-effectiveness considerations even higher (4.67).

### Questions of Special Interest

#### Goals Related to Source of Authority

As noted in Chapter I, this study includes only those regional arrangements that in some way are recognized officially by one or more agencies in a state. Given this criterion, the (highest) source of authority for each of the 98 regionalization actions was identified and classified into one of four categories: (1) legislative, (2) administrative, (3) institutional, or (4) several (i.e., actions with multiple sources of authority, each with equal weight). Chapter V discusses in detail findings about the varying authority bases for regionalism. Here, only a brief examination is made of what impact, if any, the source of authority for regionalization actions has on the goals that are formulated for those actions.

Table 4.7 shows the distribution of goals related to the sources of authority. Regionalization actions within each of the three major categories of authority are somewhat similar in that they all give strong attention to economic considerations and access. Nevertheless, the data do show some rather interesting comparisons among actions with different sources of authority.

For example—and somewhat surprisingly—regionalization actions with legislative authorization report concern with access as the top-rated goal (4.46), while cost-effectiveness gets a relatively low rating (3.88). Those actions authorized by a unit of government with administrative authority similarly rate access as the highest goal (4.68), although these actions also give strong attention to cost-effectiveness considerations (4.55). Conversely, regionalization actions with only institutional authorization (but still recognized at the state level) rate cost-effectiveness as their major goal (4.38). Although less than the rating given to cost-effectiveness by administratively authorized actions, these data nevertheless show a serious concern by institutional interests with economy of operations and related matters.

Several other comparisons are noteworthy. The goal of increased interinstitutional communications is rated highest (4.00) by actions with institutional authorization. Long-range planning is most highly rated (3.96) by actions with administrative authorization. Finally, goals dealing with promoting and protecting diversity within postsecondary education are rated highest by administratively authorized actions and lowest by institutionally-authorized actions.

TABLE 4.7

## GOALS OF REGIONALIZATION ACTIONS, BY SOURCE OF AUTHORITY

GOALS	HIGHEST LEVEL OF AUTHORIZATION										TOTAL N = 98							
	Legislative N = 34			Administrative N = 40			Institutional N = 11			Several N = 11				Unclassified N = 2				
	Mean	n	%	Mean	n	%	Mean	n	%	Mean	n	%	Mean	n	%	Mean	n	%
<b>BROAD GOALS</b>																		
Resource Utilization	4.07	27	79	4.44	34	85	4.36	11	100	4.60	10	91	4.00	1	50	4.33	23	85
Cost Effectiveness	3.88	26	76	4.55	31	78	4.38	8	73	4.00	8	73	3.00	1	50	4.22	74	76
Coordinate Program Development	4.13	24	71	4.29	34	85	3.90	10	91	4.00	9	82	5.00	1	50	4.17	78	80
Student Access	4.46	26	76	4.68	34	85	4.18	11	100	4.18	11	100	4.00	1	50	4.47	83	85
Enhance Communication	3.00	20	59	3.93	28	70	4.00	9	82	3.57	7	64	0	0	0	3.61	64	65
Improve Long-Range Planning	3.23	22	65	3.96	27	68	3.29	7	64	3.13	8	73	3.00	1	50	3.52	65	66
New Coalitions	3.47	15	44	3.43	14	35	3.40	5	45	3.00	5	45	0	0	0	3.36	39	40
Protect Diversity	3.20	10	29	3.79	14	35	2.25	4	36	3.00	4	36	2.00	1	50	3.27	33	34
Promote Diversity	3.00	8	24	3.67	12	30	1.50	2	18	2.00	5	45	0	0	0	3.00	27	28
<b>SPECIFIC OBJECTIVES</b>																		
Coordinate All Programs	4.57	7	21	3.85	13	33	3.80	5	45	3.50	6	55	3.00	1	50	3.91	32	33
Joint Academic Programs	4.50	10	29	3.27	15	38	3.75	8	73	3.60	5	45	0	0	0	3.74	38	39
Coordinate Continuing Education	3.60	10	29	4.12	17	43	3.29	7	64	3.50	6	55	4.00	1	50	3.76	41	42
Coordinate Vocational-Technical Education	4.42	7	21	4.20	10	25	4.25	4	36	2.50	4	36	4.50	2	100	4.04	27	28
Coordinate Community College Education	3.63	8	24	3.40	5	12	3.00	3	27	2.33	3	27	5.00	2	100	3.43	21	21
Coordinate Educational TV	3.67	3	9	3.14	7	17	4.50	2	18	4.50	2	18	0	0	0	3.64	14	14
Coordinate Educational Radio	4.00	2	6	2.75	4	10	0	0	0	5.00	1	9	0	0	0	3.43	7	7
Coordinate Audiovisual Equipment	3.00	1	3	4.33	3	8	0	0	0	5.00	1	9	0	0	0	4.2	5	5
Coordinate Computer Instructional Services	3.00	1	3	4.00	4	10	0	0	0	3.50	2	18	0	0	0	3.7	7	7
Coordinate Other Instructional Resources	5.00	2	6	4.00	1	2	0	0	0	2.00	1	9	0	0	0	4.00	4	4
Coordinate Data Processing	1.00	1	3	3.33	6	15	3.00	2	18	3.00	1	9	0	0	0	3.00	10	10

## Goals Related to Age of Regionalization Actions

Although regionalism *per se* is a relatively new concept within postsecondary education planning circles, a number of regionalization actions have been operational in the states for five or more years. The design of this particular study did not permit an analysis of how goals might change over a period of time. However, the question could be asked: Does age or operational maturity have an impact on the goals of regionalization, as those goals are known to exist in academic year 1977-78?

Table 4.8 displays the distribution of goals over several groups of regionalization actions with varying degrees of operational maturity: The data show goals to be relatively consistent for actions of different age. Cost-effectiveness, program development, and student access are rated fairly consistently for the different implementing years, with a few minor differences.

For example, the ratings for the goals of interinstitutional communications, long-range planning, new coalitions, and protecting diversity all are higher for actions implemented in more recent years—although the percentage of actions citing these goals decreases with newer actions or is at best stable.

## Goal Emphases in the Case States

The eight case states can be classified into three rather distinct groups with regard to the broad goals that they hold for the *concept* of regionalism—or at least for how those goals are perceived by various postsecondary interests in the states and reported in the many interviews conducted for this study. It is apparent that the major goal emphasis for some states is on money matters—resource utilization, cost-effectiveness, program duplication, and other related economic considerations. In other states, quite the opposite is true, and regionalism efforts are concerned primarily with access to postsecondary opportunity and even the quality of programs offered—matters quite removed from the strictly dollars and cents issues. Finally, some states show a multiple goal emphasis for regionalism, with several goals seemingly of equal importance.

California, New York, and Pennsylvania seem most concerned with the economic aspect of regionalism in postsecondary education. In California, economic-related goals were cited in the interviews twice as often as other goals. Most of the discussion concerned the intersegmental postsecondary structure that exists in that state and the need to eliminate intersegmental barriers and jurisdictional lines that lead to unnecessary duplication among the different systems. Likewise in New York, the goal of increasing efficiency within postsecondary education was mentioned twice as frequently as any other goal. And in Pennsylvania, the major theme to emerge from the discussion of goals was economy of operations, with particular attention to improving the coordination of academic program development to eliminate unnecessary programmatic duplication.

The goal emphasis of regionalism as reported for Illinois and Minnesota is in marked contrast to these strictly economic considerations. Although

TABLE 4.8

## GOALS, BY AGE OF REGIONALIZATION ACTIONS

GOALS	DATE OF IMPLEMENTATION OF REGIONALIZATION ACTIONS					T O T A L N = 98
	Not Implemented N = 29	1977 N = 3	1975 - 76 N = 17	1973 - 74 N = 15	Before 1973 N = 34	
	Mean n %	Mean n %	Mean n %	Mean n %	Mean n %	
<b>BROAD GOALS</b>						
Resource Utilization	4.35 23 79	3.50 2 67	3.81 16 94	4.38 13 87	4.62 29 85	4.33 83 85
Cost Effectiveness	3.84 19 66	5.00 2 67	4.31 16 94	4.58 12 80	4.20 25 74	4.22 74 76
Coordinate Program Development	4.15 20 69	4.00 2 67	4.16 14 82	4.15 13 87	4.10 29 85	4.17 78 80
Student Access	4.45 22 75	5.00 3 100	4.27 15 88	4.36 14 93	4.59 29 85	4.47 83 85
Enhance Communication	3.20 15 52	3.00 1 33	4.20 10 59	3.75 12 80	3.58 26 76	3.61 64 65
Improve Long-Range Planning	3.88 16 55	3.00 2 67	4.00 12 71	3.67 12 80	3.00 23 68	3.52 85 86
New Coalitions	3.25 8 28	2.50 2 67	3.71 7 41	3.50 8 53	3.21 14 41	3.36 39 40
Protect Diversity	2.80 5 17	0 0	3.83 6 36	3.50 6 40	3.13 16 47	3.27 33 34
Promote Diversity	3.50 4 14	0 0	3.00 6 36	3.20 5 33	2.75 12 35	3.00 27 28
<b>SPECIFIC OBJECTIVES</b>						
Coordinate All Programs	3.50 10 34	0 0	4.50 4 24	4.00 4 27	4.00 14 41	3.91 32 33
Joint Academic Programs	2.57 7 24	3.00 1 33	4.75 4 24	4.14 7 47	3.84 19 56	3.74 38 39
Coordinate Continuing Education	3.50 10 34	0 0	4.83 6 36	4.25 4 27	3.48 21 62	3.76 41 42
Coordinate Vocational-Technical Education	4.13 8 28	5.00 1 33	4.50 8 47	4.00 2 13	3.38 8 24	4.04 27 28
Coordinate Community College Education	3.71 7 24	0 0	4.25 4 24	3.00 2 13	2.88 8 24	3.43 21 21
Coordinate Educational TV	4.00 2 7	0 0	0 0	3.50 2 13	3.60 10 29	3.64 14 14
Coordinate Educational Radio	0 0	0 0	0 0	3.00 1 7	3.50 6 18	3.43 7 7
Coordinate Audiovisual Equipment	3.00 1 3	0 0	5.00 1 6	0 0	2.60 3 9	4.20 5 5
Coordinate Computer Instructional Services	3.00 1 3	0 0	5.00 1 6	2.00 1 7	4.00 4 12	3.71 7 7
Coordinate Other Instructional Resources	0 0	0 0	0 0	4.00 1 7	4.00 3 9	4.00 4 4
Coordinate Data Processing	3.33 3 10	0 0	3.00 1 6	2.00 1 7	3.00 5 15	3.00 10 10

cost-effectiveness was given strong attention in the interviews in Illinois, the conclusion seems warranted that goals for regionalism in that state go far beyond these economic concerns. Regionalism is being pursued to provide greater access to postsecondary opportunities and to increase the quality of postsecondary programs by drawing on a broader base of financial and intellectual resources in the state. The pattern in Minnesota is similar but even more pronounced. All but two interviewees in that state cited efforts to increase access to postsecondary educational opportunities as the major goal for regionalism efforts. That kind of consensus on goals was not often found in the case states.

Louisiana, Ohio, and Utah had somewhat more mixed goals for regionalism. In each of these states, no one goal or set of goals was emphasized. Rather, several goals—those relating primarily to economic considerations as well as those concerned with access, quality, and other matters—were given approximately equal weight in the interviews.

Finally, it should be noted that data were also sought in each of the case states on the process involved in the development and formulation of the goals for regionalism. And although the case states do differ in their major goals; they nevertheless do exhibit a strong similarity in how those goals were formulated and made known. In each case state, the initiative for developing and promulgating the goals of regionalism has been assumed largely by various state-level offices. In short, the goals for regionalism—within the case states, at least—have emerged as a function of leadership exercised by state-level postsecondary interests within the context of various state-level planning processes.

#### Official Goals and Operative Goals

Within organizational theory, a distinction is often made between official goals and operative goals (Perrow, 1961). Official goals are those purposes of an organization that are put forth in the charter, annual reports, and other authoritative announcements. Operative goals, on the other hand, designate the ends sought through the actual operating policies of the organization. They tell the interested observer what the organization *actually is* trying to accomplish, regardless of what the official goals *say* the organization is trying to accomplish.

Even before the present study was undertaken, the authors had ample evidence that state-level educational agencies were assuming an active role in postsecondary regionalism developments (Martorana and McGuire, 1976). Thus, an attempt was made in the interviews to determine whether or not the various postsecondary educational interests in the case states perceive any differences between the officially-stated goals of the state-level interest in regionalism and what they believe the operative goals of the development to be. Stated differently, are there any "hidden agendas" to the state-level attention to regionalism—or, more correctly, do postsecondary interests in the case states perceive any such "hidden agendas"?



In three states—California, New York, and Pennsylvania—interviewees responded in the affirmative. That is, they did feel that there were significant differences between the officially stated goals of regionalism and what state-level interests were actually trying to accomplish in these efforts. In California, the interviews showed that various postsecondary interests perceive regionalism to be a direct challenge to existing postsecondary organizational structures. At the segmental level, leadership see regionalism in its extreme form as an attempt to dismantle the current tripartite structure; institutional interests see regionalism as a very real threat to autonomy. In New York, leadership of the State University of New York (SUNY) perceive regionalism efforts by the Board of Regents as a threat to its authority over the component parts of the University throughout the state. At the campus level, the public institutions fear that regionalism, as proposed by the Regents, would serve to protect the interests of the private sector while threatening their own growth and development. Finally, in Pennsylvania the interviews support the conclusion that institutional interests in the state perceive the movement toward regionalism as a definite attempt by the Department of Education to extend its influence and control throughout the state by creating a formal structure at the regional level.

A recurrent theme appears in these states—namely that postsecondary interests (particularly those at the institutional level) perceive regionalism as a mechanism for increased control by various state-level educational interests. This is the operative goal, the "hidden agenda," most feared in California, New York, and Pennsylvania. What is most interesting to note is that these are the same three states which reportedly have brought a primarily economic emphasis to postsecondary regionalism efforts.

### Special Perspectives

The data presented in this chapter and the many analyses of that data shall clearly have different meanings and implications for the various postsecondary interest groups in the states. Furthermore, different parts of the analyses done shall be of special interest to particular interests in postsecondary education at the federal, state, regional, and local levels. Accordingly, this section briefly examines the data in terms of the special implications and points of interest that findings based upon them have for various postsecondary interest groups.

One finding from the data that should be of particular interest to the state-level educational audience is the apparent attention of institutional interests to cost-effectiveness considerations in regionalism efforts. Regionalization actions with only institutional authorization rate cost-effectiveness as their major goal (see Table 4.7). State-level educational policymakers, hard-pressed by escalating costs on the one hand and stabilizing or even decreasing revenues on the other, should find this welcome news.

However, a certain caveat must be made to state-level interests. In the case states examined most closely in this study, the data show that institutional interests are most likely to resist regionalism efforts when that concept is promoted by state-level educational interests primarily on the basis of economic and fiscal



considerations. Institutions tend to interpret such actions as a threat to their own autonomy and control. This situation, coupled with the fact that institutions themselves recognize the need for serious attention to economic matters, seems to present the perplexing situation of state-level and institutional interests agreeing on the importance of cost-effectiveness within postsecondary operations, but the latter balking or at least becoming suspicious when state agencies make such concerns the major focus of regionalism efforts.

Critics of institutional operations might charge that this implicit distrust and sometimes open conflict has developed largely because institutions have been unwilling to take the difficult steps necessary to respond to the steady-state conditions of the 1970s. To this can be added that certainly postsecondary institutions are very reluctant to effect cutbacks in their own programs and operations—as are all complex organizations. However, some evidence indicates that it is oftentimes not so much the particular goals and purposes for state-level planning to which institutions object, as it is the manner in which they are presented and implemented.

In the least, institutional leadership, for its part, must fully recognize the very strong fiscal concerns held by state-level interests. They should strive to develop operational methods that give attention both to the traditional values of campus autonomy and to the sometimes competing, more contemporary concerns such as public accountability, cost-effectiveness, and increased productivity. On the other hand, institutional interests should be somewhat encouraged by the data previously noted in this chapter that regionalization actions with legislative authorization, as well as those with administrative authority, give highest attention to efforts to increase access to postsecondary educational opportunity—a concern that institutional interests certainly share.

### Summary

The primary push toward regionalization is clearly from pressures for greater effectiveness and efficiency and related economic considerations. This conclusion is supported both by the data on the goals and expectations for the concept of regionalism and that for the 98 specific regionalization actions. This emphasis on economy of operations reflects the increasing demands being made upon postsecondary education for greater accountability and productivity in all regions of the country.

Acknowledging these growing pressures for accountability in all postsecondary operations and the subsequent major focus of regionalism efforts on fiscal matters, it nevertheless should be emphasized that regionalism is *not* a one-dimensional concept insofar as its goals are concerned. On the contrary, attention to regionalism is developing as a response to several issues not directly related to economic concerns. And although not as central as the economic-related goals, these other areas are significant just the same.

Chief among these "secondary" goal emphases is the concern with increasing access to postsecondary educational opportunity. This goal is clearly getting substantial attention in regionalism developments throughout the several states. Improving communication among all types of postsecondary educational institutions and improving long-range planning efforts are receiving less but still considerable attention.

The data show that the goals for regionalism and regionalization are very consistent for different parts of the country and for different types of regionalization actions. For the most part, the general pattern described above holds—that is, a major emphasis on resource utilization and related economic considerations, with less but still strong attention to increasing access to postsecondary opportunity. Some variance on goals exists, however, for certain selected variables. A few highlights are noted here:

1. **U.S. Regional Differences**—The goal of improving long-range planning has a particularly strong rating in the Midwest; in the South, more importance is attached to access; regionalism efforts in the South also seem to be more concerned with promoting diversity within postsecondary education; regionalism in the West gives particular attention to increased interinstitutional communications.
2. **Geographic Area**—Interstate regionalization actions tend to be more one-dimensional in their goal emphasis, with access the primary concern; intrastate actions give stronger attention to the coordination of academic program development; intrastate actions for the whole state particularly emphasize coordination of program development.
3. **Institutional Type**—Regionalization actions developed for the public sector emphasize cost-effectiveness much more strongly than do actions for all institutions, public and private; the latter give a higher attention to interinstitutional communications; within the public-only category, actions involving only four-year institutions rate higher the goals of resource utilization and cost-effectiveness than do those actions involving only two-year institutions; the latter are more concerned with access and academic program development.
4. **Academic Program Level**—Regionalization actions for graduate programs give a high rating to improved cost-effectiveness; actions for associate and certificate programs give more emphasis to coordinating program development.
5. **Regionalization Patterns: Geography and Institutions**—The public comprehensive intrastate regionalization pattern gives strongest attention to what seem to be repeating dual concerns of public authorities—to extend access to postsecondary educational opportunity in a manner that is as cost-effective as possible; community college regionalization actions rate highest on the program development and coordination goal, particularly with regard to vocational education.

programs; community college actions do not emphasize cost-effectiveness considerations.

6. **Regionalization Patterns: Geography and Program Level**—Those regionalization actions for all program levels within a specific intrastate geographic area rate increased access as the top priority; for actions for specific program levels within a specific intrastate region, the goal emphasis shifts from access to post-effectiveness.
7. **Source of Authority**—Regionalization actions with legislative authorization and those having authorization by a unit of government with administrative authority both rate access as the highest goal; actions with only institutional authorization rate cost-effectiveness as the major goal.
8. **Operational Maturity**—goals do not vary appreciably with operational maturity of regionalization actions.

In sum, the data suggest that indeed regionalism is emerging as a response to several broad goals and purposes and can in fact be utilized as a mechanism for pursuing several different ends. It seems clear that regionalism is emerging *primarily* as a response to economic concerns. But just as certainly, regionalism is also emerging as a response to other goals and pressures not strictly economic in kind.

An observation from the case states is that institutional interests are most likely to perceive regionalism as a mechanism for increased state-level control and thus a threat to institutional autonomy when the concept is promoted primarily on the basis of economic and fiscal considerations. Leadership of colleges and universities tend to perceive in such regionalism efforts a difference between the officially stated goals and what they believe are the operative goals or "hidden agendas."

## CHAPTER V

### AUTHORITY AND LEGITIMACY

As noted in Chapter I, the 98 regionalization actions were separated from voluntary consortia on the criterion of official recognition by one or more segments of state government authorized to influence state planning and coordination of postsecondary education. Chapter V examines these various sources from which authority for regionalism has been extended.

For each regionalization action, *all state-level sources of official recognition* were identified. In addition, *the single highest level authorization* under which the actions operate was identified. Finally, each regionalization action rated *the strength of its authority base* on a scale from very weak to very strong.

The categorical sources of official state-level recognition are reported as five subunits of state executive government; four subunits of state legislatures; and seven types of state-level education agencies, commissions, or boards. These are the state governmental interests active in recognizing and thereby legitimizing regionalization actions. The highest level authorization provided for regionalization actions is one of three kinds: legislative, administrative, or institutional. Legislative authorization occurs by statute or resolution. Administrative authorization includes the actions of bodies corporate, state executive branch actions, and actions of executive officers of commissions or agencies. These sources of authorization were included only when their actions were taken as representatives of state government. Finally, institutionally authorized actions are those that occur through institutional commitment only but are nevertheless officially recognized at the state level as contributing to the state's movement toward stronger interinstitutional coordination.

The tables in this chapter are divided on the vertical axis into three distinct sections. The first section displays state-level branches of government and education boards and agencies which were reported by the regionalization actions as sources of official recognition. The second section reports sources of highest level sanction (authorization), and the final section shows the perceived strength of various sources of recognition and authorization. Geography, institutional type, and academic program level continue as the principal elements for comparative discussion.

#### Designs, Manifestations, Operations

Table 5.1 divides the universe of regionalization actions by their geographic configuration. The rightmost column of the table displays the universe totals for the distribution of regionalization actions both by sources of official recognition and by highest level authorization. This distribution is included on all subsequent tables in the chapter, and the following discussion of universe totals applies to all data displays.

TABLE 5.1  
AUTHORITY OF REGIONALIZATION ACTIONS BY GEOGRAPHIC AREA INCLUDED

AUTHORITY	GEOGRAPHIC AREA										Interstate Compacts		TOTAL			
	INTRASTATE					INTERSTATE										
	Whole State N = 41		Part(s) of State N = 28		TOTAL N = 67		Entire States N = 13		Other N = 14		TOTAL N = 27		N = 4		N = 98	
	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%
<b>OFFICIAL RECOGNITION</b>																
<b>EXECUTIVE BRANCH</b>																
Governor's Office	10	24	9	35	19	28	12	92	5	36	17	63	3	75	39	40
State Budget Office	7	17	10	38	17	25	9	68	6	43	15	56	1	25	33	34
State Planning Office	5	12	4	15	9	13	1	8	1	7	2	7	1	25	12	12
Attorney General's Office	4	10	3	11	7	10	2	15	2	14	4	15	0	0	11	11
Other	6	15	5	19	11	16	1	8	2	14	3	11	0	0	14	14
<b>LEGISLATIVE BRANCH</b>																
Entire Legislature	14	34	13	50	27	40	9	68	8	57	17	63	4	100	48	49
Education Committees	10	24	9	37	19	28	9	69	5	36	14	52	1	25	34	36
Administrative Office	3	7	2	8	5	7	2	15	0	0	2	7	1	25	8	8
Other	2	5	2	8	4	6	4	31	2	14	6	22	0	0	10	10
<b>EDUCATIONAL STATE AGENCIES</b>																
Board Responsible For																
All Education	5	12	6	23	11	16	1	8	4	29	5	19	1	25	17	17
All Public Education	6	15	4	15	10	15	1	8	0	0	1	4	2	50	13	13
All Postsecondary Education	10	24	7	27	17	25	5	38	1	7	6	22	1	25	24	24
All Public Postsecondary Education	11	27	8	31	19	28	5	38	4	29	9	33	2	50	30	31
Segment of Postsecondary Education	8	19	7	27	15	22	1	8	4	29	5	19	1	25	21	21
1202 Commission	14	34	7	27	21	31	5	38	2	14	7	26	1	25	29	30
Statewide University Governing Board	8	19	6	23	14	21	2	15	5	36	7	26	2	50	23	23
Other	6	15	3	11	9	13	0	0	2	14	2	7	0	0	11	11
OTHER	0	0	1	4	1	1	0	0	1	7	1	4	0	0	2	2
<b>HIGHEST AUTHORIZATION</b>																
<b>LEGISLATIVE</b>																
Statute	7	17	7	27	14	31	3	23	4	29	7	26	3	75	24	24
Resolution	1	2	0	0	1	1	0	0	1	7	1	4	0	0	2	2
Other	3	7	3	11	6	9	1	8	1	7	2	7	0	0	8	8
<b>ADMINISTRATIVE</b>																
Governatorial Resolution	0	0	0	0	0	0	0	9	1	7	1	4	0	0	1	1
Action of State Agency	16	36	7	27	23	34	7	54	2	14	9	33	0	0	32	33
Action of Chief Executive of Agency	3	8	3	11	6	9	0	0	0	0	0	0	0	0	6	6
Other	1	2	0	0	1	1	0	0	0	0	0	0	0	0	1	1
<b>INSTITUTIONAL</b>	4	10	3	11	7	10	1	8	1	7	2	7	0	0	9	9
<b>OTHER</b>	1	2	0	0	1	1	0	0	1	7	1	4	0	0	2	2
<b>SEVERAL</b>	3	7	3	11	6	9	1	8	4	21	4	15	1	25	11	11
<b>STRENGTH</b>																
VERY STRONG	13	32	8	31	21	31	9	69	8	57	17	63	2	50	40	41
STRONG	14	34	8	31	22	33	2	15	3	21	5	19	1	25	28	29
MEDIUM	10	24	7	27	17	25	2	15	1	7	3	11	1	25	21	21
WEAK	2	5	1	4	3	4	0	0	2	14	2	7	0	0	5	5
VERY WEAK	0	0	1	4	1	1	0	0	0	0	0	0	0	0	1	1

The executive branch of state government is shown as actively involved in the official recognition of a high percentage of regionalization actions. Forty percent of them are officially recognized by governors' offices, and 34 percent have the official recognition of state budget officers. While the other subunits of the executive branch of state government are not as active, none is cited by fewer than 10 percent of all regionalization actions as involved in recognizing their activity.

Nearly one-half (49 percent) of all regionalization actions are officially recognized by state legislatures acting as a body. Thirty-five percent are recognized by the education committees of legislatures. Like the executive branch, the other subunits of the legislative branch show a sharp drop in providing official recognition to regionalization actions. Also like the subunits of the executive branch, all legislative choices were selected by about 10 percent of the actions.

Five of the seven state education agencies examined were reported by 21 percent or more of the universe of regionalization actions as active in providing official recognition to regionalism. The agency most often mentioned was the state board responsible for all public postsecondary education (31 percent). The 1202 Commissions followed closely, with 30 percent of the universe citing them as a source of official recognition.

The clustering of regionalization actions by authority base shifts somewhat when their highest level authorization is considered. Twenty-four percent of all actions function under state statutory authorization; 33 percent function by administrative sanction of state agencies (most often educational); and 9 percent have institutional authorization. The perceived strength of various authority bases is discussed later in this chapter.

Table 5.1 also provides several interesting comparisons between the sources of official recognition for interstate and intrastate regionalization actions. Governors' offices are cited twice as frequently as a source of official recognition by interstate regionalization actions than by intrastate ones (63 percent to 28 percent). State legislatures also appear more active in tendering official recognition to interstate actions than to intrastate ones (63 percent to 40 percent).

The various types of highest level authorization are roughly balanced between inter and intrastate regionalization actions. Frequency of statutory authorization varies by 5 percent (in favor of intrastate actions) and administrative authorization (by action of a state agency) by only 1 percent.

Within the intrastate category, the executive branch of state government is consistently shown to be more active in providing official recognition to actions serving parts of states than those serving the entire state. This pattern also holds for the official recognition of state legislatures and most of the state education agencies examined. Only the 1202 Commissions are more active in the recognition of intrastate/whole state regionalization actions (34 percent) over those involving parts of states (27 percent). This reflects the mandate of these agencies, as specified in the 1972 Higher Education Amendments, to engage in comprehensive postsecondary planning activities.



The interstate regionalization configuration inverts this pattern. Here the highest percentages for official recognition most often involve actions servicing entire states rather than portions of the states. State boards responsible for a particular segment of postsecondary education are an exception. These agencies more often are involved in interstate actions for less than entire states.

From the figures rating the strength of the authority base for regionalism by geographic area included, a very definite pattern emerges. The percentage of interstate regionalization actions claiming a very strong authority base (63 percent) is twice the percentage of intrastate actions making that same claim (31 percent).

Table 5.2 reports the sources of authority for regionalization actions by the type of institutions included. The data show institutional type to have little effect on the frequency of recognition by executive and legislative branches of state government. However, a consistently larger percentage of the more comprehensive actions (those involving both public and private institutions) are recognized by state education agencies.

A somewhat different pattern emerges for the highest level authorization for the regionalization actions. For the public sector, regionalization actions most frequently operate under administrative authorization (by action of a state agency). Actions that include both public and private institutions are as likely to have legislative authorization as they are administrative authorization. In other words, the comprehensive actions more often seem to require higher levels of authorization to become operational.

Within the public-only category, the highest level authorization does appear to be influenced by whether two-year or four-year postsecondary institutions are included in the actions. For example, only 7 percent of regionalization actions involving four-year institutions report statutory authorization, as compared to 30 percent of two-year institution actions. Forty-three percent of four-year institution actions, however, operate under administrative authorization as the highest level authority base, while only 20 percent of two-year actions do likewise.

The strength of the authority base for regionalization actions also seems to be influenced by whether two-year or four-year institutions are included in the actions. Again within the public-only category, only 20 percent of the two-year actions report their authority base as very strong, as compared to 57 percent of the four-year actions and 47 percent of those actions including both two-year and four-year institutions.

Table 5.3 reports the various sources of authority by the academic program levels involved. Six categories of regionalization actions are identified in the table. Some categories include a number of academic levels while others are focused on more specific levels.

The executive offices of state government continue to appear active in recognizing most regionalization actions. Nearly 60 percent of the actions for graduate programs, for example, report recognition by governors' and state budget

TABLE 5 2  
AUTHORITY OF REGIONALIZATION ACTIONS, BY TYPE OF INSTITUTION INCLUDED

AUTHORITY	INSTITUTIONAL TYPE																			TOTAL		
	PUBLIC AND PRIVATE								PUBLIC ONLY								PRIVATE ONLY		UNCLASSIFIED			
	4-Year Only N = 14		2-Year Only N = 2		2- & 4-Year N = 36		TOTAL N = 52		4-Year Only N = 14		2-Year Only N = 10		2- & 4-Year N = 20		TOTAL N = 44		4-Year Only N = 1		N = 1		N = 98	
	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%
<b>OFFICIAL RECOGNITION</b>																						
<b>EXECUTIVE BRANCH</b>																						
Governor's Office	9	64	0	0	12	33	21	40	6	43	2	20	9	45	17	39	1	100	0	0	39	40
State Budget Office	7	50	0	0	13	36	20	38	7	50	1	10	4	20	12	27	1	100	0	0	33	34
State Planning Office	2	14	1	50	5	14	8	15	2	14	1	10	1	5	4	9	0	0	0	0	12	12
Attorney General's Office	3	21	0	0	4	11	7	13	2	14	1	10	1	5	4	9	0	0	0	0	11	11
Other	1	7	0	0	9	25	10	19	1	7	2	20	1	5	4	9	0	0	0	0	14	14
<b>LEGISLATIVE BRANCH</b>																						
Entire Legislature	9	64	0	0	17	47	26	50	6	43	4	40	10	50	20	45	1	100	1	100	48	49
Education Committees	5	36	0	0	15	42	20	38	6	43	2	20	5	25	13	30	1	100	0	0	34	35
Administrative Office	1	7	0	0	5	14	6	12	1	7	0	0	1	5	2	5	0	0	0	0	8	8
Other	1	7	0	0	5	14	6	12	0	0	1	10	3	15	4	9	0	0	0	0	10	10
<b>EDUCATIONAL STATE AGENCIES</b>																						
Board Responsible For																						
All Education	2	14	1	50	9	25	12	23	1	7	1	10	3	15	5	11	0	0	0	0	17	17
All Public Education	4	29	1	50	7	19	12	23	0	0	0	0	1	5	1	2	0	0	0	0	13	13
All Postsecondary Education	2	14	1	50	13	36	16	31	2	14	1	10	5	25	8	18	0	0	0	0	24	24
All Public Postsecondary Education	6	43	2	100	11	31	19	37	3	21	3	30	5	25	11	25	0	0	0	0	30	31
Segment of Postsecondary Education	3	21	0	0	5	14	8	15	4	29	2	20	6	30	12	27	1	100	0	0	21	21
1292 Commission	1	7	0	0	18	50	19	37	2	14	3	30	5	25	10	23	0	0	0	0	29	30
Statewide University Governing Board	6	43	0	0	5	14	11	21	6	43	0	0	6	30	12	27	0	0	0	0	23	23
Other	2	14	0	0	6	17	8	15	0	0	1	10	1	5	2	5	0	0	1	100	11	11
<b>OTHER</b>	0	0	0	0	1	3	1	2	0	0	1	10	0	0	1	2	0	0	0	0	2	2
<b>HIGHEST AUTHORIZATION</b>																						
<b>LEGISLATIVE</b>																						
Statute	6	43	0	0	7	19	13	25	1	7	3	30	5	25	9	20	1	100	1	100	24	24
Resolution	0	0	0	0	0	0	0	0	1	7	0	0	1	5	2	5	0	0	0	0	2	2
Other	1	7	0	0	5	14	6	12	0	0	0	0	2	10	2	5	0	0	0	0	8	8
<b>ADMINISTRATIVE</b>																						
Governatorial Resolution	1	7	0	0	0	0	1	2	0	0	0	0	0	0	0	0	0	0	0	0	1	1
Action of State Agency	2	14	1	50	10	28	13	25	6	43	2	20	11	55	19	43	0	0	0	0	32	33
Action of Chief Executive of Agency	0	0	1	50	4	11	5	10	1	7	0	0	0	0	1	2	0	0	0	0	6	6
Other	0	0	0	0	0	0	0	0	0	0	1	10	0	0	1	2	0	0	0	0	1	1
<b>INSTITUTIONAL</b>	1	7	0	0	3	8	4	8	3	21	2	20	0	0	5	11	0	0	0	0	9	9
<b>OTHER</b>	1	7	0	0	1	3	4	8	0	0	0	0	0	0	0	0	0	0	0	0	3	3
<b>SEVERAL</b>	2	14	0	0	5	14	7	13	2	14	1	10	1	5	4	9	0	0	0	0	11	11
<b>STRENGTH</b>																						
<b>VERY STRONG</b>	10	71	1	50	10	28	21	40	8	57	2	20	9	47	19	43	0	0	0	0	40	41
<b>STRONG</b>	3	21	0	0	11	31	14	27	5	36	2	20	6	32	13	30	1	100	0	0	28	29
<b>MEDIUM</b>	0	0	1	50	13	36	14	27	1	7	3	30	3	16	7	16	0	0	0	0	21	21
<b>WEAK</b>	1	7	0	0	0	0	1	2	0	0	2	20	1	5	3	7	0	0	1	100	5	5
<b>VERY WEAK</b>	0	0	0	0	1	3	1	2	0	0	0	0	0	0	0	0	0	0	0	0	1	1



TABLE 5.3  
 AUTHORITY OF REGIONALIZATION ACTIONS, BY ACADEMIC PROGRAM LEVEL INCLUDED

AUTHORITY	ACADEMIC PROGRAM LEVEL														TOTAL	
	All Levels N = 41		Graduate Only N = 17		Bacc. and Above N = 8		Under graduate N = 7		Assoc & Certif N = 18		Noncredit Only N = 3		Unclassified N = 4		N = 98	%
	n	%	n	%	n	%	n	%	n	%	n	%	n	%		
OFFICIAL RECOGNITION																
EXECUTIVE BRANCH																
Governor's Office	14	34	10	59	3	37	4	57	4	22	2	67	2	50	38	40
State Budget Office	14	34	10	59	3	37	3	43	1	6	0	0	2	50	33	34
State Planning Office	4	10	4	23	0	0	1	14	2	11	0	0	1	25	12	12
Attorney General's Office	4	10	4	23	1	12	1	14	1	6	0	0	0	0	11	11
Other	7	17	2	12	0	0	2	29	2	11	0	0	1	25	14	14
LEGISLATIVE BRANCH																
Entire Legislature	18	44	10	59	4	50	6	86	8	44	1	33	1	25	48	49
Education Committees	14	34	9	53	2	25	2	29	4	22	1	33	2	50	34	35
Administrative Office	2	5	3	18	0	0	1	14	0	0	1	33	1	25	8	8
Other	7	17	1	6	0	0	0	0	1	6	0	0	1	25	10	10
EDUCATIONAL STATE AGENCIES																
Board Responsible For																
All Education	8	19	2	12	0	0	3	43	2	11	1	33	1	25	17	17
All Public Education	4	10	2	12	1	12	2	29	2	11	0	0	2	50	13	13
All Postsecondary Education	13	32	3	18	0	0	2	29	3	17	1	33	2	50	24	24
All Public Postsecondary Education	10	24	4	23	3	37	4	57	7	38	0	0	2	50	30	31
Segment of Postsecondary Education	7	17	5	29	3	37	0	0	2	11	2	67	2	50	21	21
1202 Commission	19	46	2	12	0	0	0	0	4	22	1	33	3	75	29	30
Statewide University Governing Board	8	19	6	35	5	62	0	0	1	6	2	67	1	25	23	23
Other	5	12	0	0	3	37	0	0	3	17	0	0	0	0	11	11
OTHER	1	2	0	0	0	0	0	0	1	6	0	0	0	0	2	2
HIGHEST AUTHORIZATION																
LEGISLATIVE																
Statute	9	22	4	23	2	25	3	43	5	28	0	0	1	25	24	24
Resolution	0	0	1	6	0	0	0	0	0	0	1	33	0	0	2	2
Other	5	12	1	6	0	0	0	0	2	11	0	0	0	0	8	8
ADMINISTRATIVE																
Governatorial Resolution	0	0	1	6	0	0	0	0	0	0	0	0	0	0	1	1
Action of State Agency	17	40	3	18	3	37	1	14	3	17	2	67	3	75	32	33
Action of Chief Executive of Agency	4	10	1	6	0	0	0	0	1	6	0	0	0	0	6	6
Other	0	0	0	0	0	0	0	0	1	6	0	0	0	0	1	1
INSTITUTIONAL	2	5	2	12	1	12	2	29	2	11	0	0	0	0	9	9
OTHER	0	0	0	0	1	12	0	0	1	6	0	0	0	0	2	2
SEVERAL	4	10	4	23	1	12	1	14	1	6	0	0	0	0	11	11
STRENGTH																
VERY STRONG	12	30	14	82	3	37	4	57	4	22	2	67	1	25	40	41
STRONG	15	37	3	18	2	25	2	29	4	22	0	0	2	50	28	29
MEDIUM	12	30	0	0	2	25	1	14	5	28	0	0	1	25	21	21
WEAK	0	0	0	0	1	12	0	0	3	17	1	33	0	0	5	5
VERY WEAK	1	2	0	0	0	0	0	0	0	0	0	0	0	0	1	1

offices. Also, 23 percent of these actions cite the recognition of state planning offices. Conversely, regionalization actions for associate level programs show a markedly lower frequency of recognition by executive offices.

The percentage of regionalization actions reporting the recognition of entire legislatures is also high across program levels. Eighty-six percent of undergraduate level regionalization actions, for example, claim this recognition. Also, 59 percent of the actions for graduate programs report recognition by legislatures.

Concerning official recognition by state-level education agencies, one pattern is particularly of note. The 1202 Commissions once again appear most active as sources of recognition for broadly-based regionalism. Forty-six percent of the actions involving all academic levels are officially recognized by 1202 Commissions.

Statutory authorization as the highest-level of sanction for regionalization actions is at or about 25 percent across academic levels. The exception to this pattern is undergraduate level programs where the percentage increases to 43 percent. Administrative authorization (by action of state agencies) is most often the highest authority for those regionalization actions which serve several academic levels.

From the figures rating the strength of the authority base for regionalism when academic program level is considered, graduate level regionalization actions show the highest percentages of actions perceiving their authority base as very strong. Associate degree and certificate level regionalization actions appear least confident. Forty-five percent of these actions report weak or medium authority bases compared with 44 percent reporting strong or very strong authority bases.

Seven different regionalization patterns emerge when geographic coverage and the types of institutions involved in regionalization actions are considered simultaneously. Table 5.4 compares these patterns by the source of official recognition and highest level authorization.

Comprehensive-A regionalization actions report recognition with some consistency (between 15 and 30 percent) from all available sources. The 39 percent of actions in this pattern recognized by entire legislatures and the 50 percent recognized by 1202 Commissions form the largest groupings by recognition. The highest level authorization most often cited for comprehensive-A actions is administrative authorization by action of state agencies (39 percent).

The regionalization actions which form the public comprehensive pattern report statewide university governing boards most active as a source of official recognition (56 percent). Regionalization actions in this pattern also most frequently operate under administrative authorization.

The community college actions report low participation of state executive government in officially recognizing their activity. State legislatures are more actively involved, with 67 percent of the actions in this pattern citing some legislative recognition. The 33 percent of regionalization actions in the community college

TABLE 54  
AUTHORITY, BY TYPE OF REGIONALIZATION ACTION

AUTHORITY	REGIONALIZATION PATTERNS GEOGRAPHY AND INSTITUTIONS									
	INTRASTATE					INTERSTATE		Interstate Comacts	Other	Total
	Comprehensive A N = 18 n %	Public Comprehensive N = 9 n %	Community College N = 6 n %	Partial/ All Segments N = 12 n %	Partial/ Public Senior N = 5 n %	Reciprocity-A N = 8 n %	Contracts-A N = 8 n %			
<b>OFFICIAL RECOGNITION</b>										
<b>EXECUTIVE BRANCH</b>										
Governor's Office	4 22	3 33	1 17	4 33	0 0	5 83	4 50	3 75	15 50	39 40
State Budget Office	4 22	0 0	1 17	6 50	1 20	3 50	4 50	1 25	13 43	33 34
State Planning Office	3 17	0 0	1 17	1 8	1 20	0 0	1 12	1 25	4 13	12 12
Attorney General's Office	3 17	0 0	1 17	0 0	1 20	0 0	1 12	0 0	5 17	11 11
Other	5 28	0 0	1 17	2 17	1 20	0 0	0 0	0 0	5 17	14 14
<b>LEGISLATIVE BRANCH</b>										
Entire Legislature	7 39	2 22	3 50	7 58	1 20	5 83	5 62	4 100	14 47	48 49
Education Committees	6 33	2 22	1 17	5 42	1 20	3 50	2 25	1 25	13 43	34 36
Administrative Office	2 11	1 11	0 0	2 17	0 0	0 0	0 0	1 25	2 7	8 8
Other	2 11	0 0	0 0	2 17	0 0	3 50	1 12	0 0	2 7	10 10
<b>EDUCATIONAL STATE AGENCIES</b>										
Board Responsible For										
All Education	3 17	1 11	0 0	4 33	0 0	1 17	1 12	1 25	6 20	17 17
All Public Education	5 28	0 0	0 0	1 8	0 0	0 0	0 0	2 50	5 17	13 13
All Postsecondary Education	5 28	2 22	1 17	6 50	0 0	3 50	1 12	1 25	5 17	24 24
All Public Postsecondary Education	4 22	1 11	2 33	4 33	0 0	2 33	2 25	2 50	13 43	30 31
Segment of Postsecondary Education	3 17	3 33	1 17	1 8	3 60	0 0	2 25	1 25	7 23	21 21
1202 Commission	9 50	1 11	2 33	6 50	0 0	3 50	1 12	1 25	6 20	29 30
Statewide University Governing Board	1 6	5 56	0 0	2 17	3 60	0 0	4 50	2 50	6 20	23 23
Other	3 17	1 11	1 17	3 25	0 0	0 0	2 25	0 0	1 3	11 11
OTHER	0 0	0 0	0 0	1 8	0 0	0 0	0 0	0 0	1 3	2 2
<b>HIGHEST AUTHORIZATION</b>										
<b>LEGISLATIVE</b>										
Statute	3 17	0 0	2 33	2 17	0 0	3 50	3 37	3 75	8 27	24 24
Resolution	0 0	1 11	0 0	0 0	0 0	0 0	0 0	0 0	1 3	2 2
Other	2 11	1 11	0 0	3 25	0 0	0 0	0 0	0 0	2 7	8 8
<b>ADMINISTRATIVE</b>										
Governatorial Resolution	0 0	0 0	0 0	0 0	0 0	0 0	1 12	0 0	0 0	1 1
Action of State Agency	7 39	6 67	0 0	1 8	3 60	3 50	1 12	0 0	11 36	32 33
Action of Chief Executive of Agency	2 11	0 0	0 0	2 17	1 20	0 0	0 0	0 0	1 3	6 6
Other	0 0	0 0	1 17	0 0	0 0	0 0	0 0	0 0	0 0	1 1
<b>INSTITUTIONAL</b>										
OTHER	0 0	0 0	2 33	2 17	0 0	0 0	0 0	0 0	5 17	9 9
<b>SEVERAL</b>										
SEVERAL	2 11	1 11	0 0	2 17	1 20	0 0	2 25	1 25	2 7	11 11
<b>STRENGTH</b>										
VERY STRONG	4 22	5 56	1 17	3 25	3 60	4 67	6 75	2 50	12 41	40 41
STRONG	6 33	3 33	2 33	3 25	1 20	0 0	1 12	1 25	11 38	28 29
MEDIUM	7 39	0 0	2 33	5 42	1 20	2 33	0 0	1 25	3 10	21 21
WEAK	0 0	1 11	0 0	0 0	0 0	0 0	1 12	0 0	3 10	5 5
VERY WEAK	0 0	0 0	0 0	1 8	0 0	0 0	0 0	0 0	3 10	1 1

pattern that report institutional sanction as the highest level authorization constitute the largest subgroup reporting highest authority at the institutional level. Note the low percentage of actions in this pattern which perceive their authority base to be very strong (17 percent).

The reciprocity-A and contracts-A patterns, which are composed of regionalization actions with interstate focus, report a high level of recognition by both the executive and legislative branches. For example, 83 percent of the reciprocity actions claim recognition from governors' offices and entire legislatures. The highest level authorization for reciprocity actions comes equally from state agency administrative action (50 percent) and statutory authority (50 percent).

Table 5.5 combines geography and program level to create six patterns of regionalization actions. Once again, a high percentage of actions (42 percent) within the most inclusive of these patterns, comprehensive-B, cite a recognition by 1202 Commissions.

The regionalization actions in the associate pattern appear most often to draw official recognition from legislatures (56 percent). Further, these actions most frequently operate under statutory authorization. Still, only 15 percent of actions in this pattern rate their authority base as very strong.

The partial/specific pattern, which comprises specific program levels in a specific intrastate area or areas, reports a relatively high level of official recognition from both executive (50 percent) and legislative (50 percent) sources. But as far as highest level authorization is concerned, a full 25 percent of the actions within this pattern report that they operate under institutional authorization. Nevertheless, 58 percent of these actions report their authority base as very strong.

The regionalization actions that comprise the reciprocity-B pattern all report the recognition of state governors' offices (100 percent), and 80 percent are recognized by education committees of state legislatures. The highest authorization under which 80 percent of actions in this pattern function is administrative authorization by action of state agencies.

Regionalization actions within the contracts-B pattern are similarly distributed across sources of authority. High percentages of actions in this pattern cite both executive and legislative recognition. Thirty-seven percent of the actions in this pattern operate under legislative authorization. All actions in this pattern rate the perceived strength of their authority base as strong or very strong.

### Questions of Special Interest

#### Source of Authority Related to Strength of Authority

Table 5.6 examines the relationship between source of authority for regionalization actions and the perceived strength of that authority. The five categories of perceived strength of authority are arranged on the horizontal axis from

TABLE 55  
AUTHORITY, BY TYPE OF REGIONALIZATION ACTION

AUTHORITY	REGIONALIZATION PATTERNS GEOGRAPHY AND PROGRAM LEVEL						INTERSTATE COMPACTS N = 4 n %	OTHER N = 25 n %	TOTAL N = 98 n %
	INTRASTATE				INTERSTATE				
	Comprehensive B N = 19 n %	Associate N = 13 n %	Partial/Broad N = 12 n %	Partial/Specific N = 12 n %	Reciprocity-B N = 5 n %	Contracts-B N = 8 n %			
<b>OFFICIAL RECOGNITION</b>									
<b>EXECUTIVE BRANCH</b>									
Governor's Office	5 26	2 15	2 17	6 50	5 100	5 62	3 75	4 16	39 40
State Budget Office	5 26	1 8	4 33	5 42	4 80	5 62	1 25	8 32	33 34
State Planning Office	2 10	2 15	1 8	2 17	0 0	1 12	1 25	3 12	12 12
Attorney General's Office	2 10	1 8	1 8	2 17	1 20	2 25	0 0	2 8	11 11
Other	3 16	1 8	2 17	2 17	1 20	0 0	0 0	5 20	14 14
<b>LEGISLATIVE BRANCH</b>									
Entire Legislature	5 26	6 46	6 50	6 50	3 60	6 75	4 100	12 48	48 49
Education Committees	5 26	3 23	3 25	5 42	4 80	4 50	1 25	9 36	34 35
Administrative Office	1 5	0 0	0 0	1 8	0 0	0 0	1 25	5 20	8 8
Other	2 10	0 0	2 17	0 0	3 60	1 12	0 0	2 8	10 10
<b>EDUCATIONAL STATE AGENCIES</b>									
Board Responsible For									
All Education	9 16	1 8	2 17	3 25	0 0	2 25	1 25	5 20	17 17
All Public Education	3 16	2 15	0 0	2 17	0 0	0 0	2 50	1 16	13 13
All Postsecondary Education	5 26	3 23	4 33	2 17	3 60	1 12	1 25	5 20	24 24
All Public Postsecondary Education	3 16	5 38	3 25	4 33	2 40	2 25	2 50	9 36	30 31
Segment of Postsecondary Education	4 21	1 8	1 8	4 33	0 0	2 25	1 25	8 32	21 21
1202 Commission	8 42	3 23	5 42	1 8	4 80	1 12	1 25	6 24	29 30
Statewide University Governing Board	4 21	1 8	2 17	3 25	0 0	2 25	2 50	9 36	23 23
Other	3 16	3 23	2 17	1 8	0 0	0 0	0 0	2 8	11 11
OTHER	0 0	0 0	1 8	0 0	0 0	0 0	0 0	1 4	2 2
<b>HIGHEST AUTHORIZATION</b>									
<b>LEGISLATIVE</b>									
Statute	3 16	3 23	3 25	3 25	1 20	3 37	3 75	5 20	24 24
Resolution	0 0	0 0	0 0	0 0	0 0	1 12	0 0	1 4	2 2
Other	1 5	2 15	3 25	0 0	0 0	0 0	0 0	2 8	8 8
<b>ADMINISTRATIVE</b>									
Governatorial Resolution	0 0	0 0	0 0	0 0	0 0	1 12	0 0	0 0	1 1
Action of State Agency	10 53	1 8	3 25	3 25	4 80	1 12	0 0	10 40	32 33
Action of Chief Executive Agency	2 11	1 8	2 17	1 8	0 0	0 0	0 0	0 0	6 6
Other	0 0	1 8	0 0	0 0	0 0	0 0	0 0	0 0	1 1
<b>INSTITUTIONAL</b>	1 5	2 15	0 0	3 25	0 0	0 0	0 0	3 12	9 9
<b>OTHER</b>	0 0	1 8	0 0	0 0	0 0	0 0	0 0	1 4	2 2
<b>SEVERAL</b>	2 10	0 0	1 8	2 17	0 0	2 25	1 25	3 12	11 11
<b>STRENGTH</b>									
VERY STRONG	6 32	2 15	1 8	7 58	4 80	6 75	2 50	12 48	40 41
STRONG	8 42	4 31	5 42	1 8	0 0	2 25	1 25	7 28	28 29
MEDIUM	5 26	4 31	4 33	3 25	1 20	0 0	1 25	3 12	21 21
WEAK	0 0	1 8	0 0	1 8	0 0	0 0	0 0	3 12	5 5
VERY WEAK	0 0	0 0	1 8	0 0	0 0	0 0	0 0	0 0	1 1

TABLE 5.6  
SOURCE OF AUTHORITY, BY STRENGTH OF AUTHORITY

SOURCE OF AUTHORITY	STRENGTH OF AUTHORITY															TOTAL		
	Very Strong N = 40			Strong N = 28			Medium N = 21			Weak N = 5			Very Weak N = 1			N = 96		
	n	R%	C%	n	R%	C%	n	R%	C%	n	R%	C%	n	R%	C%	n	R%	C%
<b>OFFICIAL RECOGNITION</b>																		
<b>EXECUTIVE BRANCH</b>																		
Governor's Office	22	56		11	28		4	10		2	5		0	0		39	100	
State Budget Office	19	58		12	36		2	6		0	0		0	0		33	100	
State Planning Office	4	33		6	50		2	17		0	0		0	0		12	100	
Attorney General's Office	6	55		4	36		1	9		0	0		0	0		11	100	
Other	5	36		4	29		5	36		0	0		0	0		14	100	
<b>LEGISLATIVE</b>																		
Entire Legislature	23	48		15	31		8	17		2	4		0	0		48	100	
Education Committees	16	47		11	32		4	12		1	3		1	3		34	100	
Administrative Office	5	62		2	25		1	12		0	0		0	0		8	100	
Other	6	60		2	20		2	20		0	0		0	0		10	100	
<b>EDUCATIONAL STATE AGENCIES</b>																		
Board Responsible For																		
All Education	5	29		4	23		7	41		1	6		0	0		17	100	
All Public Education	3	23		8	61		2	15		0	0		0	0		13	100	
All Postsecondary Education	12	50		8	33		3	12		0	0		1	4		24	100	
All Public Postsecondary Education	13	45		6	21		9	31		0	0		0	0		29	100	
Segment of Postsecondary Education	8	38		8	38		4	19		1	5		0	0		21	100	
1202 Commission	10	35		7	24		11	38		1	3		0	0		29	100	
Statewide University Governing Board	11	48		8	35		3	13		1	4		0	0		23	100	
Other	1	9		2	18		6	55		2	18		0	0		11	100	
OTHER	0	0		0	0		1	50		1	50		0	0		2	100	
<b>HIGHEST AUTHORIZATION</b>																		
<b>LEGISLATIVE</b>																		
Statute	12	50	30	8	33	29	2	8	9	2	8	40	0	0	0	24	100	25
Resolution	2	100	5	0	0	0	0	0	0	0	0	0	0	0	0	2	100	2
Other	1	12	2	4	50	14	2	25	9	0	0	0	1	12	100	8	100	8
<b>ADMINISTRATIVE</b>																		
Gubernatorial Resolution	1	100	2	0	0	0	0	0	0	0	0	0	0	0	0	1	100	1
Action of State Agency	12	39	30	9	29	32	8	26	38	2	6	40	0	0	0	31	100	32
Action of Chief Executive of Agency	2	29	5	0	0	0	5	71	24	0	0	0	0	0	0	7	100	7
<b>INSTITUTIONAL</b>																		
OTHER	0	0	0	0	0	0	2	22	9	0	0	0	0	0	0	9	100	9
<b>SEVERAL</b>																		
OTHER	0	0	0	0	0	0	1	50	5	1	50	20	0	0	0	2	100	2
<b>TOTAL</b>	40	42	100	28	29	100	21	22	100	5	5	100	1	1	100	96	100	100

very strong to very weak. Of the regionalization actions accounted for by this table, 40 (42 percent) rate their authority base as very strong. An additional 28 (30 percent) rate their bases strong. Thus 68 actions or 72 percent of all regionalization actions attempting a rating viewed their authority base as strong or very strong.

A diminution of the percentage of actions recognized by both executive and legislative authority sources is noted from very strong to very weak on the strength of authority rating. It is interesting to note that seven of the nine regionalization actions which identified institutional authorization as their highest sanction rated that authority base strong or very strong. It appears that degree of commitment on the part of the authority base is a more important consideration than the hierarchical position of that base.

### Special Perspectives

The federal government's interest and consequently its activity with respect to American higher education has focused (among other concerns) on inter-institutional cooperation and comprehensive state-level planning. Since both ends can be approached through regionalism, it is not surprising that evidence of federal attention to regionalization actions emerges from this study. The large percentage of comprehensive regionalization actions supported by the 1202 Commissions in the states is one manifestation of this growing federal interest. This preference, so to speak, is maintained when the various regionalization actions are grouped by geography, institutional coverage, or number of academic program levels involved. The critical variable appears to be whether the potential exists in a particular regionalization action for services to a broad range of clients. If this potential is present, 1202 Commissions consistently support (recognize) those regionalization actions.

On the state level, the executive branch of state government is often accused of ineffectiveness as the result of the lack of real power to implement executive decisions. While these charges may generally have validity, it cannot be denied that state governors fill leadership roles, and where leaders lead, followers follow. This being accepted, speculations about the future of regionalization in postsecondary education are possible.

High percentages of regionalization actions have the support (recognition) of the governors' offices of participating states. While the degree of executive branch interest and commitment has been shown to vary depending upon how regionalization actions are grouped, it is safe to say that state-level executive support does exist and that support for the most part is firmly based.

### Summary

The consistently high percentage of regionalization actions reporting both executive and legislative recognition indicates that support of the concept and its manifestations is broadly based. Involvement of the various state-level education agencies is also high. Thus, it seems clear that initiatives for regionalism are coming from both within and without the postsecondary education community.



The consistently high percentage of comprehensive regionalization actions reporting 1202 Commission recognition seems to suggest one viewpoint about models for the concept. Still, no one model or design of regionalism in postsecondary education has captured the support of either executive or legislative branches of state government to the exclusion of all others. If these state-level interests have turned to regionalism as a means toward accomplishing the several goals discussed in Chapter IV, they are still experimenting to find the ideal form.

While state governmental interests (executive and legislative) are highly active in recognizing and thereby legitimizing regionalization actions, more actions report administrative action of state agencies as the actual authorizing authority. This might be explained as an artifact of current methods of channelling state resources. Community colleges, however, which often trace their beginnings to state legislation, most often cite statutory authorization for their regionalization actions.

Some of the more striking differences found in sources of authority considered against other variables are noted below:

1. **Geographic Area**—A much higher percentage of interstate regionalization actions are officially recognized by state governors and state legislatures than is the case for intrastate actions. Perhaps because of this the interstate regionalization actions are reported to have relatively greater strength in their authority bases.
2. **Institutional Type**—Regionalization actions for the public sector most frequently operate under administrative authorization; actions that include both public and private institutions seem to require a higher level authorization—these comprehensive actions are as likely to have legislative authorization as they are administrative authorization; within the public-only category, actions for only two-year institutions are most likely to have legislative authorization; still, these actions tend to perceive their authority base as only medium in strength.
3. **Academic Program Level**—Graduate level regionalization actions are drawing a high level of recognition from all sources of authority; a larger percentage of these actions for graduate programs perceive their authority base to be very strong than is the case for other groupings by academic level; regionalization actions for associate level programs, on the other hand, show a markedly lower frequency of recognition by governors' offices and other executive agencies; these actions are reported to have less strength in their authority base.
4. **Regionalization Patterns: Geography and Institutions**—The comprehensive-A pattern often draws recognition from legislatures, but an even larger percentage of the actions in this pattern have 1202 Commission support; one-third of the actions that form the community college pattern function under institutional authorization, suggesting grass-roots origins for regionalism in that segment of postsecondary education; the reciprocity-A pattern which is interstate in focus draws strong recognition from state governments at the executive level.

5. **Regionalization Patterns: Geography and Program Level**—Again, those patterns which have an interstate focus most frequently get highest level recognition from state executive and legislative sources; the 1202 Commission recognition is again highest for those intrastate actions which are broadly based; associate actions most often draw recognition from legislatures, most operate under statutory authorization, but few rate their authority base as very strong; a high percentage of actions in the partial/specific pattern report their authority base as very strong even though many operate under institutional authorization.

It would appear that for the present no single source of authority is the sole or even predominant one to legitimize regionalization actions. The current distribution of regionalization actions across the various authority sources, when these are viewed as recognizing agencies, appears to reflect the exploratory and developmental nature of regionalization actions in postsecondary education. It is clear, however, that recognition housed in state legislatures and executive offices (particularly the governors' offices) are viewed as providing greater strength of authority by those responsible for implementing regionalization decisions.

## CHAPTER VI

### INTERACTIVE FORCES

Martorana and Kuhns recently developed a conceptual framework—an "interactive forces theory"—within which postsecondary decision-makers can plan for, implement, and manage academic change (Martorana and Kuhns, 1974). This theory focuses on the interacting forces which help (or hinder) the development of an innovation, and further classifies these forces for change into a number of different categories. One category dealing with the nature of goals relates to data of the kind reported in Chapter IV. Personal forces, another category of forces, includes those which are a result of actions taken by specific individuals *acting as individuals* and not as agents of a larger group or organization. Extrapersonal forces, on the other hand, are those which move beyond the influence of single individuals and instead are a function of collective or group action. These extrapersonal forces, therefore, include intangible influences (such as policies, traditions, trends, laws, etc.), but they can be tangible ones as well (such as facilities, land, and equipment).

The authors of the current study have utilized this framework as an analytical tool for describing regionalism developments throughout the country. The following subcategories of personal and extrapersonal forces were examined for their impact on regionalism:

Personal	Extrapersonal
government officials (other than education)	federal government
educational officials	state government (other than education)
lay citizenry	state government (education)
	institutions
	voluntary organizations and associations

Numerous forces were included within each of these subcategories, with a total of 64 forces examined.

Data were collected on the forces that have had an impact on the conceptual development of regionalism in each of the 54 states and territories. Data were also obtained on the forces that have had an influence on the development of each of the 98 regionalization actions identified in the study. Both sets of data are presented for analysis in this chapter.

As a final introductory point, it should be noted that the interactive forces theory, as originally developed by Martorana and Kuhns, utilizes a rating scheme for judging the relative strength of the various forces interacting on an innovation *at each stage of its development*. The scope of the current project made any such detailed analysis highly impractical. Instead, an effort was made to identify (but not rate) all forces that have had a significant impact on postsecondary

regionalism developments at any time since those developments began to receive active attention in the various states.

### Concepts

Tables 6.1 and 6.2 present data on the positive forces influencing the conceptual development of regionalism throughout the country. Before examining that data, it again needs to be emphasized that, because multiple sources of data were used in several states—i.e., members of SHEEO plus the chief executives of the 1202 Commissions—the Ns reported are larger than the number of states in the various categories for analysis. In all, 62 respondents provided data on forces for the concept of regionalism.

Table 6.1 displays forces by region of the country. The figures show the number and percentage of respondents citing each force listed. For the country as a whole, it can be seen that the most frequently cited positive personal forces for regionalism, in descending order, are: (1) the chief executives of state educational systems (53 percent of respondents cited this force); (2) state legislators (45 percent); (3) chief executives of public institutions (42 percent); and (4) the governors (34 percent). The minimal involvement of lay citizenry is also noteworthy.

The data on extrapersonal forces support the general trends noted above for personal forces. The most frequently cited extrapersonal forces, again in descending order, are: (1) the leadership posture of state agencies responsible for postsecondary education (65 percent); (2) actions of governors' offices (34 percent); (3) the federal Higher Education Amendments of 1972 (27 percent); (4) actions of public institutions (26 percent); and (5) various state legislative actions (15 to 18 percent). Also of note is the very low involvement of the various voluntary associations.

In sum, the data for both personal and extrapersonal forces support the conclusion that the concept of regionalism is getting attention primarily from the professional postsecondary educational community—although clearly there is also a strong involvement from several noneducational forces. This pattern is generally repeated for all regions of the country, but there are several interesting regional comparisons that can be made.

The Midwest, for example, shows a pattern of diversified and multiple strong forces—both educational and noneducational—operating in support of regionalism. The chief executives of state educational systems (75 percent), legislators (69 percent), and governors (56 percent) are all very active personal forces; in fact, they are more active than in any other region of the country. A similar pattern emerges for extrapersonal forces in the Midwest. In the South, attention to regionalism seems to be occurring more as a unilateral action by state-level postsecondary educational leadership. The chief executives of state educational systems are the personal forces cited most frequently (65 percent); similarly, state-level agencies responsible for postsecondary education are by far the most frequently cited extrapersonal forces (76 percent). The particularly low level of

TABLE 6.1

## FORCES HAVING A POSITIVE IMPACT ON REGIONALISM, BY REGION OF THE COUNTRY

FORCES	REGIONS OF THE COUNTRY														Entire Country	
	Mid-Atlantic 4 reps.; 4 states		Midwest 16 reps., 13 states		New England 9 reps., 6 states		South 17 reps., 14 states		West 13 reps.; 13 states		Non-State 3 reps., 4 terrs.		N = 62			
	n	%	n	%	n	%	n	%	n	%	n	%	n	%		
<b>PERSONAL</b>																
<b>GOVERNMENT (None/education)</b>																
Federal Official	0	0	2	12	0	0	0	0	0	0	0	0	0	0	4	6
Governor	0	0	9	56	4	50	4	24	0	0	0	0	0	0	21	34
State Legislator	0	0	11	69	4	50	6	35	0	0	0	0	0	0	28	45
Other State Official	0	0	1	6	0	0	1	6	0	0	0	0	0	0	4	6
Mayor	0	0	0	0	0	0	1	6	0	0	0	0	0	0	1	2
Other Local Official	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	1	7	0	0	0	0	1	2
<b>EDUCATION</b>																
Chief Executive, State Educ. System	2	50	12	75	3	38	11	65	4	29	1	33	33	53	33	53
Other State Official	2	50	8	50	1	12	4	24	3	21	0	0	18	29	18	29
Chief Exec., State Voluntary Assoc.	2	50	3	19	0	0	1	6	0	0	0	0	6	10	6	10
Other from Voluntary Association	1	25	0	0	0	0	0	0	1	7	0	0	2	3	2	3
Regional Level Official	1	25	1	6	2	25	2	12	2	14	0	0	8	13	8	13
Trustee of Public Institution	0	0	4	25	2	25	2	12	4	29	1	33	13	21	13	21
Trustee of Private Institution	0	0	3	19	1	12	1	6	1	7	1	33	7	11	7	11
Chief Executive from Public Institution	2	50	6	38	4	50	6	35	7	50	1	33	26	42	26	42
Chief Executive from Private Institution	2	50	2	12	1	12	3	18	1	7	1	33	10	16	10	16
Other Official from Public Institution	1	25	0	0	0	0	2	12	3	21	0	0	6	10	6	10
Other Official from Private Institution	1	25	0	0	0	0	1	6	1	7	0	0	3	5	3	5
Other	0	0	0	0	0	0	2	12	1	7	0	0	3	5	3	5
<b>LAY CITIZENRY AT LARGE</b>																
Labor Movement Leader	0	0	0	0	1	12	0	0	0	0	0	0	1	2	1	2
Business and Industry Leader	0	0	2	12	1	12	1	6	0	0	0	0	4	6	4	6
Civil Rights Leader	0	0	0	0	0	0	0	0	1	7	0	0	1	2	1	2
Women's Rights Leader	0	0	0	0	0	0	0	0	1	7	0	0	1	2	1	2
Influential Lay Person	0	0	2	12	0	0	0	0	1	7	0	0	3	5	3	5
Other	0	0	2	12	0	0	0	0	1	7	0	0	3	5	3	5
<b>EXTRAPERSONAL</b>																
<b>FEDERAL GOVERNMENT</b>																
Action of Executive Agency	0	0	1	6	0	0	1	6	0	0	0	0	2	3	2	3
Existence of Federal Legislation																
Vocational Education Acts	1	25	0	0	0	0	2	12	2	14	0	0	5	8	5	8
CETA	0	0	0	0	0	0	1	6	1	7	0	0	2	3	2	3
Title III, Higher Education Act, 1965	0	0	0	0	0	0	1	6	0	0	0	0	1	2	1	2
Higher Education Amendments, 1972	1	25	6	38	3	38	5	29	2	14	0	0	17	27	17	27
Higher Education Amendments, 1976	0	0	2	12	2	25	1	6	0	0	0	0	5	8	5	8
Other	0	0	0	0	0	0	1	6	0	0	0	0	1	2	1	2
Action of Federal Judiciary	0	0	0	0	0	0	1	6	0	0	0	0	1	2	1	2
Other	0	0	3	19	0	0	0	0	0	0	0	0	3	5	3	5

TABLE 6.1 (continued)

## FORCES HAVING A POSITIVE IMPACT ON REGIONALISM, BY REGION OF THE COUNTRY

FORCE	REGIONS OF THE COUNTRY												Entire Country	
	Mid-Atlantic 4 resp., 4 states n %		Midwest 16 resp., 13 states n %		New England 9 resp., 6 states n %		South 17 resp., 14 states n %		West 13 resp., 13 states n %		Non-State 8 resp., 4 terrs. n %		N = 62 n %	
<b>EXTRAPERSONAL (C)</b>														
<b>STATE GOVERNMENT (Noneducation)</b>														
Action of Governor's Office	0	0	10	62	4	44	3	18	4	29	0	0	21	34
Action of State Department of Admin	0	0	2	12	1	11	2	12	0	0	0	0	5	8
Action of State Budget Office	0	0	4	25	2	22	1	6	3	21	0	0	10	16
Action of State Planning Office	0	0	3	19	0	0	0	0	2	4	0	0	5	8
Action of Capital Construction Agency	0	0	0	0	1	11	0	0	0	0	0	0	1	2
Action of Legislative Approp Com	0	0	2	12	1	11	4	24	4	29	0	0	11	18
Existence of Specific Legislative Resol	0	0	3	19	0	0	4	24	3	21	0	0	10	16
Existence of Specific Law	0	0	2	12	2	22	4	24	1	7	0	0	9	15
Decision of State Court	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Action of State Attorney General's Of	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Competition for State Money - Intra Agen	0	0	2	12	1	11	2	12	0	0	0	0	5	8
Other	0	0	1	6	0	0	1	6	0	0	0	0	2	3
<b>STATE GOVERNMENT (Educational)</b>														
Leadership Posture of														
State Agency Responsible for PSE	2	50	11	69	5	56	13	76	9	64	0	0	40	65
State Agency Responsible for Other Ed	2	50	3	19	0	0	3	18	1	7	0	0	9	15
State University System	0	0	5	31	2	22	0	0	6	43	0	0	13	21
Existence of Previous Studies	0	0	4	25	1	11	3	18	3	21	0	0	11	18
Other	0	0	2	12	1	11	1	6	0	0	0	0	4	6
<b>INSTITUTIONS</b>														
Competition for Money Between Segments	0	0	5	31	1	11	4	24	2	14	0	0	12	19
Action of Institutions to Preserve Aut	0	0	1	6	0	0	0	0	0	0	0	0	1	2
Action by Group of Public Institutions	0	0	6	38	2	22	4	24	4	29	0	0	16	26
Action by Group of Private Institutions	1	25	2	12	0	0	0	0	0	0	0	0	3	5
Action by Influential Public Institution	0	0	4	25	2	22	1	6	0	0	0	0	7	11
Action by Influential Private Inst	0	0	1	6	0	0	0	0	0	0	0	0	1	2
Other	0	0	1	6	0	0	0	0	0	0	0	0	1	2
<b>VOLUNTARY ORGANIZATIONS AND ASSOCIATIONS</b>														
Leadership Posture of Voluntary Agencies														
With Concern For														
Business and Industry	0	0	2	12	0	0	1	6	0	0	0	0	3	5
Labor Interests	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Advancement of Postsecondary Education	0	0	2	12	0	0	0	0	2	14	0	0	4	6
Advancement of Other Education	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Government Effectiveness	0	0	0	0	0	0	0	0	0	0	2	33	2	3
Other	1	25	2	12	0	0	1	6	1	7	0	0	5	8

involvement by the governors' offices in the South should also be noted (18 percent). Attention to the concept of regionalism in the West, on the other hand, shows a very low personal involvement by state education executives (although state-level postsecondary agencies as extrapersonal forces are about up to the national average). Instead, legislators appear to be the most active personal forces (50 percent). Similarly, legislative actions are more frequently cited as extrapersonal forces in the Western states than in other parts of the country.

Table 6.2 shows a comparison (by forces) between those states reporting an active attention to the concept of regionalism and those reporting that the concept has not yet developed to any great extent. As expected, the latter consistently report fewer positive forces for regionalism in all categories. The following figures are illustrative of this trend (percentages are shown):

	"With Regionalism" to "No Regionalism"
<b>Personal</b>	
Governor	38 to 25
Legislator	57 to 30
Chief executive of state educational system	71 to 15
Chief executive, public institution	50 to 25
<b>Extrapersonal</b>	
Governor's office	36 to 30
Legislation	17 to 10
State agency for postsecondary education	81 to 30
Public institutions	33 to 10

The pattern is consistent. However, the figures for postsecondary educational leadership involvement (both as a personal and extrapersonal force) are of particular note. The differences between the two groups here are even larger than they are for the other forces. Apparently, in those states with no active attention to regionalism, other forces are not able to compensate for the lack of involvement by state-level postsecondary leadership itself.

### Designs, Manifestations, Operations

Data on the forces influencing the 98 specific regionalization actions, as recorded in the total column of Table 6.3, are generally consistent with the data reported above for the concept of regionalism. That is, the heaviest involvement with and commitment to specific regionalization actions is coming from forces within the professional postsecondary community; but there are strong noneducational forces as well.

A few minor differences can be noted, however, in the comparison between forces having an impact on the concept of regionalism in state-level policy-making and those having an impact on the specific regionalization implementing



**TABLE 6.2**  
**FORCES HAVING A POSITIVE IMPACT ON REGIONALISM,**  
**BY ATTENTION TO POSTSECONDARY REGIONALISM**

FORCES	Attention to Postsecondary Regionalism				ENTIRE COUNTRY	
	States With Regionalism		States Without Regionalism		N = 62	
	42 Respondents From 36 States and Territories		20 Respondents From 18 States and Territories		n	%
	n	%	n	%	n	%
<b>PERSONAL</b>						
<b>GOVERNMENT (Noneducation)</b>						
Federal Official	3	7	1	5	4	6
Governor	16	38	5	25	21	34
State Legislator	24	57	4	20	28	45
Other State Official	4	10	0	0	4	6
Mayor	1	2	0	0	1	2
Other Local Official	0	0	0	0	0	0
Other	1	2	0	0	1	2
<b>EDUCATION</b>						
Chief Executive, State Educ. System	30	71	3	15	33	53
Other State Official	17	40	1	5	18	29
Chief Exec., State Voluntary Assoc.	6	14	0	0	6	10
Other from Voluntary Association	2	5	0	0	2	3
Regional Level Official	6	14	2	10	8	13
Trustee of Public Institution	11	26	2	10	13	21
Trustee of Private Institution	6	14	1	5	7	11
Chief Executive from Public Inst.	21	50	5	25	26	42
Chief Executive from Private Inst.	9	21	1	5	10	16
Other Official from Public Inst.	6	14	0	0	6	10
Other Official from Private Inst.	3	7	0	0	3	5
Other	3	7	0	0	3	5
<b>LAY CITIZENRY AT LARGE</b>						
Labor Movement Leader	0	0	1	5	1	2
Business and Industry Leader	3	7	1	5	4	6
Civil Rights Leader	1	2	0	0	1	2
Women's Right Leader	1	2	0	0	1	2
Influential Lay Person	3	7	0	0	3	5
Other	3	7	0	0	3	5
<b>EXTRAPERSONAL</b>						
<b>FEDERAL GOVERNMENT</b>						
Action of Executive Agency	2	5	0	0	2	3
Existence of Federal Legislation						
Vocational Education Act	5	12	0	0	5	8
CETA	2	5	0	0	2	3
Title III, Higher Ed. Act, 1965	1	2	0	0	1	2
Higher Ed. Amendments, 1972	14	33	3	15	17	27
Higher Ed. Amendments, 1976	4	10	1	5	5	8
Other	1	2	0	0	1	2
Action of Federal Judiciary	1	2	0	0	1	2
Other	3	7	0	0	3	5

TABLE 6.2 (continued)

**FORCES HAVING A POSITIVE IMPACT ON REGIONALISM,  
BY ATTENTION TO POSTSECONDARY REGIONALISM**

FORCES	Attention to Postsecondary Regionalism				ENTIRE COUNTRY N = 62	
	States With Regionalism		States Without Regionalism			
	42 Respondents From 36 States and Territories		20 Respondents From 18 States and Territories		n	%
	n	%	n	%	n	%
<b>EXTRAPERSONAL (Continued)</b>						
<b>STATE GOVERNMENT (Noneducational)</b>						
Action of Governor's Office	15	36	6	30	21	34
Action of State Department of Admin	4	10	1	5	5	8
Action of State Budget Office	8	19	2	10	10	16
Action of State Planning Office	5	12	0	0	5	8
Action of Capital Construction Agen	0	0	1	5	1	2
Action of Legislative Approp Com	10	24	1	5	11	18
Existence of Specific Legis Resol	10	24	0	0	10	16
Existence of Specific Law	7	17	2	10	9	15
Decision of State Court	0	0	0	0	0	0
Action of State Attorney Gen'l's Of	0	0	0	0	0	0
Competition for St Money—Intra Ag	4	10	1	5	5	8
Other	1	2	1	5	2	3
<b>STATE GOVERNMENT (Educational)</b>						
Leadership Posture of:						
State Agency Responsible for PSE	34	81	6	30	40	65
State Agency Resp for Other Ed	9	21	0	0	9	15
State University System	10	24	3	15	13	21
Existence of Previous Studies	10	24	1	5	11	18
Other	3	7	1	5	4	6
<b>INSTITUTIONS</b>						
Competition for Money Between Segmts	11	26	1	5	12	19
Action of Inst to Preserve Autonomy	1	2	0	0	1	2
Action by Group of Public Inst	14	33	2	10	16	26
Action by Group of Private Inst	3	7	0	0	3	5
Action by Influential Public Inst	5	12	2	10	7	11
Action by Influential Private Inst	1	2	0	0	1	2
Other	1	2	0	0	1	2
<b>VOLUNTARY ORGANIZATIONS AND ASSOC</b>						
Leadership Posture of Voluntary						
Agencies With Concern For						
Business and Industry	3	7	0	0	3	5
Labor Interests	0	0	0	0	0	0
Advancement of Postsecondary Ed	4	10	0	0	4	6
Advancement of Other Education	0	0	0	0	0	0
Government Effectiveness	2	5	0	0	2	3
Other	5	12	0	0	5	8

TABLE 6.3  
FORCES HAVING A POSITIVE IMPACT ON REGIONALIZATION ACTIONS, BY GEOGRAPHIC AREA INCLUDED

FORCES	GEOGRAPHIC AREA										Interstate Compacts		TOTAL			
	INTRASTATE					INTERSTATE										
	Whole State N = 41		Part(s) of State N = 26		TOTAL N = 67	Entire States N = 13		Other N = 14		TOTAL N = 27	N = 4		N = 98			
	n	%	n	%	n	%	n	%	n	%	n	%	n	%		
<b>PERSONAL</b>																
<b>GOVERNMENT (Noneducation)</b>																
Federal Official	2	5	2	8	4	6	2	15	1	7	3	11	0	0	7	7
Governor	7	17	6	23	13	19	5	38	7	50	12	44	3	75	28	29
State Legislator	17	41	7	27	24	36	8	62	8	57	16	59	3	75	43	44
Other State Official	5	12	0	0	5	7	0	0	1	7	1	4	1	25	7	7
Mayor	2	5	4	15	6	9	0	0	2	14	2	7	0	0	8	8
Other Local Official	1	2	2	8	3	4	0	0	2	14	2	7	1	25	6	6
Other	1	2	1	4	2	3	0	0	0	0	0	0	0	0	2	2
<b>EDUCATION</b>																
Chief Executive, State Educ. System	21	51	11	42	32	48	9	69	9	64	18	67	3	75	53	54
Other State Official	13	32	7	27	20	30	4	31	3	21	7	26	0	0	27	28
Chief Exec., State Voluntary Assoc.	5	12	1	4	6	9	2	15	1	7	3	11	1	25	10	10
Other from Voluntary Association	2	5	0	0	2	3	0	0	1	7	1	4	0	0	3	3
Regional Level Official	5	12	1	4	6	9	0	0	1	7	1	4	0	0	7	7
Trustee of Public Institution	6	15	5	12	11	16	1	8	1	7	2	7	1	25	14	14
Trustee of Private Institution	1	2	3	12	4	6	0	0	1	7	1	4	0	0	5	5
Chief Executive from Public Institution	16	39	12	48	28	42	4	31	3	21	7	26	2	50	37	38
Chief Executive from Private Institution	7	17	8	31	15	22	0	0	2	14	2	7	2	50	19	19
Other Official from Public Institution	6	15	4	15	10	15	2	15	1	7	3	11	1	25	14	14
Other Official from Private Institution	2	5	0	0	2	3	0	0	0	0	0	0	1	25	3	3
Other	1	2	0	0	1	1	0	0	0	0	0	0	0	0	1	1
<b>LAY CITIZENRY AT LARGE</b>																
Labor Movement Leader	3	7	1	4	4	6	0	0	0	0	0	0	0	0	4	4
Business and Industry Leader	3	7	7	27	10	15	3	23	3	21	6	22	0	0	16	16
Civil Rights Leader	2	5	0	0	2	3	0	0	0	0	0	0	0	0	2	2
Women's Right Leader	2	5	1	4	3	4	0	0	0	0	0	0	0	0	3	3
Influential Lay Person	3	7	8	31	11	16	2	15	2	14	4	15	1	25	16	16
Other	4	10	3	12	7	10	0	0	0	0	0	0	0	7	7	7
<b>EXTRAPERSONAL</b>																
<b>FEDERAL GOVERNMENT</b>																
Action of Executive Agency	2	5	2	8	4	6	1	8	1	7	0	0	0	0	6	6
Existence of Federal Legislation	6	15	3	12	9	13	0	0	0	0	0	0	0	0	9	9
Vocational Education Acts	4	10	2	8	6	9	0	0	0	0	0	0	0	0	6	6
CETA	1	2	0	0	1	1	0	0	0	0	0	0	0	0	1	1
Title III, Higher Education Act, 1965	6	15	1	4	7	10	0	0	0	0	0	0	1	25	8	8
Higher Education Amendments, 1972	5	12	3	12	8	12	0	0	1	7	4	15	1	25	10	10
Higher Education Amendments, 1978	3	7	3	12	6	9	1	8	0	0	4	15	0	0	7	7
Other	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Action of Federal Judiciary	0	0	1	4	1	1	0	0	0	0	0	0	0	0	1	1
Other	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

TABLE 6.3 (continued)  
FORCES HAVING A POSITIVE IMPACT ON REGIONALIZATION ACTIONS, BY GEOGRAPHIC AREA INCLUDED

FORCES	GEOGRAPHIC AREA												TOTAL N = 98 n %			
	INTRASTATE						INTERSTATE							Interstate Compects N = 4 n %		
	Whole State N = 41		Part(s) of State N = 28		TOTAL N = 67	Entire States N = 13		Other N = 14		TOTAL N = 27						
	n	%	n	%	n %	n	%	n	%	n	%					
<b>EXTRAPERSONAL (Continued)</b>																
<b>STATE GOVERNMENT (Noneducation)</b>																
Action of Governor's Office	5	12	4	15	9	13	7	54	3	21	10	37	3	75	22	22
Action of State Department of Admin	3	7	2	8	5	7	1	8	1	7	2	7	1	25	8	8
Action of State Budget Office	10	24	5	19	15	22	3	23	3	21	6	22	2	50	23	23
Action of State Planning Office	5	12	0	0	5	7	1	8	0	0	1	4	0	0	6	6
Action of Capital Construction Agency	3	7	3	12	6	9	2	15	1	7	3	11	0	0	9	9
Action of Legislative Approp. Com	11	27	4	15	15	22	6	46	7	50	13	48	2	50	30	31
Existence of Specific Legislative Resol	6	15	3	12	9	13	1	8	3	21	4	15	1	25	14	14
Existence of Specific Law	11	27	6	23	17	25	3	23	3	21	6	22	1	25	24	24
Decision of State Court	0	0	1	4	1	1	0	0	0	0	0	0	0	0	1	1
Action of State Attorney General's Of	1	2	1	4	2	3	0	0	0	0	0	0	0	0	2	2
Competition for State Money - Intra Agency	3	7	4	15	7	10	0	0	0	0	0	0	1	25	8	8
Other	1	2	0	0	1	1	0	0	0	0	0	0	1	25	2	2
<b>STATE GOVERNMENT (Educational)</b>																
Leadership Posture of																
State Agency Responsible for PSE	26	63	17	65	43	64	10	77	6	43	16	59	3	76	62	63
State Agency Responsible for Other Ed	8	20	2	8	10	15	1	8	1	7	2	7	1	25	13	13
State University System	11	27	9	35	20	30	5	38	3	21	8	30	1	25	29	30
Existence of Previous Studies	11	27	3	12	14	21	0	0	2	14	2	7	2	50	18	18
Other	4	10	0	0	4	6	0	0	1	7	1	4	1	25	6	6
<b>INSTITUTIONS</b>																
Competition for Money Between Segments	8	20	5	19	13	19	3	23	0	0	3	11	1	25	17	17
Action of Institutions to Preserve Aut	4	10	0	0	4	6	0	0	1	7	1	4	0	0	5	5
Action by Group of Public Institutions	8	20	9	35	17	25	1	8	3	21	4	15	0	0	21	21
Action by Group of Private Institutions	3	7	4	15	7	10	3	23	2	14	5	18	0	0	12	12
Action by Influential Public Institution	4	10	5	19	9	13	1	8	1	7	2	7	0	0	11	11
Action by Influential Private Institution	2	5	2	8	4	6	0	0	1	7	1	4	0	0	5	5
Other	0	0	0	0	0	0	0	0	1	7	1	4	0	0	1	1
<b>VOLUNTARY ORGANIZATIONS AND ASSOCIATIONS</b>																
Leadership Posture of Vol Agencies for																
Business and Industry	3	7	7	27	10	15	1	8	1	7	2	7	0	0	12	12
Labor Interests	4	10	0	0	4	6	0	0	0	0	0	0	0	0	4	4
Advancement of Postsecondary Education	5	12	2	8	7	10	2	15	0	0	2	7	0	0	9	9
Advancement of Other Education	2	5	1	4	3	4	0	0	0	0	0	0	0	0	3	3
Government Effectiveness	2	5	3	12	5	7	1	8	0	0	1	4	0	0	6	6
Other	2	5	3	12	5	7	1	8	2	14	3	11	0	0	8	8

actions. Personal forces from the lay community, for example, seem to be more active in the implementing actions for regionalization than they are in the attention to the concept of regionalism (e.g., 16 percent to 6 percent for business and industry leadership). Among the extrapersonal forces, governors' offices seem to have more involvement with the conceptual development of regionalism at the policy-making level (34 percent) than they do with actions at the implementing or operational level (22 percent). Just the opposite seems true with legislative action. Here, involvement is more directed to the specific implementing actions. Finally, it can be noted that the impact of the federal 1972 Higher Education Amendments on the conceptual development of regionalism, as reported above, is not yet apparent at the operational level. Perhaps the federal influence should best be viewed in an evolutionary sense, with the impact now being felt at the policy-making level likely to become a significant force for specific regionalization implementing actions at a later date.

Beyond these general conclusions, Tables 6.3 through 6.7 present various analyses of forces according to several selected variables. The categories for analysis are those established in earlier chapters.

Table 6.3 presents the forces affecting regionalization actions according to geographic area. The data clearly show noneducational governmental forces—both personal and extrapersonal—to be most involved in interstate regionalization actions. State legislators, for example, are cited as positive personal forces in 59 percent of the interstate actions, but only in 36 percent of the intrastate actions. Similarly, 37 percent of interstate actions report the governor's office to be a significant extrapersonal force; only 13 percent of intrastate actions do likewise. In that interstate regionalization actions are by definition multi-jurisdictional in nature, this high level of involvement by top political leadership in the states comes as no surprise.

Conversely, intrastate regionalization actions, for the most part, exhibit a higher level of involvement from educational forces within the state than do interstate actions. To illustrate, at the institutional level, the chief executives of public institutions are reported as positive forces for 42 percent of the intrastate actions, but only for 26 percent of the interstate actions; similarly for the chief executives of private institutions, 22 percent for intrastate actions but only 7 percent for interstate actions. At the state level, the two most frequently cited forces are also educational ones: the leadership posture of state agencies responsible for post-secondary education (64 percent) and similar leadership from the state university systems (30 percent). Finally, it can be noted that intrastate regionalization actions also give considerably more attention to what previous studies on regionalism have shown (21 percent report such attention) than do interstate actions (7 percent).

Within the interstate category, the general pattern described above holds—that is, strong involvement from noneducational governmental forces. Legislative involvement is evenly distributed among the different types of interstate actions. Governors' offices, on the other hand, are particularly active in actions involving entire states (54 percent) although governors are cited more often as personal

forces for interstate actions involving less than entire states (50 percent). From this, it might be concluded that governors tend to throw the weight of their office behind comprehensive interstate actions, while preferring to use their own powers of personal persuasion for actions involving only a particular segment or segments of the state. Finally, as far as state-level postsecondary leadership is concerned, agencies responsible for postsecondary education in the states are much more involved with actions involving entire states—they are cited as positive extrapersonal forces in 77 percent of such actions, but in less than half (43 percent) of the interstate actions involving less than entire states.

Within the intrastate category, the pattern of strong involvement of educational forces shows for both intrastate actions involving the whole state and those involving part(s) of a state. State-level postsecondary leadership seems to give equal attention to both types of intrastate actions (postsecondary agencies are cited as forces for 63 percent of intrastate/whole actions and for 65 percent of intrastate/part(s) actions). Institutional leadership, on the other hand, is more involved with regionalization actions for particular geographic sections of the state.

Table 6.4 displays the forces having an impact on regionalization actions by institutional type. The data show some very strong forces to be common to regionalization actions for both the public and private sectors and for all segments of postsecondary institutions. State-level postsecondary leadership, for example, is the most frequently cited extrapersonal force for all subcategories on the variable institutional type. Nevertheless, there are some interesting differences on certain forces that can be reported.

First, regionalization actions involving comprehensive institutional coverage (both public and private institutions) have much more lay citizenry involvement than do actions involving only public institutions (23 percent to 9 percent respectively report business and industry involvement). One reason might be that the composition of the boards of trustees of the private institutions encourages such participation. Also, it can be noted that the governors (as personal forces) and the state budget offices (as extrapersonal forces) are cited much more frequently as positive forces for the actions with comprehensive institutional coverage (35 percent and 31 percent respectively) than they are for the public-only actions (20 percent and 16 percent). Although this seems unexpected at first, it may indicate that high-level noneducational forces are required to bring all sectors of postsecondary institutions together within the same regionalization action.

The public-only regionalization actions, on the other hand, appear to be more a function of legislative action (as an extrapersonal force) than are the actions involving all institutions. (Legislative actions are the second most frequently cited force for public-only actions.) Since it is the legislatures that are the appropriating bodies for public higher education in the states, their high level of involvement in regionalization actions for public institutions is not surprising. What does seem surprising is that institutional leadership from the public sector is more supportive of regionalization actions involving public and private institutions (46 percent) than they are of actions involving only their own institutions (30 percent). Perhaps this is some indication that public institutions prefer not to be

TABLE 64  
FORCES HAVING A POSITIVE IMPACT ON REGIONALIZATION ACTIONS, BY TYPE OF INSTITUTION INCLUDED

FORCES	INSTITUTIONAL TYPE														TOTAL N = 98 %							
	PUBLIC AND PRIVATE				PUBLIC ONLY				PRIVATE ONLY		UNCLASSIFIED											
	4-Year N = 14 n %		2-Year N = 2 n %		2- & 4-Year N = 36 n %		TOTAL N = 52 n %		4-Year N = 14 n %		2-Year N = 2 n %		2- & 4-Year N = 20 n %			TOTAL N = 44 n %		4-Year Only N = 1 n %		N = 7 n %		
<b>PERSONAL</b>																						
<b>GOVERNMENT (Noneducation)</b>																						
Federal Official	1	7	1	50	3	8	5	10	1	7	0	0	1	5	2	5	0	0	0	0	7	7
Governor	8	57	1	50	9	25	18	35	4	29	0	0	5	25	9	20	1	100	0	0	28	29
State Legislator	7	50	1	50	13	36	21	40	4	29	5	50	12	60	21	47	1	100	0	0	43	44
Other State Official	1	7	0	0	4	11	5	10	0	0	0	0	2	10	2	5	0	0	0	0	7	7
Mayor	3	21	1	50	2	6	6	12	1	7	0	0	1	5	2	5	0	0	0	0	8	8
Other Local Official	3	21	2	100	0	0	5	10	1	7	0	0	0	0	1	2	0	0	0	0	6	6
Other	0	0	0	0	1	3	1	2	1	7	0	0	0	0	1	2	0	0	0	0	2	2
<b>EDUCATION</b>																						
Chief Executive State Educ. System	6	43	1	50	21	58	28	54	8	57	4	40	11	55	23	52	3	100	1	100	53	54
Other State Official	2	14	1	50	10	28	13	25	2	14	3	30	9	45	14	32	0	0	0	0	27	28
Chief Exec. State Voluntary Assoc.	1	7	0	0	6	17	7	13	0	0	1	10	2	10	3	7	0	0	0	0	10	10
Other from Voluntary Association	1	7	0	0	2	6	3	6	0	0	0	0	0	0	0	0	0	0	0	0	3	3
Regional Level Official	0	0	0	0	2	6	2	4	0	0	2	20	3	15	5	11	0	0	0	0	7	7
Trustee of Public Institution	3	21	0	0	6	17	9	17	1	7	2	20	2	10	5	11	0	0	0	0	14	14
Trustee of Private Institution	2	14	0	0	3	8	5	10	0	0	0	0	0	0	0	0	0	0	0	0	5	5
Chief Executive from Public Institution	6	43	1	50	17	47	24	48	5	36	2	20	6	30	13	30	0	0	0	0	37	38
Chief Executive from Private Institution	5	36	0	0	13	36	18	35	0	0	0	1	5	1	0	0	0	0	0	0	19	19
Other Official from Public Institution	1	7	1	50	5	14	7	13	4	29	1	10	2	10	7	16	0	0	0	0	14	14
Other Official from Private Institution	0	0	0	0	3	8	3	6	0	0	0	0	0	0	0	0	0	0	0	0	3	3
Other	0	0	0	0	1	3	1	2	0	0	0	0	0	0	0	0	0	0	0	0	1	1
<b>LAY CITIZENRY AT LARGE</b>																						
Labor Movement Leader	0	0	1	50	3	8	4	8	0	0	0	0	0	0	0	0	0	0	0	0	4	4
Business and Industry Leader	6	43	1	50	5	14	12	23	3	21	0	0	1	5	4	9	0	0	0	0	18	18
Civil Rights Leader	0	0	1	50	1	3	2	4	0	0	0	0	0	0	0	0	0	0	0	0	2	2
Women's Right Leader	0	0	1	50	2	6	3	6	0	0	0	0	0	0	0	0	0	0	0	0	3	3
Influential Lay Person	3	21	1	50	7	19	11	21	3	21	0	0	2	10	5	11	0	0	0	0	16	16
Other	1	7	0	0	2	6	3	6	2	14	1	10	1	5	4	9	0	0	0	0	7	7
<b>EXTRAPERSONAL</b>																						
<b>FEDERAL GOVERNMENT</b>																						
Action of Executive Agency		7	0	0	2	6	3	6	2	14	1	10	0	0	3	7	0	0	0	0	6	6
Existence of Federal Legislation																						
Vocational Education Acts	0	0	2	100	4	11	6	12	0	0	3	30	0	0	3	7	0	0	0	0	9	9
GETA	0	0	2	100	2	6	4	8	0	0	2	20	0	0	2	5	0	0	0	0	6	6
Title III, Higher Education Act 1965	0	0	1	50	0	0	1	2	0	0	0	0	0	0	0	0	0	0	0	0	1	1
Higher Education Amendments 1972	0	0	0	0	7	19	7	13	0	0	1	10	0	0	1	2	0	0	0	0	8	8
Higher Education Amendments 1978	0	0	1	50	8	22	9	17	0	0	0	0	1	5	1	2	0	0	0	0	10	10
Other	2	14	0	0	3	8	5	10	0	0	1	10	1	5	2	5	0	0	0	0	7	7
Other	1	7	0	0	0	0	1	2	0	0	0	0	0	0	0	0	0	0	0	0	1	1



TABLE 64 (continued)  
FORCES HAVING A POSITIVE IMPACT ON REGIONALIZATION ACTIONS, BY TYPE OF INSTITUTION INCLUDED

FORCES	INSTITUTIONAL TYPE												TOTAL									
	PUBLIC AND PRIVATE				PUBLIC ONLY				PRIVATE ONLY		UNCLASSIFIED											
	4-Year		2-Year		2- & 4-Year		TOTAL		4-Year Only		N=1											
	N=14	N=2	N=36	N=52	N=14	N=10	N=20	N=44	N=1	N=1	N=98											
n	%	n	%	n	%	n	%	n	%	n	%	n	%									
<b>EXTRAPERSONAL (Continued)</b>																						
<b>STATE GOVERNMENT (Noneducation)</b>																						
Action of Governor's Office	4	29	1	50	8	22	13	25	2	14	0	7	35	9	20	0	0	0	0	22	22	
Action of State Department of Admin	2	14	1	50	4	11	7	13	1	7	0	0	0	1	2	0	0	0	0	8	8	
Action of State Budget Office	6	43	1	50	9	25	16	31	5	36	1	10	1	5	7	16	0	0	0	23	23	
Action of State Planning Office	0	0	0	50	2	6	3	6	2	14	0	0	1	5	3	7	0	0	0	6	6	
Action of Capital Construction Agency	2	14	1	50	2	6	5	10	3	21	0	0	1	5	4	9	0	0	0	9	9	
Action of Legislative Approp Com	6	43	0	0	7	19	18	25	5	36	5	5	25	15	34	1	100	1	100	39	31	
Existence of Specific Legislative Regot	3	21	1	50	3	8	7	13	1	7	3	30	3	15	7	16	0	0	0	14	14	
Existence of Specific Law	4	29	2	100	7	19	13	25	1	7	4	40	5	25	10	23	0	0	1	100	24	24
Decision of State Court	0	0	0	0	0	0	0	0	0	0	0	0	1	5	1	2	0	0	0	1	1	
Action of State Attorney General's Of	0	0	1	50	0	0	1	2	0	0	0	1	5	1	2	0	0	0	0	2	2	
Competition for State Money - Intra Agency	0	0	1	50	3	8	4	8	2	2	2	20	0	0	4	9	0	0	0	8	8	
Other	0	0	0	0	1	3	1	2	0	0	0	1	5	1	2	0	0	0	0	2	2	
<b>STATE GOVERNMENT (Educational)</b>																						
Leadership Rosture of																						
State Agency Responsible for PSE	9	64	2	100	23	64	34	65	8	57	5	50	15	75	28	64	0	0	0	0	62	63
State Agency Responsible for Other Ed	1	7	2	100	4	11	7	13	1	7	1	10	3	15	5	11	0	0	1	100	13	13
State University System	4	29	1	50	11	31	16	31	8	57	1	10	3	15	12	27	1	100	0	29	30	
Existence of Previous Studies	0	0	1	50	11	31	12	23	1	7	2	20	2	10	5	11	0	0	1	100	18	18
Other	0	0	0	0	1	3	1	2	0	0	3	30	1	5	4	9	0	0	1	100	6	6
<b>INSTITUTIONS</b>																						
Competition for Money Between Segments	0	0	1	50	11	31	12	23	1	7	2	20	2	10	5	11	0	0	0	0	17	17
Action of Institutions to Preserve Aut	0	0	0	0	2	6	2	4	0	0	2	20	1	5	3	7	0	0	0	0	5	5
Action by Group of Public Institutions	3	21	2	100	8	22	13	26	3	21	3	30	2	10	8	18	0	0	0	0	21	21
Action by Group of Private Institutions	4	29	0	0	6	17	10	19	0	0	0	0	2	10	2	5	0	0	0	0	12	12
Action by Influential Public Institution	2	14	0	0	6	17	8	15	2	14	0	0	1	5	3	7	0	0	0	0	11	11
Action by Influential Private Inst	2	14	0	0	3	8	5	10	0	0	0	0	0	0	0	0	0	0	0	0	5	5
Other	0	0	0	0	0	0	0	0	0	1	10	0	0	1	2	0	0	0	0	0	1	1
<b>VOLUNTARY ORGANIZATIONS AND ASSOCIATIONS</b>																						
Business and Industry	2	14	1	50	5	14	8	15	2	14	0	0	1	5	3	7	0	0	1	100	12	12
Labor Interests	0	0	2	100	1	3	3	6	0	0	0	0	0	0	0	0	0	0	1	100	4	4
Advancement of Postsecondary Education	2	14	1	50	3	8	6	12	2	14	0	0	1	5	3	7	0	0	0	0	9	9
Advancement of Other Education	0	0	1	50	2	6	3	6	0	0	0	0	0	0	0	0	0	0	0	0	3	3
Government Effectiveness	1	7	1	50	2	6	4	8	1	7	0	0	1	5	2	5	0	0	0	0	6	6
Other	3	21	0	0	4	11	7	13	0	0	1	10	0	0	1	2	0	0	0	0	8	8

"isolated" in regionalization actions—that they fear such arrangements are likely to evolve into governance structures, with a subsequent loss of control at the institutional level.

Within the public/private category, it can be seen that the participation of lay interests is highest (43 percent for business and industry interests) for those actions involving four-year institutions. Within the public-only category, the strong legislative involvement described above comes largely from those actions involving only two-year institutions (50 percent).

Table 6.5 reports the distribution of forces according to the academic program level involved: All of the categories listed are similar in that they share a strong involvement by state-level postsecondary leadership—both the chief executives of state educational systems as personal forces and the postsecondary agencies as extrapersonal forces.

Beyond that general pattern it can be noted that actions involving only associate and certificate level actions seem to lack the personal support of governors (only 2 of these 18 actions report the governor as a positive force) and the executive branch generally (again 2 actions cite the governor's office; 3, the budget office). However, these actions do benefit from strong legislative support. Also, the influence of federal vocational education legislation is apparent (cited for 39 percent of the associate level actions). Regionalization actions for graduate programs, on the other hand, seem to have the strong personal support of governors (47 percent report gubernatorial support), in addition to high legislative involvement (47 percent with state legislators as personal forces).

In Table 6.6, forces are reported for the seven regionalization patterns developed by geographic area and type of institution. The most active forces for several of these different types of regionalism can be noted.

The comprehensive-A intrastate regionalization pattern has strong involvement from state-level postsecondary leadership (67 percent). The next most frequently cited extrapersonal forces are the existence of previous studies (39 percent) and the competition for monies between different components of postsecondary education in the states (39 percent). These competitive fiscal pressures apparently are more a force for joint regionalization actions among various elements of postsecondary education in the states than they are a force for separate and independent actions by these different factions. The public comprehensive regionalization pattern also shows state-level postsecondary leadership to be a strong force—although there is a real lack of support from public postsecondary institutional interests for this kind of regionalization action.

The strongest forces—both personal (67 percent) and extrapersonal (50 percent)—for community college regionalization actions come from legislative interests. From the start, the community college movement in this country has been a product of direct legislative action. Apparently, this strong legislative attention to community college operations remains even today, as evidenced by the involvement of legislative interests in regionalization actions for this segment of postsecondary education.

TABLE 6.5  
FORCES HAVING A POSITIVE IMPACT ON REGIONALIZATION ACTIONS, BY ACADEMIC PROGRAM LEVEL INCLUDED

FORCES	ACADEMIC PROGRAM LEVEL							TOTAL N = 98 n %
	All Levels N = 41 n %	Graduate Only N = 17 n %	Baccalaureate and Above N = 8 n %	Undergraduate N = 7 n %	Associate and Certificate N = 18 n %	Noncredit N = 3 n %	Unclassified N = 5 n %	
<b>PERSONAL</b>								
<b>GOVERNMENT (Noneducation)</b>								
Federal Official	2 5	2 12	1 12	1 14	1 6	0 0	0 0	7 7
Governor	12 29	8 47	4 50	1 14	2 11	0 0	1 25	28 29
State Legislator	18 44	8 47	2 25	4 57	9 50	1 33	1 25	43 44
Other State Official	2 5	2 12	0 0	0 0	1 6	2 67	0 0	7 7
Mayor	1 2	1 6	2 25	1 14	3 17	0 0	0 0	8 8
Other Local Official	1 2	2 12	2 25	3 14	0 0	0 0	0 0	6 6
Other	1 2	1 6	0 0	0 0	0 0	0 0	0 0	2 2
<b>EDUCATION</b>								
Chief Executive, State Educ. System	21 51	11 65	4 50	4 57	9 50	2 67	2 50	53 54
Other State Official	14 34	0 0	3 38	1 14	5 28	2 67	2 50	27 28
Chief Exec., State Voluntary Assoc.	6 15	1 6	0 0	1 14	2 11	0 0	0 0	10 10
Other from Voluntary Association	2 5	0 0	1 12	0 0	0 0	0 0	0 0	3 3
Regional Level Official	3 7	0 0	0 0	0 0	2 11	1 33	1 25	7 7
Trustee of Public Institution	5 12	3 18	1 12	2 29	3 17	0 0	0 0	14 14
Trustee of Private Institution	0 0	1 6	2 25	2 29	0 0	0 0	0 0	5 5
Chief Executive from Public Institution	15 37	6 35	4 50	3 43	6 33	1 33	2 50	37 38
Chief Executive from Private Institution	10 24	3 18	2 25	1 14	2 11	0 0	1 25	19 19
Other Official from Public Institution	7 17	1 6	3 38	0 0	2 11	1 33	0 0	14 14
Other Official from Private Institution	3 7	0 0	0 0	0 0	0 0	0 0	0 0	3 3
Other	1 2	0 0	0 0	0 0	0 0	0 0	0 0	1 1
<b>LAY CITIZENRY AT LARGE</b>								
Labor Movement Leader	4 10	1 6	0 0	0 0	2 11	0 0	0 0	4 4
Business and Industry Leader	3 7	6 35	3 38	2 29	1 6	0 0	1 25	16 16
Civil Rights Leader	0 0	1 6	0 0	0 0	1 6	0 0	0 0	2 2
Women's Right Leader	1 2	1 6	0 0	0 0	1 6	0 0	0 0	3 3
Influential Lay Person	4 10	4 24	3 38	2 29	2 11	0 0	1 25	16 16
Other	4 10	1 6	0 0	1 14	1 6	0 0	0 0	7 7
<b>EXTRAPERSONAL</b>								
<b>FEDERAL GOVERNMENT</b>								
Action of Executive Agency	0 0	2 12	1 12	1 14	1 6	0 0	1 25	6 6
Existence of Federal Legislation								
Vocational Education Acts	1 2	0 0	0 0	0 0	7 39	0 0	1 25	9 9
CETA	0 0	0 0	0 0	1 14	5 28	0 0	0 0	6 6
Title III, Higher Education Act, 1965	0 0	0 0	0 0	0 0	1 6	0 0	0 0	1 1
Higher Education Amendments, 1972	5 12	1 6	0 0	0 0	2 11	0 0	0 0	8 8
Higher Education Amendments, 1976	7 17	1 6	0 0	1 14	1 6	0 0	0 0	10 10
Other	3 7	1 6	0 0	2 29	1 6	0 0	0 0	7 7
Other	0 0	0 0	0 0	1 14	0 0	0 0	0 0	1 1

TABLE 6.5 (continued)  
FORCES HAVING A POSITIVE IMPACT ON REGIONALIZATION ACTIONS, BY ACADEMIC PROGRAM LEVEL INCLUDED

FORCES	ACADEMIC PROGRAM LEVEL							TOTAL	
	All Levels N = 41	Graduate Only N = 17	Baccalaureate and Above N = 8	Undergraduate N = 7	Associate and Certificate N = 8	Noncredit N = 3	Unclassified N = 4	N = 98	
	n %	n %	n %	n %	n %	n %	n %	n %	
<b>INTRAPERSONAL (Continued)</b>									
<b>STATE GOVERNMENT (Noneducation)</b>									
Action of the Governor's Office	11 27	4 24	3 38	1 14	2 11	0 0	1 25	22 22	
Action of State Department of Admin	2 5	1 6	2 25	1 14	1 6	0 0	1 25	8 8	
Action of State Budget Office	9 22	5 29	3 38	2 29	3 17	0 0	1 25	23 23	
Action of State Planning Office	2 5	2 12	0 0	0 0	1 6	1 33	0 0	6 6	
Action of Capital Construction Agency	1 2	2 12	3 38	1 14	1 6	1 33	0 0	9 9	
Action of Legislative Approp Com	10 24	8 47	3 38	1 14	7 39	1 33	0 0	30 31	
Existence of Specific Legislative Resol	4 10	5 29	0 0	0 0	4 22	1 33	0 0	14 14	
Existence of Specific Law	8 20	3 18	2 25	2 29	8 44	0 0	1 25	24 24	
Depositor of State Court	1 2	0 0	0 0	0 0	0 0	0 0	0 0	1 1	
Action of State Attorney General's Of	1 2	0 0	0 0	0 0	1 6	0 0	0 0	2 2	
Competition for State Money - Intra Agency	2 5	2 12	1 12	0 0	3 17	0 0	0 0	8 8	
Other	1 2	0 0	0 0	0 0	0 0	1 33	0 0	2 2	
<b>STATE GOVERNMENT (Educational)</b>									
Leadership Posture of									
State Agency Responsible for PSE	29 71	10 59	3 38	6 86	9 50	2 67	3 75	62 63	
State Agency Responsible for Other Ed	3 7	1 6	2 25	0 0	4 22	1 33	2 50	13 13	
State University System	12 29	6 35	5 62	1 14	3 17	0 0	2 50	29 30	
Existence of Previous Studies	10 24	1 6	1 12	0 0	5 28	0 0	1 25	18 18	
Other	1 2	0 0	0 0	0 0	4 22	1 33	0 0	6 6	
<b>INSTITUTIONS</b>									
Competition for Money Between Segments	9 22	1 6	3 38	1 14	3 17	0 0	0 0	17 17	
Action of Institutions to Preserve Aut	2 5	1 6	0 0	0 0	2 11	0 0	0 0	5 5	
Action by Group of Public Institutions	7 17	1 6	4 50	1 14	5 28	1 33	2 50	21 21	
Action by Group of Private Institutions	3 7	2 12	3 38	2 29	1 6	0 0	1 25	12 12	
Action by Influential Public Institution	3 7	1 6	3 38	1 14	1 6	0 0	2 50	11 11	
Action by Influential Private Institution	1 2	1 6	1 12	1 14	0 0	0 0	1 25	5 5	
Other	0 0	0 0	0 0	0 0	1 6	0 0	0 0	1 1	
<b>UNVOLUNTARY ORGANIZATIONS AND ASSOCIATIONS</b>									
Business and Industry									
Labor Interests	2 5	2 12	3 38	2 29	2 11	0 0	1 25	12 12	
Advancement of Postsecondary Education	0 0	1 6	0 0	0 0	3 17	0 0	0 0	4 4	
Advancement of Other Education	4 10	1 6	1 12	1 14	1 6	0 0	1 25	9 9	
Government Effectiveness	0 0	1 6	1 12	0 0	1 6	0 0	0 0	3 3	
Other	2 5	1 6	1 12	1 14	1 6	0 0	0 0	6 6	
	3 7	1 6	1 12	2 29	1 6	0 0	0 0	8 8	

TABLE 6.6  
FORCES HAVING A POSITIVE IMPACT, BY TYPE OF REGIONALIZATION ACTION

FORCES	REGIONALIZATION PATTERNS: GEOGRAPHY AND INSTITUTIONS								Interstate Compacts N = 4 n %	Other N = 30 n %	Total N = 98 n %
	INTRASTATE				INTERSTATE						
	Comprehensive A N = 18 n %	Public Comprehensive N = 9 n %	Community College N = 6 n %	Partial/ All Segments N = 12 n %	Partial/ Public Senior N = 5 n %	Reciprocity-A N = 6 n %	Contracts-A N = 8 n %				
<b>PERSONAL</b>											
<b>GOVERNMENT (Noneducation)</b>											
Federal Official	1 6	0 0	0 0	1 8	0 0	0 0	0 0	0 0	5 17	7 7	
Governor	4 22	1 11	0 0	2 17	2 40	3 50	6 75	3 75	7 23	28 29	
State Legislator	7 39	3 33	4 67	3 25	0 0	6 100	5 62	3 75	12 40	43 44	
Other State Official	3 17	2 22	0 0	0 0	0 0	0 0	1 12	1 25	0 0	7 7	
Mayor	1 6	0 0	0 0	1 8	1 20	0 0	2 25	0 0	3 10	8 8	
Other Local Official	1 6	0 0	0 0	0 0	1 20	0 0	2 25	1 25	1 3	6 6	
Other	1 6	0 0	0 0	0 0	1 20	0 0	0 0	0 0	0 0	2 2	
<b>EDUCATION</b>											
Chief Executive, State Educ. System	9 50	4 44	2 33	7 58	2 40	5 83	4 50	3 75	17 57	53 54	
Other State Official	7 39	3 33	2 33	2 17	2 40	3 50	1 12	0 0	7 23	27 28	
Chief Exec. State Voluntary Assoc.	4 22	0 0	1 17	1 8	0 0	2 33	1 12	1 25	0 0	10 10	
Other from Voluntary Association	2 11	0 0	0 0	0 0	0 0	0 0	0 0	1 25	0 0	3 3	
Regional Level Official	1 6	3 33	1 17	1 8	0 0	0 0	0 0	0 0	1 3	7 7	
Trustee of Public Institution	3 17	1 11	2 33	2 17	1 20	0 0	1 12	1 25	3 10	14 14	
Trustee of Private Institution	1 6	0 0	0 0	2 17	0 0	0 0	1 12	0 0	1 3	5 5	
Chief Executive from Public Institution	10 56	2 22	1 17	5 42	1 20	1 17	2 25	2 50	13 43	37 38	
Chief Executive from Private Institution	6 33	1 11	0 0	5 42	0 0	0 0	2 25	2 50	3 10	19 19	
Other Official from Public Institution	3 17	1 11	0 0	1 8	2 40	0 0	0 0	1 25	6 20	14 14	
Other Official from Private Institution	2 11	0 0	0 0	0 0	0 0	0 0	0 0	1 25	0 0	3 3	
Other	1 6	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	1 1	
<b>LAY CITIZENRY AT LARGE</b>											
Labor Movement Leader	2 11	0 0	0 0	1 8	0 0	0 0	0 0	0 0	1 3	4 4	
Business and Industry Leader	2 11	0 0	0 0	3 25	1 20	0 0	3 38	0 0	7 23	16 16	
Civil Rights Leader	1 6	0 0	0 0	0 0	0 0	0 0	0 0	0 0	1 3	2 2	
Women's Right Leader	1 6	0 0	0 0	1 8	0 0	0 0	0 0	0 0	1 3	3 3	
Influential Lay Person	2 11	0 0	0 0	4 33	1 20	1 17	1 12	1 25	6 20	16 16	
Other	1 6	1 11	1 17	1 8	1 20	0 0	0 0	0 0	2 7	7 7	
<b>EXTRAPERSONAL</b>											
<b>FEDERAL GOVERNMENT</b>											
Action of Executive Agency	1 6	0 0	0 0	1 8	0 0	0 0	0 0	0 0	4 13	6 6	
Existence of Federal Legislation											
Vocational Education Acts	3 17	0 0	1 17	1 8	0 0	0 0	0 0	0 0	4 13	9 9	
CETA	1 6	0 0	1 17	1 8	0 0	0 0	0 0	0 0	3 10	6 6	
Title III, Higher Education Act, 1965	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	1 3	1 1	
Higher Education Amendments, 1972	5 28	0 0	1 17	1 8	0 0	0 0	0 0	1 25	0 0	8 8	
Higher Education Amendments 1976	4 22	0 0	0 0	3 25	0 0	0 0	0 0	1 25	2 7	10 10	
Other	2 11	0 0	1 17	1 8	0 0	0 0	0 0	0 0	3 10	7 7	
Action of Federal Judiciary	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	
Other	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	1 3	1 1	

TABLE 8.6 (continued)  
FORCES HAVING A POSITIVE IMPACT, BY TYPE OF REGIONALIZATION ACTION

FORCES	REGIONALIZATION PATTERNS GEOGRAPHY AND INSTITUTIONS							Interstate Compects N = 4 n %	Other N = 30 n %	Total N = 98 n %
	INTRASTATE					INTERSTATE				
	Comprehensive A N = 18 n %	Public Comprehensive N = 9 n %	Community College N = 6 n %	Partial/ All Segments N = 12 n %	Partial/ Public Senior N = 5 n %	Reciprocity-A N = 6 n %	Contracts-A N = 8 n %			
EXTRAPERSONAL (Continued)										
STATE GOVERNMENT (Noneducation)										
Action of Governor's Office	3 17	1 11	0 0	2 17	1 20	5 83	3 38	3 75	4 13	22 22
Action of State Department of Admin	2 11	0 0	0 0	1 8	0 0	0 0	1 12	1 25	3 10	8 8
Action of State Budget Office	4 22	1 11	1 17	3 25	1 20	0 0	3 38	2 50	8 27	23 23
Action of State Planning Office	2 11	1 11	0 0	0 0	0 0	0 0	0 0	0 0	3 10	6 6
Action of Capital Construction Agency	1 6	1 11	0 0	1 8	1 20	0 0	1 12	0 0	4 13	9 9
Action of Legislative Approp. Com.	3 17	2 22	3 50	2 17	1 20	3 50	5 62	2 50	9 30	30 31
Existence of Specific Legislative Resol.	1 6	1 11	3 50	1 8	1 20	0 0	2 25	1 25	4 13	14 14
Existence of Specific Law	4 22	1 11	3 50	2 17	1 20	3 50	3 38	1 25	6 20	24 24
Decision of State Court	9 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	1 3	1 1
Action of State Attorney General's Office	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	2 7	2 2
Competition for State Money - Intra Agency	1 6	0 0	1 17	1 8	2 40	0 0	0 0	1 25	2 7	8 8
Other	0 0	1 11	0 0	0 0	0 0	0 0	0 0	1 25	0 0	2 2
STATE GOVERNMENT (Educational)										
Leadership Posture of										
State Agency Responsible for PSE	12 67	5 56	2 33	7 58	2 40	6 100	4 50	3 75	21 70	82 83
State Agency Responsible for Other Ed	2 11	2 22	1 17	1 8	0 0	0 0	1 12	1 25	5 17	13 13
State University System	6 33	2 22	1 17	3 25	4 80	0 0	2 25	1 25	10 33	29 30
Existence of Previous Studies	7 39	1 11	1 17	2 17	1 20	0 0	0 0	2 50	4 13	18 18
Other	0 0	1 11	2 33	0 0	0 0	0 0	0 0	1 25	2 7	6 6
INSTITUTIONS										
Competition for Money Between Segments	7 39	0 0	0 0	3 25	1 20	2 33	0 0	1 25	3 10	17 17
Action of Institutions to Preserve Autonomy	2 11	1 11	1 17	0 0	0 0	0 0	0 0	0 0	1 3	5 5
Action by Group of Public Institutions	3 17	1 11	1 17	3 25	2 40	0 0	2 25	0 0	9 30	21 21
Action by Group of Private Institutions	3 17	0 0	0 0	2 17	0 0	2 33	2 25	0 0	3 10	12 12
Action by Influential Public Institution	4 22	0 0	0 0	1 8	2 40	0 0	1 12	0 0	3 10	11 11
Action by Influential Private Institution	2 11	0 0	0 0	1 8	0 0	0 0	1 12	0 0	1 3	5 5
Other	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	1 3	1 1
VOLUNTARY ORGANIZATIONS AND ASSOCIATIONS										
Business and Industry	1 6	0 0	0 0	4 33	1 20	0 0	1 12	0 0	5 17	12 12
Labor Interests	1 6	0 0	0 0	0 0	0 0	0 0	0 0	0 0	3 10	4 4
Advancement of Postsecondary Education	2 11	1 11	0 0	1 8	0 0	0 0	0 0	0 0	5 17	9 9
Advancement of Other Education	1 6	0 0	0 0	1 8	0 0	0 0	0 0	0 0	1 3	3 3
Government Effectiveness	1 6	0 0	0 0	1 8	0 0	0 0	0 0	0 0	4 13	6 6
Other	2 11	0 0	0 0	2 17	0 0	0 0	1 12	0 0	3 10	8 8

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The partial/all segments pattern reports strong institutional leadership involvement, plus active support from business and industry interests. State university systems are the strongest force for partial/public senior regionalization actions.

For interstate regionalization actions, it can be noted that reciprocity-A actions seem to require active support on several fronts—the executive and legislative branches of government and state-level postsecondary leadership. Contractual agreements, on the other hand, seem to depend most on the personal support of governors and positive actions of the legislative appropriations committees in the states.

Finally, Table 6.7 displays forces for six regionalization patterns developed by geographic area and academic program level. Again, differences in forces influencing the various patterns can be noted.

Regionalization actions for associate level programs show a high level of involvement from legislative forces within the state. The federal vocational education legislation and the Comprehensive Employment and Training Act (CETA) are also positive forces for these associate level actions.

There is a relative lack of active forces for regionalization actions involving all program levels within a specific intrastate geographic area (the partial/broad pattern). But for regionalization actions for specific program levels within a specific intrastate region a high level of involvement from various local educational and noneducational forces exists. For example, chief executives of public institutions are cited in 58 percent of the actions; influential lay persons, 42 percent; collective leadership of business and industry interests, 33 percent. This information, coupled with data reported earlier in Table 6.6, supports the conclusion that local lay interests are most involved with regionalization actions that include all institutions within an intrastate geographic area, but only *specific* programs of those institutions.

For those interstate regionalization patterns within the geography by program level classification displayed in Table 6.7, it can be noted that almost all of the forces cited are those at the state-level, with heavy involvement from both educational and noneducational forces. Local and institutional involvement is virtually nonexistent for the interstate actions.

### Questions of Special Interest

#### Negative Forces

An attempt was also made to gather information on all forces having a *negative impact* on postsecondary regionalism efforts. In fact, the original call for data simply requested information on all forces—positive and negative—that have had an influence. Respondents were eager to report positive forces but were considerably more hesitant to identify the negative forces.



TABLE 67  
FORCES HAVING A POSITIVE IMPACT, BY TYPE OF REGIONALIZATION ACTION

FORCES	REGIONALIZATION PATTERNS GEOGRAPHY AND PROGRAM LEVEL						INTERSTATE COMPACTS N = 4 n %	OTHER N = 25 n %	TOTAL N = 98 n %
	INTRASTATE				INTERSTATE				
	Comprehensive -B N = 19 n %	Associates N = 13 n %	Partial/Broad N = 12 n %	Partial/Specific N = 12 n %	Reciprocity-B N = 5 n %	Contracts-B N = 8 n %			
<b>PERSONAL</b>									
<b>GOVERNMENT (Noneducation)</b>									
Federal Official	0 0	1 8	1 8	1 8	0 0	0 0	0 0	4 16	7 7
Governor	4 21	2 15	2 17	3 25	3 80	5 62	3 75	6 24	28 29
State Legislator	6 32	8 62	4 33	2 17	4 80	6 75	3 75	10 40	43 44
Other State Official	1 5	1 8	0 0	0 0	0 0	1 12	1 25	3 12	7 7
Mayor	0 0	2 15	1 8	3 25	0 0	1 12	0 0	1 4	8 8
Other Local Official	0 0	0 0	0 0	2 17	0 0	1 12	1 25	2 8	6 6
Other	1 5	0 0	0 0	1 8	0 0	0 0	0 0	0 0	2 2
<b>EDUCATION</b>									
Chief Executive State Educ System	7 37	7 54	4 33	5 42	5 100	6 75	3 75	16 64	53 54
Other State Official	6 32	4 31	3 25	3 25	4 80	0 0	0 0	7 28	27 28
Chief Exec State Voluntary Assoc	3 16	2 15	1 8	0 0	1 20	1 12	1 25	1 4	10 10
Other from Voluntary Association	2 11	0 0	0 0	0 0	0 0	0 0	0 0	1 4	3 3
Regional Level Official	3 16	1 8	0 0	0 0	0 0	0 0	0 0	3 12	7 7
Trustee of Public Institution	2 11	3 23	2 17	3 25	0 0	0 0	1 25	3 12	14 14
Trustee of Private Institution	0 0	0 0	0 0	3 25	0 0	0 0	0 0	2 8	5 5
Chief Executive from Public Institution	9 47	4 31	8 25	7 58	0 0	1 12	2 50	11 44	37 38
Chief Executive from Private Institution	5 26	1 8	3 25	4 33	0 0	1 12	2 50	3 12	19 19
Other Official from Public Institution	4 21	1 8	2 17	2 17	0 0	0 0	1 25	4 16	14 14
Other Official from Private Institution	2 11	0 0	0 0	0 0	0 0	0 0	1 25	0 0	3 3
Other	1 5	0 0	0 0	0 0	0 0	0 0	0 0	0 0	1 1
<b>LAY CITIZENRY AT LARGE</b>									
Labor Movement Leader	0 0	2 15	1 8	0 0	0 0	0 0	0 0	1 4	4 4
Business and Industry Leader	1 5	1 8	2 17	4 33	0 0	2 25	0 0	6 24	16 16
Civil Rights Leader	0 0	1 8	0 0	0 0	0 0	0 0	0 0	1 4	2 2
Women's Rights Leader	0 0	1 8	1 8	0 0	0 0	0 0	0 0	1 4	3 3
Influential Lay Person	0 0	2 15	2 17	5 42	1 20	2 25	1 25	3 12	16 16
Other	3 16	1 8	1 8	2 17	0 0	0 0	0 0	0 0	7 7
<b>EXTRAPERSONAL</b>									
<b>FEDERAL GOVERNMENT</b>									
Action of Executive Agency	0 0	0 0	0 0	1 8	0 0	0 0	0 0	5 20	6 6
Existence of Federal Legislation									
Vocational Education Acts	1 5	5 38	0 0	2 17	0 0	0 0	0 0	1 4	9 9
CETA	0 0	4 31	0 0	2 17	0 0	0 0	0 0	0 0	6 6
Title III Higher Ed Act of 1965	0 0	1 8	0 0	0 0	0 0	0 0	0 0	0 0	1 1
Higher Education Amendments of 1972	3 16	2 15	1 8	0 0	0 0	0 0	1 25	1 4	8 8
Higher Education Amendments of 1976	3 16	1 8	2 17	1 8	0 0	0 0	1 25	2 8	10 10
Other	2 11	1 8	1 8	2 17	0 0	0 0	0 0	1 4	7 7
Action of Federal Judiciary	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	0 0	0 0	0 0	1 8	0 0	0 0	0 0	0 0	1 1

TABLE 6.7 (continued)  
FORCES HAVING A POSITIVE IMPACT, BY TYPE OF REGIONALIZATION ACTION

FORCES	REGIONALIZATION PATTERNS, GEOGRAPHY AND PROGRAM LEVEL						INTERSTATE COMPACTS	OTHER	TOTAL
	INTRASTATE				INTERSTATE				
	Comprehensive -B N = 19 n %	Associate N = 13 n %	Partial/Broad N = 12 n %	Partial/Specific N = 12 n %	Reciprocity-B N = 5 n %	Contracts-B N = 8 n %			
<b>EXTRAPERSONAL (Continued)</b>									
<b>STATE GOVERNMENT (Noneducation)</b>									
Action of Governor's Office	2 11	2 15	2 17	1 8	4 80	2 25	3 75	6 24	22 22
Action of State Dept of Admin	1 5	1 8	0 0	1 8	0 0	0 0	1 25	4 16	8 8
Action of State Budget Office	6 32	3 23	1 8	3 25	0 0	1 12	2 50	7 28	23 23
Action of State Planning Office	2 11	1 8	0 0	0 0	0 0	0 0	0 0	3 12	6 6
Action of Capital Construction Agency	0 0	1 8	1 8	2 17	0 0	0 0	0 0	5 20	9 9
Action of Legislative Approp Com	4 21	5 38	1 8	3 25	3 80	5 82	2 50	7 28	30 31
Existence of Specific Legislative Resol	0 0	4 31	2 17	1 8	0 0	2 25	1 25	4 16	14 14
Existence of Specific Law	4 21	6 46	2 17	3 25	1 20	2 25	1 25	5 20	24 24
Decision of State Court	0 0	0 0	1 8	0 0	0 0	0 0	0 0	0 0	1 1
Action of State Attor General's Off	0 0	1 8	1 8	0 0	0 0	0 0	0 0	0 0	2 2
Competition for State Money Intra Agency	0 0	2 15	1 8	3 25	0 0	0 0	1 25	1 4	8 8
Other	0 0	0 0	0 0	0 0	0 0	0 0	1 25	1 4	2 2
<b>STATE GOVERNMENT (Education)</b>									
Leadership Posture of									
State Agency Responsible for PSE	13 68	5 38	7 58	8 67	5 100	3 38	3 75	18 72	62 63
State Agency Responsible for Other Educ	2 11	4 31	0 0	0 0	0 0	0 0	1 25	6 24	13 13
State-University System	7 37	3 23	3 25	4 33	1 20	2 25	1 25	8 32	29 30
Existence of Previous Studies	6 32	4 31	1 8	1 8	0 0	0 0	2 50	4 16	18 18
Other	0 0	3 23	0 0	0 0	0 0	0 0	1 25	2 8	6 6
<b>INSTITUTIONS</b>									
Competition for Money Between Segments	5 26	2 15	2 17	3 25	1 20	0 0	1 25	3 12	17 17
Action of Institutions to Preserve Autonomy	2 11	1 8	0 0	0 0	0 0	0 0	0 0	2 8	5 5
Action by Group of Public Institutions	3 16	3 23	2 17	5 42	1 20	0 0	0 0	7 28	21 21
Action by Group of Private Institutions	1 5	1 8	0 0	3 25	2 40	0 0	0 0	5 20	12 12
Action by Influential Public Institution	2 11	1 8	0 0	3 25	1 20	0 0	0 0	4 16	11 11
Action by Influential Private Institution	1 5	0 0	0 0	1 8	0 0	0 0	0 0	3 12	5 5
Other	0 0	0 0	0 0	0 0	0 0	0 0	0 0	1 4	1 1
<b>VOLUNTARY ORGANIZATIONS AND ASSOCIATIONS</b>									
Leadership Posture of Voluntary Agency with Concern for									
Business and Industry	0 0	2 15	2 17	4 33	0 0	1 12	0 0	3 12	12 12
Labor Interests	0 0	3 23	0 0	0 0	0 0	0 0	0 0	1 4	4 4
Advancement of Postsecondary Education	4 21	1 8	0 0	1 8	0 0	0 0	0 0	3 12	9 9
Advancement of Other Education	0 0	1 8	0 0	1 8	0 0	0 0	0 0	1 4	3 3
Government Effectiveness	0 0	1 8	2 17	1 8	0 0	0 0	0 0	2 8	6 6
Other	2 11	0 0	1 8	2 17	0 0	0 0	0 0	3 12	8 8

Table 6.8 presents the data that the authors were able to obtain on negative forces—both for the concept of regionalism and the 98 specific regionalization actions. Although the data are sketchy, they show that the competition for fiscal support among the various postsecondary educational interests in the states is a major negative force for regionalization actions. The conclusion seems warranted, then, that although the harsh economic realities of the 1970s can be an incentive for interinstitutional cooperation, such forces can, in some instances, lead to further and more pointed competition as well.

Autonomy of operations also seems to be a major issue. Actions of institutional leadership to preserve autonomy is the most frequently cited negative force—both for the conceptual development of regionalism at the policy-making level and for the regionalization actions at the operational level.

#### "Coalitions" of Forces in the Case States

Tables 6.1 through 6.8 have presented considerable data on the forces affecting regionalism efforts throughout the country. Many analyses were possible from that information. So far, however, data on the forces have only been presented in an aggregate fashion—that is, for the country as a whole, for regions of the country, or for different types of regionalization actions. Although those data and the conclusions based upon them are certainly of interest, they are nonetheless of little help in understanding the interaction of forces *within individual states*.

Within states, it is not only the individual forces themselves that are significant but also the interaction that occurs among those forces in support of or in opposition to postsecondary regionalism efforts. Certainly the substantive position of various forces in a state vis-a-vis regionalism is important, for these are the parameters within which the discussion and interaction among forces occurs. Beyond that, however, it is the patterns or *political coalitions* that emerge among forces which seem ultimately to determine the success or failure of regionalism efforts in the states.

In the data presented earlier in this chapter, four forces were cited most frequently for their impact on regionalism efforts: (1) state-level postsecondary leadership (i.e., State Higher Education Executive Offices—SHEEO), (2) the legislative branch of government, (3) the executive branch of government, and (4) institutional leadership. Table 6.9 presents a composite sketch of these categories of forces (developed from extensive interviews) for each of the eight case states. The development of postsecondary regionalism in these states has been and will continue to be a function of: the position of these major forces on regionalism, their respective political clout in the state, and the coalitions that emerge among the forces on the regionalism issue.

From the sketches presented in Table 6.9, a few repeating scenarios can be developed for describing the interaction of forces on regionalism within the case states. The scenarios are not descriptive of individual states; rather, each applies to several of the case states. Beyond that, it seems likely that the scenarios are

TABLE 6.8

FORCES HAVING A NEGATIVE IMPACT ON THE CONCEPT OF REGIONALISM AND SPECIFIC REGIONALIZATION ACTIONS

FORCES	The Concept of Regionalism		Regionalization Actions	
	N = 62		N = 98	
	n	%	n	%
<b>PERSONAL</b>				
<b>GOVERNMENT (Noneducation)</b>				
Federal Official	0	0	0	0
Governor	3	5	1	1
State Legislator	3	5	0	0
Other State Official	0	0	0	0
Mayor	0	0	0	0
Other Local Official	0	0	1	1
Other	0	0	0	0
<b>EDUCATION</b>				
Chief Executive, State Education System	2	3	1	1
Other State Official	0	0	0	0
Chief Executive, State Voluntary Assoc.	0	0	0	0
Other from Voluntary Association	0	0	0	0
Regional Level Official	1	2	0	0
Trustee of Public Institution	2	3	1	1
Trustee of Private Institution	0	0	0	0
Chief Executive from Public Institution	4	6	2	2
Chief Executive from Private Institution	2	3	3	3
Other Official from Public Institution	0	0	0	0
Other Official from Private Institution	0	0	0	0
Other	0	0	0	0
<b>LAY CITIZENRY AT LARGE</b>				
Labor Movement Leader	0	0	0	0
Business and Industry Leader	1	2	0	0
Civil Rights Leader	0	0	0	0
Women's Right Leader	0	0	0	0
Influential Lay Person	1	2	0	0
Other	0	0	0	0
<b>EXTRAPERSONAL</b>				
<b>FEDERAL GOVERNMENT</b>				
Action of Executive Agency	1	2	0	0
Existence of Federal Legislation				
Vocational Education Acts	0	0	0	0
CETA	0	0	0	0
Title III, Higher Education Act, 1965	0	0	0	0
Higher Education Amendments, 1972	0	0	0	0
Higher Education Amendments, 1976	0	0	0	0
Other	0	0	0	0
Action of Federal Judiciary	0	0	2	2
Other	0	0	0	0

TABLE 6.8 (continued)

## FORCES HAVING A NEGATIVE IMPACT ON THE CONCEPT OF REGIONALISM AND SPECIFIC REGIONALIZATION ACTIONS

FORCES	The Concept of Regionalism		Regionalization Actions	
	N = 62		N = 98	
	n	%	n	%
<b>EXTRAPERSONAL (continued)</b>				
<b>STATE GOVERNMENT (Noneducation)</b>				
Action of Governor's Office	2	3	0	0
Action of the State Department of Administration	1	2	1	1
Action of State Budget Department	2	3	4	4
Action of State Planning Office	1	2	0	0
Action of Capital Construction Agency	2	3	1	1
Action of Legislative Appropriations Com.	1	2	3	3
Existence of Specific Legislative Resolutions	0	0	0	0
Existence of Specific Law	0	0	1	1
Decision of State Court	1	2	0	0
Action of State Attorney General's Office	0	0	0	0
Competition for State Money—Intra Agency	3	5	7	7
Other	1	2	3	3
<b>STATE GOVERNMENT (Educational)</b>				
Leadership Posture of:				
State Agency Responsible for PSE	0	0	2	2
State Agency Responsible for Other Education	0	0	0	0
State University System	4	6	2	2
Existence of Previous Studies	2	3	1	1
Other	2	3	0	0
<b>INSTITUTIONS</b>				
Competition for Money Between Segments	5	8	16	16
Actions of Institutions to Preserve Autonomy	13	21	21	21
Action by Group of Public Institutions	3	5	3	3
Action by Group of Private Institutions	3	5	2	2
Action by Influential Public Institution	4	6	5	5
Action by Influential Private Institution	0	0	1	1
Other	0	0	0	0
<b>VOLUNTARY ORGANIZATIONS AND ASSOCIATIONS</b>				
Business and Industry	0	0	0	0
Labor Interests	0	0	0	0
Advancement of Postsecondary Education	0	0	1	1
Advancement of Other Education	0	0	0	0
Government Effectiveness	0	0	0	0
Other	0	0	0	0

TABLE 6.9  
MAJOR FORCES IN THE CASE STATES

State	SHEEO	Legislature*	Executive Branch	Institutional Leadership
CALIFORNIA	California Postsecondary Education Commission has extensively studied regionalism, and has proposed a specific plan for action	Certain legislators have provided strong personal leadership, legislature as a collective body has not yet taken decisive action, legislature has balance of power in regard to postsecondary regionalism	Governor's office neutral, will support if efficiencies can be shown, although wary of additional bureaucracy developing at regional level	Tripartite structure, leadership of all segments opposes any regional approach that will threaten existing postsecondary organizational structure, University of California very strong politically, and very strong in its opposition to formal regional structures.
ILLINOIS	Illinois Board of Higher Education a consistent and strong positive force, has provided the critical leadership for regionalism efforts	Legislature without professional staff and therefore described as a "reactive body" on postsecondary issues generally, regionalism not an issue of great intensity, still, legislative support of the Higher Education Cooperation Act (HECA) is noteworthy	Governor best described as neutral on postsecondary regionalism; advocates inter-institutional cooperation as a general principle, not involved in specific proposals for regionalism	University of Illinois a major political force, strongly opposes any regional approach that would create a new organizational structure and in effect challenge its own "turf," University is cooperative vis-a-vis HECA.
LOUISIANA	Louisiana Board of Regents, with constitutional authority, is power base for postsecondary education, strong credibility with the legislature, recently giving strong attention to regional perspectives in statewide planning and coordination efforts, clearly the major force for regional planning within postsecondary operations.	Legislature looks to Regents as major policy-making body for postsecondary education, this general posture defines the role legislature has assumed in regionalism developments - i.e., supportive of actions taken by Regents	Present administration very supportive of Regents generally, no official position on regionalism per se	Louisiana State University very powerful politically; position on regionalism low key as long as Regents' actions do not threaten LSU - particularly the Baton Rouge campus; Southern University does not oppose, but concerned about possible curtailment of programs serving needs of minority groups.
MINNESOTA	Minnesota Higher Education Coordinating Board (MHECB) a key force operating in support of regionalism efforts, conceptual development of regionalism has occurred primarily through efforts of MHECB, and the agency has played a major role in all of the various specific regionalization actions that have evolved in the state	Legislature a very active and aggressive political force, legislators assume active leadership roles on education issues generally, concerning regionalism, legislature has operated in strong support role, and has quite often even been the initiating force in these efforts	Governor recently issued statement urging MHECB to continue to strengthen its role in regional coordination	Institutions cooperative, but not enthusiastic supporters of regionalism, the University of Minnesota, clearly a major political force in the state, emphasizes the strength of voluntary cooperative efforts, still, no organized opposition to regionalism efforts has developed

TABLE 69 (continued)

## MAJOR FORCES IN THE CASE STATES

State	SHEEO	Legislature	Executive Branch	Institutional Leadership
NEW YORK	Board of Regents The University of the State of New York, clearly one of key forces operating in support of regionalism, much of impetus for regionalism due to Regents' actions	Sporadic legislative proposals for support of regionalism over past few years, legislation has not been successful lack of legislative support likely to continue without firm executive commitment for regionalism	New York has strong tradition of a centralized gubernatorial executive office with power and assertive leadership, regionalism received first impetus from 1971 Executive Order, executive branch has since backed off in its support, as Regents' requests for funding have not been supported by Division of Budget, regionalism not a priority within current Administration	State University, of New York (SUNY) in strong opposition to regionalization actions of Regents, SUNY has proposed regionalization plan for its own system in open competition with Regents' plan
OHIO	Ohio Board of Regents the major catalyst for interinstitutional cooperative activity generally, and the only state level agency to give serious attention to regionalism in development of public policy for postsecondary education, but lack of stability in Regents' political base makes future regionalization efforts uncertain at best	Legislature not involved in substantive policy formulation, further, concept of regionalism has little visibility within legislature, no legislative advocacy whatsoever for developing new organizational structures for postsecondary education, regional or otherwise	Earlier administration very supportive of regional planning for all state agencies, strong oppositional reaction by local interests throughout the state, present governor not a visible opponent of regionalism, but not supportive either	Membership of the Inter University Council, particularly Ohio State University, perhaps the most powerful postsecondary political force in the state, strongly opposes any formal regional structure for postsecondary education, control of two-year campuses of the University (under regional structure) a particularly sensitive issue
PENNSYLVANIA	Pennsylvania Department of Education (PDE) the major force for postsecondary regionalism developments over past 5 years, PDE remains firm in its commitment to and support of regionalism	No legislative support for regionalism, funding not provided, present posture of legislature best described as uninformed and disinterested	1972 Executive Order directed use of regional planning districts for all state agencies, concerning postsecondary regionalism, position of Governor's office a changing one—funds for support of regionalism included in earlier executive budget, since then Governor's office has consistently deleted line item support for regionalism from education budget	The Pennsylvania Association of Colleges and Universities (PACU), and especially some of its members such as The Pennsylvania State University, a very powerful political force, University leadership emphasizes importance of voluntary cooperation, along with other major public and private institutions opposes formal organizational structure at regional level
UTAH	Utah Board of Regents the major policymaking body for postsecondary education, as provided for in Higher Education Act of 1969, Regents utilize regional frameworks in formulation of public policy for postsecondary education.	Legislature a particularly dominant policymaking body—especially in relations with executive branch, membership dominated by educators, very supportive of Regents generally	Statewide system of planning regions established through executive initiative, impact on postsecondary developments minimal	No organized institutional opposition to Regents, University of Utah an extremely powerful political force in the state



generalizable to regionalism development in states throughout the country. The scenarios follow:

- #1— Major postsecondary interests in a state coalesce in their support of regionalism: a politically astute and active state-level postsecondary agency, support (or at least neutrality) from the legislative and executive branches of government, no organized institutional opposition; with this kind of coalition, postsecondary regionalism efforts are likely to experience considerable success.
- #2— Regionalism pursued successfully, but primarily as a policy of a strong state-level postsecondary agency; regionalism not an issue for legislative and executive branches of government, but general political support of legislature and governor for the postsecondary agency carries over into regionalism issue; institutional interests relatively neutral.
- #3— Regionalism efforts are unable to generate any momentum because no effective leadership emerges on the issue—*not* because of opposition that develops; the state-level postsecondary agency, for its part, tries to make some efforts in bringing attention to regional frameworks in policy formulation; but with no firm political base, the agency is able to achieve only minimal results through these actions.
- #4— Regionalism pursued primarily as a policy of the state-level postsecondary agency; such efforts encounter serious difficulties due to lack of support (and sometimes outright opposition) from either the legislature, the governor's office, or both, and because of strong opposition from powerful institutional interests.

#### Special Perspectives

It was reported earlier in this chapter that although various federal legislative action is indeed having an impact on the conceptual development of regionalism within state-level policy-making circles, the federal influence has not yet become significant at the operational level. Federal officials will want to watch these developments closely in the months ahead to see if the impact of federal policies eventually does begin to filter down to the specific regionalization actions being pursued in the states.

For institutional interests, the message of this chapter is clear: colleges and related institutions no longer enjoy—if indeed they ever did—total autonomy in the governance of their own affairs. The high-level involvement of noneducational forces in regionalism developments, as reported throughout this chapter, is certain proof of that fact. Campus authorities are increasingly being called upon to interact with and respond to numerous external forces from all levels of governmental operations. Regionalism appears to be one forum within which that kind of interaction is occurring.

State-level postsecondary leadership, too, should see in the data on forces a call to develop further partnerships with the several noneducational forces in the states that are assuming a major role in regionalism developments and in the formulation of postsecondary educational policy generally. Together these many leadership elements can provide a direction for postsecondary education that alone they could not accomplish.

There is some evidence, for example, that leadership from high-level, non-educational forces is essential for the successful development of the more comprehensive regionalization actions—i.e., those involving all sectors and segments of postsecondary institutions. For the most part, forces within the postsecondary educational community seem reluctant (perhaps unable) to assume the initiative for these kinds of actions. Similarly, most interstate actions require the participation and commitment of top political leadership in the states.

Conversely, noneducational forces are in many ways dependent upon state-level postsecondary leadership for the development of sound educational policy. Illustrative of this point is the fact that many positive noneducational forces (for regionalism) were reported even in those states where regionalism efforts have *not* met with success. Apparently, these forces—without the cooperation and commitment of state-level postsecondary leadership—have been unable to sustain any momentum for regionalism developments.

A special note can be made concerning the apparent relationship between the degree of competition for funds among various components of postsecondary education in a state and the level of interinstitutional cooperation achieved in that same state. State-level interests will be pleased to learn that a decline in available resources (and the subsequent competition for funds that occurs) appears to serve as an incentive for regionalization actions—particularly those actions involving all postsecondary institutions in a state (see Table 6.6).

However, a caution of sorts needs to be offered on this point, for the data are mixed in what they show. State-level interests should not assume that the kind of fiscal pressures described will automatically result in further cooperative efforts among institutions. The competition for fiscal support was also found to be a major negative force for regionalization actions—that is, these kinds of pressures can sometimes lead to sharper competition among institutions, not cooperation. This fact should be duly noted by state-level postsecondary leadership, and policy developed accordingly.

Finally, of concern to all postsecondary interest groups is the issue of how to encourage the active participation of lay interests in the development of postsecondary educational policy (and programs) in the states. The data show that this can be done best *not* by pursuing comprehensive state-wide actions but rather through less ambitious actions involving only selected postsecondary institutions within specific and smaller geographic areas in a state. (Certainly statewide planning and coordination are necessary, but for reasons not directly related to the lay participation issue discussed here.)

As reported earlier, lay interests seem most likely to become involved in regionalization actions for specific programs of a group of institutions within a limited geographic area. This conclusion supports the notion of "communiversity," as developed elsewhere by one of the authors of this report (Martorana and Kuhns, 1977). Essentially, the concept of a communiversity advocates the utilization of all educational resources in a locality—the full array of formal educational institutions as well as the many less education-centered organizations that have educational components within them—to meet the needs for services that exist there. The data presented in this chapter indicate that there are forces already in place in the states that are operating in support of precisely this kind of development.

### Summary

Postsecondary regionalism is emerging as a matter for discussion and action primarily within the professional postsecondary educational community—although the data clearly show a strong involvement from several noneducational forces. This conclusion is supported by the data on both personal and extrapersonal forces. It is supported by data on the forces influencing the conceptual development of regionalism and the forces having an impact on the 98 specific regionalization actions.

A few differences can be noted between forces for the concept of regionalism in state-level policy-making and forces having an impact on the regionalization implementing actions. Personal forces from the lay community seem more active in the implementing actions for regionalization than they are in their attention to the concept of regionalism. Governors' offices have more involvement with the conceptual development of regionalism at the policy-making level than they do with actions at the implementing, operational level. Just the opposite is true with legislative action where forces are more directed to the specific implementing actions. The impact of the federal 1972 Higher Education Amendments, although significant for the conceptual development of regionalism in the states, has so far been minimal on regionalization implementing actions.

The variation of the impact of forces, according to several selected variables, can be reported. A few highlights are summarized here.

1. **U.S. Regional Differences**—The Midwest shows a pattern of diversified and multiple strong forces, educational and noneducational, operating in support of regionalism; in the South, attention to regionalism seems to be occurring more as a unilateral action of state-level postsecondary educational leadership; the particularly low level of involvement of governors' offices in the South can also be noted; legislative attention to the concept of regionalism is higher in the West than in other parts of the country; state-level postsecondary leadership shows a very low personal involvement in regionalism developments in the West.

2. **States with Regionalism vs. States without Regionalism**—States giving active consideration to the concept of regionalism consistently report more positive forces (in all categories) for regionalism developments than do states where the concept of regionalism has not developed to any great extent.
3. **Geographic Area**—Noneducational forces are much more active in interstate regionalization actions than they are in intrastate actions; the latter exhibit a higher level involvement from educational forces within the state.
4. **Institutional Type**—Regionalization actions that include both public and private institutions have much more lay citizenry involvement than do those actions involving only the public sector; they also seem to require more involvement from high-level noneducational forces; the public-only actions are more a function of legislative action; institutional leadership in the public sector is less supportive of regionalization actions involving only their own institutions than they are of actions involving both public and private institutions; within the public/private category, participation of lay interests is highest for those actions involving four-year institutions; within the public-only category, the strong legislative involvement is largely for those actions involving two-year institutions.
5. **Academic Program Level**—Regionalization actions for associate programs generally lack the active support of the executive branch, but benefit from strong legislative support; the influence of the federal vocational education legislation is also apparent for associate level actions; actions for graduate programs, in addition to high legislative involvement, also have the strong personal support of governors.
6. **Regionalization Patterns: Geography and Institutions**—The comprehensive-A regionalization pattern has strongest involvement from state-level postsecondary leadership; the public comprehensive pattern, while also having high state-level postsecondary leadership involvement, lacks the support of public postsecondary institutional interests; the strongest forces for community college regionalization actions come from legislative action; the partial/all segments pattern reports strong institutional leadership involvement, plus active support from business and industry interests; reciprocity-A actions require active support from several high-level forces; contractual arrangements depend more on the personal support of governors and the positive actions of legislative appropriations committee.
7. **Regionalization Patterns: Geography and Program Level**—The associate actions show a high level of involvement from legislative forces; there is a high level of involvement from various local forces, educational and noneducational, in actions for specific program levels within a specific intrastate region.

8. **Negative Forces**—Few negative forces were reported; actions of institutional leadership to preserve autonomy are the most frequently cited negative force for regionalism developments; competition for fiscal support among the various postsecondary educational interests in the states is also a major negative force.

Beyond this aggregate reporting of forces that exist nationwide, it is important to examine the interaction of forces *within individual states*. Within states, it is not only the forces themselves that are significant but also the process of interaction among those forces. It is the patterns or political coalitions of forces that emerge out of this interaction that ultimately determine the success or failure of postsecondary regionalism efforts in a given state.

## CHAPTER VII

### REGIONALISM AT LARGE AND ITS INTERRELATIONSHIPS WITH POSTSECONDARY EDUCATION

Regionalism is certainly not unique to the postsecondary educational enterprise. In fact, regional planning efforts in several other areas of state government operations are considerably more advanced than those within postsecondary education.

Chapter II did review the several broader contexts within which regionalism is being applied. In the current chapter, data are presented on the extent to which regionalism actually is being used in the different areas of state government operations. The emphasis throughout the discussion will be on what impact, if any, these developments are having on postsecondary regionalism efforts. What are the interrelationships and interactions that occur among state agencies vis-a-vis regionalism? Is this kind of dialogue occurring at all? If so, what is the influence on the postsecondary educational community?

Regional planning also is receiving attention at the federal level. This chapter briefly examines as a separate question the impact that federal attitudes toward regional planning are having on postsecondary regionalism developments in the states.

#### Elementary and Secondary Education

Regionalism on the elementary and secondary educational levels has been occurring for quite some time. Chapter II provided some historical background and current update on these developments—K-12 district reorganization, special-service regional configurations, and so on. In this section, specific data gathered on these developments are examined, with particular attention to relationships that can be shown to exist with similar developments on the postsecondary level.

Table 7.1 reports simply the extent to which the states are giving attention to regionalism at the elementary and secondary levels. It should be emphasized that the figures in the table are based on responses from *postsecondary* leadership in the states (i.e., SHEEO members plus directors of the 1202 Commissions)—the same data source that has been utilized throughout this study. For this reason, it is possible that the data reported do not reflect the total regionalism activity occurring at the basic education level in the states, as postsecondary leadership might not be completely informed on these developments. However, it seems a fair assumption that the data are generally representative of what is occurring there.

Several points can be made from the data. First, regionalism does seem to be getting considerable attention from elementary and secondary policymakers in the states. In all, 24 states report that the concept of regionalism has been considered as an aspect of long-range planning and coordinating for this level of education. Further, attention to regionalism within basic education planning circles is

TABLE 7.1

REGIONALISM IN ELEMENTARY AND SECONDARY EDUCATION,  
BY REGION AND STATE

Region of U.S.	Attention to Elementary and Secondary Regionalism		
	Yes	No	Don't Know
Mid-Atlantic N = 4	(2) New York Pennsylvania	(1) Delaware	(1) New Jersey
Midwest N = 13	(7) Illinois Michigan Minnesota Nebraska North Dakota Oklahoma Wisconsin	(4) Indiana Kansas Missouri Ohio	(2) Iowa South Dakota
New England N = 6	(3) Connecticut Massachusetts Vermont	(2) Maine Vermont	(1) New Hampshire
South N = 14	(6) Florida Kentucky Maryland North Carolina Virginia West Virginia	(4) Arkansas Georgia Louisiana South Carolina	(4) Alabama Mississippi Tennessee Texas
West N = 13	(5) Alaska Colorado Idaho Oregon Washington	(4) Hawaii New Mexico Utah Wyoming	(4) Arizona California Montana Nevada
Non-State N = 4	(1) Puerto Rico	(1) American Samoa	(2) Guam Virgin Islands
ENTIRE COUNTRY N = 54	24	16	14



occurring at a relatively consistent level throughout the country. In each of the five designated multi-state regions, about one-half of the states are pursuing basic education regionalism developments. Finally, the large percentage of "don't know" responses provides the first hint as to the kind of interaction that is occurring between basic education and postsecondary education interests on the regionalism issue. The fact that postsecondary leadership in 14 states were unable to report even in a general sense on regionalism developments at the basic education level is in itself very informative.

Tables 7.2 and 7.3 report more specifically on the interaction between the basic education and the postsecondary education communities on regionalism. Table 7.2 presents data on the impact that elementary and secondary regionalism is having on postsecondary regionalism developments. Conversely, Table 7.3 presents the case for the impact of postsecondary regionalism on efforts at the elementary and secondary levels. It should be noted that since the question of impact is a judgmental one, multiple responses are recorded for some states (i.e., SHEEO plus 1202). Thus, the total columns in the tables show the number of responses, *not* the number of states. (This is also the case for subsequent tables in this chapter reporting on the impact issue.)

As indicated throughout this report, 36 states and territories report active attention to the concept of regionalism at the postsecondary level. Data for the present chapter have shown that 24 states are similarly involved with regionalism at the elementary and secondary levels. A total of 21 states are common to these two groups, and these are the states for which data are presented in Tables 7.2 and 7.3.

Eight states (nine respondents) report that basic education regionalism developments are having an impact on similar efforts at the postsecondary level; only five states (six respondents) report that postsecondary regionalism efforts are having an impact on those for basic education. Almost all states reporting an impact (either way) indicate that the resulting influence is a positive and supportive one.

These data certainly do not speak well for the interaction of basic education and postsecondary education leadership on regionalism. If such an interaction has occurred, it apparently has achieved minimal results. To repeat, less than 15 percent of the states report that basic education regionalism efforts have had an impact on those for postsecondary education; less than 10 percent report that postsecondary regionalism developments have had an impact on those at the elementary and secondary levels. The authors wonder whether the reason for this situation is that the various educational interests have little mutual interest in regionalism specifically, or whether the data are indicative of a more general lack of dialogue and joint planning between the parties. They suspect that it is more of the latter, and there is some evidence to support that conclusion.

Some states do have formal mechanisms established to encourage and facilitate open communications between basic education and postsecondary education leadership. In Illinois, a Joint Education Committee has been created by

TABLE 7.2

**THE IMPACT OF ELEMENTARY AND SECONDARY REGIONALISM  
ON POSTSECONDARY REGIONALISM, BY REGION AND STATE**

States With Regionalism	Impact on Postsecondary Regionalism			Direction of Impact		Strength of Impact		
	Yes	No	Don't Know	Positive	Negative	Significant	Some	Little
MID-ATLANTIC New York Pennsylvania	1 X	1 X	0	1 X	0	0	0	1 X
MIDWEST Illinois Michigan Minnesota Nebraska North Dakota Oklahoma Wisconsin	1 X	5 X X X X	2 X	1 X	0	0	1 X	0
NEW ENGLAND Connecticut	0	0	1 X	0	0	0	0	0
SOUTH Florida Kentucky Maryland Virginia West Virginia	6 XX X X X X	0	1 X	5 XX X X X	1 X	5 XX X X	1 X	0
WEST Alaska Colorado Idaho Oregon Washington	0	3 X X X	2 X	0	0	0	0	0
NON-STATE Puerto Rico	1 X	0	0	1 X	0	0	1 X	0
ENTIRE COUNTRY	9	9	6	8	1	5	3	1

TABLE 7.3

THE IMPACT OF POSTSECONDARY REGIONALISM ON ELEMENTARY AND SECONDARY REGIONALISM, BY REGION AND STATE

States With Regionalism	Impact on Elementary and Secondary Regionalism			Direction of Impact		Strength of Impact		
	Yes	No	Don't Know	Positive	Negative	Significant	Some	Little
MID-ATLANTIC New York Pennsylvania	1 X	1 X	0	1 X	0	0	0	1 X
MIDWEST Illinois Michigan Minnesota Nebraska North Dakota Oklahoma Wisconsin	0	4 X X X X	4 X X X X	0	0	0	0	0
NEW ENGLAND Connecticut	0	1 X	0	0	0	0	0	0
SOUTH Florida Kentucky Maryland Virginia West Virginia	4 XX X X	2 X	1 X	4 XX X X	0	2 XX	2 X X	0
WEST Alaska Colorado Idaho Oregon Washington	0	5 X X X X	0	0	0	0	0	0
NON-STATE Puerto Rico	1 X	0	0	1 X	0	0	1 X	0
ENTIRE COUNTRY	6	13	5	6	0	2	3	1

statute for the purpose of developing policy on occupational and career education, teacher preparation and certification, educational finance, and other matters of mutual concern to elementary, secondary, and higher education. The committee consists of six members—three appointed by the Board of Higher Education, three by the State Board of Education—and is required to meet quarterly and make annual reports to the legislature. Another example is the new constitutional requirement in Louisiana that the Board of Regents and the Board of Elementary and Secondary Education meet at least twice a year. These kinds of official interaction, however, are the exception and not the norm in the states.

It should be noted that when basic education regionalism developments are reported as having an impact on postsecondary efforts (or vice versa)—however infrequently that occurs—the impact seems to be major. Of the 15 reported incidences of such an impact, 7 (47 percent) are rated as "significant impacts," 6 (40 percent), as having "some impact," and only 2 (13 percent), as having "little impact."

Also, although the number of reported interactions and impacts between basic education and postsecondary education interests on regionalism is very small, it is true nevertheless that the developments at the different levels do seem to occur "together" within the states. That is, states that are giving attention to regionalism at the postsecondary level are also likely to have regionalism developments occurring within elementary and secondary education—or at least more likely than states with no postsecondary regionalism.

Table 7.4 shows this relationship more precisely. Of those states reporting attention to regionalism at the postsecondary level, 58 percent also have regionalism occurring within basic education operations in the state; only 16 percent do not. Conversely, 56 percent of the states with no postsecondary regionalism developments also have no activity occurring at the basic education level; only 17 percent do.

TABLE 7.4

COINCIDENCE OF REGIONALISM ON BOTH PRIMARY/SECONDARY AND POSTSECONDARY LEVELS

Attention To Elementary and Secondary Regionalism	States With Postsecondary Regionalism N = 36		States Without Postsecondary Regionalism N = 18	
	n	%	n	%
Yes	21	58	3	17
No	6	16	10	56
Don't Know	9	25	5	28

## Other Concerns of State Government

In addition to elementary and secondary education regionalism efforts, data were also sought on regionalism developments in other areas of state government operations. Again, postsecondary leadership was the source of data, so again the caution should be made that the figures reported may not completely reflect all of the activity that is occurring in these other areas. Also repeating what was said earlier, the emphasis in the analyses done is on what impact, if any, regional planning in other state government operations and services is having on postsecondary regionalism developments in the states.

Data were collected on regional planning developments in eight areas:

1. health care
2. economic development
3. library services
4. environmental protection
5. energy development and conservation
6. welfare services
7. transportation
8. urban and community development

Table 7.5 reports the extent to which states are giving attention to regional perspectives in their planning efforts for these various areas of operations. Several comments can be made from the data.

First, there is considerable regional planning activity in each of the areas listed. Thirty-seven states, for example, report the use of regional frameworks in the formulation of economic development plans; 36 states indicate attention to regionalism in planning for and providing health care services. These two areas report the most regionalism activity, but there is considerable activity in the other areas as well. Furthermore, attention to regionalism in the various areas of state governmental operations is consistently high throughout each of the regions of the country. The South in particular seems active in the use of regionalism in all areas of state operations and services. Finally, the large number of "don't know" responses again provides an early indication of the kind of interaction that is occurring between postsecondary education interests and noneducational state governmental forces vis-a-vis regional planning endeavors. The high level of uninformed responses on the part of postsecondary leadership does not speak well for the scope or quality of interaction occurring between educators and other state governmental interests on regionalism developments.

Table 7.6 addresses this issue more directly by presenting data on what impact regional planning activities in various state government operations are having on postsecondary regionalism developments. The data clearly show that the scope of the impact is small. Eleven states (12 respondents) report that regional health care planning is having an impact on postsecondary regionalism; 11 states report similarly for regional planning for library services. Only five states report that regional economic development planning efforts are having an impact on

TABLE 7.5

**REGIONAL PLANNING IN OTHER STATE GOVERNMENT OPERATIONS  
AND SERVICES, BY REGION OF U.S.**

Areas of State Government		Regions of U.S.						TOTAL Entire Country
		Mid-Atlantic	Midwest	New England	South	West	Non State	
Health Care	Yes	3	8	4	12	8	1	36
	No	0	1	1	1	1	0	4
	Don't Know	1	3	1	1	3	0	7
Economic Development	Yes	2	9	5	11	8	2	37
	No	0	1	0	1	1	0	3
	Don't Know	1	2	1	2	3	0	9
Library Services	Yes	3	6	3	8	6	1	27
	No	0	5	1	1	2	0	9
	Don't Know	1	1	1	5	4	0	12
Environmental Protection	Yes	1	6	3	8	7	0	25
	No	0	3	0	1	1	0	5
	Don't Know	2	3	3	5	4	0	17
Energy Development and Conservation	Yes	1	4	4	7	5	0	21
	No	0	4	0	0	1	0	5
	Don't Know	2	4	2	7	6	0	21
Welfare Services	Yes	1	6	2	8	4	0	21
	No	0	1	0	1	2	0	4
	Don't Know	2	5	4	5	6	0	22
Transportation	Yes	1	4	1	7	4	0	17
	No	0	3	0	2	2	0	7
	Don't Know	2	4	4	5	6	0	21
Urban and Community Development	Yes	1	8	1	9	5	1	25
	No	0	1	0	1	1	0	3
	Don't Know	2	3	4	4	6	0	19

TABLE 7.6

**IMPACT OF REGIONAL PLANNING IN OTHER STATE GOVERNMENT OPERATIONS  
AND SERVICES ON POSTSECONDARY REGIONALISM, BY REGION OF U.S.**

Areas of State Government		Regions of U.S.						TOTAL Entire Country
		Mid-Atlantic	Midwest	New England	South	West	Non State	
Health Care	Pos.	1	4	0	4	3	0	12
	Neg.	0	0	0	0	0	0	0
	No	1	5	0	4	3	0	13
	Don't Know	0	2	1	2	2	0	7
Economic Development	Pos.	1	1	0	1	1	1	.5
	Neg.	0	1	0	0	0	0	1
	No	1	7	0	4	4	0	16
	Don't Know	0	2	1	4	3	0	10
Library Services	Pos.	1	2	0	6	2	0	11
	Neg.	0	1	0	0	0	0	1
	No	1	4	0	2	3	0	10
	Don't Know	0	2	1	1	2	0	6
Environmental Protection	Pos.	0	0	0	0	1	0	1
	Neg.	0	1	0	0	0	0	1
	No	1	5	0	3	4	0	13
	Don't Know	0	2	1	4	2	0	9
Energy Development and Conservation	Pos.	0	0	0	1	1	0	2
	Neg.	0	1	0	0	0	0	1
	No	1	5	0	4	4	0	14
	Don't Know	0	2	1	3	2	0	8
Welfare Services	Pos.	0	1	0	1	0	0	2
	Neg.	0	1	0	0	0	0	1
	No	1	6	0	4	4	0	15
	Don't Know	0	2	1	2	2	0	7
Transportation	Pos.	0	0	0	0	0	0	0
	Neg.	0	1	0	0	0	0	1
	No	1	6	0	4	3	0	14
	Don't Know	0	2	1	2	2	0	7
Urban and Community Development	Pos.	0	0	0	1	0	1	2
	Neg.	0	1	0	0	0	0	1
	No	1	7	0	5	3	0	16
	Don't Know	0	2	1	2	3	0	8



postsecondary operations, no more than two states report an impact from any of the remaining areas of state government operations listed.

Although the impacts of regional planning in state government operations on postsecondary regionalism efforts seem to be occurring only infrequently, the conclusion does seem warranted that when such impacts do occur, they are rather intense. Of the incidences of impact identified, 60 percent were rated as being "significant."

Also, although the number of interactions and impacts between postsecondary interests and other state governmental interests on regionalism is small, it is a fact that postsecondary regionalism and regional planning in other areas of state government operations do seem to be occurring "together" in the states. That is, states with postsecondary regionalism also give much attention to regionalism in other areas of state government operations—or at least more than the states not giving active attention to regionalism at the postsecondary education level.

Table 7.7 shows this relationship more precisely. To illustrate, 78 percent of those states with postsecondary regionalism also report active attention to regionalism in health care planning efforts. This compares with only 44 percent of the states without postsecondary regionalism. Similarly, 78 percent of the states giving active attention to postsecondary regionalism report that regionalism is used in economic development planning activities, as compared to only 50 percent of those states not giving active attention to regionalism within postsecondary operations. This relationship holds for each of the specific areas of state operations examined.

#### Federal Influence

An attempt was also made to gain insight into what influence federal actions are having on postsecondary regionalism efforts in the several states. Thirteen areas of federal action were examined, as displayed in Table 7.8.

The data show that the federal influence on postsecondary regionalism is emerging but still not widespread. The highest number of respondents citing any one federal action as having a positive impact is eight. This was the case for four federal actions: the Higher Education Amendments of 1976, the Vocational Education Acts, the Comprehensive Employment and Training Act (CETA), and Health Training Acts. Two other actions were cited by seven respondents each: the Higher Education Amendments of 1972 and the Higher Education Act of 1965, Title III. About one-half of the positive federal influences found to exist nationwide are in the South.

TABLE 7.7

**COINCIDENCE OF REGIONAL PLANNING IN OTHER STATE GOVERNMENT  
OPERATIONS/SERVICES AND POSTSECONDARY EDUCATION**

Attention to Regionalism in Other State Government Operations/Services		Attention to Postsecondary Regionalism				ALL STATES N = 54	
		States with Postsecondary Regionalism (N = 36)		States without Postsecondary Regionalism (N = 18)			
		n	%	n	%	n	%
Health Care	Yes	28	78	8	44	36	67
	No	1	3	3	17	4	7
	Don't Know	5	14	4	22	9	17
Economic Development	Yes	28	78	9	50	37	69
	No	1	3	2	11	3	6
	Don't Know	5	14	4	22	9	17
Library Services	Yes	22	61	5	28	27	50
	No	5	14	4	22	9	17
	Don't Know	7	19	5	28	12	22
Environmental Protection	Yes	20	56	5	28	25	46
	No	3	8	2	11	5	9
	Don't Know	10	28	7	39	17	31
Energy Development and Conservation	Yes	16	44	5	28	21	39
	No	3	8	2	11	5	9
	Don't Know	14	39	7	39	21	39
Welfare Services	Yes	17	47	4	22	21	39
	No	2	6	2	11	4	7
	Don't Know	14	39	8	44	22	41
Transportation	Yes	14	39	3	17	17	31
	No	5	14	2	11	7	13
	Don't Know	13	36	8	44	21	39
Urban and Community Development	Yes	22	61	3	17	25	46
	No	1	3	2	11	3	6
	Don't Know	11	31	8	44	19	35

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TABLE 7.8

IMPACT OF FEDERAL ACTION ON POSTSECONDARY REGIONALISM,  
BY REGION AND STATE

Area of Federal Influence		Region of U.S.					TOTAL Entire Country
		Mid-Atlantic	Midwest	New England	South	West	
Health Training Acts	Pos	0	3	0	3	2	8
	Neg	0	0	0	0	0	0
	No	2	6	0	5	3	16
	Don't Know	0	3	0	2	1	6
Comprehensive Development and Training Act	Pos	0	2	0	5	1	8
	Neg	0	0	0	0	0	0
	No	2	8	0	4	4	18
	Don't Know	0	3	0	1	0	4
Vocational Education Acts	Pos	0	1	0	4	3	8
	Neg	0	1	0	1	0	2
	No	2	8	0	3	3	16
	Don't Know	0	3	0	2	0	5
Environmental Protection Acts	Pos	0	0	0	0	1	1
	Neg	0	0	0	1	0	1
	No	2	9	0	4	4	19
	Don't Know	0	3	0	3	0	6
Title III - Higher Education Act of 1965	Pos	0	1	0	5	1	7
	Neg	0	0	0	0	0	0
	No	2	8	0	3	4	17
	Don't Know	0	3	0	2	0	5
Higher Education Amendments of 1972	Pos	0	1	0	3	3	7
	Neg	0	0	0	0	0	0
	No	2	7	0	2	3	14
	Don't Know	0	3	0	2	0	5
Higher Education Amendments of 1976	Pos	0	2	0	3	3	8
	Neg	0	0	0	0	0	0
	No	2	7	0	3	3	15
	Don't Know	0	3	0	1	0	4
Intergovernmental Cooperation Act	Pos	0	0	0	1	1	2
	Neg	0	0	0	0	0	0
	No	2	8	0	4	4	18
	Don't Know	0	3	0	2	0	5
Policies/Regulations of Department of Defense	Pos	0	0	0	0	0	0
	Neg	0	0	0	1	1	2
	No	2	8	0	4	4	18
	Don't Know	0	3	0	2	0	5
Policies/Regulations of Department of Agriculture	Pos	0	1	0	0	0	1
	Neg	0	0	0	1	1	2
	No	2	7	0	4	3	16
	Don't Know	0	3	0	2	1	6
Policies/Regulations Corps of Engineers	Pos	0	0	0	0	1	1
	Neg	0	0	0	1	1	2
	No	2	7	0	4	3	16
	Don't Know	0	4	0	2	0	6
Policies/Regulations Bureau of Indian Affairs	Pos	0	0	0	0	1	1
	Neg	0	0	0	1	0	1
	No	2	8	0	4	3	17
	Don't Know	0	3	0	2	1	6
See Grant Program	Pos	0	0	0	5	1	6
	Neg	0	0	0	0	0	0
	No	2	7	0	4	3	16
	Don't Know	0	4	0	1	0	5

## Questions of Special Interest

### The "Separateness" of Higher Education

The data have shown that the concept of regionalism is one that is getting considerable attention across the country in many different areas of state government operations. Yet the impact of all of this activity on postsecondary operations in the states has been minimal. What factors account for this lack of interaction between postsecondary education and other state governmental operations insofar as regional planning is concerned? How (why?) have postsecondary interests maintained this high level of separateness and autonomy? Certainly the reasons are many and complex. Only a few can be examined here.

One impetus for regional planning in the states has been federal legislation and subsequent related federal regulations—e.g., the Intergovernmental Cooperation Act and the related OMB Circular A-95, as discussed in Chapter II (see that chapter for details). In response to these federal programs, several states developed comprehensive regional planning districts to be used by all state agencies. Some states do have staff in place to provide professional support for the work of the regional councils established in each of the designated regions. Still, incidences of these developments influencing postsecondary operations in the states are few, for several reasons.

First, postsecondary interests in the states, for their part, have not sought out interaction or involvement with these noneducational regional planning forces. It is possible that the traditional concerns for the separate and autonomous nature of higher education have made them reluctant to do so. It is interesting to note that in some states this "isolationist" posture, as it might be called, is supported by the existing legal structures for postsecondary education (California is a good example). In other states, the separateness of postsecondary education is maintained largely through tradition (Ohio, for example—see Chapter XIV). The results in either case are the same—minimal involvement by postsecondary interests in the regional planning efforts of other state government operations.

On the other hand, the various regional planning groups in the states (from voluntary Councils of Governments to legislated Regional Planning Commissions) are often not eager to "take on" postsecondary interest groups. The latter are strong and established political forces in most states, and the newer regional planning bodies apparently are of the opinion that they have little to gain (and much to lose) by assuming that added burden—at least at this stage in their development.

### Vocational Education: An Exception?

A firm consensus emerged from the interviews done for this study that there is a very strong parallel—at least conceptually—between redistricting at the public school level and the more recent regionalism developments occurring in postsecondary operations. That is, strong agreement seems to exist among state-level educational policymakers that the same conditions and logic that supported

K-12 district reorganization and related activities at the public school level are now operating at the postsecondary level to encourage a serious and close look at regionalism for this level of education. Beyond this conceptual parallel, however, little can be said about any direct interaction in the states between basic education and postsecondary education interests on regionalism, for little of this has occurred.

One exception seems to be the area of vocational education. Recent analyses of organizational trends for the delivery of vocational education programs note a shift in governance from state and local to regional units (Gill, 1978). Further, in the current study several states report a direct link between basic education and postsecondary interests in regional planning for the development of vocational-technical educational programs.

In New York, for example, the Office of Occupational Education requires all local agencies offering vocational education programs at the secondary and/or postsecondary levels to participate in comprehensive regional planning efforts. Each of 13 designated regions develops a plan for occupational education within the region, with all participating agencies required to "sign off" on the plans that are developed. These plans then serve as justification for funding and developing vocational educational programs in the state.

Similarly in Pennsylvania, both the community colleges and the area vocational-technical schools participate in a regional planning scheme developed by the Bureau of Vocational Education for vocational education programs. The new regulations for implementing the plan speak directly to the need for active cooperation and joint planning between basic education and postsecondary education interests at the regional level.

These are but two illustrations of the kinds of direct linkages that are emerging between basic education and postsecondary education interests throughout the country in regional planning efforts for vocational education. There are a number of reasons that might explain why vocational education seems to be such a genus apart in this respect.

First, the simple fact that vocational education programs are offered at both the secondary and postsecondary levels provides a common bond between basic education and postsecondary interests. Both have a vested interest in vocational education programs, and thus each stands to profit through joint regional planning efforts.

Beyond this more obvious point, the federal influence is also significant. Federal legislation requires that a single state-level board be responsible for the distribution of federal monies for the support of vocational education programs in the states. This in itself encourages communication and interaction since all vocational educational interests, secondary and postsecondary, are represented on the designated state vocational education boards. Further, the federal government does encourage the use of regional analyses in the required statewide plans for vocational-technical educational programs.

## Federal Impact on Interstate Regional Planning

A recent amendment to Section 1202 of the 1972 Higher Education Amendments has sparked interest in *interstate* regional planning for postsecondary education. If funded, the amendment, Section 1203(c) of the Higher Education Amendments of 1976, will enable for the first time two or more 1202 Commissions to apply jointly for federal grants to conduct interstate regional planning activities. This new section also enables the interstate compact agencies to apply jointly for these funds with the 1202 Commissions, but *not* by themselves.

### Special Perspectives

The federal government has been an active and positive force for regional planning in several areas of governmental operations. The National Health Planning and Resources Development Act of 1974, for example, designated health service areas throughout the country and established regional health systems agencies for the coordination and development of health care services in the respective regions. Similarly strong federal action, however, has *not* occurred for postsecondary education regionalism. As the data in this chapter have shown, federal influences on regional postsecondary planning, while certainly more significant in recent years, are not yet extensive.

Some postsecondary interests would applaud this relative lack of federal involvement in regional postsecondary planning, arguing that the federal presence is already too large in education. Others would maintain that with the increasing amounts of federal support for education, strong measures for accountability must be taken by the various agencies involved.

What seems clear is that the federal influence is likely to increase in the years ahead. The regional approaches utilized in other governmental areas may provide some insights into what might work best for postsecondary operations in the states. In the least, federal education interests will want to examine closely these other regionalism developments for their possible implications for postsecondary education.

For state-level education interests, the message of this chapter is similar. The data have shown that regionalism developments are quite prevalent in all areas of state government operations. Furthermore, a relationship was found to exist *within* states between the occurrence of postsecondary regionalism and the extent to which regionalism is used in other state government operations. This seems to indicate that there are many similar conditions and forces operating in the states for each of these areas of governmental operations—conditions that support a serious look at regional approaches for coordinating and planning state services. And yet, the data have shown that the interaction between educational interests and other state agencies is virtually nonexistent on this issue.

The authors are not advocating mutual and comprehensive regional planning for all state operations, although certainly there are strong arguments that can be made for even that seemingly extreme position. But the facts are that the

various state agencies and departments are engaged in similar regional endeavors. In the least, then, educators could learn from the experiences of professionals working in other areas of state government and vice versa. Simply put, all parties could benefit from increased dialogue on the regionalism issue—a dialogue which, for the most part, is not occurring at the present time. Postsecondary education interests, for their part, can seek to remedy this situation by opening up new channels of communication, both with other educational interests and with noneducation governmental interests as well.

### Summary

Regionalism is emerging on a number of different fronts: in elementary and secondary education, in several noneducation state government operations, and in numerous federal actions that either implicitly or explicitly encourage regional governmental planning in the states. Nevertheless, the impact of this varied activity on postsecondary regionalism developments has been minimal.

The following specific findings can be reported in support of this general conclusion:

1. **Elementary and Secondary Education**—Twenty-four states report an active attention to regionalism at the elementary and secondary level, with the level of attention consistent throughout the various regions of the country; only eight states report that basic education regionalism developments are having an impact on regionalism efforts at the postsecondary level; where such impacts are occurring, they are described as significant; although the actual number of direct interactions and impacts between basic education and postsecondary education interests on regionalism is very small, developments at the different levels do occur "together" within the states—that is, states giving attention to postsecondary regionalism are more likely to have regionalism developments also occurring at the elementary and secondary education levels.
2. **Other Concerns of State Government**—Considerable regional planning activity is occurring in several areas of state government operations; for example, 37 states report the use of regional frameworks in the formulation of economic development plans, 36 states indicate attention to regionalism in planning for and providing health care services; attention to regionalism in the various areas of state government operations is consistently high in each of the regions of the country with the South particularly active; the impact nationwide of this activity on postsecondary education is small; the area of greatest influence is health care planning—but even here only 11 states report any impact on postsecondary regionalism developments; when such impacts do occur, they are rated significant by the parties involved; although the direct links between postsecondary education interests and other state agencies vis-a-vis regionalism are infrequent, it can be reported that postsecondary regionalism and regional planning in



other areas of state government operations do occur "together" in the states—that is, states with postsecondary regionalism also have a high level of attention to regionalism in other areas of state government operations.

3. **Federal Influence**—The federal influence on postsecondary regionalism is growing but still not widespread; about one-half of the positive federal influences found to exist nationwide are in the South; special attention is called to Section 1203(c) of the 1976 Higher Education Amendments; this new federal initiative, if funded, will make grants available for the support of interstate cooperative postsecondary education projects; two or more 1202 Postsecondary Education Planning Commissions must be the joint applicants for these grant funds; interstate compacts can also apply jointly with the 1202 Commissions.

In sum, the data show that many state agencies, educational and noneducational, are giving active attention to regionalism—but each on its own terms. It seems unlikely that the growing public pressures will allow such marked degrees of "separateness" to continue.

One exception seems to be the area of vocational education. Several states report that direct linkages are emerging between basic education and postsecondary educational interests in regional planning efforts for vocational education. Other noneducational state government forces are likewise becoming involved in these efforts. The federal influence is also significant.

## CHAPTER VIII

### ORGANIZATION, STRUCTURE, AND DESIGN

This chapter examines the regionalization actions with respect to various administrative control mechanisms utilized in day-to-day operations. In addition to the structural characteristics of regionalization actions, the data in this chapter also report on the professional staff available to support regionalization operations. Included among such staff are all professionals functioning either in leadership roles as executive directors (i.e., the chief administrator responsible for daily operations) or as professional support personnel. Subprofessional support staff (e.g., clerical personnel) are *not* included in the analyses.

Since regionalization actions as defined in this study exist at both the state and sub-state regional levels, this distinction is maintained throughout the discussion of regionalization staffing patterns. Some regionalization actions are sufficiently mature, active, complex, or simply large enough to require full-time staff at either the state or regional level, or both. Others function with part-time staff. Staffing data are reported in this chapter for all of these categories.

Tables 8.1 to 8.6 are devoted to the staffing patterns of the regionalization actions by various categories. The discussion addresses this issue first, followed by a presentation of data addressing the structural arrangements that characterize the regionalization actions identified in the study. Data on the interstate compact operations are not included in the analyses presented. All aspects of the compact operations are discussed separately in Chapter XIII.

#### Staffing Patterns

Table 8.1 examines the actions reporting staff at both the state and regional levels and includes both full- and part-time personnel. The totals for all actions reporting staff are presented here and are not discussed individually as subsequent tables are examined.

Fifty percent of the actions identified in the study report the presence of state-level executive directors, and 38 percent report state-level support staff. Regionalization actions have clearly established an administrative presence at the state level. While state-level leadership is more often on a part- rather than full-time basis (35 to 15 percent), state-level support personnel are slightly more likely to be full-time employees (20 to 18 percent).

At the regional level, a smaller percentage of regionalization actions report executive directors (40 percent) than at the state level. Notice, however, that regional executive directors are more often full-time (35 percent) than part-time (13 percent) personnel.\* Thirty-four percent of all actions report regional support

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\*Note since an action can have both full- and part-time staff, the number of reported actions with full-time staff plus those with part-time staff will not always equal the total number of actions with staff.

TABLE 8.1

**PROFESSIONAL STAFF OF REGIONALIZATION ACTIONS:  
TOTALS**

Level	Total	
	n	%
<b>STATE LEVEL</b>		
Executive Director		
Full Time	14	15
Part Time	33	35
Total	47	50
Support Staff		
Full Time	19	20
Part Time	17	18
Any*	36	38
<b>REGIONAL LEVEL</b>		
Executive Director		
Full Time	33	35
Part Time	12	13
Any*	38	40
Support Staff		
Full Time	23	24
Part Time	13	14
Any*	32	34

\*Either full-time or part-time, or both.

staff, and again these personnel are most often full-time employees (24 to 14 percent). Except then for state-level executive directors, professional employees of regionalization actions are more often full-time than part-time personnel.

Table 8.2 displays the distribution of regionalization actions reporting staff by the geographic area served by the action. The percentage of actions reporting state-level staff is roughly equivalent for intrastate and interstate actions. This is true for executive director leadership and professional support staff. At the regional level, however, the percentage of intrastate regionalization actions with executive directors is twice that reported by interstate actions. Forty percent of all intrastate regionalization actions report full-time executive directors at this level compared with 22 percent of interstate actions. Further, part-time regional executive directors are reported in 16 percent of the intrastate regionalization

TABLE 8.2

PROFESSIONAL STAFF OF REGIONALIZATION ACTIONS,  
BY GEOGRAPHIC AREA INCLUDED

PROFESSIONAL STAFF	GEOGRAPHIC AREA						TOTAL N = 94 n %
	INTRASTATE			INTERSTATE			
	Whole State N = 41 n %	Part(s) of State N = 28 n %	Total N = 67 n %	Entire States N = 13 n %	Other N = 14 n %	Total N = 27 n %	
<b>STATE LEVEL</b>							
<b>EXECUTIVE DIRECTOR</b>							
Full Time	9 22	0 0	9 13	1 7	4 29	5 19	14 15
Part Time	19 46	7 27	26 39	4 31	3 21	7 26	33 35
Total	28 68	7 27	35 52	5 38	7 50	12 44	47 50
<b>SUPPORT STAFF</b>							
Full Time	11 27	2 8	13 19	1 8	5 36	6 22	19 20
Part Time	7 17	4 15	11 16	5 38	1 7	6 22	17 18
<b>REGIONAL LEVEL</b>							
<b>EXECUTIVE DIRECTOR</b>							
Full Time	17 41	10 39	27 40	2 15	4 29	6 22	33 35
Part Time	6 15	5 19	11 16	1 8	0 0	1 4	12 13
<b>SUPPORT STAFF</b>							
Full Time	9 22	8 31	17 25	2 15	4 29	6 22	23 24
Part Time	5 12	5 19	10 15	0 0	3 21	3 11	13 14

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actions compared with only 4 percent of the interstate actions. Figures for regional level support staff follow the same pattern, with intrastate regionalization actions reporting slightly larger percentages of both full- and part-time professional support staff than interstate actions.

Within the intrastate category, 68 percent of those regionalization actions serving the entire state report state-level executive directors. The regionalization actions serving parts of state, on the other hand, more frequently report full-time executive directors at the regional level (39 percent) than the state level (27 percent). The same pattern holds for support staff for these actions—i.e., such staff is more frequent at the regional level. This suggests it is at this level that these actions principally concentrate their activity.

Within the interstate category, staff consistently appear most frequently at the state level. This concentration is consistent with the nature of activity conducted by these actions. In fact, only the interstate actions involving less than entire states report any regional staff at all.

Table 8.3 groups the regionalization actions reporting staffs according to institutional type. A comparison of the more comprehensive regionalization actions (those including both public and private institutions) with those including only public institutions reveals little difference in the frequency of occurrence of state-level executive directors (50 to 45 percent). However, regionalization actions including both public and private institutions more often report regional executive directors than do actions including only public institutions. Twenty-eight percent of the public sector regionalization actions cite full-time regional executive directors while 40 percent of the comprehensive actions have full-time leadership. It appears that more administrative leadership is required to coordinate actions which bridge the two sectors. While the percentage point differences are smaller for support staff, this same pattern is observed at both the state and regional levels.

Within the public institution sector, 55 percent of those actions including both two-year and four-year institutions report state-level executive directors. This is a higher incidence of state-level leadership than that found in either two-year or four-year institution actions viewed separately. The four-year institution regionalization actions report the smallest percentage of actions with state-level executive leadership (29 percent).

Those regionalization actions which include both public and private institutions show a similar distribution according to staff reported. That is, both at the state and regional levels, those actions including both two-year and four-year institutions are more likely to have executive directors than actions which embrace only four-year institutions or only two-year institutions.

In Table 8.4 the staff of regionalization actions are distributed with respect to the academic program levels served by the actions. At the state level, regionalization actions for graduate programs appear most heavily staffed. Fifty-three percent of these actions report executive directors at the state level. Other categories

TABLE 8.3

PROFESSIONAL STAFF OF REGIONALIZATION ACTIONS,  
BY TYPE OF INSTITUTION INCLUDED

PROFESSIONAL STAFF	INSTITUTIONAL TYPE											TOTAL N = 94 n %
	Public and Private				Public Only				Private Only	Unclassified		
	4-Year N = 14 n %	2-Year N = 2 n %	2- and 4-Year N = 35 n %	Total N = 52 n %	4-Year N = 14 n %	2-Year N = 10 n %	2- and 4-Year N = 20 n %	Total N = 44 n %	4-Year N = 1 n %	N = 1 n %		
<b>STATE LEVEL</b>												
<b>EXECUTIVE DIRECTOR</b>												
Full Time	4 29	1 50	4 11	9 17	2 14	2 20	1 5	5 11	0 0	0 0	14 15	
Part Time	2 14	1 50	14 39	17 33	2 14	3 30	10 50	15 34	1 100	0 0	33 35	
Total	6 43	2 100	18 50	26 50	4 29	5 50	11 55	20 45	1 100	0 0	47 50	
<b>SUPPORT STAFF</b>												
Full Time	4 29	2 100	7 19	13 25	2 14	2 20	2 10	6 14	0 0	0 0	19 20	
Part Time	1 7	0 0	9 25	10 19	1 7	0 0	6 30	7 16	0 0	0 0	17 18	
<b>REGIONAL LEVEL</b>												
<b>EXECUTIVE DIRECTOR</b>												
Full Time	4 29	2 100	15 42	21 40	4 29	3 30	5 25	12 28	0 0	0 0	33 35	
Part Time	2 14	0 0	7 19	9 17	1 7	0 0	2 10	3 7	0 0	0 0	12 13	
<b>SUPPORT STAFF</b>												
Full Time	3 21	1 50	0 22	14 27	4 29	3 30	2 10	9 20	0 0	0 0	23 24	
Part Time	2 14	0 0	5 14	7 13	2 14	2 20	2 10	6 14	0 0	0 0	13 14	

TABLE 8.4

PROFESSIONAL STAFF OF REGIONALIZATION ACTIONS,  
BY ACADEMIC PROGRAM LEVEL INCLUDED

PROFESSIONAL STAFF	ACADEMIC PROGRAM LEVEL							TOTAL N = 94 n %
	All Levels N = 41 n %	Graduate Only N = 17 n %	Baccalaureate and Above N = 8 n %	Undergraduate N = 7 n %	Associate and Certificate N = 18 n %	Noncredit N = 3 n %	Unclassified N = 4 n %	
<b>STATE LEVEL</b>								
<b>EXECUTIVE DIRECTOR</b>								
Full Time	4 10	4 24	2 25	1 14	3 17	0 0	0 0	14 15
Part Time	17 41	5 29	0 0	1 14	5 28	3 100	2 50	33 36
Total	21 51	9 53	2 25	2 28	8 44	3 100	2 50	47 50
<b>SUPPORT STAFF</b>								
Full Time	8 20	5 29	1 12	0 0	4 22	0 0	1 25	19 20
Part Time	8 20	2 12	0 0	3 42	1 6	2 67	1 25	17 18
<b>REGIONAL LEVEL</b>								
<b>EXECUTIVE DIRECTOR</b>								
Full Time	15 37	2 12	4 50	3 42	8 44	0 0	1 25	33 36
Part Time	6 15	2 12	1 12	0 0	1 6	0 0	2 50	12 13
<b>SUPPORT STAFF</b>								
Full Time	10 24	2 12	4 50	0 0	6 33	0 0	1 25	23 24
Part Time	6 15	2 12	2 25	0 0	3 17	0 0	0 0	13 14

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also reporting a high presence of state-level executive directors are the comprehensive actions for all program levels (51 percent) and the actions for associate level programs (44 percent). This pattern is repeated for professional support staff at the state level. That is, actions for graduate programs, the comprehensive actions, and the regionalization actions for associate level programs are most heavily staffed.

A somewhat different pattern emerges when staffing patterns at the regional level are considered. Here staffing for the graduate program actions is virtually nonexistent. Conversely, the regionalization actions for associate level programs maintain and even increase their level of staff. Also, it can be noted that the comprehensive actions likewise maintain a relatively high level of staff at the regional level.

Geography and institutional type are combined in Table 8.5 to form seven patterns of regionalization actions, two of which are interstate in focus. Reciprocity-A and contracts-A, the two interstate patterns, report 50 percent or more actions with executive directors at the state level. Of the five remaining patterns, the two with the most narrow geographic focus, the partial/all and partial/public senior patterns, report respectively 33 and 20 percent of their actions with state executive directors. Conversely, the two most comprehensive patterns, comprehensive-A and public comprehensive, report more than 70 percent of their actions with state-level leadership. With the exception of contract actions, the tendency is for this state-level leadership to function on a part-time basis.

At the regional level, the comprehensive-A actions retain their high staffing pattern, as do the community college actions. The high level regional staff of the latter is expected given the community-based nature of the institutions involved. Also, whereas actions within the partial/all segment pattern reported no full-time state-level executive directors, 42 percent of the actions do have full-time executive directors at the regional level. Since it is precisely the sub-state regional area which is the focus of the actions in this pattern, it is no surprise that they are heavily staffed at that level.

Table 8.6 combines geography and program level to create six patterns of regionalization actions. As in Table 8.5, the comprehensive intrastate patterns and the two interstate ones report higher percentages of actions with state-level executive directors than do the special focus actions. The comprehensive-B and the reciprocity-B patterns both report state executive directors in over 70 percent of the regionalization actions. Further, the interstate patterns report state-level support staff in 50 percent or more of the actions.

Only one regionalization action of the 13 which comprise the two interstate patterns reports a regional executive director. This action is of the contract variety and reflects a subsection of one state contracting for services with an institution(s) in another state. None of the reciprocity actions has regional level staff.

TABLE B.5

## PROFESSIONAL STAFF, BY TYPE OF REGIONALIZATION ACTION

PROFESSIONAL STAFF	REGIONALIZATION PATTERNS GEOGRAPHY AND INSTITUTIONS							OTHER N = 30 n %	TOTAL N = 94 n %
	INTRA STATE				INTERSTATE				
	Comprehensive A N = 15 n %	Public Comprehensive N = 9 n %	Complexity College N = 12 n %	Partial/All Segments N = 12 n %	Partial/Public Senior N = 5 n %	Reciprocity-A N = 6 n %	Contracts-A N = 8 n %		
<b>STATE LEVEL</b>									
<b>EXECUTIVE DIRECTOR</b>									
Full Time	4 22	1 11	2 33	0 0	0 0	0 0	4 50	3 10	14 15
Part Time	9 50	7 78	1 17	4 33	1 20	3 50	1 12	7 23	33 35
Total	13 72	8 89	3 50	4 33	1 20	3 50	5 62	10 33	47 50
<b>SUPPORT STAFF</b>									
Full Time	5 28	1 11	2 33	2 17	0 0	0 0	4 50	5 17	19 20
Part Time	3 17	3 33	0 0	4 33	0 0	3 50	1 12	3 10	17 18
<b>REGIONAL LEVEL</b>									
<b>EXECUTIVE DIRECTOR</b>									
Full Time	9 50	2 22	3 50	5 42	1 20	0 0	3 38	10 33	33 35
Part Time	5 28	1 11	0 0	2 17	1 20	0 0	0 0	3 10	12 13
<b>SUPPORT STAFF</b>									
Full Time	5 28	0 0	2 33	4 33	1 20	0 0	2 25	9 30	23 24
Part Time	4 22	0 0	1 17	1 8	2 40	0 0	2 25	3 10	13 14

TABLE 8.6

## PROFESSIONAL STAFF, BY TYPE OF REGIONALIZATION ACTION

PROFESSIONAL STAFF	REGIONALIZATION PATTERNS, GEOGRAPHY AND PROGRAM LEVEL						OTHER N = 25 n %	TOTAL N = 94 n %
	INTRASTATE				INTERSTATE			
	Comprehensive -B N = 19 n %	Associate N = 13 n %	Partial/Broad N = 12 n %	Partial/Specific N = 12 n %	Reciprocity-B N = 5 n %	Contracts-B N = 8 n %		
<b>STATE LEVEL</b>								
EXECUTIVE DIRECTOR								
Full Time	4 21	3 23	0 0	0 0	0 0	3 38	4 16	14 15
Part Time	10 53	3 23	3 25	3 25	4 80	2 25	8 32	33 36
Total	14 74	6 46	3 25	3 25	4 80	5 62	12 48	47 50
SUPPORT STAFF								
Full Time	5 26	4 31	2 17	0 0	0 0	4 50	4 16	19 20
Part Time	2 11	1 8	2 17	2 17	4 80	1 12	5 20	17 18
<b>REGIONAL LEVEL</b>								
EXECUTIVE DIRECTOR								
Full Time	9 47	7 54	5 42	4 33	0 0	1 12	7 28	33 36
Part Time	5 26	1 8	1 8	2 17	0 0	0 0	3 12	12 13
SUPPORT STAFF								
Full Time	5 26	4 31	4 33	3 25	0 0	1 12	6 24	23 24
Part Time	3 16	2 15	3 25	2 17	0 0	1 12	2 8	13 14

The four patterns consisting of intrastate regionalization actions report from 33 to 54 percent of actions with regional executive director leadership. Associate actions report the highest presence of full-time regional executive directors. But it is also significant that the partial/broad and partial/specific patterns, while reporting no full-time leadership at the state-level, do show a substantial presence of full-time executive directors at the regional level.

### Administrative Structure

"Regional guiding mechanism" is the term used throughout the study to indicate the highest level component in the regional structure established to formulate policies and procedures for the day-to-day conduct of a regionalization action. Tables 8.7 to 8.11 report the frequency of use of several different types of guiding mechanisms for regionalization actions by various categories. Data are also reported on categories of officials who comprise these guiding mechanisms and on the manner in which those officials are selected.

Because a single regionalization action is often implemented in more than one region, many actions provide for varying guiding mechanisms. A common pattern is for the participants in a region to adopt a guiding mechanism decided upon within that region. This means, of course, that a single regionalization action may simultaneously employ several different guiding mechanisms. The following tables reflect these multiple responses.

Four major types of guiding mechanisms were reported most often by the universe of regionalization actions: (1) advisory councils; (2) administrative boards; (3) administration of actions by participating institutions; and (4) administration of actions by a state agency. The advisory council is a regional planning and coordinating mechanism most often associated with nonincorporated regional endeavors. The administrative board, usually associated with incorporated actions, sets policy over all aspects of operation and makes operating decisions as well.

The managing of a regionalization action by its participating institutions can occur in several ways, and the stub on Tables 8.7 through 8.11 reflects the several options under this major type of guiding mechanism. An interinstitutional consulting mechanism, for example, is associated with regionalization actions administered by the participating institutions acting as coequal units. Or, an action can be administered by institutions operating separately. Also, the "caretaker" institution approach is another instance of administration of a regionalization action by participating institutions, but in this case a particular institution takes a predominant and leading role.

Finally, state agency has been included as a type of regional guiding mechanism in order to account for the administration of statewide intrastate regionalization actions not administered below the state level and the interstate actions. It should be emphasized that the composition and designation figures reported in the following five tables (for mechanism membership) do not include the regionalization actions which selected state agency as the regional guiding mechanism.

Table 8.7 divides the regionalization actions by geographic area served and examines administrative structure accordingly. The total column indicates that no regional guiding mechanism is cited by more than 26 percent of the universe of actions. State agencies provide the administrative structure for 26 percent of all regionalization actions, with interinstitutional consulting mechanisms accounting for 24 percent and advisory councils 23 percent. Only 15 percent of the actions use an administrative board of some kind.

The types of individuals who compose the regional guiding mechanisms appear to vary as much as the guiding mechanisms themselves. Persons representing noneducational state agencies are cited by only 5 percent of the actions as members of guiding mechanisms. This is the least frequently cited category. Chief executives of institutions participating in the various regionalization actions, on the other hand, are reported as members of the guiding mechanisms of 35 percent of the regionalization actions. These individuals constitute the group most likely to be members of the regional guiding mechanisms. The chief executives are followed by other administrators from the institutions (21 percent) and representatives from state educational agencies (21 percent) as the officials next most likely to appear as members of the guiding mechanisms.

Concerning the manner in which members are selected to the regional guiding mechanisms, one-third of the regionalization actions report that members are appointed by the agency or institution they represent. Another 18 percent of the actions indicate that members are designated ex officio in the designed plan for the regionalization action. Finally, 14 percent of the actions report that members are elected by the agency or institution they represent.

When intrastate regionalization actions are compared with interstate ones, some interesting differences become apparent concerning the kinds of guiding mechanisms employed. Thirty-one percent of the intrastate actions cite interinstitutional consulting mechanisms and 30 percent cite advisory councils as guiding mechanisms. These are the highest concentrations of intrastate actions selecting a particular guiding mechanism. For interstate regionalization actions, 30 percent report state agencies functioning as guiding mechanisms, and this is the highest percentage of actions selecting one mechanism. Since interstate regionalization actions focus their activity at the state level, the expectation is that state agencies would dominate as the operational governing body—and they do!

The composition of the guiding mechanisms for the two types of actions also varies. Institutional chief executives are the only group cited by more than 20 percent of regionalization actions in the interstate category. For intrastate actions, four separate groups or types of officials are cited by 20 percent or more of the regionalization actions as members of the various guiding mechanisms. Chief executives (37 percent), other institutional administrators (27 percent), state education agencies (22 percent), and community lay interests (21 percent) are all well represented. In short, intrastate regionalization actions appear to have more diverse viewpoints represented on their guiding mechanisms than do interstate actions.

TABLE 8.7

**ADMINISTRATIVE STRUCTURE OF REGIONALIZATION ACTIONS,  
BY GEOGRAPHIC AREA INCLUDED**

ADMINISTRATIVE STRUCTURE	GEOGRAPHIC AREA						TOTAL N = 94 n %
	INTRASTATE			INTERSTATE			
	Whole State N = 41 n %	Part(s) of State N = 26 n %	Total N = 67 n %	Entire States N = 13 n %	Other N = 14 n %	Total N = 27 n %	
<b>GUIDING MECHANISM</b>							
Advisory Council	12 29	8 31	20 30	1 8	1 7	2 7	22 23
Administrative Board	8 20	2 8	10 15	2 15	2 14	4 15	14 15
<b>Member Institutions</b>							
Interinstitutional Consulting Mechanism	9 22	12 46	21 31	1 8	1 7	2 7	23 24
Institutions Separately	3 7	3 12	6 9	0 0	0 0	0 0	6 6
"Caretaker" Institution	5 12	2 8	7 10	0 0	1 7	1 4	8 9
State Agency	10 24	6 23	16 24	5 39	3 21	8 30	24 26
Other	4 10	3 12	7 10	1 8	3 21	4 15	11 12
<b>COMPOSITION OF GUIDING MECHANISMS</b>							
Reps. from State Agencies (non-ed)	3 7	1 4	4 6	1 8	0 0	1 4	5 5
Reps. from State Education Agencies	11 27	4 15	15 22	3 23	2 14	5 18	20 21
Chief Executive	17 42	8 31	25 37	3 23	4 29	7 26	32 35
<b>Other Institutional Representatives</b>							
Trustees	4 10	2 8	6 9	1 8	0 0	1 4	7 7
Administrators	10 24	8 31	18 27	1 8	1 7	2 7	20 21
Faculty	6 15	4 15	10 15	1 8	2 14	3 11	13 14
Other	3 7	2 8	5 7	0 0	0 0	0 0	5 5
Lay Representatives from Community	8 20	6 23	14 21	1 8	0 0	1 4	15 16
Other	6 15	3 12	9 13	0 0	2 14	2 7	11 12
<b>DESIGNATION OF MEMBERSHIP</b>							
Appointed	13 32	10 39	23 34	4 31	4 29	8 30	31 33
Designated	7 17	7 27	14 21	1 8	2 14	3 11	17 18
Elected	6 15	6 23	12 18	1 8	0 0	1 4	13 14
Chosen Other Way	7 17	7 27	14 21	2 15	0 0	2 7	16 17

Intrastate actions also appear to vary more the procedure used to select members of guiding mechanisms than do interstate actions. Both types of actions, however, report appointment (by the agency or institution represented) as the most frequently utilized method of selection.

Within the interstate category, actions serving entire states as well as those for less than entire states report administration by a state agency as the most frequent guiding mechanism. However this mechanism is most pronounced for the former (39 percent to 21 percent). Further, chief executives are the predominant members of the guiding mechanisms of both types of interstate actions. State education agencies, however, are more represented on the mechanisms for actions involving entire states. Selection procedures for membership to guiding mechanisms do not seem to vary appreciably for the different types of interstate actions.

For the different types of intrastate actions, advisory councils and inter-institutional consulting mechanisms continue to be the predominant ones employed. Some differences can be noted, though. For example, those actions for part(s) of a state rely much more heavily on the interinstitutional consulting mode of guiding mechanism than do intrastate actions servicing a whole state (46 percent to 22 percent). Conversely, the intrastate/whole state actions make considerable more use of the administrative board approach (20 percent to 8 percent). The two major types of intrastate actions do not vary to any great extent in the composition of their guiding mechanisms, nor in the manner in which the members are selected. Guiding mechanisms for both rely heavily on institutional and lay representation, and, for the most part, members are appointed by the agency or institution they represent. Intrastate regionalization actions for whole states do have a somewhat higher presence of representatives from state agencies on their guiding mechanisms.

In Table 8.8 administrative structure is reviewed by the types of institutions included in the various regionalization actions. The incidence of state agencies functioning as guiding mechanisms is influenced by whether only public institutions or both public and private institutions are included in the regionalization action. Only 15 percent of the more comprehensive regionalization actions cite state agencies as guiding mechanisms, while 36 percent of the actions for the public sector do so. Aside from the state agencies, the percentage of regionalization actions citing the other guiding mechanisms is roughly equivalent for public and private, and public institution actions.

Chief executives of member institutions are the most frequently cited members of the guiding mechanisms for both the public-only and public/private categories. The presence of private institutions in a regionalization action does appear to increase the likelihood of chief executives being selected. Forty percent of the regionalization actions with both private and public institutions cite chief executive membership on the guiding mechanisms compared with 23 percent of public institution actions.

Appointment to the guiding mechanism is the most frequently mentioned selection procedure for regionalization actions formed by public institutions as



TABLE 8.8

ADMINISTRATIVE STRUCTURE OF REGIONALIZATION ACTIONS,  
BY TYPE OF INSTITUTION INCLUDED

ADMINISTRATIVE STRUCTURE	INSTITUTIONAL TYPE										TOTAL N = 84 n %
	Public and Private				Public Only				Private Only	Unclass- fied	
	4-Year N = 14 n %	2-Year N = 2 n %	2- and 4-Year N = 38 n %	Total N = 62 n %	4-Year N = 14 n %	2-Year N = 10 n %	2- and 4-Year N = 20 n %	Total N = 44 n %	4-Year N = 1 n %	N = 1 n %	
<b>GUIDING MECHANISM</b>											
Advisory Council	1 7	0 0	12 33	13 25	2 14	2 20	5 25	9 20	0 0	0 0	22 23
Administrative Board	3 21	1 50	2 6	6 12	3 21	2 20	2 10	7 16	0 0	1 100	14 15
Member Institutions											
Interinstitutional Consulting Mechanism	3 21	1 50	9 25	13 25	9 36	1 10	3 15	9 20	0 0	1 100	23 24
Institutions Separately	0 0	0 0	1 3	1 2	2 14	0 0	3 15	5 11	0 0	0 0	6 6
"Caretaker" Institution	1 7	0 0	3 8	4 8	1 7	1 10	2 10	4 9	0 0	0 0	8 9
State Agency	1 7	0 0	7 19	8 15	5 36	2 20	9 45	16 36	0 0	0 0	24 26
Other	3 21	0 0	5 14	8 15	1 7	2 20	0 0	3 7	0 0	0 0	11 12
<b>COMPOSITION OF GUIDING MECHANISMS</b>											
Reps. from State Agencies (non-ed)	2 14	0 0	1 3	3 6	0 0	0 0	1 5	1 2	0 0	1 100	5 5
Reps. from State Education Agencies	2 14	0 0	9 25	11 21	2 14	2 20	4 20	8 18	0 0	1 100	20 21
Chief Executives	5 36	1 50	15 41	21 40	5 35	1 10	4 20	10 23	0 0	1 100	32 35
Other Institutional Representatives											
Trustees	1 7	0 0	1 3	2 4	0 0	4 40	1 5	5 11	0 0	0 0	7 7
Administrators	4 29	0 0	9 25	13 25	4 29	2 20	1 5	7 16	0 0	0 0	20 21
Faculty	3 21	0 0	3 8	6 12	3 21	1 10	2 10	6 14	0 0	1 100	13 14
Other	0 0	0 0	2 6	2 4	0 0	1 10	2 10	3 7	0 0	0 0	5 5
Lay Representatives from Community	3 21	1 50	8 22	12 23	1 7	0 0	1 5	2 5	0 0	1 100	15 16
Other	1 7	1 50	5 14	7 13	1 7	0 0	3 15	4 9	0 0	0 0	11 12
<b>DESIGNATION OF MEMBERSHIP</b>											
Appointed	5 36	0 0	10 28	15 29	6 43	5 50	4 20	15 34	0 0	1 100	31 33
Designated	2 14	1 50	9 25	12 23	4 29	0 0	1 5	5 11	0 0	0 0	17 18
Elected	1 7	0 0	7 19	8 15	2 14	2 20	1 5	5 11	0 0	0 0	13 14
Chosen Other Way	1 7	1 50	5 14	7 13	4 29	2 20	3 15	9 20	0 0	0 0	17 17

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well as those formed by public and private institutions (34 and 29 percent, respectively). When the private institutions are included, however, membership to the guiding mechanisms is almost as frequently designated ex officio in the design of the regionalization action (23 percent). This method is employed by only 11 percent of the regionalization actions including only public institutions.

For regionalization actions that are comprehensive in their institutional coverage (those including both public and private institutions), it can be seen that two-year institution actions do not utilize the advisory council as a guiding mechanism, and only 1 of the 14 four-year institution actions report its use. Yet, 33 percent of the actions including both two- and four-year institutions cite this type of guiding mechanism. When two-year and four-year institutions combine their efforts within a regional structure, the preference seems to be toward an advisory mode of operations.

Within the public-only category, the predominance of the state agency as a guiding mechanism is consistent, but particularly high for those actions involving both two-year and four-year institutions (45 percent). Also, the composition of guiding mechanisms for regionalization actions within this category appears relatively consistent, with chief executives again being the predominant members. One break from the norm is that 40 percent of the actions involving two-year institutions only cite institutional trustees as members of the regional guiding mechanisms.

Table 8.9 examines the administrative structure of the regionalization actions when the actions are grouped according to academic program level served. The data in this table indicate that regionalization actions do not seem to adopt a particular guiding mechanism based on considerations of academic program level. Actions for the different categories of program coverage use a variety of guiding mechanisms. Actions for associate level programs, for example, make approximately equal use of advisory councils, administrative boards, and interinstitutional guiding mechanisms. A similar pattern occurs for the graduate program actions.

Regionalization actions grouped according to academic program level also distribute across all choices with respect to composition of the guiding mechanisms. Institutional chief executives remain the most consistently reported members of guiding mechanisms. And appointment by the agency or institution represented continues to be the most frequently utilized method of selection for membership to regional guiding mechanisms regardless of academic program level served.

Administrative structure as influenced by the regionalization patterns created by geography and institutions considered simultaneously is displayed in Table 8.10. The regionalization actions when viewed in these patterns tend to group more clearly around particular guiding mechanisms. Forty-four percent of the comprehensive-A actions report advisory councils as regional guidance mechanisms with interinstitutional consulting mechanisms as a distant second choice with 22 percent of the actions citing it. Fifty-six percent of the public comprehensive actions report state agencies functioning as guiding mechanisms, and 33

TABLE 8.9

## ADMINISTRATIVE STRUCTURE OF REGIONALIZATION ACTIONS, BY ACADEMIC PROGRAM LEVEL INCLUDED

ADMINISTRATIVE STRUCTURE	ACADEMIC PROGRAM LEVEL								TOTAL N = 94 n %
	All Levels N = 41 n %	Graduate Only N = 17 n %	Baccalaureate and Above N = 8 n %	Undergraduate N = 7 n %	Associate and Certificates N = 18 n %	Noncredit N = 3 n %	Unclassified N = 4 n %		
<b>GUIDING MECHANISM</b>									
Advisory Council	10 24	3 18	0 0	1 14	5 28	2 67	1 25	22 23	
Administrative Board	4 10	3 18	1 12	0 0	5 28	1 33	0 0	14 15	
Member Institutions									
Interinstitutional Consulting Mechanism	10 24	4 24	3 38	2 28	4 22	0 0	0 0	23 24	
Institutions Separately	4 10	0 0	1 12	0 0	0 0	1 33	0 0	6 6	
"Caretaker" Institution	4 10	0 0	0 0	1 14	2 11	1 33	0 0	8 9	
State Agency	13 32	3 18	1 12	2 28	2 11	1 33	2 50	24 25	
Other	3 7	3 18	2 25	1 14	2 11	0 0	0 0	11 12	
<b>COMPOSITION OF GUIDING MECHANISMS</b>									
Reps. from State Agencies (non ed.)	0 0	2 12	0 0	1 14	1 6	1 33	0 0	5 5	
Reps. from State Education Agencies	9 22	4 24	0 0	1 14	4 22	2 67	0 0	20 21	
Chief Executives	14 34	5 29	4 50	1 14	5 28	2 67	1 25	32 33	
Other Institutional Representatives									
Trustees	1 2	1 6	1 12	0 0	4 22	0 0	0 0	7 7	
Administrators	9 22	4 24	2 25	1 14	3 17	1 33	0 0	20 21	
Faculty	9 7	4 24	2 25	0 0	3 17	1 33	0 0	13 14	
Other	2 5	0 0	0 0	0 0	1 6	1 33	1 25	5 5	
Lay Representatives from Community	9 22	2 12	0 0	1 14	3 17	0 0	0 0	15 16	
Other	5 12	2 12	0 0	0 0	1 6	2 67	1 25	11 12	
<b>DESIGNATION OF MEMBERSHIP</b>									
Appointed	10 24	9 47	3 38	2 28	6 33	1 33	1 25	31 33	
Designated	9 22	3 18	1 12	2 28	2 11	0 0	0 0	17 18	
Elected	7 17	2 12	1 12	0 0	3 17	0 0	0 0	13 14	
Chosen Other Way	5 12	3 18	1 12	0 0	4 22	2 67	1 25	16 17	

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TABLE B.10

## ADMINISTRATIVE STRUCTURE, BY TYPE OF REGIONALIZATION ACTION

ADMINISTRATIVE STRUCTURE	REGIONALIZATION PATTERNS GEOGRAPHY AND INSTITUTIONS							OTHER N = 30 n %	TOTAL N = 94 n %
	INTRASTATE					INTERSTATE			
	Comprehensive A N = 18 n %	Public Comprehensive N = 9 n %	Commissary College N = 6 n %	Partial/All Segments N = 12 n %	Partial/Public Senior N = 5 n %	Reciprocity-A N = 8 n %	Contracts-A N = 8 n %		
<b>GUIDING MECHANISM</b>									
Advisory Council	8 44	3 33	1 17	3 25	1 20	0 0	0 0	6 20	22 23
Administrative Board	2 11	1 11	2 33	0 0	0 0	0 0	2 25	7 23	14 15
Member Institutions									
Interinstitutional Consulting Mechanism	4 22	1 11	1 17	5 42	3 60	0 0	1 12	8 27	23 24
Institutions Separately	0 0	2 22	0 0	1 8	1 20	0 0	0 0	2 7	6 6
Caretaker Institution	2 11	1 11	1 17	0 0	0 0	0 0	0 0	4 13	8 9
State Agency	2 11	5 56	0 0	4 33	1 20	4 67	1 12	7 23	24 26
Other	3 17	0 0	1 17	2 17	1 20	0 0	2 25	2 7	11 12
<b>COMPOSITION OF GUIDING MECHANISMS</b>									
Reps from State Agencies (non ed)	1 6	1 11	0 0	0 0	0 0	0 0	0 0	3 10	5 5
Reps from State Education Agencies	7 39	2 22	0 0	1 8	0 0	1 17	0 0	9 30	20 21
Chief Executives	9 50	3 33	1 17	6 50	1 20	0 0	4 50	8 27	32 36
Other Institutional Representatives									
Trustees	0 0	0 0	4 67	1 8	0 0	0 0	0 0	2 7	7 7
Administrators	6 33	1 11	2 33	3 25	3 60	0 0	1 12	4 13	20 21
Faculty	2 11	1 11	1 17	1 8	2 40	0 0	2 25	4 13	13 14
Other	1 6	1 11	1 17	1 8	0 0	0 0	0 0	1 3	5 5
Lay Representatives from Community	5 28	0 0	0 0	0 0	3 60	0 0	0 0	7 23	15 16
Other	3 17	2 22	0 0	1 8	1 20	0 0	1 12	3 10	11 12
<b>DESIGNATION OF MEMBERSHIP</b>									
Appointed	5 28	1 11	4 67	5 42	2 40	1 17	3 38	10 33	31 33
Designated	5 28	1 11	0 0	3 25	3 60	0 0	1 12	4 13	17 18
Elected	4 22	0 0	2 33	3 25	2 40	0 0	0 0	2 7	13 14
Chosen Other Way	3 17	2 22	1 17	2 17	2 40	0 0	0 0	6 20	16 17

percent report advisory councils. Interinstitutional consulting mechanisms govern 42 percent of the regionalization actions in the partial/all segment pattern and 60 percent of the actions in partial/public senior pattern.

In sum, the patterns seem to be these: the comprehensive actions rely most heavily on advisory modes of operation and strong institutional input; comprehensive actions within the public sector similarly use the advisory council approach, but state agencies are heavily involved as well; regionalization actions which are more specifically targeted in their service area tend to rely most heavily on the participating institutions as the controlling operational interests.

It can also be noted that the reciprocity actions rely solely on state agencies as their regional guiding mechanisms. Community college actions do not seem to favor any one particular type of guiding mechanism.

Chief executives are the predominant members in the guiding mechanisms for actions within the patterns displayed in Table 8.10, with only two exceptions. In the community college pattern, 67 percent of the actions have trustees from member colleges as participants, and this represents the single largest group of actions citing trustee membership on guiding mechanisms. Sixty percent of the regionalization actions in the partial/public senior pattern have institutional administrators on their guiding mechanisms. The most popular method of selection of membership for guiding mechanisms, for all regionalization patterns, is appointment by the agency or institution represented.

Table 8.11 displays administrative structure distribution when geography and academic program level are combined to form six patterns of regionalization actions. Use of regional guiding mechanisms by actions in these patterns seems to follow closely the tendencies of the patterns discussed above for Table 8.10. That is, actions that are narrowly focused in their service area rely most heavily on the interinstitutional consulting mechanism; more comprehensive actions tend instead to employ the advisory council approach. Association actions show no preference at all for a particular type of guiding mechanism. Reciprocity-B actions rely completely on state agencies to serve as their guiding mechanisms.

The composition of the regional guiding mechanisms when the actions are grouped this way follows the same pattern described several times during this chapter. The chief executives of member institutions are the officials cited by the largest percentage of actions as members of guiding mechanisms. Representatives of noneducational state agencies are the least frequently cited group serving in this capacity. The partial/specific pattern is the only exception. For these actions, targeted for specific program levels in specific geographic areas of a state, institutional administrators (other than the chief executives) are the predominant members of the regional guiding mechanisms.

TABLE 8.11

## ADMINISTRATIVE STRUCTURE, BY TYPE OF REGIONALIZATION ACTION

ADMINISTRATIVE STRUCTURE	REGIONALIZATION PATTERNS GEOGRAPHY AND PROGRAM LEVEL						OTHER N = 25 n %	TOTAL N = 94 n %
	INTRASTATE				INTERSTATE			
	Comprehensive -B N = 19 n %	Associate N = 13 n %	Partial/Broad N = 12 n %	Partial/Specific N = 12 n %	Reciprocity-B N = 5 n %	Contracts-B N = 8 n %		
<b>GUIDING MECHANISM</b>								
Advisory Council	5 26	4 31	4 33	3 25	0 0	0 0	6 24	22 23
Administrative Board	3 16	4 31	1 8	1 8	0 0	2 25	3 12	14 15
Member Institutions								
Interinstitutional Consulting Mechanism	4 21	4 31	6 50	6 50	0 0	1 12	2 8	23 24
Institutions Separately	2 11	0 0	2 17	1 8	0 0	0 0	1 4	6 8
"Caretaker" Institution	2 11	2 15	1 8	1 8	0 0	0 0	2 8	8 9
State Agency	6 32	0 0	3 25	2 17	4 80	2 25	7 28	24 26
Other	2 11	1 8	1 8	2 17	0 0	0 0	5 20	11 12
<b>COMPOSITION OF GUIDING MECHANISMS</b>								
Reps. from State Agencies (non ed.)	0 0	1 8	0 0	1 8	0 0	0 0	3 12	5 5
Reps. from State Education Agencies	5 26	2 15	2 17	2 17	1 20	0 0	8 32	20 21
Chief Executives	9 47	5 38	5 41	2 17	0 0	2 25	9 36	32 36
Other Institutional Representatives								
Trustees	0 0	4 31	1 8	1 8	0 0	0 0	1 4	7 7
Administrators	6 32	3 23	3 25	5 41	0 0	1 12	2 8	20 21
Faculty	1 5	3 23	2 17	2 17	0 0	1 12	4 16	13 14
Other	1 5	1 8	1 8	0 0	0 0	0 0	2 8	5 5
Lay Representatives from Community	5 26	2 15	4 33	2 17	0 0	0 0	2 8	15 16
Other	2 11	1 8	2 17	1 8	0 0	1 12	4 16	11 12
<b>DESIGNATION OF MEMBERSHIP</b>								
Appointed	4 21	5 38	5 41	4 33	1 20	2 25	10 40	31 33
Designated	5 26	2 15	3 25	4 33	0 0	0 0	3 12	17 18
Elected	3 16	3 23	4 33	2 17	0 0	0 0	1 4	13 14
Chosen Other Way	2 11	2 15	3 25	4 33	0 0	0 0	5 20	16 17

## Questions of Special Interest

### Size of Professional Staff

The wide range of program activity conducted through the various regionalization actions identified in the study makes it difficult to attach firm generalizations to either the absence or presence of professional staff. Certain of the interstate regionalization actions, for instance, require only minimum administrative activity once the action is approved by participating states and implemented. Such an action may affect the postsecondary experience of large numbers of students and cover wide geographic areas while utilizing only a small number of professional employees. Other types of regionalization actions, such as those which bridge the activity of differing sectors and segments of postsecondary education, may require massive coordination, possible only through the efforts of large numbers of professional support personnel. With these cautions in mind, however, some attention to the size of professional support staff functioning in regionalization actions at both the state and regional levels is a useful indication of the vitality and level of activity of these actions. As has been the case throughout this chapter, data on the interstate compacts are excluded from the analyses presented.

In Table 8.12, 36 regionalization actions are shown to employ state-level professional support personnel, and 19 of these 36 employ some staff on a full-time basis. Over one-third of all regionalization actions, then, have sufficient state-level activity to warrant administration at this level.

TABLE 8.12

#### SIZE OF STATE LEVEL PROFESSIONAL SUPPORT STAFF OF REGIONALIZATION ACTIONS

State Level Professional Support Staff	Number of Regionalization Actions With Staff	Total Number of Staff (National Headcount)	Range of Staff Size	Mean Staff Size
Part Time	17	96	1 to 26	5.65
Full Time	19	36	1 to 8	1.80
Any	36	132	--	3.66



The range of staff size utilized at the state level gives some clue to the varied activities which regionalization actions conduct. At least one action utilizes 26 part-time professional support personnel, which certainly suggests a great deal of state-level activity. Several others report 1 individual functioning in support of the regionalization action at the state level, which leads to the assumption that these actions principally focus activity at the sub-state regional level.

A total of 132 individuals nationwide (36 full time; 96 part time) are involved at the state level in providing professional administrative support for regionalization actions. The mean state-level support staff size of 3.66 individuals (headcount) indicates that those regionalization actions which do require state-level staff support are involved with sufficient administrative detail to warrant some degree of professional specialization.

In Table 8.13 the size of regional level professional staff is reported. The 38 regionalization actions reporting executive directors in the regions have a total of 228 individuals (full time and part time) functioning at this level. The large number of full-time employees (186) working in this capacity shows that it is at this level that the bulk of administrative activity occurs. The fact that fewer individuals are reported working in professional support capacities at the regional level (139, full time and part time) than in leadership roles may indicate that much of the professional administrative work in the regions is accomplished by the member institutions themselves. The mean support staff size per region (just over 1.5 persons per region) appears to support this contention.

### Special Perspectives

The message of this chapter to all postsecondary interest groups is clear: the structural arrangements attached to regionalization actions are in an evolutionary stage, and at least for now, appear to be somewhat amorphous.

Observers of current developments, however, should not be too quick to conclude that a stronger organizational development in support of regionalism efforts will not occur. It may well be that interest in developing more organizational identity for regionalization actions is suppressed to forestall its being viewed as a threat to existing institutions or other established patterns for administering postsecondary education in a region. When a positive, more cooperative, and non-threatening perception of regionalism can be established and maintained, chances of a stronger supporting governance structure for regionalization will be much greater.

The evidence that is available seems to support this conclusion. Certainly the staffing commitments that are being made to regionalization actions throughout the country show that regionalism is maturing quite rapidly in its organizational status. This in itself should merit notice by colleges and universities that operate where regionalization is occurring. Professional staffs for postsecondary education can reasonably be expected to have interest in each other's spheres of responsibility and how these are performed. Regionalization appears to be bringing a new group of professionals into this interactive process.

TABLE 8.13

## SIZE OF REGIONAL LEVEL PROFESSIONAL STAFF OF REGIONALIZATION ACTIONS

Regional Level Professional Staff	Number of Regionalization Actions with Staff	Number of Regions with Staff	Total Number of Staff (National Headcount)	Range of Staff Size		Mean Staff Size	
				Per Regionalization Action	Per Region	Per Regionalization Action	Per Region
<b>EXECUTIVE DIRECTOR</b>							
Full Time	33	186	186	--	--	--	--
Part Time	12	42	42	--	--	--	--
Any	38	228	228	--	--	--	--
<b>PROFESSIONAL SUPPORT STAFF</b>							
Full Time	23	45	75	2 to 19	1 to 19	3.26	1.67
Part Time	13	41	64	1 to 24	1 to 10	4.92	1.56
Any	32	63	139	--	--	--	--

Nevertheless, the strategy still taken by most current regionalization actions is one of moving cautiously and building upon postsecondary structures already in place in the states. This is evident in the large number of regionalization actions that, in one way or another, are administered by the participating member institutions. It is further evident from the fact that when regionalization actions do develop an organizational identity separate from the participating institutions, the guiding mechanisms are most frequently advisory in nature. The more comprehensive the regionalization actions, the more pronounced these strategies become.

## Summary

### Professional Staff

Roughly one-half of the regionalization actions identified in the study report that professional staff are utilized to administer the actions at the state level; similarly, about one-half of the actions employ professional staff at the regional level. The presence of professional employees in this many actions is certainly an indication that when regional configurations are utilized, a serious commitment to the success of the concept is common. A general tendency toward full-time professional employees across all groupings of the actions is an indication of the increasing stability of those regionalization actions.

Recognizing this tendency to employ full-time staff, it nevertheless can be noted that the leadership of regionalization actions at the state level is more frequently on a part-time rather than full-time basis. Since this pattern reverses at the regional level, this may be indicative of the concept's focus on decentralizing rather than centralizing the efforts of postsecondary education.

Beyond these general conclusions, some marked differences in staffing were found when considered against other variables, and highlights are noted below:

1. **Geographic Area**—Intrastate and interstate actions are roughly equal in their use of state-level staff; within the intrastate category, actions servicing a whole state show a particularly high presence of state-level executive directors; actions serving part(s) of a state, on the other hand, more frequently report full-time executive directors at the regional level than the state level; for the interstate category, staff consistently appear most frequently at the state level; in fact, only the interstate actions involving less than entire states report any regional staff at all.
2. **Institutional Type**—Regionalization actions which are comprehensive in their institutional coverage (i.e., both public and private institutions) consistently report a higher level of professional staff—both at the state and regional levels—than do those actions developed for the

public sector; actions including both two-year and four-year institutions report a higher incidence of state-level executive director leadership than do actions which embrace only two-year or four-year institutions separately.

3. **Academic Program Level**—At the state level, regionalization actions for graduate programs are most heavily staffed; other categories reporting a high presence of state-level staff are the comprehensive actions for all program levels and the actions for associate level programs; at the regional level, staffing for the graduate program actions is virtually nonexistent; conversely, regionalization actions for associate level programs maintain and even increase their level of staff; the comprehensive actions likewise maintain a relatively high level of staff at the regional level.
4. **Regionalization Patterns: Geography and Institutions**—In general, the comprehensive intrastate actions are more heavily staffed at both the state and regional level than those that tend toward a more narrow geographic focus; the latter, however, do report substantial staff at the regional level; also, community college actions are heavily staffed at the regional level.
5. **Regionalization Patterns: Geography and Programs**—Comprehensive intrastate regionalization patterns and the interstate ones are heavily staffed at both the state and regional levels; special focus actions do show considerable staff support at the regional level; associate actions report the highest presence of full-time regional executive directors; none of the interstate reciprocity actions have regional level staff.
6. **Size of Professional Staff**—A total of 132 individuals nationwide (36 full time, 96 part time) are involved at the state level in providing professional administrative support for regionalization actions; the variation among actions is considerable—several employ only 1 individual functioning in support of the regionalization action at the state level, another utilizes 26 part-time professional support personnel; the mean state-level support staff size is 3.66 (headcount); at the regional level, 228 professionals (186 full time, 42 part time) work as executive directors in 38 regionalization actions nationwide; additionally, 139 individuals (75 full time, 64 part time) operate in a support role at the regional level; the mean support staff size per region is approximately 1.5.

In sum, those regionalization actions that attempt to be more comprehensive in their approach (i.e., actions which combine or coordinate the efforts of different types of institutions and/or different academic program levels in broad geographic areas) are more often found to have professional staff than those which include like institutions or similar program levels in more narrowly defined geographic areas. This finding suggests a number of possible explanations: one is that the more complex actions generate a greater work load to be conducted by the

organization created by the regionalization action; another is that the participant colleges find institutional "contributed services" more difficult to arrange; and a third may be that greater difficulties are present and thus more administrative effort is required when elements of the postsecondary education community unaccustomed to working together attempt to coordinate activity.

### Administrative Structure

The regionalization actions identified in this study utilize a variety of administrative structures with no one type of regional guiding mechanism particularly favored over others. Advisory councils, administration of the regionalization actions by member institutions, and administration by a state agency are all equally used in efforts to implement regionalization actions in the states.

Chief executives of participating institutions are the most frequently cited members of the guiding mechanisms, which indicates the importance institutions apparently attach to the regionalization actions in which they participate. The most frequently cited method of selection for membership to regional guiding mechanisms is appointment by the agency or institution represented.

Regionalization actions do differ somewhat on these various concerns of administrative structure when considered against other variables. Some of the more striking differences are noted below:

1. **Geographic Area**—Intrastate actions most frequently employ advisory councils and interinstitutional consulting mechanisms as regional guiding mechanisms; interstate actions most often report state agencies functioning as their guiding mechanisms; interstate actions are more one-dimensional in the composition of their guiding mechanisms and in how members are selected—specifically, chief executives are the most frequent members, and they are appointed by their institutions to serve on the guiding mechanisms; intrastate actions, on the other hand, have more diverse viewpoints represented on their guiding mechanisms—member institutions, state education agencies, and community lay interests are all about equally represented—and also vary more the procedure used to select members of guiding mechanisms.
2. **Institutional Type**—Regionalization actions for the public sector more frequently report state agencies functioning as guiding mechanisms than do actions that are comprehensive (i.e., public and private) in their institutional coverage; the comprehensive actions tend more to use interinstitutional consulting mechanisms and advisory councils; within the comprehensive category, the actions that include both two-year and four-year institutions are even more prone to utilize an advisory mode of operations; chief executives of member institutions are the most frequently cited members of guiding mechanisms for both the public-only and public/private actions; however, the presence of private institutions does increase even more the likelihood of

chief executives being selected to the guiding mechanisms; also when private institutions are included, membership to the guiding mechanisms is more frequently designated ex officio in the design of the regionalization action.

3. **Academic Program Level—Regionalization** actions do not seem to adopt a particular guiding mechanism based on consideration of academic program level; actions for different categories of program coverage each use a variety of mechanisms; program level also has little or no impact on the composition of the guiding mechanisms nor on the manner in which membership to the mechanisms is determined.
4. **Regionalization Patterns: Geography and Institutions—Comprehensive** actions rely most heavily on advisory modes of operation and strong institutional input; comprehensive actions within the public sector similarly utilize the advisory council approach, but state agencies are also heavily involved and often function as the de facto guiding mechanism; regionalization actions which are more specifically targeted in their service area tend to rely most heavily on the participating institutions as the controlling operational interests; concerning composition of the guiding mechanisms, chief executives comprise the predominant membership element for actions within most of the patterns; an exception is the community college pattern where actions most frequently report trustees of the participating institutions as members of the guiding mechanisms.
5. **Regionalization Patterns: Geography and Programs—Intrastate** actions that are narrowly focused in their service area rely most heavily on the interinstitutional consulting mechanism; more comprehensive actions tend instead to employ the advisory council approach; also to be noted is that associate actions show no preference at all for a particular type of guiding mechanism; reciprocity actions, on the other hand, rely completely on state agencies to serve as their guiding mechanisms.

Although certain broad trends are becoming apparent, the administrative structures attached to regionalization actions can best be described as being in a developmental stage. Various models are being tried in the states.



## CHAPTER IX

### DUTIES, FUNCTIONS, PROCESSES

The previous chapter presented data on the various kinds of administrative structures (or regional guiding mechanisms) currently utilized by regionalization actions in the states. The present chapter moves from that discussion to an analysis of the actual duties and functions these mechanisms are performing.

#### Designs, Manifestations, Operations

It was noted in Chapter VIII that a single regionalization action may simultaneously employ several types of regional guiding mechanisms. This multiple use of guiding mechanisms by regionalization actions is shown in Table 9.1.

The data show that the different types of regional guiding mechanisms are about as frequently used in combination with other guiding mechanisms as they are used singly. For example, 8 regionalization actions use *only* advisory councils as their regional guiding mechanisms; but another 14 actions use advisory councils in combination with other types of guiding mechanisms. Table 9.2 shows this relationship more precisely.

Because a single regionalization action may in fact use several types of guiding mechanisms—and because the units of analysis in this study are the regionalization actions and *not* the guiding mechanisms used within the regions of those actions—it is not possible to report on the duties and functions of the different types of regional guiding mechanisms. Instead, such data will be reported in an aggregate fashion for all types of guiding mechanisms considered together.

Respondents for each regionalization action were queried as to the interaction of their regional guiding mechanisms (all types) with the institutions operating within the respective regions of the action. Data were sought on two points: (1) the topical areas of operation in which the guiding mechanisms have a working relationship with the institutions participating in the regionalization action; and (2) the nature of that working relationship. Seven areas of operation were explored:

- 1) new academic programs
- 2) existing academic programs, credit
- 3) existing academic programs, noncredit
- 4) operating budget requests
- 5) capital budget requests
- 6) utilization of physical plant and equipment
- 7) utilization of faculty and other professional personnel

For each area of institutional operation, respondents were asked to indicate the highest level working relationship that exists, with level rated on a four-point continuum. The first three points on the continuum define a working relationship



TABLE 9.1

USE OF REGIONAL GUIDING MECHANISMS BY REGIONALIZATION ACTIONS

Type(s) of Guiding Mechanisms	Number of Actions
Advisory council <i>only</i>	8
Administrative board <i>only</i>	6
Administration by participating institutions <i>only</i>	20
Administration by state agency <i>only</i>	16
Advisory council <i>plus</i> administration by institutions	6
Advisory council <i>plus</i> administrative board	2
Advisory council <i>plus</i> administration by state agency	2
Advisory council <i>plus</i> administrative board <i>plus</i> administration by institutions	1
Advisory council <i>plus</i> administrative board <i>plus</i> administration by state agency	1
Advisory council <i>plus</i> administration by institutions <i>plus</i> administration by state agency	2
Administrative board <i>plus</i> administration by institutions	3
Administrative board <i>plus</i> administration by institutions <i>plus</i> administration by state agency	1
Administration by institutions <i>plus</i> administration by state agency	2

TABLE 9.2

SINGLE AND MULTIPLE USE OF REGIONAL GUIDING MECHANISMS

Guiding Mechanisms	Single Use; Used in Combination (Number of Actions)	Total
Advisory Council	8;14	22
Administrative Board	6;8	14
Administration by Participating Institutions	20;15	35
Administration by State Agency	16;8	24

between guiding mechanisms and institutions that is advisory in nature: meet and discuss—review and report—recommend. The fourth point on the continuum defines a qualitatively stronger relationship in which the guiding mechanisms actually have power of approval over some area of institutional operation.

These data are reported only for intrastate actions. Since interstate actions rely most heavily on state agencies to function as their guiding mechanisms (see Chapter VIII), and since the relationship between state-level agencies and post-secondary institutions is not the focus of this study, interstate actions are excluded from the analyses in this chapter. Intrastate actions, on the other hand, rely primarily on administrative structures at the sub-state regional level, and the analyses in this chapter examine the responsibilities that these structures are assuming in the regionalization actions.

Because of the relatively small number of intrastate actions that have actually implemented regional guiding mechanisms (37 of 67, or 55 percent), the duties and functions of those mechanisms are not considered against the several independent variables utilized in previous chapters. Instead, the authors report only the totals for the 37 intrastate regionalization actions that have implemented regional guiding mechanisms.

Table 9.3, then, shows the duties and functions that administrative structures at the sub-state regional level are assuming in relation to institutions operating within the respective regions and participating in the regionalization actions. The rightmost total column of the table indicates that regional guiding mechanisms are most involved with new program offerings of their member institutions. Thirty-one of the intrastate actions (46 percent) report this kind of involvement for their guiding mechanisms. Regional guiding mechanisms are least involved with institutional budgetary matters, operating (25 percent) or capital (22 percent).

Concerning the nature of the relationship between guiding mechanisms and their member institutions, the data in Table 9.3 clearly show that it is a predominantly advisory one. This is true for all areas of institutional operations. Of the 31 intrastate actions reporting their guiding mechanisms as having an impact on new programs within the regions, 23 note that the impact is developing through an advisory relationship with the institutions involved.

Table 9.4 examines the relationship between the age of the regionalization actions (i.e., when they were implemented) and the duties and responsibilities their regional guiding mechanisms are performing. Although the numbers in the various cells are small, a definite pattern is apparent. The more operationally mature an action, the more likely are its regional guiding mechanisms to assume approval authority over the various areas of institutional operations.

A comparison of the actions implemented before 1970 with those implemented from 1975 to the present shows this relationship most clearly. Under new program offerings, for example, five actions implemented before 1970 indicate their guiding mechanisms have responsibilities in this area, with four of these

TABLE 9.3

## DUTIES AND FUNCTIONS OF REGIONAL GUIDING MECHANISMS

Operations of Participating Institutions	Nature of Working Relationship					Any Relationship N = 67	
	Advisory				Approve	n	%
	Meet and Discuss	Review and Report	Recommend	Total			
1. New Programs	7	5	11	23	8	31	46
2. Existing Programs, Credit	8	4	4	16	7	23	34
3. Existing Programs, Noncredit	8	3	3	14	7	21	31
4. Operating Budget Requests	2	4	3	9	8	17	25
5. Capital Budget Requests	4	2	2	8	7	15	22
6. Utilization of Physical Plant	10	2	4	16	7	23	34
7. Utilization of Faculty and Other Professional Personnel	8	4	2	14	7	21	31
8. Other	0	2	1	3	4	7	10

noting the mechanisms have power of approval over new programs. For the most recent regionalization actions, eight actions note responsibilities for their guiding mechanisms in this area, but all eight indicate that the duties are strictly advisory. This kind of relationship holds for each of the eight areas of institutional operations examined.

A certain caveat should be offered here. Although the guiding mechanisms of the older regionalization actions are indeed more likely to have powers of approval over institutional operations, the total number of actions with this kind of authority is extremely small. The numbers are consistently low for all of the areas of institutional operations examined. Only eight intrastate actions, for example, report that their guiding mechanisms have approval power over new programs of offerings. And for most of these actions, this relationship holds only for off-campus program offerings.

#### Special Perspectives

The data show that regional guiding mechanisms are active in the functional area of postsecondary educational program activity. They are most involved

TABLE 9.4

DUTIES AND FUNCTIONS OF REGIONAL GUIDING MECHANISMS,  
BY AGE OF REGIONALIZATION ACTIONS

OPERATIONS OF PARTICIPATING INSTITUTIONS	IMPLEMENTATION DATE AND NATURE OF WORKING RELATIONSHIP																							
	1975 - Present (N = 10)				1973 - 1974 (N = 9)				1970 - 1972 (N = 10)				Before 1970 (N = 8)											
	Advisory n	%	Approval n	%	Total n	%	Advisory n	%	Approval n	%	Total n	%	Advisory n	%	Approval n	%	Total n	%						
1 New Programs	8	80	0	0	8	80	7	78	2	22	9	100	7	70	2	20	9	90	1	13	4	50	5	63
2 Existing Programs, Credit	6	60	0	0	6	60	4	44	3	33	7	78	5	50	0	0	5	50	1	13	4	50	5	63
3 Existing Programs, Noncredit	4	40	1	10	5	50	6	67	2	22	8	89	4	40	0	0	4	40	0	0	4	50	4	50
4 Operating Budget Requests	3	30	0	0	4	40	3	33	2	22	5	56	1	10	3	30	4	40	2	25	3	38	5	63
5 Capital Budget Requests	2	20	0	0	2	20	4	44	1	11	6	67	1	10	2	20	3	30	1	13	4	50	5	63
6 Utilization of Physical Plant	5	50	1	10	6	60	4	44	3	33	7	78	4	40	0	0	4	40	3	38	3	38	6	75
7 Utilization of Faculty and Other Professional Personnel	5	50	1	10	6	60	6	67	2	22	8	89	3	30	1	10	4	40	0	0	3	38	3	38
8 Other	0	0	1	10	1	10	1	11	0	0	1	11	1	10	0	0	1	10	1	13	3	38	3	38

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in decisions affecting new programs proposed by institutions within their respective regions. This finding has particular importance for two postsecondary interest groups: individual colleges and universities and state-level educational leadership.

Decisions related to the development of new postsecondary educational programs and services classically have been the prerogative of individual colleges and universities. Thus, these interests may see the recent developments reported in this chapter as a threat to the more traditional modes of governance usually applied in these academic matters. State-level interests, on the other hand, will likely see in them a manifestation of their own concern and responsibility for examining the program needs of the state above and beyond those offered by individual institutions.

What the data in this chapter do seem to suggest is that regionalism is emerging as a bridge between institutional and state-level educational interests in the identification and development of new programs necessary to serve clientele in the states. In a real sense, the organizational structures developing through regionalization are acting as liaisons in the functions and duties they are performing. Most frequently, regional guiding mechanisms provide a forum for the mutual discussion and review of the development of new programs, an interactive process in which all postsecondary interest groups in a state can participate. But in some instances, these guiding mechanisms assume an active role in the actual decision-making processes that occur.

#### Summary

Of the 67 intrastate actions examined in this chapter, 37 (55 percent) currently have regional guiding mechanisms of some kind operating in the states. These regional guiding mechanisms are most involved with new program offerings of the institutions participating in the regionalization actions. Thirty-one of the intrastate actions (46 percent) report this kind of involvement for their guiding mechanisms.

Most regional guiding mechanisms are currently functioning in an advisory capacity for their member institutions. This is true for all areas of institutional operations. Of the 31 intrastate actions which report their guiding mechanisms as having an impact on new program offerings, 23 note that the impact is being fashioned through an advisory relationship with the institutions involved.

The age of a regionalization action does have some effect on the manner in which the regional guiding mechanisms interact with their member institutions. The more operationally mature an action, the more likely are its regional guiding mechanisms to assume approval authority over the various areas of institutional operations. However, although the guiding mechanisms of the older regionalization actions are more likely to have powers of approval over institutional operations, the total number of actions with such authority is currently very small. For example, only eight intrastate actions report that their guiding mechanisms have approval power over new program offerings of their member institutions. And for most of these, the approval authority is only for off-campus program offerings.

In sum, the data in this chapter offer further support to a conclusion presented in Chapter VIII—namely, that administrative structures attached to regionalization are still evolving, and that to the extent that these structures are currently operational, their relationship to existing postsecondary structures in the states is predominantly advisory. Chapter VIII emphasized that the organizational structure of regional guiding mechanisms is still evolving. Similarly, Chapter IX shows that the duties and functions of these guiding mechanisms are not yet consistently defined.

## CHAPTER X

### FINANCES

American postsecondary education has grown from a narrow service offered to a few into a broadly utilized spectrum of services functioning as a major American industry. Some have suggested that American higher education has not undergone the productivity change which often accompanies rapid growth in American industries (Carnegie Commission on Higher Education, 1972b). Recognizing the difficulty of objectively measuring the output of higher education, efficiency and effectiveness—both of which usually raise questions about fiscal resources and their utilization—are still increasingly issues of concern to American educators and those who support education.

In Chapter IV of this report, goals related to resource utilization were shown to be of paramount importance to those involved in regionalization actions. The data in Chapters V and VI indicated that government at many different levels is examining regionalism as one approach to a more effective delivery of postsecondary educational services. Chapter X now examines the actual resources (fiscal) utilized to operate regionalization activity, focusing primarily upon the *sources of funding*. Some attention is paid to the various *methods* used to fund regionalization actions, and actual funding *amounts* for 1976-1977 are also reported.

#### Concepts

In Table 10.1 the number of states which have utilized funding in *planning* for regionalization is reported. The totals shown do *not* include funds used for the actual implementation of regionalization actions; those data are presented later in the chapter. The use of planning dollars at the state level for attention to regionalism is viewed as a measure of its conceptual impact on postsecondary education within each state.

Of the 36 states and territories reporting attention to the concept of regionalism, 22 report using funds for regionalization planning. Further, these states indicate a variety of sources for those planning dollars, with half citing state appropriations as a source of funding. The implication is that there is serious conceptual attention to regionalism in these states.

Ten of the 36 states report the use of federal funds originating from 1202 Commissions in regionalization planning. That nearly 25 percent of the states report the use of federal dollars in state-level regional planning confirms earlier indications in this report that state-level attention to the concept of regionalism is drawing increasing federal support. Data presented later in this chapter show that the incidence of funds originating from 1202 Commissions actually to implement regionalization actions is rare. Current federal support for regionalism appears to be for state-level planning rather than programmatic implementation.



TABLE 10.1

## FUNDING SOURCES FOR PLANNING, BY REGION OF U.S.

FUNDING SOURCES	Regions of the Country					Entire Country* (N = 36)
	Mid-Atlantic	Midwest	New England	South	West	
<b>Federal</b>						
1202 Commission	1	2	3	1	3	10
Vocational Education	0	0	0	2	0	2
CETA	0	0	1	2	0	3
Title III	0	0	0	1	0	1
Other	0	0	0	1	1	2
<b>State</b>						
Appropriations	0	4	2	1	4	11
Special	0	1	1	0	0	2
Other	1	2	0	0	0	3
<b>Private</b>						
Foundation	0	0	0	0	1	1
Business and Industry	0	0	0	0	0	0
Other	0	0	0	0	0	0
<b>Institutional</b>						
Appropriations	1	3	1	1	1	7
Dues	0	0	0	0	0	0
Other	0	0	0	0	1	1

\*A total of 22 states report the use of some funds for the planning of regionalism. These states are distributed throughout the various regions of the country as follows: Mid-Atlantic—2, Midwest—7, New England—4, South—4, and West—5.

The single western state reporting the use of private funds for regionalization planning is a foreshadow of the operational funding patterns for the universe of regionalization actions reported later in this chapter. Sources in the private sector seem to prefer the more narrowly focused regionalization efforts to broad stroke regionalism approaches.

These several patterns for using planning dollars to support regionalism are repeated in the various regions of the country, with only some minor variations. In all, sufficient states in each region report such expenditures to suggest that continued attention be paid to the development of a regional approach in educational planning.

## Designs, Manifestations, Operations

The data in this section include all historical funding sources for regionalization actions. Respondents from each action were asked to report *all sources which have provided the action with fiscal support since its inception*. Thus, the data reflect, to an extent, a longitudinal picture of the sources most likely to tender fiscal support to regionalization actions.

In Table 10.2 the regionalization actions reporting funding are distributed according to the sources of that funding. Additionally, those actions reporting expenditures in support of state-level supervision and/or coordination of regionalism are separated from those utilizing funds at the operating (regional) level. Some actions report utilizing funds at both levels, and they are so reported.

The categorical sources of fiscal support are reported as: the federal government; state government; private sources, which includes both foundation and business support; and institutional funds, which are drawn from existing institutional budgets. Since most actions have multiple funding sources, the figures within the text of the table do not add to those shown in either the "total" row or column. These total figures report the actual number of actions which have or have had fiscal support in the designated categories.

Sixty-four of the 94 regionalization actions (excluding the regional interstate educational compacts) report funds from one or some combination of these various sources. This means, of course, that 30 actions have never received funding (from any source). The most frequently cited source of fiscal support for regionalization actions is state government. Forty-nine actions (76 percent of

TABLE 10.2

### SOURCES OF FUNDING FOR REGIONALIZATION ACTIONS: TOTALS

Sources of Funding	Level of Support						Total N = 64		
	State Level Supervision/Control			Operating (Regional) Level					
	n	R%	C%	n	R%	C%	n	R%	C%
Federal	10	42	42	19	79	35	24	100	38
State	20	41	83	41	83	75	49	100	76
Private	3	23	13	13	100	24	13	100	20
Institutional	1	4	4	27	96	49	28	100	44
Total	24	38	100	55	86	100	64	100	100

those reporting funding) use state-generated funds. The second most frequently cited source of fiscal support is the institutions themselves. Twenty-eight actions (44 percent) indicate such funding. Twenty-four actions (38 percent) report the use of federal funds.

This general pattern of frequency of use of funding sources holds both for support at the operating level and for support of state-level supervising activities (see column percentages). State governmental funds are the most frequent source of support in both cases. However, a large percentage of actions (49 percent) report support at the operating level from the institutions involved. This is *not* the case for state-level supervising activities.

The comparison of the total number of actions using funds at the operating level with those using funds to support state-level supervision of regionalism reveals a clear pattern. The 55 regionalization actions (86 percent of those reporting funding) that report use of funds at the operating level is more than twice the number reporting the use of funds for state-level supervising/coordinating purposes (24; 38 percent). Regardless of funding source, when regionalization actions secure funding, that funding is likely to be applied at the operating level (see row percentages for the state versus operating level breakdown of the various sources of funding).

In Table 10.3 regionalization actions are grouped according to the source of funding and their geographic service area(s). The table also indicates whether funds are expended at the state level for supervision and coordination of the regionalization actions or at the operating level for actual implementation activity.

The major categorical funding sources reported in Table 10.2 are maintained in Table 10.3 but reported in greater detail. In all, 14 subcategories of funding sources are considered. The federal, state, private, and institutional funding sources reported in the top half of the table indicate support of state-level supervising/coordinating activities. The second listing in the bottom half of the table reports operating level support. This same format is repeated in all subsequent tables in this section.

When the intrastate versus interstate distinction is observed in expenditures for state-level supervision of regionalism, several interesting findings emerge. First, interstate actions, in general, are more likely to have funded support for state-level supervising activities, and they rely most often on state appropriated funds (37 percent) to accomplish those purposes. Beyond this general conclusion, the data show only one interstate regionalization action using federal funds for state-level coordinating purposes, and the specific source of those funds is unspecified. In contrast, six of the intrastate actions report use of 1202 funds. Vocational education and CETA fund use are also cited. The percentage of actions in both groups reporting private or institutional fund use at the state level is small.

At the operating level, federal support is again relatively scarce, but particularly so for the interstate actions. The percentage of actions reporting use of state appropriated funds for operational purposes is 39 percent for the intrastate

TABLE 10.3

SOURCES OF FUNDING FOR REGIONALIZATION ACTIONS,  
BY GEOGRAPHIC AREA INCLUDED

FUNDING SOURCES	GEOGRAPHIC AREA						TOTALS N = 94 n %	
	INTRASTATE			INTERSTATE				
	Whole State N = 41 n %	Part(s) of State N = 26 n %	Total N = 67 n %	Entire States N = 13 n %	Other N = 14 n %	Total N = 27 n %		
<b>FOR SUPPORT OF STATE LEVEL SUPERVISION/COORDINATION</b>								
Federal								
1202 Commission	5 12	1 4	6 9	0 0	0 0	0 0	0 0	6 6
Vocational Education	2 5	1 4	3 5	0 0	0 0	0 0	0 0	3 3
CETA	2 5	0 0	2 3	0 0	0 0	0 0	0 0	2 2
Title III	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	3 7	0 0	3 5	1 8	0 0	1 4	1 4	4 4
State								
Appropriations	7 17	2 8	9 13	5 38	5 36	10 37	19 20	19 20
Special	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	2 5	0 0	2 3	0 0	0 0	0 0	2 2	2 2
Private								
Foundation	1 2	0 0	1 1	2 15	0 0	2 7	3 3	3 3
Business and Industry	0 0	0 0	0 0	1 8	0 0	1 4	1 1	1 1
Other	1 2	0 0	1 1	1 8	0 0	1 4	2 2	2 2
Institutional								
Appropriations	1 2	0 0	1 1	0 0	0 0	0 0	1 1	1 1
Dues	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	1 2	0 0	1 1	1 8	0 0	1 4	2 2	2 2
<b>FOR SUPPORT AT THE OPERATING (REGIONAL) LEVEL</b>								
Federal								
1202 Commission	1 2	1 4	2 3	0 0	0 0	0 0	2 2	2 2
Vocational Education	4 10	1 4	5 7	0 0	0 0	0 0	5 5	5 5
CETA	3 7	3 12	6 9	0 0	0 0	0 0	6 6	6 6
Title III	1 2	1 4	2 3	0 0	0 0	0 0	2 2	2 2
Other	5 12	3 12	8 12	4 31	2 14	6 22	14 15	14 15
State								
Appropriations	12 29	14 54	26 39	5 38	4 29	9 33	35 37	35 37
Special	2 5	0 0	2 3	0 0	0 0	0 0	2 2	2 2
Other	4 10	4 15	8 12	0 0	1 7	1 4	9 10	9 10
Private								
Foundations	4 10	3 12	7 10	2 15	1 7	3 11	10 11	10 11
Business and Industry	1 2	3 12	4 6	1 8	0 0	1 4	5 5	5 5
Other	0 0	2 8	2 3	1 8	0 0	1 4	3 3	3 3
Institutional								
Appropriations	5 12	9 35	14 21	2 15	1 7	3 11	17 18	17 18
Dues	4 10	4 15	8 12	0 0	2 14	2 7	10 11	10 11
Other	5 12	6 23	11 16	1 8	0 0	1 4	12 13	12 13

actions and 33 percent for the interstate ones. The intrastate actions are also slightly more likely to receive other state funds. Furthermore, the percentages of intrastate actions using institutional funds are consistently larger than those reported by the interstate actions, which may indicate more grassroots development.

It is interesting to note that the intrastate regionalization actions which serve part(s) of a state often receive state appropriated funds. In fact, over 50 percent of these actions report such funding. No other category reports a higher percentage of actions using state appropriations for support at the operating level. Also, 35 percent of the actions in the same group report institutional funds used at the operating level, and again, no other category of actions reports more success in attracting institutional support for implementation activities.

Table 10.4 examines the funding sources of regionalization actions when the types of institutions participating in those actions are considered. The incidence of federal fiscal support for state-level supervision of regionalism is low regardless of whether public or private institutions are included in the actions. Still, 10 percent of the comprehensive actions (public and private institutions) do report funding support originating from the 1202 Commissions. For both the comprehensive and public-only actions, state appropriations are the most common source of support for supervising activities occurring at the state level. Private and institutional funding for state-level coordination of regionalization actions, on the other hand, are infrequent for all categories, and virtually nonexistent for those actions involving only public institutions (1 of 44 actions).

State appropriated funds continue as the most frequent source of support for operational activities in all of the various categories of actions in the institutional type analysis. Actions for the public sector, in particular, rely upon appropriations from the state for support at the operating level. Forty-three percent of these actions report use of state appropriated funds for this purpose; only 33 percent of the comprehensive actions do likewise.

Grouping by institutional type does influence the frequency of private support for regionalization actions at the operating level. No regionalization action that includes public institutions alone reports private support, while 21 percent of the actions that include both public and private institutions report foundation support, and 10 percent the support of the business community. While the percentage point differences are not so striking, institutional funds, too, are more often cited in support of actions that include both public and private institutions over those including only public institutions.

Finally, regionalization actions limited to four-year institutions most frequently cite state appropriated operating level support. This is true both within the public-only category (64 percent) and within the comprehensive category (54 percent).

In Table 10.5 the sources of funding for regionalization actions are reported when the actions are grouped according to the academic program level embraced by their activity. Federal support through vocational education funds is

TABLE 10.4

SOURCES OF FUNDING FOR REGIONALIZATION ACTIONS,  
BY TYPE OF INSTITUTION INCLUDED

FUNDING SOURCES	INSTITUTIONAL TYPE											TOTAL n %
	Public and Private				Public Only				Private Only	Unclassified		
	4-Year N = 13 n %	2-Year N = 2 n %	2- and 4-Year N = 33 n %	Total N = 48 n %	4-Year N = 14 n %	2-Year N = 10 n %	2- and 4-Year N = 20 n %	Total N = 44 n %	4-Year N = 1 n %	N = 1 n %		
<b>FOR SUPPORT OF STATE LEVEL SUPERVISION/COORDINATION</b>												
Federal												
1202 Commission	0 0	1 50	4 12	5 10	1 7	0 0	0 0	1 2	0 0	0 0	0 0	6 6
Vocational Education	0 0	1 50	1 3	2 4	0 0	1 10	0 0	1 2	0 0	0 0	0 0	3 3
CETA	0 0	1 50	1 3	2 4	0 0	0 0	0 0	0 0	0 0	0 0	0 0	2 2
Title III	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	1 8	0 0	2 6	3 6	1 7	0 0	0 0	1 2	0 0	0 0	0 0	4 4
State												
Appropriations	5 38	1 50	5 15	11 23	3 21	1 10	3 15	7 16	1 100	0 0	0 0	19 20
Special	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	0 0	0 0	2 6	2 4	0 0	0 0	0 0	0 0	0 0	0 0	0 0	2 2
Private												
Foundation	1 8	0 0	2 6	3 6	0 0	0 0	0 0	0 0	0 0	0 0	0 0	3 3
Business and Industry	1 8	0 0	0 0	1 2	0 0	0 0	0 0	0 0	0 0	0 0	0 0	1 1
Other Private Funds	1 8	0 0	1 3	2 4	0 0	0 0	0 0	0 0	0 0	0 0	0 0	2 2
Institutional												
Appropriations	0 0	0 0	0 0	0 0	1 7	0 0	0 0	1 2	0 0	0 0	0 0	1 1
Dues	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	1 8	0 0	1 3	2 4	0 0	0 0	0 0	0 0	0 0	0 0	0 0	2 2
<b>FOR SUPPORT AT THE OPERATING (REGIONAL) LEVEL</b>												
Federal												
1202 Commission	0 0	0 0	1 3	1 2	0 0	0 0	1 5	1 2	0 0	0 0	0 0	2 2
Vocational Education	0 0	1 50	1 3	2 4	0 0	2 20	1 5	3 7	0 0	0 0	0 0	5 5
CETA	1 8	0 0	3 9	4 8	0 0	1 10	1 5	2 5	0 0	0 0	0 0	6 6
Title III	0 0	0 0	1 3	1 2	0 0	0 0	1 10	0 0	1 2	0 0	0 0	2 2
Other	3 23	0 0	7 21	10 21	3 21	1 10	0 0	4 9	0 0	0 0	0 0	14 15
State												
Appropriations	7 54	0 0	9 27	16 33	9 64	3 30	7 35	19 43	0 0	0 0	0 0	37 37
Special	0 0	0 0	0 0	0 0	0 0	1 10	1 5	2 5	0 0	0 0	0 0	2 2
Other	1 8	0 0	5 15	6 12	2 14	1 10	0 0	3 7	0 0	0 0	0 0	9 10
Private												
Foundations	2 15	0 0	6 24	10 21	0 0	0 0	0 0	0 0	0 0	0 0	0 0	10 11
Business and Industry	1 8	0 0	4 12	5 10	0 0	0 0	0 0	0 0	0 0	0 0	0 0	5 5
Other	1 8	0 0	2 6	3 6	0 0	0 0	0 0	0 0	0 0	0 0	0 0	3 3
Institutional												
Appropriations	1 8	0 0	9 27	10 21	3 21	2 20	2 10	7 16	0 0	0 0	0 0	17 18
Dues	2 15	0 0	8 24	10 21	0 0	0 0	0 0	0 0	0 0	0 0	0 0	10 11
Other	1 8	0 0	5 15	6 12	1 7	2 20	3 15	6 14	0 0	0 0	0 0	12 13

reported by 17 percent of the actions functioning at the associate degree and certificate levels for state-level coordination and supervision of regionalism. This is the largest percentage of actions in any grouping by program level reporting state-level expenditure of federal funds. Funds originating at the state level and utilized at the state level, on the other hand, are reported in four of the seven program level groupings. The 35 percent of actions in the graduate program group is the largest concentration of actions using state funds at the state level.

At the operating level, a variety of federal funds provide fiscal support to regionalization actions, but generally to only a small percentage of the actions in any particular program level group. For the program level groups in which federal fiscal support is reported by 20 percent or more of the actions, the origin of that support is most often unspecified beyond the distinction federal.

State appropriations are reported at the operating level across all academic program levels. Of particular note, though, is that over one-half of the regionalization actions which are limited to graduate academic programs report the use of state appropriated funds for implementation activities at the operating level. Since the groupings by academic program level includes plans with no funding at all, the percentages of actions funded by a single categorical source are significant. Regionalization actions for graduate programs, in particular, appear to have located a funding ally in state legislatures. Actions which include all program levels are less likely to attract state appropriations.

In Table 10.6 the regionalization actions are grouped according to both geographic service area and type of institution included in the action. Funding for support of state-level coordination and supervision of regionalism occurs only for the interstate and comprehensive-A regionalization actions with any regularity. For the former, state-appropriated funds are most frequently used; for the latter, federal 1202 monies.

At the operating level, four of the five intrastate regionalization patterns report at least some actions with federal fiscal support, but the percentages remain very small. Some actions in each pattern report use of state appropriated funds at the operational level. Eighty percent of the actions in the partial/public senior pattern report state appropriations as a funding source, as do 50 percent of the community college actions. The regionalization actions which comprise the most comprehensive patterns, on the other hand, less often use state appropriated funds for implementation activities. Both private and institutional funds are frequently cited as sources of support for actions in the partial/all segments pattern.

Geography and program level combine in Table 10.7 to create four intrastate and two interstate patterns of regionalization actions. Again, only the interstate patterns and the more comprehensive intrastate patterns report funding sources for state-level coordination of regionalization actions. The interstate actions—both reciprocity agreements and contracts—rely almost exclusively on state appropriated funds to accomplish these purposes. The intrastate actions reporting funding sources for state-level supervising activities—i.e., actions in the comprehensive-B and associate patterns—likewise make use of state appropriations, but also utilize federal funds for support of these activities.



TABLE 10.5

SOURCES OF FUNDING FOR REGIONALIZATION ACTIONS,  
BY ACADEMIC PROGRAM LEVEL INCLUDED

FUNDING SOURCES	ACADEMIC PROGRAM LEVEL							TOTAL N = 94 n %
	AN Levels N = 38 n %	Graduate Only N = 17 n %	Baccalaureate and Above N = 7 n %	Undergraduate N = 7 n %	Associate and Certificate N = 18 n %	Noncredit N = 3 n %	Unclassified N = 4 n %	
<b>FOR SUPPORT OF STATE LEVEL SUPERVISION/COORDINATION</b>								
Federal								
1202 Commission	4 11	0 0	0 0	0 0	1 6	0 0	1 25	6 6
Vocational Education	0 0	0 0	0 0	0 0	3 17	0 0	0 0	3 3
CETA	0 0	0 0	0 0	0 0	2 11	0 0	0 0	2 2
Title III	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	3 8	1 6	0 0	0 0	0 0	0 0	0 0	4 4
State								
Appropriations	7 18	6 35	1 14	0 0	3 17	0 0	2 50	19 20
Special	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	1 3	0 0	0 0	0 0	1 6	0 0	0 0	2 2
Private								
Foundation	1 3	1 6	0 0	0 0	1 6	0 0	0 0	3 3
Business and Industry	0 0	1 6	0 0	0 0	0 0	0 0	0 0	1 1
Other	0 0	1 6	0 0	0 0	1 6	0 0	0 0	2 2
Institutional								
Appropriations	1 3	0 0	0 0	0 0	0 0	0 0	0 0	1 1
Dues	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	0 0	2 12	0 0	0 0	0 0	0 0	0 0	2 2
<b>FOR SUPPORT AT THE OPERATING (REGIONAL) LEVEL</b>								
Federal								
1202 Commission	2 5	0 0	0 0	0 0	0 0	0 0	0 0	2 2
Vocational Education	1 3	0 0	0 0	0 0	3 17	1 33	0 0	5 5
CETA	1 3	0 0	0 0	2 29	2 11	1 33	0 0	6 6
Title III	0 0	0 0	0 0	0 0	1 6	0 0	1 25	2 2
Other	5 13	4 24	2 29	2 29	1 6	0 0	0 0	14 15
State								
Appropriations	12 32	9 53	3 43	4 57	5 28	1 33	1 25	35 37
Special	1 3	0 0	0 0	0 0	1 6	0 0	0 0	2 2
Other	3 8	3 18	0 0	1 14	1 6	0 0	1 25	9 10
Private								
Foundation	4 11	1 6	2 29	1 14	1 6	0 0	1 25	10 11
Business and Industry	1 3	1 6	1 14	0 0	1 6	0 0	1 25	5 5
Other	1 3	1 6	1 14	0 0	0 0	0 0	0 40	3 3
Institutional								
Appropriations	7 18	1 6	2 29	2 29	4 22	0 0	1 25	17 18
Dues	5 13	1 6	2 29	1 14	0 0	0 0	1 25	10 11
Other	4 11	3 18	1 14	0 0	2 11	0 0	2 50	12 13

TABLE 10.6

## SOURCES OF FUNDING, BY TYPE OF REGIONALIZATION ACTION

FUNDING SOURCES	REGIONALIZATION PATTERNS: GEOGRAPHY AND INSTITUTIONS								TOTAL N = 94 n %
	INTRASTATE					INTERSTATE		Other N = 30 n %	
	Comprehensive A N = 18 n %	Public Comprehensive N = 9 n %	Community College N = 6 n %	Partial/All Segments N = 12 n %	Partial/Public Senior N = 5 n %	Reciprocity-A N = 6 n %	Contracts-A N = 8 n %		
<b>FOR SUPPORT OF STATE LEVEL SUPERVISION/COORDINATION</b>									
Federal									
1202 Commission	3 17	0 0	0 0	1 8	0 0	0 0	0 0	2 7	6 6
Vocational Education	1 6	0 0	0 0	0 0	0 0	0 0	0 0	2 7	3 3
CETA	1 6	0 0	0 0	0 0	0 0	0 0	0 0	1 3	2 2
Title III	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	2 11	0 0	0 0	0 0	0 0	0 0	0 0	2 7	4 4
State									
Appropriations	2 11	1 11	1 17	2 17	0 0	2 33	4 50	7 23	19 20
Special	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	2 11	0 0	0 0	0 0	0 0	0 0	0 0	0 0	2 2
Private									
Foundation	1 6	0 0	0 0	0 0	0 0	0 0	0 0	2 7	3 3
Business and Industry	0 0	0 0	0 0	0 0	0 0	0 0	0 0	1 3	1 1
Other	1 6	0 0	0 0	0 0	0 0	0 0	0 0	1 3	2 2
Institutional									
Appropriations	0 0	0 0	0 0	0 0	0 0	0 0	0 0	1 3	1 1
Dues	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	1 6	0 0	0 0	0 0	0 0	0 0	0 0	1 3	2 2
<b>FOR SUPPORT AT THE OPERATING (REGIONAL) LEVEL</b>									
Federal									
1202 Commission	1 6	0 0	0 0	0 0	0 0	0 0	0 0	1 3	2 2
Vocational Education	1 6	1 11	1 17	0 0	0 0	0 0	0 0	2 7	5 5
CETA	1 6	1 11	1 17	2 17	0 0	0 0	0 0	1 3	6 6
Title III	0 0	0 0	1 17	1 17	0 0	0 0	0 0	0 0	2 2
Other	3 17	0 0	1 17	2 17	0 0	0 0	1 12	7 23	14 15
State									
Appropriations	4 22	3 33	3 50	5 42	4 80	2 33	3 38	11 37	36 37
Special	0 0	1 11	1 17	0 0	0 0	0 0	0 0	0 0	2 2
Other	2 11	0 0	1 17	3 25	1 20	0 0	1 12	1 3	9 10
Private									
Foundation	4 22	0 0	0 0	3 25	0 0	0 0	1 12	2 7	10 11
Business and Industry	1 6	0 0	0 0	3 25	0 0	0 0	0 0	1 3	5 5
Other	0 0	0 0	0 0	2 17	0 0	0 0	0 0	1 3	3 3
Institutional									
Appropriations	4 22	0 0	1 17	4 33	2 40	0 0	0 0	6 20	17 18
Dues	4 22	0 0	0 0	4 33	0 0	0 0	2 25	0 0	10 11
Other	3 17	0 0	2 33	2 17	1 20	0 0	0 0	4 13	12 13

TABLE 10.7

## SOURCES OF FUNDING, BY TYPE OF REGIONALIZATION ACTION

FUNDING SOURCES	REGIONALIZATION PATTERNS: GEOGRAPHY AND PROGRAM LEVEL							TOTAL N = 94 n %
	INTRASTATE				INTERSTATE		Other N = 25 n %	
	Comprehensive N = 19 n %	Associate N = 13 n %	Partial/Broad N = 12 n %	Partial/Specific N = 12 n %	Reciprocity-B N = 5 n %	Contracts-B N = 8 n %		
<b>FOR SUPPORT OF STATE LEVEL SUPERVISION/COORDINATION</b>								
Federal								
1202 Commission	3 16	1 8	1 8	0 0	0 0	0 0	1 4	6 6
Vocational Education	0 0	2 15	0 0	1 8	0 0	0 0	0 0	3 3
CETA	0 0	2 15	0 0	0 0	0 0	0 0	0 0	2 2
Title III	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	3 16	0 0	0 0	0 0	0 0	0 0	1 4	4 4
State								
Appropriations	3 16	3 23	1 8	0 0	3 60	5 62	4 16	19 20
Special	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	1 5	1 8	0 0	0 0	0 0	0 0	0 0	2 2
Private								
Foundation	0 0	1 8	0 0	0 0	1 20	0 0	1 4	3 3
Business and Industry	0 0	0 0	0 0	0 0	0 0	0 0	1 4	1 1
Other	0 0	1 8	0 0	0 0	0 0	0 0	1 4	2 2
Institutional								
Appropriations	1 5	0 0	0 0	0 0	0 0	0 0	0 0	1 1
Dues	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0
Other	0 0	0 0	0 0	0 0	0 0	0 0	2 8	2 2
<b>FOR SUPPORT AT THE OPERATING (REGIONAL) LEVEL</b>								
Federal								
1202 Commission	1 5	0 0	1 8	0 0	0 0	0 0	0 0	2 2
Vocational Education	1 5	2 15	0 0	1 8	0 0	0 0	1 4	5 5
CETA	0 0	2 15	1 8	2 17	0 0	0 0	1 4	6 6
Title III	0 0	1 8	0 0	0 0	0 0	0 0	1 4	2 2
Other	3 16	1 8	0 0	3 25	1 20	1 12	5 20	14 15
State								
Appropriations	5 26	4 31	5 42	8 67	2 40	4 50	7 28	35 37
Special	1 5	1 8	0 0	0 0	0 0	0 0	0 0	2 2
Other	2 11	1 8	1 8	2 17	0 0	1 12	2 8	9 10
Private								
Foundation	3 16	1 8	0 0	2 17	1 20	0 0	3 12	10 11
Business and Industry	0 0	1 8	1 8	1 8	0 0	0 0	2 8	5 5
Other	0 0	0 0	1 8	1 8	0 0	0 0	1 4	3 3
Institutional								
Appropriations	2 11	3 23	4 33	4 33	1 20	0 0	3 12	17 18
Dues	4 21	0 0	1 8	2 17	0 0	1 12	2 8	10 11
Other	2 11	2 15	2 17	2 17	0 0	0 0	4 16	12 13

At the operating level, federal funding sources are again rare. The only item of note is that vocational education and CETA funds are reported in 15 percent of regionalization actions in the associate pattern.

Each of the six patterns formed by the geography and program level analysis reports state appropriations as the most frequent source of operating funds, but this trend is most pronounced for the intrastate patterns that are more narrow in their geographic service area. In the partial/specific pattern, for example, 67 percent of the actions report such funding. The comprehensive-B and associate patterns, which share a whole state focus, have smaller percentages of actions with operational level funding from state appropriations. Funds secured from institutional sources are also more often reported by actions with specific rather than comprehensive geographic focus. Thirty-three percent of both the partial/broad and partial/specific patterns of regionalization actions have institutionally based funds.

### Questions of Special Interest

#### Methods of Funding

In Table 10.8 the methods of funding regionalization actions are reported. Note that actions often report multiple funding methods, and this is reflected in the figures displayed in the table.

The most frequently reported method is budget formulation and request to a state agency. Thirty-six actions report use of that funding method. In Chapter V state agencies were often seen as the highest authorizing agents for regionalization actions, and that these agencies are often directly involved in funding regionalization actions comes as no surprise.

Several implications may be drawn from the frequent use of this budgetary process for funding regionalization actions. Earlier chapters of this report indicated that regionalism exists as an innovative or alternative approach in postsecondary education. That theme, however, must now be tempered by the observation that the funding methods most often used to finance regionalization actions are closely associated with the bureaucracy of government, and also with the security and range of impact which government provides.

#### Funding Sources and Highest Level Authorization

Table 10.9 shows the distribution of funding sources related to the highest level authorization of the regionalization actions. Actions with legislative authorization as well as those with administrative authorization both frequently report the use of state appropriated monies for the support of supervising activities occurring at the state level. Funding support for state-level supervision/coordination of institutionally authorized actions is virtually nonexistent.

At the operating level, several notable clusters occur. Actions with legislative and administrative authorization continue to draw support from state appropriations (42 percent and 32 percent, respectively). But somewhat surprisingly, an

TABLE 10.8

**FUNDING METHODS USED TO FINANCE  
REGIONALIZATION ACTIONS**

Funding Methods	Number of Regionalization Actions N = 94	
	n	%
Budget formulation, request, and defense to a state agency	36	38
Budget formulation, request, and defense within regional structure	10	11
Formula grant from state	9	10
Formula grant from member institutions	5	5
Flat grant from private foundation	4	4
Other	13	14

even higher percentage of those regionalization actions institutionally based receive support from state appropriated monies for implementation activities occurring at the operating level (55 percent). Furthermore, these actions are more often supported by private foundations (36 percent) and institutional sources (45 percent), and they also fare better in attracting funds from federal sources. In short, the authority base thought of as least powerful appears able to attract funds from a wider variety of sources than any other.

Appropriations for FY 1976-1977

So far in this chapter, only the sources of funding support for regionalism—and more specifically, the *frequencies* with which those sources have been made available—have been examined. Table 10.10 moves from that analysis and reports the actual funding *amounts* utilized by regionalization actions in the 1976-1977 budget year, according to the different sources providing that funding. The table distinguishes between expenditures made in support of state-level supervision of regionalism and funds used for implementation activities occurring at the operating level. Additionally, the table shows the number of actions reporting funding from particular sources, the percent of the total funding provided by the individual sources, the mean funding amounts per actions, and the range of the size of the awards made.

TABLE 10.9

## SOURCES OF FUNDING FOR REGIONALIZATION ACTIONS, BY SOURCE OF AUTHORITY

FUNDING SOURCES	HIGHEST LEVEL OF AUTHORIZATION										TOTAL N = 94			
	Legislative N = 31		Administrative N = 40		Institutional N = 11		Other N = 2		Several N = 10					
	n	%	n	%	n	%	n	%	n	%	n	%		
<b>FOR SUPPORT OF STATE LEVEL SUPERVISION/COORDINATION</b>														
Federal														
1202 Commission	2	6	4	10	0	0	0	0	0	0	0	0	6	6
Vocational Education	1	3	2	5	0	0	0	0	0	0	0	0	3	3
CETA	1	3	1	2	0	0	0	0	0	0	0	0	2	2
Title III	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Other	3	10	1	2	0	0	0	0	0	0	0	0	4	4
State														
Appropriations	8	26	9	22	1	9	0	0	1	10	19	20		
Special	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Other	1	3	1	2	0	0	0	0	0	0	2	2		
Private														
Foundation	2	6	1	2	0	0	0	0	0	0	3	3		
Business and Industry	1	3	0	0	0	0	0	0	0	0	1	1		
Other	2	6	0	0	0	0	0	0	0	0	2	2		
Institutional														
Appropriations	1	3	0	0	0	0	0	0	0	0	1	1		
Dues	0	0	0	0	0	0	0	0	0	0	0	0		
Other	1	3	0	0	0	0	0	0	1	10	2	2		
<b>FOR SUPPORT AT THE OPERATING (REGIONAL) LEVEL</b>														
Federal														
1202 Commission	1	3	1	2	0	0	0	0	0	0	2	2		
Vocational Education	1	3	4	10	0	0	0	0	0	0	5	5		
CETA	3	10	1	2	2	18	0	0	0	0	6	6		
Title III	2	6	0	0	0	0	0	0	0	0	2	2		
Other	3	10	5	12	6	55	0	0	0	0	14	15		
State														
Appropriations	13	42	13	32	6	55	0	0	3	30	35	37		
Special	1	3	0	0	0	0	0	0	1	10	2	2		
Other	4	13	3	8	1	9	0	0	1	10	9	10		
Private														
Foundation	3	10	3	8	4	36	0	0	0	0	10	11		
Business and Industry	4	13	0	0	1	9	0	0	0	0	5	5		
Other	2	6	0	0	1	9	0	0	0	0	3	3		
Institutional														
Appropriations	7	22	4	10	5	45	0	0	1	10	17	18		
Dues	3	10	4	10	3	27	0	0	0	0	10	11		
Other	5	16	4	10	2	18	0	0	1	10	12	13		

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In all, 42 regionalization actions (again excluding the interstate compacts), reported \$37,867,000 in 1976-1977 for a mean budget of \$899,214 per action. Seventy-eight percent of the total funds came from state appropriations. Federal sources provided only 11 percent of the total funding for regionalization actions in FY 1976-1977; private and institutional funds, only three percent each. This general pattern holds both for support at the operating level and for support of state-level supervising activities. In short, the historical tendency of regionalization actions to rely most heavily on state appropriated funds for support—as shown earlier in this chapter when the tendency of use of funding sources was considered—is strongly confirmed by the actual appropriations made for these actions in the most recent fiscal year.

Looking at mean funding amounts by funding source, the most generous sources within categories can be identified. State appropriations, at \$757,077 per action, were by far the highest mean amount provided for regionalization actions by any one source. In the federal source category, vocational education support provided \$121,000 on the average to each action funded. This was the highest mean amount provided by any one federal source of funds. For the private sources, foundation support, at \$46,000 per action, was the highest amount. These latter two sources, however, accounted for only 3 percent of the 1976-1977 funding for regionalization actions.

When considering the total amounts expended in support of state-level supervision and/or coordination of regionalism as against those funds used at the operating level, the data also support the observations made earlier in this chapter that postsecondary regionalism is developing as a decentralizing tendency, not as an attempt by state-level interests to centralize their authority over postsecondary operations in the states. Of the total funding available for support of regionalization actions in FY 1976-1977, \$34,655,000 (91.5 percent) was expended at the operating level for implementation activities; only \$3,212,000 (8.5 percent) was used to support state-level supervision of regionalism. This pattern holds for all funding sources.

Table 10.11 also displays funding amounts for FY 1976-1977, but distinguishes between funds used for operations and those used for capital improvement. Of the total funds available to support regionalization actions, approximately \$34.6 million (91.3 percent) was used for operating expenses, at both the state and operating levels; \$3.3 million (8.7 percent) went for capital expenditures. Eighty percent of the operations amount and 54 percent of the capital amount originated as state appropriations. Of note is that private sources contributed 22 percent of the 1976-1977 capital expenditures for regionalization actions.

The relatively low figures for capital expenditures by regionalization actions seem to confirm an observation made several places in this report. That is, regionalization actions only infrequently attempt to establish a separate identity of their own, apart from the member institutions, with all that implies (a separate physical plant, for example). Instead, actions are tending to rely upon existing institutions and other postsecondary structures already available within the region(s).



TABLE 10.10

## FUNDING OF REGIONALIZATION ACTIONS, BY LEVEL SUPPORTED IN FY 1976-1977

Funding Source	For Support of State Level Supervision/Coordination						For Support at the Operating (Regional) Level						Total					
	Number of Actions	Total Funding	% of Total Funding	Range			Number of Actions	Total Funding	% of Total Funding	Mean	Range		Number of Actions	Total Funding	% of Total Funding	Mean	Range	
				Mean	Lowest	Highest					Lowest	Highest					Lowest	Highest
1970 Commission	4	\$ 36,000	3	\$ 23,750	\$ 5,000	\$ 30,000	1	\$ 81,000	<1	\$ 81,000	\$ 81,000	\$ 81,000	6	\$ 176,000	<1	\$ 36,200	\$ 5,000	\$ 81,000
Regional Education	3	80,000	2	26,857	10,000	60,000	3	494,000	<1	121,000	20,000	290,000	4	484,000	<1	121,000	20,000	280,000
ETA	1	187,000	1	187,000	10,000	80,000	1	77,000	<1	26,857	14,000	60,000	1	187,000	<1	187,000	10,000	80,000
Title III	2	210,000	10	154,000	20,000	284,000	2	210,000	1	105,000	10,000	200,000	2	210,000	1	105,000	10,000	200,000
Other	14	2,806,000	8	206,428	30,000	880,000	13	2,807,000	8	230,838	20,000	880,000	15	3,295,000	8	213,733	20,000	880,000
Total Federal	30	3,853,000	11	191,680	---	---	1	\$ 900,000	18	860,000	860,000	\$ 500,000	16	3,208,000	8	213,733	---	---
State	37	27,782,000	80	780,234	10,000	4,870,000	2	1,784,000	64	882,000	300,000	1,484,000	38	28,836,000	78	787,077	10,000	4,870,000
Appropriations	8	215,000	1	48,000	2,000	128,000	2	718,000	22	388,000	216,000	600,000	7	928,000	2	132,571	2,000	600,000
Other	2	85,000	<1	28,333	20,000	40,000	3	85,000	<1	28,333	20,000	40,000	2	85,000	<1	28,333	20,000	40,000
Total State	35	26,049,000	81	801,400	---	---	3	2,084,000	83	888,333	---	---	36	30,113,000	80	880,371	---	---
Private	8	348,000	1	43,825	---	---	1	718,000	22	718,000	---	---	8	1,086,000	3	133,126	---	---
Foundation	1	128,000	4	128,000	128,000	128,000	6	898,000	<1	133,333	2,000	500,000	7	1,026,000	2	132,571	2,000	500,000
Business and Industry	3	85,000	<1	28,333	20,000	40,000	3	85,000	<1	28,333	20,000	40,000	3	85,000	<1	28,333	20,000	40,000
Other	2	52,000	<1	26,000	17,000	36,000	2	52,000	<1	26,000	17,000	36,000	2	52,000	<1	26,000	17,000	36,000
Total Private	8	348,000	1	43,825	---	---	1	718,000	22	718,000	---	---	8	1,086,000	3	133,126	---	---
Institutional	4	138,000	<1	33,750	10,000	80,000	4	138,000	<1	33,750	10,000	80,000	4	138,000	<1	33,750	10,000	80,000
Appropriations	7	488,000	1	70,710	8,000	228,000	7	488,000	1	70,710	8,000	228,000	7	488,000	1	70,710	8,000	228,000
Other	3	843,000	2	214,333	32,000	861,000	3	843,000	2	214,333	32,000	861,000	3	843,000	2	214,333	32,000	861,000
Total Institutional	11	1,273,000	4	118,727	---	---	0	---	---	---	---	---	11	1,273,000	3	118,727	---	---
Other	8	1,083,000	3	136,376	1,000	431,000	0	---	---	---	---	---	8	1,083,000	3	136,376	1,000	431,000
TOTAL	42	\$3,877,000	100	\$823,800	---	---	4	\$3,280,000	100	\$820,000	---	---	42	\$3,787,000	100	\$888,214	---	---

TABLE 10.11

FUNDING OF REGIONALIZATION ACTIONS IN FY 1976-1977:  
OPERATING AND CAPITAL EXPENDITURES

Funding Source	Operations						Capital						Total					
	Number of Actions	Total Funding	% of Total Funding	Range			Number of Actions	Total Funding	% of Total Funding	Mean	Range		Number of Actions	Total Funding	% of Total Funding	Mean	Range	
				Mean	Lowest	Highest					Lowest	Highest					Lowest	Highest
1970 Commission	5	\$ 176,000	<1	\$ 36,200	\$ 5,000	\$ 81,000							5	\$ 176,000	<1	\$ 36,200	\$ 5,000	\$ 81,000
Regional Education	4	484,000	1	121,000	20,000	280,000							4	484,000	1	121,000	20,000	280,000
ETA	1	187,000	<1	187,000	10,000	80,000							1	187,000	<1	187,000	10,000	80,000
Title III	2	210,000	1	105,000	10,000	200,000							2	210,000	1	105,000	10,000	200,000
Other	14	2,806,000	8	206,428	30,000	880,000							14	2,806,000	8	213,733	20,000	880,000
Total Federal	20	3,853,000	11	191,680	---	---	1	\$ 900,000	18	860,000	860,000	\$ 500,000	16	3,208,000	8	213,733	---	---
State	37	27,782,000	80	780,234	10,000	4,870,000	2	1,784,000	64	882,000	300,000	1,484,000	38	28,836,000	78	787,077	10,000	4,870,000
Appropriations	8	215,000	1	48,000	2,000	128,000	2	718,000	22	388,000	216,000	600,000	7	928,000	2	132,571	2,000	600,000
Other	2	85,000	<1	28,333	20,000	40,000	3	85,000	<1	28,333	20,000	40,000	2	85,000	<1	28,333	20,000	40,000
Total State	35	26,049,000	81	801,400	---	---	3	2,084,000	83	888,333	---	---	36	30,113,000	80	880,371	---	---
Private	8	348,000	1	43,825	---	---	1	718,000	22	718,000	---	---	8	1,086,000	3	133,126	---	---
Foundation	1	128,000	4	128,000	128,000	128,000	6	898,000	<1	133,333	2,000	500,000	7	1,026,000	2	132,571	2,000	500,000
Business and Industry	3	85,000	<1	28,333	20,000	40,000	3	85,000	<1	28,333	20,000	40,000	3	85,000	<1	28,333	20,000	40,000
Other	2	52,000	<1	26,000	17,000	36,000	2	52,000	<1	26,000	17,000	36,000	2	52,000	<1	26,000	17,000	36,000
Total Private	8	348,000	1	43,825	---	---	1	718,000	22	718,000	---	---	8	1,086,000	3	133,126	---	---
Institutional	4	138,000	<1	33,750	10,000	80,000	4	138,000	<1	33,750	10,000	80,000	4	138,000	<1	33,750	10,000	80,000
Appropriations	7	488,000	1	70,710	8,000	228,000	7	488,000	1	70,710	8,000	228,000	7	488,000	1	70,710	8,000	228,000
Other	3	843,000	2	214,333	32,000	861,000	3	843,000	2	214,333	32,000	861,000	3	843,000	2	214,333	32,000	861,000
Total Institutional	11	1,273,000	4	118,727	---	---	0	---	---	---	---	---	11	1,273,000	3	118,727	---	---
Other	8	1,083,000	3	136,376	1,000	431,000	0	---	---	---	---	---	8	1,083,000	3	136,376	1,000	431,000
TOTAL	42	\$3,877,000	100	\$823,800	---	---	4	\$3,280,000	100	\$820,000	---	---	42	\$3,787,000	100	\$888,214	---	---

## Special Perspectives

The data in this chapter serve to confirm an observation made several times in previous chapters concerning the current role of the federal government in postsecondary regionalism efforts. In Chapter VI, for example, it was reported that although various federal forces are indeed having an impact on the conceptual development of regionalism within state-level policymaking circles, the federal influence is not yet significant at the operational level. Similarly, the current chapter has shown that while federal funding sources have provided some support nationwide for attention to the concept of regionalism within state-level planning activities (see Table 10.1), those monies have so far generally not been made available to support the implementing regionalization actions themselves. This situation may soon change, for interstate actions at least, if the new federal initiative for interstate regional planning as defined in Section 1203(c) of the Higher Education Amendments of 1976 is funded (see Questions of Special Interest in Chapter VII).

To the state-level postsecondary educational audience, this chapter seems to provide a rather direct message. The data on funding can be seen as defining the role of state-level interests in regionalization actions. Funding for state-level supervision and/or coordination of regionalization actions has been minimal, and the sources for such funding few. The message would seem to be that direct involvement by state-level interests in the operations of regionalization actions is neither necessary nor desired by the institutions involved. Exceptions to this general conclusion are interstate actions and, to a lesser extent, comprehensive intrastate actions for multiple institutional interests and program levels throughout an entire state. These kinds of regionalization actions, by their nature, seem to require stronger involvement and leadership by state-level education agencies.

The interstate actions have been particularly successful in attracting funds for the support of state-level supervising activities. Chapter XI will show that, to date, interstate actions are the most successful in the positive economic outcomes achieved. This is especially so for those interstate actions involving entire states. Apparently, legislatures are beginning to recognize both the achievements and the future potential of these kinds of actions. State appropriated monies are being made available and are being targeted to state-level education agencies for the overall supervision and coordination of interstate regionalization actions.

Institutional interests should find encouragement in several of the findings of this chapter. First, the fact that institutionally authorized regionalization actions are able to attract funding is of note. Indeed, the data have shown that these kinds of actions are the most successful in attracting funding from a wide variety of sources (see Table 10.9).

Leadership at the institutional level should also note the implications of the data for the role of state-level education interests in regionalization actions. The point has been made several times in this report that institutional interests oftentimes perceive regionalism as a mechanism for increased control by state-level interests, and subsequently as a challenge to the autonomy that existing

postsecondary structures now enjoy. The available evidence suggests that so far this has not been the case. Indeed, if the motivations and goals of regionalism can be judged by where and how monies for its support are being expended, then quite an opposite conclusion seems justified.

The data have shown that funds for implementation activities occurring at the operating (regional) level are much more abundant and the sources of funding more numerous than has been the case for the support of the state-level supervision of regionalization actions. In FY 1976-1977, funds made available for support at the operating level were more than nine times the amount used for state-level supervising activities. These data seem to support the conclusion that postsecondary regionalism—at least as it is currently developing in the states—is emerging as a decentralizing tendency and not as an attempt by state-level interests to centralize their authority and control over established postsecondary structures and operations.

### Summary

Twenty-two states report funding support for attention to the concept of regionalism within state-level planning processes. The major sources for these planning dollars are two: state appropriations and federal 1202 monies. Eleven states report use of the former; 10, the latter:

When the funding sources for the actual implementation of regionalization actions are examined, some rather definite patterns emerge. Sixty-four actions (excluding the 4 interstate compacts) report funds from one or some combination of sources. The most frequently cited source of fiscal support is state government. Forty-nine actions (76 percent of those actions reporting funding) use state generated funds. The second most frequently cited source of fiscal support is the institutions themselves. Twenty-eight actions (44 percent) indicate such funding. Also, 24 actions (38 percent) report the use of federal funds.

This general pattern of frequency of use of funding sources holds both for support of state-level supervision of the regionalization actions and for the support of implementation activities occurring at the operating (regional) level. State government funds are the most frequent source of support in both cases. However, a large percentage of actions (49 percent) report support at the operating level from the institutions involved. This is not the case for state-level supervising activities.

The total number of actions using funds at the operating level (55 actions; 86 percent of those reporting funding) is more than twice the number reporting the use of funds for state-level supervising purposes (24; 38 percent). Regardless of funding source, when regionalization actions secure funding, that funding is likely to be applied at the operational level.

To supplement these general conclusions, the variation of sources of funding was examined in relation to several variables. The major findings to emerge from those analyses are noted below:

1. **Geographic Area**—Interstate actions are more likely to have funding support for state-level supervising activities than are intrastate actions, and they rely most often on state appropriated funds to accomplish those purposes; at the operating level, intrastate actions more frequently report use of state appropriated and institutional funds than do interstate actions; in particular, those intrastate actions which serve part(s) of a state seem most successful in attracting state appropriations, as well as institutional funding support.
2. **Institutional Type**—Funding support for state-level supervision of regionalization occurs more frequently when those actions include both public and private institutions; federal 1202 monies are a frequent source of support for supervising activities related to these more comprehensive regionalization actions; state appropriated funds are the most frequent source of support for operational activities of all of the various categories of actions per institutional type, but actions for public sector, in particular, rely upon appropriations from the state for support at the operating level; private and institutional funds are more often cited in support of actions which include both public and private institutions than they are for those which include only public institutions.
3. **Academic Program Level**—State appropriations are reported at the operating level across all academic program levels; regionalization actions for graduate programs, in particular, appear to have located a funding ally in state legislatures; actions which include all program levels are less likely to attract state appropriations.
4. **Regionalization Patterns: Geography and Institutions**—Funding for support of state-level coordination and supervision of regionalism occurs only for the interstate and comprehensive-A patterns with any regularity; for the former, state appropriated funds are most frequently used; for the latter, federal 1202 monies; at the operating level, 80 percent of the actions in the partial/public senior pattern report state appropriations as a funding source, as do 50 percent of the community college actions; those actions which comprise the most comprehensive intrastate patterns, on the other hand, less often use state appropriated funds for implementation activities; both private and institutional funds are frequently cited as sources of support for actions in the partial/all segments pattern.
5. **Regionalization Patterns: Geography and Program Level**—Again, only the interstate patterns and the more comprehensive intrastate patterns report funding sources for state-level coordination of regionalization actions; the interstate actions—both reciprocity agreements and contracts—rely almost exclusively on state appropriated

funds; the intrastate actions likewise make use of state appropriations, but also utilize federal funds for support of state-level supervising activities; at the operating level, each of the patterns reports state appropriations as the most frequent source of support, but this is most pronounced for the intrastate patterns that are more narrow in their geographic service area; funds secured from institutional sources are also more often reported by actions with specific rather than comprehensive geographic focus; 33 percent of the actions in both the partial/broad and partial/specific patterns have institutionally based funds.

In addition to examining the different sources of funding for regionalization actions, this chapter reported on three special interest questions. Major findings related to these issues are noted here:

6. **Methods of Funding**—Funds which support regionalization actions are budgeted most often as programmatic elements of state agency requests; in short, the funding methods used to finance regionalization actions are closely associated with the bureaucracy of government, and—it might be added—with the security and range of impact which government provides.
7. **Authority**—A higher percentage of institutionally authorized actions receive support from state appropriated monies for implementation activities at the operating level than do those actions with legislative or administrative authorization; furthermore, these institutionally based actions are more successful in attracting private foundation, institutional, and federal sources of support.
8. **Appropriations for FY 1976-1977**—Forty-two regionalization actions (excluding the interstate compacts) reported \$37,867,000 in 1976-1977 for a mean budget of \$899,214 per action; 78 percent of the total funds came from state appropriations; federal sources accounted for only 11 percent of the total, with private and institutional sources providing 3 percent each; this general pattern holds for both support at the operating level and for support of state-level supervising activities; of the total funding available for support of regionalization actions in FY 1976-1977, \$34.7 million (91.5 percent) was expended at the operating level, while only \$3.2 million (8.5 percent) went for state-level supervision of regionalism; expenditures within regionalization actions for capital improvement were also minimal.

In sum, the data in this chapter support the conclusion that regionalism is being treated with concern and serious intent by postsecondary educational interests throughout the country. A number of funding sources have been and still are active in providing fiscal support to regionalization actions. Furthermore, the approximately \$38 million expended nationwide in FY 1976-1977 is certainly not an insignificant commitment.

As for the kinds of regionalism developments that seem most likely to attract funding, the findings of this chapter can be rather concisely summarized as follows:

- #1— Funding for state level supervision and/or coordination of regionalization actions occurs relatively infrequently. Such funding occurs with some regularity only for interstate actions and the more comprehensive intrastate ones. The interstate actions rely most heavily on state appropriated funds for these purposes. The comprehensive intrastate actions similarly make use of state appropriations, but also use federal monies to support state-level supervising activities.
- #2— Funds for implementation activities occurring at the operating level are much more abundant, and the sources of such funding more numerous. Intrastate actions that are less than comprehensive in their approach appear most successful in attracting support. State government funding sources have offered some support to comprehensive regionalization actions, but they seem even more inclined to support actions which are more narrow in scope. Institutional and private sources, too, are much more likely to support these kinds of regionalization actions.



## CHAPTER XI

### OUTCOMES: IMPACT ON POLICY

What have been the major outcomes of postsecondary regionalization efforts throughout the country? Simply put, what has regionalism accomplished to date? These and related questions provide the major focus for discussion in this chapter.

The outcomes question is examined from two rather distinct perspectives: First, consideration is given to what impacts attention to the concept of regionalism is having on the formulation of broad public policy for postsecondary education. Second, the specific achievements and failures of the 98 regionalization actions are examined. From this dual approach, some preliminary findings are presented on the impacts postsecondary regionalism is having in the states, both at the policy-making level and the implementing operational level.

#### Concepts

Regionalism can be examined for its impact on several different aspects of state-level policy formulation. For the current study, insights on three specific questions were sought:

1. What impact is regionalism having on *state-level, long-range planning* for postsecondary education?
2. Is there an impact on state-level decision making relative to *statewide postsecondary programmatic considerations*?
3. What is the impact of regionalism on the *state-level resource allocation process* for postsecondary education?

Tables 11.1 through 11.4 present national data on these issues. For each state, the data first indicate whether or not regionalism is having an impact in the areas listed. Second, where there is an impact, the data provide details on its specific nature. Before examining those data in detail, however, a preliminary comment is in order.

Throughout this report, data on the concept of regionalism have come from two separate sources—members of the State Higher Education Executive Officers' Association (SHEEO) and the chief executives of the 1202 State Postsecondary Education Planning Commissions. Thus, in states where the SHEEO office and the 1202 Commission are separate agencies, multiple sets of data were collected and reported. This procedure was maintained for the data-collecting efforts on the outcome issue, and multiple responses were accordingly obtained for some states. Upon closer examination of these data, however, the authors found—somewhat surprisingly—that the responses of the SHEEO and 1202 executives were identical on the general question of whether regionalism is having an



impact on state-level policy formulation. This was the case for each of the three different aspects of policy formulation examined. *In not one instance* were conflicting opinions expressed by the different parties. Furthermore, there was agreement on the scope and degree to which the impact of regionalism has extended in these areas. For this reason, the decision was made to "collapse" the dual responses of SHEEO and the 1202 Commissions on the outcome issue into one response per state. It needs to be emphasized, then, that the entries in Tables 11.1 through 11.4 are the *number of states* in the respective categories, not the number of respondents. This differs from the manner in which data on the concept of regionalism were previously reported in this study. But the approach seems best for this chapter.

Table 11.1 reports the number of states in which attention to the concept of regionalism is having an impact on the postsecondary education planning process. The table further provides descriptive information on the nature and scope of that impact when it occurs. Note that data are provided only for those 36 states and territories reported in Chapter III (see Table 3.1) as giving serious attention to the concept of regionalism. (This is also true for all other tables in this section.) It is assumed that regionalism is *not* having any impact on policy formulation in the remaining 18 states and territories, since no consideration of regionalism was reported there.

Thirty-one states report that regionalism is having an impact on state-level, long-range planning efforts, at least to the extent that regional frameworks are *discussed* in the various planning processes. In addition, such frameworks are actually included in the master plans for postsecondary education in 15 states. Also, 17 states report that these regional frameworks are incorporated into other official state planning documents.

In sum, the data show that in those states giving active attention to regionalism, the notion seems to have a positive impact on postsecondary planning processes. This pattern holds for all regions of the country. It can be noted, though, that the impact on planning seems less developed in the West. There, regionalism is more apt to be discussed in planning processes without being formally included in the documents produced by those planning efforts.

Table 11.2 shows the related issue of statewide programmatic considerations. Thirty-two states report regionalism as having some impact on state-level decision-making relative to postsecondary program development. The following findings can be noted: 31 states report that regional needs and resources are considered in the decisions *to approve or disapprove new programs*; 29 states indicate attention to regionalism in the *review only of existing programs*; 24 states show an interest in regionalism when making decisions to *continue or terminate existing programs*; finally, 21 states report that regional needs and resources are considered in the decisions to *charter new institutions*.

Again, the data show regionalism as a rather impressive force within public policy formulation for postsecondary education—this time with regard to programmatic considerations. That conclusion holds for the country as a whole and

TABLE 11.1

IMPACT OF REGIONALISM ON STATE-LEVEL, LONG-RANGE PLANNING,  
BY REGION AND STATE

STATES BY REGION	ANY IMPACT?			TYPE IMPACT		
	Yes	No	Don't Know	Regional Frameworks Discussed in Planning Process	Regional Frameworks Included in Official State Planning Documents	Regional Frameworks Included in Master Plan
MID-ATLANTIC New Jersey New York Pennsylvania	3 X X X	0	0	3 X X X	3 X X X	3 X X X
MIDWEST Illinois Iowa Kansas Michigan Minnesota Nebraska North Dakota Ohio Oklahoma South Dakota Wisconsin	9 X X X X X X X X X X X	2 X	0	9 X X X X X X X X X X	6 X X X X X X X X X	4 X X X X X X
NEW ENGLAND Connecticut	1 X	0	0	1 X	1 X	0
SOUTH Alabama Florida Kentucky Louisiana Maryland Mississippi South Carolina Tennessee Texas Virginia West Virginia	9 X X X X X X X X X X X	1 X	1 X	9 X X X X X X X X X X	4 X X X X X X	5 X X X X
WEST Alaska California Colorado Idaho Montana Oregon Utah Washington Wyoming	8 X X X X X X X X	1 X	0	8 X X X X X X X X	2 X X	3 X X
NON-STATE Puerto Rico	1 X	0	0	1 X	1 X	0
ENTIRE COUNTRY	31	4	1	31	17	15

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TABLE 11.2

IMPACT OF REGIONALISM ON STATEWIDE PROGRAMMATIC CONSIDERATIONS,  
BY REGION AND STATE

STATES BY REGION	ANY IMPACT?			TYPE IMPACT			
	Yes	No	Don't Know	Approval of New Programs	Review of Existing Programs	Decisions to Continue or Terminate Existing Programs	Chartering of New Institutions
MID-ATLANTIC	3	0	0	3	3	3	3
New Jersey	X			X	X	X	X
New York	X			X	X	X	X
Pennsylvania	X			X	X	X	X
MIDWEST	8	3	0	7	8	8	4
Illinois	X				X	X	
Iowa		X					
Kansas	X			X	X	X	X
Michigan	X			X	X	X	
Minnesota	X			X	X	X	
Nebraska		X					
North Dakota	X			X	X	X	X
Ohio	X			X	X	X	X
Oklahoma		X					
South Dakota	X			X	X	X	X
Wisconsin	X			X	X	X	
NEW ENGLAND	1	0	0	1	0	0	0
Connecticut	X			X			
SOUTH	11	0	0	11	10	8	9
Alabama	X			X			X
Florida	X			X		X	X
Kentucky	X			X	X	X	X
Louisiana	X			X	X	X	X
Maryland	X			X	X		
Mississippi	X			X	X		X
South Carolina	X			X	X	X	X
Tennessee	X			X	X		X
Texas	X			X	X	X	X
Virginia	X			X	X	X	X
West Virginia	X			X	X	X	
WEST	8	1	0	8	7	5	5
Alaska	X			X	X		X
California	X			X	X	X	X
Colorado	X			X			
Idaho	X			X	X	X	
Montana	X			X	X	X	X
Oregon	X			X	X		X
Utah	X			X	X	X	X
Washington	X			X	X	X	
Wyoming		X					
NON-STATE	1	0	0	1	1	0	0
Puerto Rico	X			X	X		
ENTIRE COUNTRY	32	4	0	31	29	24	21

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for the various multistate regions. The impact of regionalism on programs seems particularly strong in the South.

Finally, Tables 11.3 and 11.4 present information on the development of postsecondary fiscal policy in the states and on what impact regionalism is having on the resource allocation processes. Here, the impact levels drop off considerably. Only 17 states report regionalism as having any such impact. This generally low level of impact, at least as compared to the impact of regionalism on planning and program matters reported above, is found throughout the various regions of the country. Again, the figures for the South are slightly higher than those for other regions.

Table 11.3 reports on the attention given to regional perspectives in the various budgetary processes that occur in any state. Five such budgets are considered: (1) the legislative budget, (2) the executive budget, (3) state agency budget requests, (4) institutional budget requests, and (5) requests for federal funds. Additionally, the budgetary cycles for each of these is examined at three different stages for attention to regionalism:

1. Regional frameworks recognized in *discussions* during formulation of budget?
2. Regional frameworks retained in *recommendations* advanced to final decision point in development of the budget?
3. Regional frameworks retained in the *budget itself*?

The data show that the impact of regionalism is fairly consistent for the various budgets, but low for all of them. Also, the impact of regionalism seems to lessen in the more advanced stages of the different budgetary cycles.

Table 11.4 shows the impact of regionalism on the actual allocation of resources in various areas. Fifteen states report an impact on appropriations for operating expenses. Impacts in other areas are reported less frequently.

#### Designs, Manifestations, Operations

Tables 11.5 through 11.9 present data on the specific outcomes of the 98 regionalization actions identified in this study. Information was sought on both the positive and negative outcomes of these actions. The latter are discussed as a question of special interest later in this chapter. The present section deals exclusively with the reported accomplishments of the regionalization actions.

The discussion in Chapter IV indicated that economy of operations and concern with increasing access to postsecondary educational opportunity are the major goals for postsecondary regionalism developments throughout the country. The data on outcomes tell a somewhat different story. The universe totals for outcomes, included on all of the tables in this section, show improvements in access as a major area of accomplishment (50 percent of all actions cite positive

TABLE 11.3

IMPACT OF REGIONALISM ON STATE-LEVEL RESOURCE ALLOCATION PROCESS,  
BY REGION AND STATE

STATES BY REGION	Any Impact?			TYPE OF IMPACT																
				Legislative Budget			Executive Budget			State Agency Budget Requests			Institutional Budget Requests			Requests for Federal Funds				
	Yes	No	Don't Know	Discussions	Recommendations	In the Budget	Discussions	Recommendations	In the Budget	Discussions	Recommendations	In the Budget	Discussions	Recommendations	In the Budget	Discussions	Recommendations	In the Budget		
<b>MID-ATLANTIC</b>	0	2	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
New Jersey			X																	
New York		X																		
Pennsylvania		X																		
<b>MIDWEST</b>	5	6	0	3	3	3	3	3	3	4	3	3	4	4	3	1	1	1		
Illinois	X			X	X	X	X	X	X	X	X	X	X	X	X					
Iowa		X																		
Kansas	X																			
Michigan		X																		
Minnesota	X			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Nebraska		X																		
North Dakota		X																		
Ohio		X																		
Oklahoma		X																		
South Dakota	X			X	X	X	X	X	X	X	X	X	X	X	X					
Wisconsin	X									X	X	X	X	X	X					
<b>NEW ENGLAND</b>	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Connecticut			X																	
<b>SOUTH</b>	7	3	1	6	5	4	6	5	4	5	4	4	6	4	4	1	1	1		
Alabama	X			X	X	X	X	X	X	X	X	X	X	X	X					
Florida	X			X	X	X	X	X	X	X	X	X	X	X	X					
Kentucky	X			X			X			X			X							
Louisiana			X																	
Maryland	X			X	X		X	X		X	X	X	X	X	X	X	X	X	X	X
Mississippi		X																		
South Carolina		X																		
Tennessee	X			X	X	X	X	X	X	X	X	X								
Texas		X																		
Virginia	X			X	X	X	X	X	X				X	X	X					
West Virginia	X			X	X	X	X	X	X				X	X	X					
<b>WEST</b>	4	5	0	4	4	3	3	3	3	3	2	2	4	4	4	1	1	1		
Alaska	X			X	X	X	X	X	X	X	X	X	X	X	X					
California		X																		
Colorado	X			X	X	X	X	X	X				X	X	X					
Idaho	X			X	X	X	X	X	X	X			X	X	X	X	X	X	X	X
Montana	X			X	X	X	X	X	X	X	X	X	X	X	X					
Oregon		X																		
Utah		X																		
Washington		X																		
Wyoming		X																		
<b>NON-STATE</b>	1	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	
Puerto Rico	X												X							
<b>ENTIRE COUNTRY</b>	17	16	3	13	12	10	12	11	10	12	9	9	15	12	11	3	3	3		

TABLE 11.4

## IMPACT OF REGIONALISM ON RESOURCE ALLOCATION, BY REGION AND STATE

STATES	ANY IMPACT?			TYPE OF IMPACT					
	Yes	No	Don't Know	Operating Expenses	Capital Outlay	Postsecondary Education Staff	Research and Public Service <sup>a</sup>	Institutional Quest For	
								Federal Funds	Private Funds
MID-ATLANTIC New Jersey New York Pennsylvania	0	3 X X X	0	0	0	0	0	0	0
MIDWEST Illinois Iowa Kansas Michigan Minnesota Nebraska North Dakota Ohio Oklahoma South Dakota Wisconsin	5 X X X X X X X X X X	6 X X X X X X X X X X	0	4 X X X X X X X X X X	2 X X X X X X X X X X	3 X X X X X X X X X X	2 X X X X X X X X X X	2 X X X X X X X X X X	2 X X X X X X X X X X
NEW ENGLAND Connecticut	0	1 X	0	0	0	0	0	0	0
SOUTH Alabama Florida Kentucky Louisiana Maryland Mississippi South Carolina Tennessee Texas Virginia West Virginia	6 X X X X X X X X X X X	3 X X X X X X X X X X X	2 X X X X X X X X X X X	6 X X X X X X X X X X X	4 X X X X X X X X X X X	3 X X X X X X X X X X X	3 X X X X X X X X X X X	0 X X X X X X X X X X X	0 X X X X X X X X X X X
WEST Alaska California Colorado Idaho Montana Oregon Utah Washington Wyoming	5 X X X X X X X X X	4 X X X X X X X X X	0 X X X X X X X X X	4 X X X X X X X X X	2 X X X X X X X X X	2 X X X X X X X X X	3 X X X X X X X X X	2 X X X X X X X X X	2 X X X X X X X X X
NON-STATE Puerto Rico	1 X	0	0	1 X	0	1 X	0	1 X	0
ENTIRE COUNTRY	17	17	2	15	8	9	8	5	4

<sup>a</sup>Not budgeted for on a regular basis.

strides in this area). However, strictly cost-effectiveness outcomes (35 percent) rank a poor 7th on the 10 outcome areas examined. Instead, the outcome of increased interinstitutional communications (50 percent) shares top honors with access as the major areas where regionalization actions are experiencing some degree of success.

A few clarifying comments can be offered concerning the universe totals for regionalization action outcomes. First, the numbers on outcomes are generally much lower than those that were reported for goals in Chapter IV. The latter were often in the 70-80 percent range. In contrast, no one outcome area is cited by more than 50 percent of the regionalization actions. Of course, given the fact that regionalization is a relatively new development in most states, the figures reported on outcomes are still very encouraging. In fact, the difference between the figures reported for goals and those reported for outcomes is in part accounted for by the fact that many of the regionalization actions identified in this study have not yet been implemented.

On the other hand, a certain caution must be sounded for even the figures that are reported on outcomes. The data (on outcomes) were provided by officials identified at the operating regional level and thus properly reflect the opinions of that group. But because these individuals often have a close professional association with the regionalization actions under study, it is likely that the reported figures on outcomes are somewhat inflated. Thus, the data in this section should not be interpreted as resting upon a formal evaluation of regionalization actions in the states, for no such evaluative process has yet occurred. Nevertheless, the data should provide some real insights into the areas in which the outcomes of regionalism are beginning to show and where the potential for future accomplishments lie.

Beyond the general conclusions concerning the total outcomes for regionalization actions nationwide, it is of interest to know what outcomes can be expected from different types of regionalism. Tables 11.5 through 11.9 attempt to provide some answers to this question by presenting various analyses of outcomes according to several selected variables rather than by aggregate data. The categories for analysis are again those established in earlier chapters.

Before examining those data, however, a very important preliminary comment needs emphasis. The tables in this section provide a straightforward account of what the various types of regionalism have so far accomplished in the several outcome areas. *These data should not be interpreted as a statement on the relative "success" or "failure" of the different approaches to regionalism!* The outcomes of regionalization actions are a function of several other variables in addition to those used to define the different categories of regionalism in Tables 11.5 through 11.9. For example, accomplishments of regionalization certainly depend on funding and on the general operational maturity of the actions in question, regardless of the type of regionalism being pursued. An action just recently implemented with minimal funding support is unlikely to report significant outcomes. Also, the issue of outcomes is related to goals. A regionalization action can hardly be faulted for not achieving a certain outcome, if indeed the outcome in question is not a stated goal of the action.



To repeat, then, this section offers a simple and factual report of the outcomes achieved to date by the universe of regionalization actions throughout the country, as distributed by the three principal elements discussed in Chapter III and as distributed on the various regionalization patterns developed in that same chapter. Since goals, funding, and operational maturity are *not* included in these analyses (they will be treated as questions of special interest later in the chapter), *the data are in no way a measure of the effectiveness of the different types of regionalism and should not be interpreted as such.* This point should remain foremost in any examination of the data in Tables 11.5 through 11.9.

Table 11.5 displays the outcomes of regionalization actions according to the geographic area included. Both intra and interstate actions report positive outcomes on the access issue, with about half of the actions in each category reporting positive strides in this area. Beyond that similarity, however, a higher percentage of interstate actions report positive outcomes with regard to economic matters. Improvements in overall resource utilization, for example, are cited by 56 percent of the interstate actions. Apparently, these actions rely heavily on reciprocal student exchange agreements (cited by 48 percent of interstate actions) to effect these economies. Intrastate actions report notable successes in improving communication within the postsecondary education community, both among institutions (cited by 52 percent of intrastate actions) and between institutions and state-level education agencies (42 percent).

The positive economic outcomes within the interstate category seem to come predominantly from actions involving entire states. For example, 50 percent of these actions report improvements in the cost-effectiveness of postsecondary operations. In fact, a higher percentage of the interstate/entire state actions report accomplishments in most of the outcome areas. The exception to this generalization is the area of communications. Here, interstate actions for specified portions of states report more outcomes.

Within the intrastate category, the level of reported outcomes are generally quite similar for the part-state actions and those involving a whole state. It can be noted, however, that the reported high level of communications outcomes for intrastate regionalization actions is most pronounced for those actions involving a specific geographic area of a state. This increased communication among institutions is apparently beginning to reap significant dividends. For the data show joint programs (42 percent), student exchanges (42 percent), staff exchanges (35 percent), and the coordination of institutional calendars (31 percent) all occurring much more frequently in intrastate regionalization actions that are less than comprehensive in their geographic coverage of the state.

In Table 11.6, attention shifts to the institutions included in the various regionalization actions and the outcomes reported by actions for different types of institutions. Actions that include both public and private institutions generally seem to report more positive outcomes, in most areas, than those for only public institutions. For the public-only actions, increased access to postsecondary opportunity is the most frequently cited positive outcome (reported by 50 percent of the actions). The pattern of a reported low level of cost-effectiveness outcomes and a high level of communications outcomes holds for both categories.

TABLE 11.5

## OUTCOMES OF REGIONALIZATION ACTIONS, BY GEOGRAPHIC AREA INCLUDED

OUTCOMES	GEOGRAPHIC AREA						Interstate Compacts N = 4 n %	TOTAL N = 98 n %
	INTRASTATE			INTERSTATE				
	Whole State N = 41 n %	Part(s) of State N = 26 n %	TOTAL N = 67 n %	Entire States N = 14 n %	Other N = 13 n %	TOTAL N = 27 n %		
<b>GENERAL OUTCOMES</b>								
Resource Utilization	17 41	13 50	30 45	8 57	7 54	15 56	3 75	48 49
Cost Effectiveness	14 34	7 27	21 31	7 50	5 38	12 44	1 25	34 35
Coordinate Program Development	19 46	12 46	31 46	8 57	4 31	12 44	2 50	45 46
Student Access	19 46	13 50	32 48	8 57	6 46	14 52	3 75	49 50
Interinstitutional Communications	19 46	16 62	35 52	5 36	6 46	11 41	3 75	49 50
Communications Between State & Institutions	17 41	11 42	28 42	3 21	6 46	9 33	2 50	39 40
Long Range Planning	19 46	10 38	29 43	6 43	5 38	11 41	2 50	42 43
New Coalitions	11 27	8 31	19 28	3 21	1 8	4 15	2 50	25 26
Diversity	11 27	6 23	17 25	2 14	2 15	4 15	1 25	22 22
Autonomy	2 5	1 4	3 5	0 0	0 0	0 0	0 0	3 3
<b>SPECIFIC OUTCOMES</b>								
Joint Programs	14 34	11 42	25 37	6 43	3 23	9 33	2 50	36 37
Student Exchange	11 27	11 42	22 33	7 50	6 46	13 48	3 75	38 39
Staff Exchange	6 15	9 36	15 22	2 14	3 23	5 19	0 0	20 20
Calendar Coordination	4 10	8 31	12 18	3 21	2 15	5 19	0 0	17 17
Coordinate Continuing Education	17 41	6 23	23 34	3 21	1 8	4 15	2 50	29 30
Coordinate Vocational-Technical Education	10 24	3 12	13 19	2 14	0 0	2 7	1 25	16 16
Coordinate Community College Education	13 32	4 15	17 25	0 0	0 0	0 0	1 25	18 18
Coordinate Instructional Resources	15 37	11 42	26 39	4 29	3 23	7 26	2 50	35 36
Coordinate Data Processing	5 12	4 15	9 13	2 14	2 15	4 15	2 50	15 15

TABLE 11.6

## OUTCOMES OF REGIONALIZATION ACTIONS, BY TYPE OF INSTITUTION INCLUDED

OUTCOMES	INSTITUTIONAL TYPE												TOTAL N = 98 n %
	Public and Private				Public Only				Private Only	Unclassified			
	4-Year N = 14 n %	2-Year N = 2 n %	2- & 4-Year N = 36 n %	TOTAL N = 52 n %	4-Year N = 14 n %	2-Year N = 10 n %	2- & 4-Year N = 20 n %	TOTAL N = 44 n %	4-Year N = 1 n %	N = 1 n %			
<b>GENERAL OUTCOMES</b>													
Resource Utilization	10 71	2 100	19 53	31 60	6 43	2 20	8 40	16 36	1 100	0 0	48 49		
Cost Effectiveness	8 57	2 100	8 22	18 35	7 50	2 20	6 30	15 34	1 100	0 0	34 35		
Coordinate Program Development	10 71	2 100	14 39	26 50	8 57	4 40	6 30	18 41	1 100	0 0	45 46		
Student Access	8 57	2 100	16 44	26 50	9 64	5 50	8 40	22 50	1 100	0 0	49 50		
Interinstitutional Communications	9 64	1 50	19 53	29 56	8 57	3 30	9 45	20 45	0 0	0 0	49 50		
Communications Between State & Institutions	6 43	2 100	16 44	24 46	6 43	2 20	7 35	15 34	0 0	0 0	39 40		
Long Range Planning	7 50	2 100	14 39	23 44	9 64	3 30	6 30	18 41	1 100	0 0	42 43		
New Coalitions	4 29	1 50	12 33	17 33	4 29	2 20	2 10	8 18	0 0	0 0	25 26		
Diversity	1 7	1 50	10 28	12 23	3 21	3 30	4 20	10 23	0 0	0 0	22 22		
Autonomy	0 0	0 0	2 6	2 4	0 0	1 10	0 0	1 2	0 0	0 0	3 3		
<b>SPECIFIC OUTCOMES</b>													
Joint Programs	9 64	1 50	13 36	23 44	6 43	3 30	4 20	13 30	0 0	0 0	36 37		
Student Exchange	7 50	1 50	14 39	22 42	6 43	4 40	5 25	15 34	1 100	0 0	38 39		
Staff Exchange	4 29	0 0	9 25	13 25	5 36	1 10	1 5	7 16	0 0	0 0	20 20		
Calendar Coordination	4 29	0 0	6 17	10 19	4 29	1 10	2 10	7 16	0 0	0 0	17 17		
Coordinate Continuing Education	5 36	1 50	13 36	19 37	3 21	3 30	4 20	10 23	0 0	0 0	29 30		
Coordinate Vocational-Technical Education	1 7	2 100	4 11	7 13	0 0	5 50	4 20	9 20	0 0	0 0	16 16		
Coordinate Community College Education	1 7	1 50	8 22	10 19	1 7	4 40	3 15	8 18	0 0	0 0	18 18		
Coordinate Instructional Resources	7 50	1 50	15 42	23 44	5 36	3 30	4 20	12 27	0 0	0 0	35 36		
Coordinate Data Processing	3 21	1 50	8 22	12 23	1 7	1 10	1 5	3 7	0 0	0 0	15 15		

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The high level of outcomes reported by the public/private regionalization actions comes largely from those actions involving only four-year institutions. Similarly, within the public-only category, the pattern, for most outcome areas, is that the actions for only four-year institutions report the highest level of outcomes, followed by those for both four-year and two-year institutions, with regionalization actions involving only two-year reporting the fewest positive outcomes. Only in the area of increased access are the outcome levels for public two-year regionalization actions up to the national average.

Table 11.7 presents data on outcomes according to the academic program level involved. The data show that regionalization actions that are comprehensive in their program coverage are consistently low on reported outcomes for all outcome areas. This is also the case for regionalization actions involving only associate level programs. Conversely, the category "baccalaureate and above" is high on all outcome areas. Finally, regionalization actions for graduate programs report a high level of economic outcomes. Fifty-nine percent of these actions, for example, cite increased cost-effectiveness as an outcome of regionalization. This compares with the 35 percent of the universe of regionalization actions that cite this outcome.

In Table 11.8, outcomes are reported for the seven regionalization patterns developed by geographic area and type of institution. The most frequently cited outcomes for several of these different types of regionalism can be noted.

The comprehensive-A intrastate regionalization pattern reports a lower level of outcomes (than the national average) for almost every outcome area. The exception is for long-range planning, where 50 percent of the actions in this pattern cite accomplishments. The partial/all segments pattern does not share this high level of outcomes in the area of long-range planning. But actions within this pattern do report a higher level of communications outcomes (58 percent). Community college actions report few outcomes generally. Increased access is the only outcome area up to the national average. Some accomplishments are noted in the specific areas of continuing education and vocational education.

Finally, Table 11.9 displays outcomes for six regionalization patterns developed by geographic area and academic program level. Again, differences in the reported outcomes of the various patterns can be noted.

The associate pattern generally reports a low level of outcomes in all of the areas listed. Increased access is the positive outcome most frequently cited by regionalization actions within this pattern. The partial/broad pattern also reports few outcomes generally. This is in marked contrast to those regionalization actions for a specific program level within a sub-state area. There, a higher than average number of outcomes is reported in all areas, with increased interinstitutional communication being the most frequently cited outcome (83 percent).

TABLE 11.7

## OUTCOMES OF REGIONALIZATION ACTIONS, BY ACADEMIC PROGRAM LEVEL INCLUDED

OUTCOMES	ACADEMIC PROGRAM LEVEL							TOTAL	
	All Levels N = 41 n %	Graduate Only N = 17 n %	Baccalaureate and Above N = 8 n %	Undergraduate N = 7 n %	Associate and Certificate N = 18 n %	Noncredit N = 3 n %	Unclassified N = 4 n %	N = 98 n %	
<b>GENERAL OUTCOMES</b>									
Resource Utilization	19 46	10 59	6 75	3 43	7 39	2 67	1 25	48	49
Cost Effectiveness	10 24	10 59	4 50	1 14	5 28	3 100	1 25	34	35
Coordinate Program Development	15 37	11 65	6 75	2 29	6 44	2 67	1 25	45	46
Student Access	16 39	10 59	8 100	4 57	6 44	2 67	1 25	49	50
Interinstitutional Communications	19 46	9 53	7 88	4 57	6 33	2 67	2 50	49	50
Communications Between State & Institutions	17 41	7 41	3 38	4 57	5 28	2 67	1 25	39	40
Long Range Planning	14 34	9 53	6 75	3 43	7 39	2 67	1 25	42	43
New Coalitions	9 22	4 24	4 50	2 29	4 22	0 0	2 50	25	26
Diversity	7 17	2 12	4 50	1 14	5 28	2 67	1 25	22	22
Autonomy	1 2	0 0	0 0	1 14	1 6	0 0	0 0	3	3
<b>SPECIFIC OUTCOMES</b>									
Joint Programs	11 27	7 41	6 75	2 29	7 39	2 67	1 25	38	37
Staff Exchange	13 32	7 41	6 75	3 43	7 39	1 33	1 25	38	39
Staff Exchange	6 15	5 29	4 50	2 29	1 6	1 33	1 25	20	20
Calendar Coordination	6 15	4 24	4 50	0 0	1 6	1 33	1 25	17	17
Coordinate Continuing Education	11 27	5 29	3 38	1 14	6 33	2 67	1 25	29	30
Coordinate Vocational-Technical Education	5 12	1 6	0 0	0 0	6 44	2 67	0 0	16	16
Coordinate Community College Education	7 17	1 6	0 0	1 14	7 39	1 33	1 25	18	16
Coordinate Instructional Resources	14 34	6 36	5 62	2 29	5 28	2 67	1 25	35	36
Coordinate Data Processing	5 12	2 12	3 38	1 14	3 17	0 0	1 25	15	15

TABLE 11.8

## OUTCOMES, BY TYPE OF REGIONALIZATION ACTION

OUTCOMES	REGIONALIZATION PATTERNS: GEOGRAPHY AND INSTITUTIONS							INTERSTATE COMPACTS	Other	Total
	INTRASTATE					INTERSTATE				
	Comprehensive -A N = 18 n %	Public Comprehensive N = 9 n %	Community College N = 6 n %	Partial/ All Segments N = 12 n %	Partial/ Public Senior N = 5 n %	Reciprocity-A N = 6 n %	Contracts-A N = 8 n %			
<b>GENERAL OUTCOMES</b>										
Resource Utilization	8 44	5 56	1 17	7 58	2 40	2 33	5 62	3 75	15 50	48 49
Cost Effectiveness	4 22	5 56	1 17	2 17	2 40	0 0	5 62	1 25	14 47	34 36
Coordinate Program Development	8 44	5 56	2 33	4 33	3 60	0 0	5 62	2 50	18 53	45 46
Student Access	7 39	5 56	3 50	6 50	3 60	2 33	4 50	3 75	18 53	49 50
Interinstitutional Communications	6 44	6 56	2 33	7 58	3 60	2 33	4 50	3 75	15 50	49 50
Communications Between State and Inst.	7 39	5 56	1 17	6 50	2 40	2 33	2 25	2 50	12 40	39 40
Long Range Planning	9 50	5 56	1 17	2 17	4 80	0 0	3 38	2 50	16 53	42 43
New Coalitions	6 33	1 11	2 33	4 33	2 40	0 0	3 38	2 50	5 17	25 26
Diversity	4 22	4 44	2 33	4 33	2 40	0 0	1 12	1 25	4 13	22 22
Autonomy	1 6	0 0	1 17	1 8	0 0	0 0	0 0	0 0	0 0	3 3
<b>SPECIFIC OUTCOMES</b>										
Joint Programs	6 33	3 33	3 50	5 42	3 60	0 0	5 62	2 50	9 30	36 37
Student Exchange	6 28	2 22	2 33	6 50	2 40	2 33	4 50	3 75	12 40	38 39
Staff Exchange	3 17	1 11	1 17	6 50	2 40	0 0	2 25	0 0	5 17	20 20
Calendar Coordination	2 11	1 11	0 0	4 33	2 40	0 0	3 38	0 0	5 17	17 17
Coordinate Continuing Education	7 39	4 44	3 50	4 33	1 20	0 0	3 38	2 50	5 17	29 30
Coordinate Vocational-Technical Educ	2 11	3 33	3 50	1 8	0 0	0 0	1 12	1 25	5 17	16 16
Coordinate Community College Educ	5 28	3 33	3 50	2 17	0 0	0 0	0 0	1 25	4 13	18 18
Coordinate Instructional Resources	7 39	4 44	2 33	5 42	3 60	0 0	4 50	2 50	6 27	36 36
Coordinate Data Processing	2 11	1 11	1 17	4 33	0 0	0 0	2 25	2 50	3 10	15 16

TABLE 11.9

## OUTCOMES, BY TYPE OF REGIONALIZATION ACTION

OUTCOMES	REGIONALIZATION PATTERNS: GEOGRAPHY AND PROGRAM LEVEL						INTERSTATE COMPACTS	OTHER	TOTAL
	INTRASTATE				INTERSTATE				
	Comprehensive N = 18 n %	Associate N = 13 n %	Partial/Broad N = 12 n %	Partial/Specific N = 12 n %	Reciprocity-B N = 5 n %	Contrasts-B N = 6 n %			
<b>GENERAL OUTCOMES</b>									
Resource Utilization	9 47	5 38	4 33	8 67	3 60	5 62	3 75	11 44	48 49
Cost Effectiveness	6 32	4 31	2 17	4 33	1 20	5 62	1 25	11 44	34 36
Coordinate Program Development	9 47	5 38	4 33	7 58	0 0	5 62	2 50	13 52	46 46
Student Access	8 42	6 46	3 25	9 75	2 40	4 50	3 75	14 56	49 50
Interinstitutional Communications	9 47	4 31	4 33	10 63	3 60	2 25	3 75	14 56	49 50
Communications Between State & Institutions	8 42	4 31	4 33	6 50	3 60	1 12	2 50	11 44	39 40
Long Range Planning	9 47	5 38	2 17	7 58	1 20	3 38	2 50	13 52	42 43
New Coalitions	6 32	4 31	1 8	5 42	0 0	1 12	2 50	6 24	26 26
Diversity	4 21	4 31	1 8	4 33	1 20	0 0	1 25	7 28	22 22
Autonomy	1 5	1 8	0 0	1 8	0 0	0 0	0 0	0 0	3 3
<b>SPECIFIC OUTCOMES</b>									
Joint Programs	5 26	6 46	4 33	6 50	0 0	3 38	2 50	10 40	36 37
Student Exchange	5 26	5 38	3 25	7 58	2 40	4 50	3 75	9 36	38 39
Staff Exchange	4 21	1 8	2 17	6 50	0 0	1 12	0 0	6 24	20 20
Calendar Coordination	2 11	0 0	4 33	3 25	0 0	1 12	0 0	7 28	17 17
Coordinate Continuing Education	7 37	6 46	2 17	3 25	0 0	1 12	2 50	8 32	29 30
Coordinate Vocational-Technical Education	2 11	6 46	2 17	1 8	0 0	1 12	1 25	3 12	16 16
Coordinate Community College Education	5 26	6 46	1 8	2 17	0 0	0 0	1 25	3 12	18 18
Coordinate Instructional Resources	8 42	4 31	3 25	7 58	1 20	2 25	2 50	8 32	35 36
Coordinate Data Processing	2 11	3 23	1 8	2 17	1 20	2 25	2 50	2 8	15 15



## Questions of Special Interest

### "No Change" and Negative Outcomes

As mentioned earlier, an attempt was also made to gather information on the negative outcomes of regionalization actions. In fact, for each of the several outcome areas listed, respondents were given the opportunity to indicate: (1) that there had been improvements; (2) that there were negative results from the regionalization action in question; or (3) that there had been no change. As the previous analyses in this chapter have shown, respondents were quite eager to report positive outcomes. The reporting of negative and even "no change" outcomes, however, was minimal.

Table 11.10 presents the data obtained. The responses show two things. First, institutional autonomy is the one outcome most frequently cited as being negatively affected by regionalism efforts. Although the numbers are small even here, this seems to support the argument advanced in earlier chapters that several postsecondary interests do perceive regionalism as a threat to institutional autonomy. Second, respondents were also hesitant to report "no change" outcomes, but when they did, that observation was most frequently made in regard to institutional autonomy (23 percent) and cost-effectiveness (14 percent).

### Impact of Authority Base on Outcomes

Does the authority base of a regionalization action have an impact on the outcomes achieved? Table 11.11 shows the distribution of outcomes for actions that differ in their highest level of authorization—legislative, administrative, institutional, and several. If the source of authority does have a significant impact on the outcomes of regionalization, it is not readily apparent from the data gathered for this study. Outcomes are relatively stable across all categories of authority.

A few comparisons can be made from the data, however. Actions with legislative authorization, for example, most frequently cite increased access (58 percent) as a positive outcome of regionalism. Actions with administrative authority, on the other hand, are more evenly dispersed in their reporting of outcomes, with an equal number reported in several outcome areas. It can be noted, though, that these administratively authorized actions do report more outcomes in the area of long-range planning (47 percent) than do actions with other authority bases. Finally, actions with institutional authorization report most progress in the area of increased interinstitutional communication (73 percent). But they also cite an equally high level of positive outcomes in the overall utilization of resources (73 percent). In fact (and somewhat of a surprise), a higher percentage of institutionally authorized actions report positive outcomes in most of the outcome areas than is the case for actions with legislative or administrative authority.

Beyond these comparisons, it seems clear that accomplishments are being achieved by regionalization actions regardless of their authority base. This seems to indicate that it is the strong commitment of authority that is crucial for successful regionalization actions, not the type of authority that is extended.

TABLE 11.10

**NEGATIVE AND "NO CHANGE" OUTCOMES  
OF REGIONALIZATION ACTIONS**

OUTCOMES	No Change		Decreased	
	n	%*	n	%*
<b>GENERAL OUTCOMES</b>				
Resource Utilization	7	7	0	0
Cost Effectiveness	14	14	0	0
Coordinate Program Development	6	6	0	0
Student Access	4	4	0	0
Interinstitutional Communications	4	4	0	0
Communications Between State & Institutions	11	11	0	0
Long-Range Planning	8	8	0	0
New Coalitions	13	13	0	0
Diversity	13	13	2	2
Institutional Autonomy	23	23	7	7

\*Percent of total universe of 98 regionalization actions

Impact of Funding on Outcomes

Table 11.12 examines the relationship between the reported outcomes for regionalization actions and the level of funding support for those actions. Although the relationship is certainly not perfect, a definite pattern does emerge from the data. The relationship is one that would be expected—namely, that funding does have a positive impact on outcomes achieved. Regionalization actions that have not been funded report the lowest level of positive outcomes. Further, for those actions that have received some funding, more dollars seem to "buy" more outcomes.

TABLE 11.11  
OUTCOMES OF REGIONALIZATION ACTIONS, BY SOURCE OF AUTHORITY

OUTCOMES	HIGHEST LEVEL OF AUTHORIZATION										TOTAL	
	Legislative N = 23		Administrative N = 38		Institutional N = 11		Several N = 11		Other N = 5		N = 88	
	n	%	n	%	n	%	n	%	n	%	n	%
<b>GENERAL OUTCOMES</b>												
Resource Utilization	15	45	18	47	8	73	7	27	0	0	48	49
Cost Effectiveness	11	33	15	39	5	45	3	27	0	0	34	35
Coordinate Program Development	17	52	18	47	6	55	4	36	0	0	45	46
Student Access	19	58	17	45	7	63	8	55	0	0	49	50
Interinstitutional Communications	18	48	18	47	8	73	7	63	0	0	49	50
Communications Between State & Institutions	13	39	18	42	5	45	5	45	0	0	39	40
Long Range Planning	12	36	18	47	5	45	7	63	0	0	42	43
New Coalitions	0	0	9	24	8	73	8	55	2	40	25	25
Diversity	0	0	8	21	3	27	3	27	0	0	22	22
Autonomy	1	3	0	0	2	18	0	0	0	0	3	3
<b>SPECIFIC OUTCOMES</b>												
Joint Programs	15	45	10	26	8	73	3	27	0	0	36	37
Student Exchange	15	45	10	26	8	73	5	45	0	0	36	39
Staff Exchange	7	21	6	16	5	45	2	18	0	0	20	20
Calendar Coordination	8	24	5	13	2	18	2	18	0	0	17	17
Coordinate Continuing Education	12	36	7	18	6	55	4	36	0	0	29	30
Coordinate Vocational-Technical Education	8	24	4	11	1	9	3	27	0	0	16	16
Coordinate Community College Education	10	30	3	8	3	27	2	18	0	0	18	18
Coordinate Instructional Resources	13	39	14	37	4	36	4	36	0	0	35	36
Coordinate Data Processing	2	6	7	18	3	27	3	27	0	0	15	15

TABLE 11.12  
OUTCOMES OF REGIONALIZATION ACTIONS, BY LEVEL OF FUNDING

OUTCOMES	FUNDING										TOTAL	
	No Funding N = 80		\$1,000 to \$100,000 N = 11		\$101,000 to \$500,000 N = 13		\$501,000 to \$1,000,000 N = 9		Over One Million N = 11		N = 84	
	n	%	n	%	n	%	n	%	n	%	n	%
<b>GENERAL OUTCOMES</b>												
Resource Utilization	16	32	6	55	8	62	7	78	8	73	45	48
Cost Effectiveness	9	18	6	55	7	54	5	56	6	55	33	35
Coordinate Program Development	17	34	7	64	7	54	5	56	7	64	43	46
Student Access	20	40	5	45	9	69	8	87	8	55	46	49
Interinstitutional Communications	18	36	4	36	10	77	7	78	7	64	46	49
Communications Between State & Institutions	18	32	3	27	7	54	6	67	5	55	37	39
Long Range Planning	17	34	6	55	6	46	6	67	5	55	40	43
New Coalitions	6	16	3	27	6	46	4	44	2	22	23	24
Diversity	8	16	2	18	4	31	5	56	2	22	21	22
Autonomy	1	2	0	0	2	15	0	0	0	0	3	3
<b>SPECIFIC OUTCOMES</b>												
Joint Programs	10	20	5	45	7	54	5	56	7	64	34	36
Student Exchange	9	18	6	55	7	54	6	67	7	64	35	37
Staff Exchange	4	8	4	36	5	38	6	67	1	9	20	21
Calendar Coordination	5	10	4	36	2	15	3	33	3	27	17	18
Coordinate Continuing Education	12	24	3	27	5	38	3	33	4	36	27	29
Coordinate Vocational-Technical Education	8	16	1	9	3	23	0	0	3	27	15	16
Coordinate Community College Education	9	18	0	0	3	23	2	22	3	27	17	18
Coordinate Instructional Resources	11	22	5	45	6	46	7	78	4	36	33	35
Coordinate Data Processing	4	8	1	9	2	15	6	67	0	0	13	14

The figures for the outcome area of interinstitutional communications are illustrative of this general trend. Thirty-six percent of actions with no funding report some positive impact in this area. The figures for funded actions are more than double that—78 percent of the actions within the \$400,000 to \$1,000,000 funding level, for example, report increased interinstitutional communications as a positive outcome. The figures for cost-effectiveness outcomes are similar and perhaps even more pronounced. Only 18 percent of non-funded regionalization actions report some positive impact on the cost-effectiveness of postsecondary operations. For the funded categories, on the other hand, the figures are consistently in the mid 50 percent range.

#### Effectiveness of Regionalization: Relationship Between Goals and Outcomes (By Age of Regionalization Actions)

Thus far the data on outcomes have been considered strictly in an aggregate fashion—that is, the *total* outcomes accomplished by the entire universe of regionalization actions or selected sub-sets of that universe (i.e., types of regionalism) were reported for several outcome areas. In this section, the outcomes of *individual* regionalization actions are analyzed in relationship to the stated goals of each action. The age of the regionalization actions is also considered for its impact on outcomes.

Table 11.13, then, displays outcomes by goals *and* age of the regionalization actions. For each outcome area and age category, three entries are recorded: (1) the number of regionalization actions that rate the area as a high or very high goal (see Chapter IV for discussion of procedures used to determine strength of goals); (2) the number of those actions which *also* report a positive outcome in that area; and (3) the ratio of #2 to #1, or a kind of effectiveness quotient of the regionalization actions. This so-called effectiveness quotient gives a reasonable indication of how successful the regionalization actions are in accomplishing the goals they consider to be most important.

The figures in the total column of the table indicate the effectiveness of regionalization actions for each of the several goal/outcome areas listed. The data show that regionalization actions are most effective in achieving the goal of increased interinstitutional communications (.73). All other areas cluster in the .50 to .59 range. The .51 quotient for cost-effectiveness outcomes ranks seventh out of the eight areas listed.

The data also show that the age of a regionalization action is an important factor in the accomplishment of stated goals. The general trend for effectiveness in accomplishing goals is an upward one with age. This conclusion holds for each of the outcome areas listed. For example, the effectiveness quotient for interinstitutional communications increases from .71 for actions implemented in 1975-76 to .88 for actions implemented in 1973-74 to 1.00 for those that began prior to 1968. Significantly, even for cost-effectiveness outcomes, the quotient increases from a .18 for actions not yet implemented to .75 for actions implemented before 1968.

TABLE 11.13

## OUTCOMES, BY AGE AND GOALS OF REGIONALIZATION ACTIONS

GOALS/OUTCOMES	IMPLEMENTATION DATE OF ACTIONS															TOTAL (N = 98)					
	Not Implemented (N = 29)			1977 (N = 3)			1975-76 (N = 17)			1973-74 (N = 15)			1966-72 (N = 22)						Before 1966 (N = 12)		
	(A) <sup>a</sup>	(B) <sup>b</sup>	B/A	(A)	(B)	B/A	(A)	(B)	B/A	(A)	(B)	B/A	(A)	(B)	B/A	(A)	(B)	B/A	(A)	(B)	B/A
Resource Utilization	19	2	.11	1	0	0	10	6	.60	11	9	.82	19	17	.89	8	5	.62	68	39	.57
Cost Effectiveness	11	2	.18	2	0	0	13	7	.54	11	7	.64	16	10	.62	4	3	.75	57	29	.51
Coordinate Program Development	15	2	.13	2	0	0	11	6	.55	10	9	.90	14	12	.86	6	5	.83	58	34	.59
Student Access	19	2	.11	3	1	.33	12	7	.58	10	7	.70	16	12	.75	9	7	.78	69	36	.52
Enhance Institutional Communications	5	0	0	0	0	---	7	5	.71	8	7	.88	11	10	.91	2	2	1.00	33	24	.73
Improve Long-Range Planning	10	3	.30	0	0	---	9	8	.89	8	5	.62	8	6	.75	0	0	---	35	19	.54
New Institutional Coalitions	4	0	0	0	0	---	5	2	.40	4	4	1.00	3	2	.67	1	1	1.00	17	9	.53
Promote Diversity	2	0	0	0	0	---	1	0	0	2	2	1.00	2	2	1.00	1	0	0	8	4	.50

<sup>a</sup> (A) - number of regionalization actions citing each area as a high or very high goal (see Chapter IV for rating of goals).

<sup>b</sup> (B) - number of regionalization actions which cited each area as a high or very high goal and also reported a positive outcome in the area (a subset of A).

### "Cost Avoidance" as an Outcome?

The many data gathered in the case states offer strong support to those findings based on the national survey already presented in this chapter. The most frequently cited outcomes for regionalization actions in the case states were those relating to increased dialogue and communication among the various postsecondary interests. In fact, in only a few cases were any other outcomes mentioned at all. In Illinois it was argued that the Higher Education Cooperation Act (see Chapter XIV) has indeed resulted in increased access to postsecondary opportunity in the state, as well as contributed toward a general enrichment of program offerings. Similarly, postsecondary interests in Minnesota maintain that access to postsecondary opportunity has been increased through both the intrastate regional centers and the interstate reciprocity agreements in that state (again, see Chapter XIV). Nevertheless, the major conclusion to emerge from the case states in regard to the outcomes of regionalization actions is that to date, those actions have had their most significant impacts in their contribution to idea development and information exchange among postsecondary interests of all kinds.

Significantly—and also in support of the national survey data—cost-effectiveness outcomes were *not* cited in any of the case states. In fact, many of the postsecondary interests were quick to argue that there is not yet any conclusive evidence that regionalism offers a more efficient delivery of postsecondary services. Indeed, many maintained that consortial types of activities are often times more costly.

Interestingly, though—and very much related to the cost-effectiveness question—a considerable number of interviewees in the states used the phrase "cost avoidance" in their discussion of the outcomes of regionalization actions. The point made here was that regionalism has resulted in reduced pressures for new programs and/or facilities and thus in fact has resulted in considerable savings in the long run. Simply put, the emphasis in these comments was on what *would* have happened had it not been for regionalization actions. Such actions were credited with helping to prevent unnecessary growth and expansion—expansion that likely would have otherwise occurred.

Certainly if regionalism developments have resulted in the kind of avoidance of costs discussed, it has been no small accomplishment. However, there are some serious problems with comments and arguments such as these. Namely, it is difficult, at best, to evaluate objectively the success of a program in terms of the costs that have been "avoided." But more importantly, as far as postsecondary regionalization actions are concerned, no such evaluation has yet been attempted.

### Inductive Regionalism Versus Deductive Regionalism

Several of the strategies assumed by state-level educational agencies for regionalism developments are investigated in considerable detail in Chapter XIV. Much of that discussion on strategies is relevant to the outcome issue and provides the basis for some preliminary comments in this section on an apparent relationship between strategies for regionalism and the outcomes achieved.



When viewing in toto the various strategies for regionalism in the states, a certain dichotomy among the approaches used appears. A contrast can be drawn between those approaches that attempt a unified statewide program from the start and those that begin on a more piece-by-piece basis and attempt to build toward a coherent whole. The comprehensive approaches (referred to as deductive regionalization) are usually more structured and formal; the latter (termed inductive regionalization) rely more upon flexibility and an opportunistic philosophy to accomplish their objectives.

This observation is very pertinent to the discussion of outcomes for regionalism. There is some evidence from the case state analyses that deductive regionalization is more likely to meet with major resistance by postsecondary interests in the states, and for that reason is more difficult to implement. Inductive regionalization, on the other hand, has not encountered such pointed opposition and has gone on to register some rather impressive accomplishments.

The inductive actions are often quite successful in stimulating a reexamination of traditional roles and concepts within postsecondary operations, but they do so without posing a serious threat to the status quo. And that, unquestionably, is a very important factor in the success they are able to achieve. Still, critics argue that, for the most part, these actions are special purpose items and consequently do not really relate to or have an impact on the core functions and major policy issues of postsecondary education in the states.

In sum, then, the "trade-off" seems to be this. Deductive regionalization programs risk serious opposition by postsecondary interests in the states, and their outcomes suffer accordingly. Inductive regionalization actions seem to avoid this kind of resistance and have shown themselves to be viable operations in several states. However, some serious questions can be raised concerning the overall impact that these kinds of actions are having in the states. Some maintain the outcomes achieved are minor.

### Special Perspectives

The data have shown that regionalization actions that attempt to bridge the gap between the four-year and two-year segments report a relatively low level of positive outcomes (see Table 11.6). The data on the academic program levels included in regionalization actions indicate a similar pattern—i.e., actions that are more comprehensive in their program coverage consistently report a low level of positive outcomes (see Table 11.7).

Conversely, the data have shown that the level of positive outcomes is high for those regionalization actions involving only the traditional elements of postsecondary education in the states. Actions for only four-year institutions, for example, report a high level of success (Table 11.6). Similarly, the program level analysis shows that the frequency of successful outcome is very high for the "baccalaureate and above" category (Table 11.7). But—and this is an important qualification—the number of regionalization actions including only traditional postsecondary structures is relatively small.



The situation, then, is this. Regionalization actions for the traditional postsecondary elements occur relatively infrequently in the states, but when they are implemented, they go on to report a high frequency of positive outcomes. Conversely, the majority of regionalization actions identified in this study are directed at a broad range of postsecondary interests (see Chapter III, Tables 3.3, 3.4, and 3.5); but the level of reported outcomes for these more comprehensive actions is relatively low. These findings would seem to argue for renewed efforts by state-level postsecondary leadership to insure a comprehensive treatment of all postsecondary interests in statewide planning and coordination activities. For although the majority of regionalization actions *attempt* a comprehensive approach, the evidence indicates that oftentimes these actions do not achieve their stated goals, or at least have not yet done so.

For noneducational governmental interests, the theme of this chapter is one of patience. Simply put, results are not and cannot be achieved overnight. However, if regionalization actions are given sufficient time to develop in a state (see Table 11.13) and are adequately funded (see Table 11.12), then the chances for significant accomplishments are markedly improved.

Finally, the findings on the cost-effectiveness outcomes of regionalism have to be a bit troublesome to several state-level interests. In the least, the data support a strong reassessment of just what it is that regional approaches to planning and coordination can accomplish for postsecondary education. In short, much more research is needed before regionalism can be advanced on cost-effectiveness and related economic arguments.

### Summary

Given that regionalism is a relatively new phenomenon in most states, the data on outcomes achieved are encouraging. Positive impacts are reported at both the policymaking and operational levels.

Attention to the concept of regionalism is having an impact on several aspects of state-level postsecondary educational policy formulation. A few highlights are noted here:

1. **Long-Range Planning**—Thirty-one states report that regionalism is having an impact on state-level long-range planning efforts, at least to the extent that regional frameworks are discussed in the various planning processes; beyond that, 15 states report the inclusion of regional frameworks in their master plans for postsecondary education.
2. **Programmatic Considerations**—Thirty-two states report that regionalism is having an impact on state-level decision-making relative to statewide postsecondary program development; 31 states report that regional needs and resources are considered in the decisions to approve or disapprove new programs; 29 states indicate attention to regionalism in the review of existing programs; 24 states show an

interest in regionalism when making decisions to continue or terminate existing programs; 21 states report that regional analyses are considered in the decisions to charter new institutions.

3. **Resource Allocation**—Here, the impact levels drop off; only 17 states report that regionalism is having an impact on the various resource allocation processes for postsecondary education; the impact on the various budgets (e.g., executive, legislative, institutional, etc.) is fairly consistent, but low for all of them; further, the impact seems to lessen in the more advanced stages of the different budgetary cycles; in terms of the different areas of dollar impact, 15 states report that regionalism is having an impact on appropriations for operating expenses; impacts in other areas are reported much less frequently.

At the operational level, the identified regionalization actions also report many positive outcomes. The major areas of reported success are improvements in interinstitutional communications and increased access to postsecondary educational opportunities. In contrast to the stated goals of regionalism (see Chapter IV), strictly cost-effectiveness outcomes rank a poor seventh among the 10 outcome areas examined. Yet even in this area, the data are somewhat encouraging when funding support and the age of regionalization actions are considered (see #11 and #12 below).

The general conclusions on the total outcomes for regionalization actions are supplemented by several analyses that examine the variation of outcomes according to certain variables. Again, highlights are noted here:

4. **Geographic Area**—A higher percentage of interstate actions report positive outcomes with regard to economic matters, relying heavily on student exchange agreements to effect these economies; intrastate actions are achieving notable successes in improving communications among all postsecondary interests; the positive economic outcomes within the interstate category come predominantly from actions involving entire states; within the intrastate category, the reported high level of communications outcomes is most pronounced for those actions involving a specific geographic area or areas of a state.
5. **Institutional Type**—Actions which include both public and private institutions generally report more positive outcomes than those for only public institutions; the high level of outcomes reported by the public/private regionalization actions comes largely from those actions involving only four-year institutions; similarly, within the public-only category, the actions for only four-year institutions report the highest level of outcomes.
6. **Academic Program Level**—Actions that are comprehensive in their program coverage are consistently low on reported outcomes; actions for graduate programs report a high level of economic outcomes.

7. **Regionalization Patterns: Geography and Institutions**—The comprehensive-A pattern reports a lower level of outcomes for almost every outcome area—the exception is long-range planning where 50 percent of these actions cite accomplishments; the partial/all segments pattern reports a high level of communications outcomes; community college actions report few outcomes generally—increased access is the only outcome area up to the national average.
8. **Regionalization Patterns: Geography and Programs**—The associate pattern generally reports a low level of outcomes in all areas; the partial/broad pattern also reports few outcomes; this is in contrast to those regionalization actions for a specific program level within a sub-state area—there, a higher than average number of outcomes is reported in all areas.
9. **"No Change" and Negative Outcomes**—Few negative or even "no change" outcomes were reported; institutional autonomy is the one area most frequently cited as being negatively affected by regionalism efforts.
10. **Authority**—Accomplishments are being achieved by regionalization actions regardless of the authority base for those actions; the conclusion seems warranted that it is the strong commitment of authority that is crucial for successful regionalization actions, not the type of authority that is extended.
11. **Funding**—Funding has a positive impact on outcomes achieved; regionalization actions that have not received funding report the lowest level of positive outcomes; for those actions that have been funded, more dollars seem to "buy" more outcomes; of special note is the fact that this relationship holds for cost-effectiveness outcomes.
12. **Goals and Age**—When the relationship between goals and outcomes is considered, the data show that regionalization actions are most effective in achieving the goal of increased interinstitutional communications; conversely, the "effectiveness quotient" for cost-effectiveness outcomes ranks seventh out of the eight outcome areas examined; the data also show that the age of a regionalization action is an important factor in the accomplishment of stated goals; effectiveness increases with age, for all outcome areas; significantly, this relationship seems to hold even for cost-effectiveness outcomes.

Although the data show that regionalism developments to date have recorded only minimal accomplishments with regard to improving the cost-effectiveness of postsecondary operations, several interviewees did use the phrase "cost avoidance" in their discussion of the outcomes of regionalization actions. They maintained that these actions have resulted in reduced pressures for new programs and facilities and in this way have contributed toward considerable savings in the long run. Even so, more hard research is clearly needed before regionalism can be promoted as a "dollar-saving" approach to the coordination and planning of postsecondary education.

## CHAPTER XII

### OUTLOOK

What is the future outlook for postsecondary regionalism developments in the United States? It is, of course, much too early to offer a prediction that can be voiced with confidence. However, some preliminary observations are possible based on the situations in several states throughout the country. While these observations and their actual or potential bearing on postsecondary education are not strong enough to support predictions, they do seem sufficiently strong to present some forecasts of changes in postsecondary education in relation to regionalism. This is the main thrust of Chapter XII.

To establish a basis for assessing the future of regionalism and the permanence of its effect on postsecondary education, data were sought on the projected outlook for the concept of regionalism in the states and the attention that concept is likely to get within state-level policymaking circles. Data were also sought on the future outlook of the specific regionalization actions identified in the study. Both sets of data are presented in this chapter.

#### Concepts

Sixty-two respondents in 54 states and territories offered their opinion on the future outlook for the concept of regionalism within state-level policy formulation processes. They were asked to make a professional judgment on the future of regionalism both in their own state and nationwide and to rate the outlook in both instances on a five-point scale: 1—very optimistic, 2—optimistic, 3—status quo maintained, 4—pessimistic, and 5—very pessimistic.

Table 12.1 reports on the outlook for regionalism *in the individual states*, as judged by educational policymakers within those states. The responses are heavily weighted on the positive end of the scale—32 positive responses (52 percent) to 9 negative responses (15 percent). Although generally positive, the respondents can best be described as cautious in their optimism. Of the 32-positive responses, 26 were optimistic about the future, with only 6 very optimistic. A considerable number of respondents (17; 27 percent) expected the status quo to be maintained.

Some interesting regional comparisons can be made on the outlook issue. The future for postsecondary regionalism seems brightest in the Midwest and South, with positive responses far outnumbering negative ones in those regions. The number of "very optimistic" responses in the South is of particular note. In both the West and New England, on the other hand, the respondents were about equally divided between those expressing optimism and those expecting the status quo to be maintained. In the Mid-Atlantic region, the pattern is quite different. Respondents were generally pessimistic about the future of postsecondary regionalism developments.

**TABLE 12.1  
OUTLOOK FOR REGIONALISM IN THE STATES, BY REGION AND STATE.**

STATES	OUTLOOK					
	Very Optimistic	Optimistic	Status Quo	Pessimistic	Very Pessimistic	Cannot Predict
<b>MID-ATLANTIC</b>	0	0	1	2	1	0
Delaware					X	
New Jersey			X			
New York				X		
Pennsylvania				X		
<b>MIDWEST</b>	1	10	2	1	0	2
Illinois		X				
Indiana						X
Iowa			X			
Kansas		X	X			
Michigan		X				
Minnesota	X					
Missouri						X
Nebraska		X				
North Dakota		XX				
Ohio		X				
Oklahoma				X		
South Dakota		XX				
Wisconsin		X				
<b>NEW ENGLAND</b>	0	3	5	1	0	0
Connecticut		X				
Maine			XX			
Massachusetts			X	X		
New Hampshire		X				
Rhode Island			X			
Vermont		X	X			
<b>SOUTH</b>	4	7	3	1	1	1
Alabama		X				
Arkansas					X	
Florida		X	X			
Georgia		X				
Kentucky	XX					
Louisiana		X				
Maryland	X					
Mississippi		X	X			
North Carolina				X		
South Carolina		X				
Tennessee		X				
Texas			X			
Virginia	X					
West Virginia						X
<b>WEST</b>	1	5	5	2	0	0
Alaska		X				
Arizona			X			
California				X		
Colorado				X		
Hawaii			X			
Idaho		X				
Montana			X			
Nevada			X			
New Mexico		X				
Oregon		X				
Utah			X			
Washington		X				
Wyoming	X					
<b>NON-STATE</b>	0	1	1	0	0	2
American Samoa			X			
Guam						X
Puerto Rico		X				
Virgin Islands						X
<b>ENTIRE COUNTRY</b> N = 62	6	26	17	7	2	5

Table 12.2 presents the respondents' opinions as to the future outlook for regionalism nationwide. Other than the large number of respondents (19; 31 percent) who said it was impossible to predict with regard to the national scene, the distribution is virtually identical to that obtained when respondents were queried on the future for regionalism in their own states. Thirty-three respondents (53 percent) rated the future in a positive way, with 29 indicating optimism about regionalism developments throughout the country, and with 4 being very optimistic.

TABLE 12.2  
NATIONAL OUTLOOK, BY REGION

REGION	OUTLOOK					
	Very Optimistic	Optimistic	Status Quo	Pessimistic	Very Pessimistic	Predict
MID-ATLANTIC	0	2	0	1	0	1
MIDWEST	0	8	2	1	0	5
NEW ENGLAND	0	5	0	1	0	3
SOUTH	2	9	2	0	0	4
WEST	2	4	4	0	0	3
NON-STATE	0	1	0	0	0	3
ENTIRE COUNTRY N = 62	4	29	8	3	0	19

Tables 12.3 and 12.4 show that the current status of postsecondary regionalism in a state definitely has an impact on what policymakers within the state believe with regard to continued regionalism efforts. From Table 12.3 it can be seen that 66 percent of the respondents from states already giving active attention to regionalism are either optimistic or very optimistic about future regionalism developments in their states; only 20 percent of the respondents from states without regionalism are similarly optimistic about the future. Simply put, success in current on-going efforts seems to breed confidence in the future.

Table 12.4 shows that a similar relationship holds for opinions on the national outlook for regionalism. Sixty-five percent of the respondents from states with regionalism expressed optimism in the national outlook for regionalism developments; only 25 percent of the respondents from states without regionalism did so.

TABLE 12.3

OUTLOOK FOR REGIONALISM IN THE STATES  
BY ATTENTION TO POSTSECONDARY REGIONALISM

OUTLOOK	Attention to Postsecondary Regionalism				ENTIRE COUNTRY	
	States with Regionalism 42 Respondents from 36 States and Territories		States without Regionalism 20 Respondents from 18 States and Territories		N = 62	
	n	%	n	%	n	%
Very Optimistic	6	14	0	0	6	10
Optimistic	22	52	4	20	26	42
Status Quo	8	19	9	45	17	27
Pessimistic	5	12	2	10	7	11
Very Pessimistic	0	0	2	10	2	3
Cannot Predict	1	2	4	20	5	8

TABLE 12.4

NATIONAL OUTLOOK FOR REGIONALISM,  
BY ATTENTION TO POSTSECONDARY REGIONALISM

OUTLOOK	Attention to Postsecondary Regionalism				ENTIRE COUNTRY	
	States with Regionalism 42 Respondents from 36 States and Territories		States without Regionalism 20 Respondents from 18 States and Territories		N = 62	
	n	%	n	%	n	%
Very Optimistic	4	10	0	0	4	6
Optimistic	23	55	5	25	28	45
Status Quo	6	14	2	10	8	13
Pessimistic	2	5	1	5	3	5
Very Pessimistic	0	0	10	50	10	16
Cannot Predict	7	17	3	15	10	16



## Designs, Manifestations, Operations

Opinions were sought on the future outlook of regionalization actions from officials at the operational level. The data obtained strongly support the findings reported above for the concept of regionalism. In short, the outlook for the various regionalization actions generally seems to be a very optimistic one.

The rightmost total columns in the tables in this section report a favorable future outlook for most of the regionalization actions. Respondents from 79 percent of the actions indicated that they were confident that the regionalization actions with which they were associated would continue in the future. Beyond this general outlook, respondents were also asked to specify what the implementation status of the actions would likely be. Again from the total columns in the tables, it is evident that most respondents (61 percent) believed that advances would be made in further implementing the regionalization actions in question.

This optimistic outlook for regionalization actions generally holds for all types of regionalism. Tables 12.5 through 12.9 display the reported outlook for regionalization actions according to the categories for analysis used throughout this study. Some minor variations in outlook can be noted.

Respondents were more certain in their optimism for intrastate regionalization actions (see Table 12.5). Conversely, uncertainty with regard to interstate actions was much higher and was most pronounced for those actions involving entire states. Respondents from 38 percent of these actions said the future was impossible to predict. The participation by authorities in another state or states seems to introduce an element of doubt in regionalism efforts not found in intrastate actions. This is true despite the finding in Chapter V that the interstate actions as a group tend to have a stronger authority base.

TABLE 12.5

OUTLOOK FOR REGIONALIZATION ACTIONS, BY GEOGRAPHIC AREA INCLUDED

OUTLOOK	GEOGRAPHIC AREA							Interstate Compacts N = 4 n %	TOTAL N = 98 n %							
	Intrastate			Interstate												
	Whole State N = 41 n %	Part(s) of State N = 26 n %	Total N = 67 n %	Entire States N = 13 n %	Other N = 14 n %	Total N = 27 n %										
<b>GENERAL OUTLOOK</b>																
Continuation	33	80	22	85	55	82	8	62	11	79	19	70	3	75	77	79
Termination	1	2	1	4	2	3	0	0	1	7	1	4	0	0	3	3
Cannot Predict	7	17	3	4	10	15	5	38	2	14	7	26	1	25	18	18
<b>FUTURE STATUS</b>																
Cutback in Implementation	1	2	3	12	4	6	1	8	0	0	1	4	0	0	5	5
Status Quo	3	7	2	8	5	7	1	8	5	36	6	22	0	0	11	11
Further Implementation	29	71	17	65	48	69	6	46	6	43	12	44	3	75	61	62

Concerning the types of institutions involved in regionalization actions (see Table 12.6), the data show a high level of optimism for actions involving both public and private institutions (77 percent) and for those with participation by only public institutions (80 percent). However, it can be noted that respondents from actions for the four-year segment of postsecondary education seem most confident about the future. Officials involved in actions including both two-year and four-year institutions, on the other hand, report the highest level of uncertainty. Twenty-five percent of these respondents report the future as impossible to predict.

Outlook by academic program level included in the regionalization actions (see Table 12.7) shows a similar pattern. A high percentage of respondents from actions in all of the categories report a favorable outlook. The reported prognosis for actions that are comprehensive in their program coverage, however, is marked by a *relatively* high level of uncertainty. Respondents from 22 percent of these actions indicated they could not predict the future.

Finally, a generally favorable outlook was reported for all of the regionalization patterns presented in Tables 12.8 and 12.9. Respondents from the comprehensive-A (22 percent), reciprocity-A (50 percent), and partial/broad (25 percent) patterns reported the highest level of uncertainty about the future. One finding of note concerns the future implementation status of regionalization actions. Officials involved with interstate contracts for graduate level programs (the contracts-B pattern) most frequently reported that maintenance of the status quo could be expected in the future as far as implementation of these actions is concerned. Respondents from 62 percent of the regionalization actions within this pattern made that observation. Apparently these actions have reached an operational level sufficient to accomplish their objectives (see Chapter XI, Table 11.8), and thus further implementation is not required.

### Questions of Special Interest

#### Observations from the Case States

Certainly speculation about the future of postsecondary regionalism developments is a risky endeavor. All of postsecondary education seems to be in a state of flux, and the future of postsecondary structures in general is an uncertain one at best. Still, some consensus did emerge from the case state analyses on a few major themes concerning the future outlook for postsecondary regionalism. Those observations are reported in this section.

First, the pressures for regional cooperation that are already operative in the states (see Chapter I) are not likely to disappear in the future. Thus, a continued and even intensified attention to regionalism seems virtually certain. On this much, most postsecondary interests in the case states agreed. However, few were willing to speculate on what kind of specific regional approaches will be utilized. The issue, then, is not so much whether postsecondary regionalism will continue to receive attention in the years ahead—for most agree that it will.

TABLE 126

## OUTLOOK FOR REGIONALIZATION ACTIONS, BY TYPE OF INSTITUTION INCLUDED

OUTLOOK	INSTITUTIONAL TYPE										TOTAL N = 98 n %	
	Public and Private				Public Only				Private Only	Unclassified		
	4-Year N = 14 n %	2-Year N = 2 n %	2- and 4-Year N = 36 n %	Total N = 52 n %	4-Year N = 14 n %	2-Year N = 10 n %	2- and 4-Year N = 20 n %	Total N = 44 n %	4-Year N = 1 n %	N = 1 n %		
<b>GENERAL OUTLOOK</b>												
Continuation	13 93	2 100	25 69	40 77	12 86	8 80	15 75	35 80	1 100	1 100	77 79	
Termination	1 7	0 0	2 6	3 6	0 0	0 0	0 0	0 0	0 0	0 0	3 3	
Cannot Predict	0 0	0 0	9 25	9 17	2 14	2 20	5 25	9 20	0 0	0 0	18 18	
<b>FUTURE STATUS</b>												
Cutback in Implementation	1 7	0 0	2 6	3 6	1 7	0 0	1 5	2 5	0 0	0 0	5 5	
Status Quo	3 21	1 50	0 0	4 8	2 14	1 10	3 15	6 14	1 100	0 0	11 11	
Further Implementation	9 64	1 50	23 64	33 64	9 64	7 70	11 55	27 61	0 0	1 100	61 62	

TABLE 127

## OUTLOOK FOR REGIONALIZATION ACTIONS, BY ACADEMIC PROGRAM LEVEL INCLUDED

OUTLOOK	ACADEMIC PROGRAM LEVEL							TOTAL N = 98 n %
	All Levels N = 41 n %	Graduate Only N = 17 n %	Bachelors and Above N = 8 n %	Undergraduate N = 7 n %	Associate and Certificate N = 18 n %	Noncredit N = 3 n %	Unclassified N = 4 n %	
<b>GENERAL OUTLOOK</b>								
Continuation	30 73	15 88	8 100	4 57	15 83	3 100	2 50	77 79
Termination	2 5	1 6	0 0	0 0	0 0	0 0	0 0	3 3
Cannot Predict	9 22	1 6	0 0	3 43	3 17	0 0	2 50	18 18
<b>FUTURE STATUS</b>								
Cutback in Implementation	1 2	0 0	1 12	1 14	2 11	0 0	0 0	5 5
Status Quo	4 10	5 29	0 0	0 0	2 11	0 0	0 0	11 11
Further Implementation	25 61	10 59	7 88	3 43	11 61	3 100	2 50	61 62

TABLE 12.8

## OUTLOOK, BY TYPE OF REGIONALIZATION ACTION

OUTLOOK	REGIONALIZATION PATTERNS: GEOGRAPHY AND INSTITUTIONS							INTERSTATE COMPACTS N = 4 n %	OTHER N = 30 n %	TOTAL N = 98 n %
	INTRASTATE					INTERSTATE				
	Comprehensive A N = 18 n %	Public Comprehensive N = 9 n %	Community College N = 6 n %	Partial/ All Segments N = 12 n %	Partial/ Public Senior N = 5 n %	Reciprocity-A N = 6 n %	Contracts-A N = 8 n %			
<b>GENERAL OUTLOOK</b>										
Continuation	13 72	8 89	5 83	9 75	5 100	3 50	7 88	3 75	24 80	77 79
Termination	1 8	0 0	0 0	1 8	0 0	0 0	1 12	0 0	0 0	3 3
Cannot Predict	4 22	1 11	1 17	2 17	0 0	3 50	0 0	1 25	6 20	18 18
<b>FUTURE STATUS</b>										
Cutback in Implementation	1 0	0 0	0 0	1 8	1 20	0 0	0 0	0 0	2 7	5 5
Status Quo	0 0	1 11	1 17	0 0	1 20	1 17	3 38	0 0	4 13	11 11
Further Implementation	12 67	7 78	4 67	8 67	3 60	2 33	4 50	3 75	18 60	61 62

TABLE 12.9

## OUTLOOK, BY TYPE OF REGIONALIZATION ACTION

OUTLOOK	REGIONALIZATION PATTERNS: GEOGRAPHY AND PROGRAM LEVEL						INTERSTATE COMPACTS N = 4 n %	OTHER N = 25 n %	TOTAL N = 98 n %
	INTRASTATE				INTERSTATE				
	Comprehensive B N = 19 n %	Associate N = 13 n %	Partial/Broad N = 12 n %	Partial/Specific N = 12 n %	Reciprocity-B N = 5 n %	Contracts-B N = 8 n %			
<b>GENERAL OUTLOOK</b>									
Continuation	15 79	11 92	8 67	12 100	4 80	7 88	3 75	17 68	77 79
Termination	1 5	0 0	1 8	0 0	0 0	1 12	0 0	0 0	3 3
Cannot Predict	3 16	2 8	3 25	0 0	1 20	0 0	1 25	8 32	18 18
<b>FUTURE STATUS</b>									
Cutback in Implementation	0 0	1 8	0 0	3 25	0 0	0 0	0 0	4 16	5 5
Status Quo	1 5	2 15	2 17	0 0	1 20	5 62	0 0	0 0	11 11
Further Implementation	14 74	8 62	6 50	9 75	3 60	2 25	3 75	16 64	61 62

Rather, the larger issue and question is *how* will regionalism evolve in the future. What approaches will be most successful? Which have the most potential?

There was some agreement on this point in the case states. Most postsecondary interests maintained that there is little chance regionalism will develop as a new and formal governance structure. The establishment of regional administrative structures with official governing authority, for example, seems unlikely in the near future.

Governance structures cannot be developed in the abstract. Rather, they necessarily must emerge as a result of and accommodation to the political realities in a given state. And the existing postsecondary political structures in most states are such as to make the advancement of a more formal and systematic regional governance structure highly unlikely (see Chapter XIV for illustrations). But beyond that fact, the further conclusion does seem warranted that there is not yet any justification for such a fundamental restructuring of existing postsecondary systems. More research is needed before that kind of drastic action is considered.

If not as a formal governance structure, what then is the potential for regionalism in postsecondary education? There is considerable evidence from the case states that at this stage, at least, much more can be gained by promoting regionalism as a vehicle for coordination, not as a governance mechanism! From the coordination perspective, more effective cooperation and communication among all postsecondary interests can be encouraged. Further, regionalism as a coordinating approach affords institutions the opportunity to retain a strong voice in their own destinies! New governance approaches, on the other hand, are usually perceived as a threat to existing structures and are vigorously opposed for that reason.

This is not to say that governance structures will never evolve at the regional level. Neither is it to deny the possibility that such regional governing structures might some day be needed. Not at all! But the data do indicate that the development of a formal and separate regional governance structure in the states at this point in time would be premature. Such action is clearly not justified by current knowledge and research available on organizational models. Further, it can be noted that a strong governance approach, as opposed to one that emphasizes coordination, risks opposition by several postsecondary interest groups in the states, and for that reason alone should probably be considered only as a last alternative.

#### Special Perspectives

The findings presented above are encouraging for all proponents of postsecondary regionalism—educational and noneducational officials alike—at the federal, state, and institutional levels. Consensus appears to be that the future will bring more and deeper attention to the idea and its use in postsecondary education.

State-level educational leadership will want to note that there is some evidence to suggest that a coordinating perspective should be emphasized in regionalism efforts. This approach seems to hold the most potential for success at the present time. More prescriptive approaches—i.e., the development of regional governance structures—carry considerably more risk. They seem less advisable and premature in the least.

From the special perspective of individual colleges and universities, the major findings reported in this chapter call for a new alert and possibly a shift in attitude and strategy. The overwhelming conclusion about the outlook for regionalism is that it is a part of the future *modus operandi* of postsecondary education in the United States. That picture is now being painted in many ways, and it shows that colleges and universities are no longer the controllers of postsecondary education programs and services by virtue of their operations as individual institutions. Within the purview of this study, there is virtually no voice supporting such operations and, as the data in this chapter show, no voice proclaiming early passage of regionalism from the American higher education scene. That message cannot be ignored.

#### Summary

The future outlook for regionalism appears quite good, both in terms of attention to the concept of regionalism within state-level policymaking circles and for the specific regionalization actions identified at the operational level.

Fifty-two percent of the respondents in the states reported that they are either optimistic or very optimistic about future attention to regionalism at the policymaking level. Only 15 percent expressed outright pessimism on this issue. The remainder either expected the status quo to be maintained or believed the future could not be predicted.

The current status of postsecondary regionalism in a state definitely has an impact on the opinions that policymakers in the state hold about the future outlook for regionalism. A much more favorable outlook is generally reported in states where regionalism is already receiving serious attention.

Also, some interesting regional comparisons can be made on the outlook issue. The future outlook for regionalism is seen as brightest in the Midwest and Southern states. Conversely, respondents in the Mid-Atlantic region were generally pessimistic about the future of postsecondary regionalism developments.

Data on the future outlook for the specific regionalization actions show a strong agreement with the data for the concept of regionalism. That is, the outlook for the actions is also very positive. Respondents from 79 percent of the actions reported that they expected the actions to continue in the future. Of these, most felt that advances would be made in further implementing the regionalization actions. This optimistic outlook generally holds for all types of regionalism, with only minor variations reported for the variables geographic area, institutional type, and academic program level.

Finally, there is some evidence from the case states to suggest that the outlook for regionalism is most encouraging when pursued as a vehicle for coordination, not as a governance mechanism.



## CHAPTER XIII

### THE COMPACTS: A SPECIAL CASE

The Southern Regional Education Board (SREB), the Western Interstate Commission for Higher Education (WICHE), and the New England Board of Higher Education (NEBHE) are each agencies representing agreements among various states to work cooperatively toward the improvement of education and educational opportunity. Each agency administers a separate compact reached with geographic neighbor or near neighbor states. A fourth interstate agreement, the Midwest Higher Education Compact, currently remains in the planning and discussion stages.

The three extant regional interstate educational compacts were developed and formally implemented in the period immediately following World War II. This same period was marked by technological advancement and economic growth at a level of magnitude which gave educators and political leaders cause for concern. The number of military veterans who were likely to pursue higher education through the G.I. Bill threatened to fill to overflowing the nation's colleges and universities. All of these factors combined increased dramatically the demand (and anticipated demand) for professional, technical, and graduate educational opportunity.

#### Historical Development of the Compacts

##### SREB

It was in this national climate in 1947 that a resolution was adopted at the Southern Governors' Conference and a committee appointed to study methods of providing adequate educational facilities for all residents of the region. On February 8, 1958, the governors of 10 states signed a compact to plan and establish regional education facilities. The governors of 4 other southern states were soon to join in signing, bringing to 14 the number of southern states making a commitment to the regional approach to higher education.

By the summer of 1949 the compact had been ratified by 10 state legislatures. On June 11 of that year, the Board of Control for Southern Regional Education was officially created (later renamed Southern Regional Education Board). By October 1949, 12 member states had made available \$1,526,000 for the support of regional attention to education in the south (for a two-year period), and 388 students were enrolled in southern institutions. The initial programmatic efforts were in medicine, veterinary medicine, and dentistry and included 14 separate institutions.

SREB's original statement of purpose and its bylaws reflect concern for the "continuation, expansion, or establishment of educational services to advance knowledge and to improve the social and economic level of the southern region." Recognizing the potential value of long-range regional planning, SREB included in its bylaws a provision for research through which the total resources of the area

could be catalogued in order to project the kind of higher education necessary for the best possible development of the southern states.

### WICHE

At the Conference of Western Governors in November 1949, the principle of interstate cooperation in selected fields of higher education was discussed. Perhaps influenced by the Southern Board, the western governors endorsed the concept of regional cooperation, and a committee of five was appointed to study its possibilities and present recommendations at the next meeting of the conference.

A technical advisory committee (composed of two representatives from each of 11 western states and two territories) recommended in July 1950 the establishment of an interstate compact on higher education. In November of that same year, the compact was approved unanimously at the Governors' Conference and required only the ratification of five member states to officially create the Western Interstate Commission for Higher Education.

WICHE was formally established in 1951 and began programmatic activity in 1953. Like SREB, WICHE's initial focus was increased and improved opportunity for graduate and professional education with emphasis in the areas of medicine, dentistry, public health, and veterinary medicine. WICHE was also, from its inception, concerned with long-range planning needs and methods. Included in the compact's original charge was the task of undertaking studies "... of needs for professional and graduate educational facilities in the region, the resources for meeting such needs, and the long-range effects of the compact on higher education."

### NEBHE

The governors of the three northern most New England states met in the spring of 1949 to discuss regional cooperation in education as well as other areas of concern to state government. Out of these discussions came the Northern New England Tri-State Authority. This precedent, coupled with that of the already existing interstate educational compacts, laid the foundations for the development of the New England Board for Higher Education.

Formally established in 1955, NEBHE operates under the authority of the New England Higher Education Compact and includes all six of the New England states. NEBHE secured federal approval in 1954 when the United States Congress recognized this compact by passing Public Law 719, Chapter 1089. NEBHE was the first of the interstate educational compacts to consider from its inception the possibility of including undergraduate programs as a part of its activity.

## Operational Description

### Authority

The interstate regional compacts function in what might be described as a "no man's land" between the states and the federal government (Sturtz, 1977). The question of whether the compacts infringe upon federal powers was first raised soon after the first efforts to establish SREB were accomplished.

The issue rests with Article 1, Section 10, of the United States Constitution. This article forbids the states to enter into any agreements or compacts with other states or foreign powers without consent of Congress. In Joint Resolution 191, dated February 8, 1948, Congress took this position. The compact (SREB) has as its principle concern "the planning, establishment, acquisition and operation of educational institutions. . . ." Since education is the province of the states, in effect congressional consent is not required (though S.J. Res. 191 did give such consent).

### Governance and Administrative Structure

Each of the three operational interstate educational compacts is administered through a representative body whose powers are specified in the compact documents themselves. In the original compacts, the boards of both NEBHE and WICHE were designed to be composed of three members per state while SREB's specified four state representatives. In the instance of NEBHE, five of the six member states subsequently amended the compact to increase the number of representatives per state from three to eight.

Membership on the compact governing boards is pursuant to the laws of the various member states but is most commonly accomplished by gubernatorial appointment. Two of the compacts designate to a limited degree required qualifications of some board members. Each SREB member state must be represented by at least one legislator and one educator. The Western Commission similarly specified that one representative be an educator in the field of higher education.

The duties and powers of the three governing boards vary to some degree, but many functions are held in common. The boards act as corporate bodies and as such may enter into contractual agreements with states, agencies, or institutions; may sue or be sued; may receive gifts, grants, or bequests; and may employ and dismiss personnel required to conduct the business of the compacts. The boards prepare and present to the respective member states annual budgets and assume responsibility for disbursement and accounting of all budgeted funds. Additionally, the boards are charged with the preparation of reports or research findings for presentation to member state legislatures and governors. Finally, the various boards may draft and recommend uniform legislation affecting higher education within each respective region:

## Staff

Full-time professional staff size varies from a high of 42 reported by the Western Commission to 24 employed at NEBHE. SREB, which currently operates with a professional staff of 35, employs an additional 25 clerical or support personnel. The New England Board employs 13 clerical and support persons while WICHE at present utilizes 35 individuals in these roles.

## Funding

The principal funding for each of the compacts has been membership dues paid by each participating state. These dues are generated from state appropriations. Historically, funds for the respective compacts have been drawn from the following sources in addition to state appropriated membership dues.

**SREB:** Federal agency grants or contracts, private foundations, member institution dues.

**WICHE:** State contributions for mental health programs, federal agency grants and contracts, private foundation grants, registration fees, sale of publications.

**NEBHE:** Federal agency grants and contracts, private foundation grants, private gifts (individual), member institution dues, fees for service.

Additional state appropriated support also has been available from time to time to the various compacts for specific educational contracts or in support of specific research efforts.

The compacts report current funding levels and sources as follows:

	<u>\$</u>	<u>%</u>
SREB for 1976-77		
Federal agency support (H.E.W.)	414,953	18.6
State appropriated funds	896,000	40.1
Private foundation support	779,164	34.9
Member institution dues	36,492	1.6
Other	105,093	4.7
Total	2,231,702	100.0

	\$	%
<b>WICHE for 1976-77*</b>		
State appropriated funds	397,450	9.9
Mental health contributions from member states	88,525	2.2
Grants and contracts (federal and foundation)	3,399,574	84.6
Registration fees	54,329	1.4
Other	78,559	2.0
<b>Total</b>	<b>4,018,527</b>	<b>100.0</b>
<b>NEBHE for 1976-77</b>		
Federal 1202 funds	18,450	1.9
Federal agency grants and contracts	93,862	9.9
State appropriated funds	416,888	43.9
Foundation support	53,972	5.7
Member institution dues	367,462	38.7
<b>Total</b>	<b>950,634</b>	<b>100.0</b>

#### Current Programmatic Activity

#### SREB

The Southern Regional Education Board currently operates several major programs. Within each of these a number of separate projects may be ongoing at any given time. Program highlights include research, information, and related services through which SREB's commitment to long-range regional concerns is addressed. *The Fact Book on Higher Education in the South*, published biennially, compiles demographic, economic, and educational statistics which are used by regional planners in projecting resource needs and academic output expectations for the region. The results of several longitudinal studies conducted over many years (a 14-year tax structure analysis was recently completed) will provide valuable data not only at the regional level but for state level planners within member states as well. It is this program activity which forms the basis for bringing together each year state government and educational leaders who express and exchange opinions and plans which may have implications across state boundaries.

The sharing of educational resources is SREB's principal activity and is currently administered through a two-pronged approach. The Academic Common Market involves 12 member states and 190 separate graduate programs. The common market allows residents of participating states to enroll in specific programs at institutions in other states on an in-state tuition basis. In addition to tuition savings for individual students, this activity retards unnecessary duplication of programs while insuring ample graduates to meet the region's needs.

\*Does not include National Center for Higher Education Management Systems (NCHEMS) income of \$2,483,941. NCHEMS became totally independent of WICHE in July 1977

The regional contract program allows the states to share established high cost graduate, professional, and technical programs. In the contract program, an SREB member state may request from the board a specified number of places in a selected professional field. The board then in turn contracts for that number of places with accredited institutions offering the program. Thus, each state may guarantee a flow of returning graduates determined by the number of places contracted through the board. The member states pay the SREB at a fixed rate per contract place, and SREB in turn pays the institution which renders the educational service. Typically, these contracts are in health related fields. Contract services for tuition assistance are also provided by the board. This program allows participating states to pay an established percentage of a student's tuition fees through the board to private institutions. Special contracts are also possible through which SREB acts as a state's fiscal agent in contracting with private institutions.

In recent years, health and human services have warranted considerable SREB attention. This focus has included continuing education requirements as well as the training of individuals to job entry level as professionals in allied health. Working with the National Institute of Mental Health, the Department of Health, Education, and Welfare, and private foundations, institutions, and agencies, SREB is exploring the plausibility of utilizing health and human services practitioners with less than traditional academic training. SREB's interest in nursing education continues with 215 institutions involved in various projects.

Several ongoing efforts continue to examine and test strategies for the improvement of both teaching and learning. Included in this effort are projects to evaluate instruction, to introduce new curricular methods, and to conduct sub-regional workshops on faculty and staff development. Traditionally, SREB has been active in enhancing educational opportunity for all residents of the region. By providing information and consultative services to both individuals and institutions, SREB continues to make increasingly available the total educational resources of the region to all its students.

#### WICHE

WICHE currently has programs in five major areas which contribute to carrying out its mission:

1. **Student Exchange Programs**—to facilitate interstate exchange of western students which will help the western states to provide their residents with access to educational opportunities while at the same time avoiding unnecessary duplication of programs.
2. **Mental Health and Human Services**—to assist the states in coordinating and planning for new resources in training and research, in sharing and utilizing existing scarce resources, and in developing and strengthening educational opportunities for the citizens of the western states in mental health and human services careers.



3. **Nursing**—to improve all aspects of nursing by providing a medium for exchange of ideas and for collective planning of nursing education; to stimulate nursing research; and to improve patient care through optimum use of nurses in the health care delivery systems in the West.
4. **Planning Resources in Minority Education**—to develop better access to postsecondary education and placements in teaching and research for the principal minority groups in the West.
5. **Resources Development Internship Program (RDIP)**—to award internships to college juniors, seniors, and graduate students who conduct action and research projects for various federal, state, and community organizations. While serving the students as a pragmatic learning experience, RDIP simultaneously provides the participating agencies with previously unavailable or improved information sources.

The Student Exchange Program (SEP) of WICHE began in 1953 with five member states sending 25 students to a school of medicine operated by a sixth state. In that same year, dentistry and veterinary medicine exchanges were also inaugurated. SEP is designed to allow individuals residing in one WICHE member state to apply to an academic institution in another for graduate or professional training in designated programs not available at home. If properly certified by his/her home state, the student will not only receive preferential consideration of the application for admission but also, if accepted, be allowed to pay resident tuition fees (1/3 tuition to private institutions). The student's home state reimburses the receiving school for the educational service through payment of an institutional support fee.

A unique regional approach sponsored by WICHE since Fall 1976 is the College of Veterinary Medicine and Biomedical Sciences of Colorado State University, a regional program and facility serving eight states. The program provides for an expansion of the class size and the designation of 45 percent of each class for participating SEP students from other western states. In addition, the cooperating states are sharing in the cost of a new teaching hospital at Colorado State that is expected to be completed in two years.

The Student Exchange Program's original intent was the rapid increase of practitioners in selected professional fields. In the 26 years since its inception, the program has evolved and been intentionally modified and currently serves to prevent excessive duplication of high cost programs within the region. This additional thrust has not impaired, however, the original mission of supplying a cadre of professionals for all member states. There are currently 14 professional fields included in SEP, with 12 of the 13 WICHE states participating.

A recently implemented project on Expanding Regional Cooperation in Graduate and Professional Education seeks to contribute to the effectiveness and efficiency of graduate-level education in the West by encouraging and facilitating resource sharing. Project activities include: (1) the development of a data base on graduate education and the capacity for analytic efforts to support planning, and



(2) planning activities in six demonstration states to develop new patterns of interstate cooperation and resource sharing at the graduate level.

### NEBHE

The New England Board of Higher Education through the New England Regional Student Program sponsored the exchange of more than 3,450 graduate and undergraduate students in 1976-77. These students attended 182 public institutions and were enrolled in 800 different programs or fields of study. In addition, NEBHE sponsors a contract study program in health education which included 496 students during this same period. NEBHE is unique among the compacts in looking beyond the college level to serve the region's students. The contract study program was highly publicized in high schools in the region in 1976-77 as NEBHE attempted to advise parents and students of the wide range of educational opportunity available in New England.

The Regional Nursing Education Programs include both initial as well as continuing education experiences. The New England Council for Higher Education in Nursing (NECHEN) includes some 57 separate institutions throughout the region and all six member states. A three-year training program for instructors of nursing has involved 32 community colleges, hospitals, and other health service agencies in the six states. While implementing these nursing programs, NEBHE has analyzed and examined them both as an evaluation technique and as a method of projecting the region's needs and capacities for the future.

The Regional Library Programs include a computerized cataloging service which has reduced cataloging costs for participants by at least 25 percent and in some instances by as much as 65 percent. The library services of NEBHE have been made available to private as well as public institutions, and nearly every major college and university library in the region has made use of the service.

Other NEBHE program activity includes a regional research program which provides annual statistical reports to each of the six states on enrollment and occasional special reports in other areas. NEBHE also provides secretariat and fiscal services on a fee-for-service basis for the New England Regional Computing Program (a regional network of major academic computing centers) and the New England Junior College Council (a group of 50 two-year colleges which sponsors workshops on topics relevant to two-year postsecondary education).

### The Midwest Compact

Discussion of a midwestern regional mechanism for interstate cooperation in higher education is not new. Such discussions have occurred in the past. At the Midwestern Governors' Conference held in Indianapolis in July 1976, however, a more determined note was sounded. Following the recommendation of a panel chaired by Governor William G. Milliken of Michigan, the conference adopted a policy statement supporting the examination of regional interstate cooperation in higher education. In a separate action, the Midwestern Conference of the Council of State Governments in that same month adopted a similar resolution. Follow-up

action by both groups has resulted in the drafting of a proposed compact document. Legislation has been introduced in several states.

A preliminary review of the proposed compact reveals a strong concern for compact board accountability to the legislative and executive branches of the governments of the member states, and thus the various aspects of the proposal are spelled out to a level of detail not typically found in the other compacts. For example, the proposed Midwest Compact specifies in detail the qualifications, appointment procedures, and terms of office of each state's board membership. The governor (or a representative), two legislators, and one educator and one citizen at large comprise the delegation proposed to represent each state. In actions before the board, each state would cast one vote.

The powers of the Midwestern Education Board are more enumerated in the proposed compact document than are those of the boards of control for SREB, WICHE, or NEBHE. Furthermore, reporting periods are established as is a periodic review of the continued effectiveness of the interstate arrangement. The proposed compact's language gives every indication of a serious commitment toward addressing the higher education needs of the Midwest through planned cooperative effort.

Fifteen states have tentatively been designated as eligible to join the Midwest Compact. It is probable, should such a compact become reality, that it would substantively resemble the existing interstate educational agreements. One difference should be noted, however, that will distinguish this regional mechanism from the others. That difference lies in the motivating forces, or the climate within which the idea (interstate education compact) has been born. Specifically, the Midwest Compact is developing in a period of declining enrollments in a geographic region facing lowered economic growth projections, while higher education costs continue to soar. These are not the conditions which attended the beginnings of SREB, WICHE, or NEBHE. Whether these forces will produce a new configuration of interstate educational cooperation in the Midwest or bring a new focus to tried methods cannot be said yet. This compact, like its predecessors, breaks new ground, and the national education community will watch its development with keen interest.

#### Relationship of the Compacts to Other Interstate Regionalization Activity

What effect does the presence of a formal regional interstate education compact have on regional cooperative activity outside the compact but inside the region? Using a five-region national model, a comparison between interstate involvement in regions not currently served by such a compact and those where a compact is in force provides some answers.

Considering the Midwest to be composed of 13 states and the South and West 14 and 13 states respectively, two observations are made. First, the number of states in the Midwest which have entered interstate educational arrangements in the absence of a formal compact is greater than that of any other region of the

country (see Table 13.1). Second, the number of interstate regionalization actions which exist in the Midwest is nearly twice the number existing in the next highest region (see Table 13.2). The obvious conclusion is that the compacts do in fact serve a real and felt need. In the absence of a formal interstate education compact, states tend to address cooperative interstate educational opportunity on an individual basis.

The framework of the compacts, then, provides an established mechanism which facilitates the sharing of human and material resources. However, the compacts are able to go beyond specific programmatic needs and start to approach policy questions which affect not only one or two states but an entire region.

TABLE 13.1

TOTAL STATES ENGAGED IN REGIONALISM  
BY REGION OF U.S.

Region	Type of Regionalization Action	
	Intra	Inter (other than compacts)
Mid-Atlantic	3	1
Midwest	9	9
New England	1	0
South	11	5
West	10	7

TABLE 13.2

TOTAL REGIONALIZATION ACTIONS  
BY REGION OF U.S.

Region	Type of Regionalization Action	
	Intra	Inter (other than compacts)
Mid-Atlantic	9	1
Midwest	21	23
New England	4	0
South	20	7
West	13	13

### Compacts as Incentives to Further Action

The area of policy formulation is one in which the interstate educational compacts have potential for increased contribution. By design, none of the compacts has any actual authority or power over the member states. As information clearinghouses, however, the potential is enormous. Each of the operating compacts currently sponsors at regular intervals workshops and forums which bring together policymakers in government and education who in all probability would not meet otherwise. SREB's annual legislative workshop is one such example. The continuation and expansion of these activities can be projected to have positive outcomes both for the regions and for the individual states within the regions.

Much of the activity of the regional interstate compacts is related to medical or other high-cost graduate and professional programs. Schools which conduct such programs may find encouragement in the manner in which the existing compacts have sought to satisfy their various member states' requirements for graduates in these disciplines. As discussed earlier, the compacts often contract with institutions for a specified number of program slots. An institution providing this service then has that specific number of slots guaranteed for the period of the contract. Private institutions in particular may welcome the concept of guaranteed enrollments and guaranteed fee payments.

There is some evidence that the medical service problem in the United States is one of personnel distribution rather than personnel shortages (Margolis, 1977). If this is the case, the compacts may provide states an opportunity to make student loans (or pay fees outright) to persons attending out-of-state institutions with the understanding that these loans be repaid through service in a medically depressed area.

### Compacts as Liabilities to Further Action

The principal argument against regional interstate education compacts is two-pronged. First is the question of flexibility. Membership in a compact requires of a state some degree of long-term commitment. Thus, scarce state resources for higher education, when committed to a regional compact over a period of years, cannot be used elsewhere, and the states may sacrifice some ability to make rapid adjustment to changing conditions. Theoretically this situation may retard the development of new and innovative solutions to problems. Current evidence, however, does not suggest this has happened to any significant degree.

The second part of the argument has to do with the states' right to sever connection with a compact. The reasoning is that a particular state may, through the compact, become dependent upon another state (or several other states) for services or for support of a program it otherwise could not afford. Changes in the configuration of a compact then might hurt one or more individual member states. This possibility must be recognized; however, the notice any state would give prior to withdrawing from a regional compact should be sufficient to prevent significant negative impact on the other member states.

### Postnote: The Compacts in Common

The major interstate compacts can be seen to have much in common. Perhaps most striking from the developmental point of view is the manner in which the compacts were initiated. In each case discussed, the early motivation came from the political arena, specifically from state-governors. This beginning focused the activity of the compacts on the public interest of the various regions and resulted in a strong commitment by participating states which has allowed the compacts to grow and improve.

The compacts share the same basic goals (modified to fit each region): -the substitution of cooperation for rivalry, encouragement of planning to meet projected regional needs, and the most effective utilization of available resources. Each of the compacts provides supplementary rather than supplanting services to member states, and none exercises control or substantive power over their member states.

## CHAPTER XIV

### GESTALTS: SOME OPERATING EXAMPLES

One of the major themes of this report has been that regionalism can be and indeed is made operational through various implementing structures. Previous chapters have shown that these various structures (or regionalization patterns) often differ on important issues such as broad purposes and goals, funding, outcomes achieved, and other key matters.

To some extent, these varying implementing structures have evolved as a result of different broad leadership strategies utilized by state-level educational agencies in promoting regionalism efforts. Certainly several related modes of implementation can be developed from one leadership style and strategy. Nevertheless, it seems clear that the particular strategy assumed by postsecondary leadership in a state does indeed play a direct role in determining which specific implementing structures for regionalism are employed there.

This chapter examines briefly the major leadership strategies found to exist in the states chosen as "case states" for this project. After considering those strategies in the abstract, the specific regionalism developments in selected case states are discussed. This will give the reader the benefit of seeing some notable regionalization actions *in their entirety*, as opposed to their being one source of data (among many) for the kinds of broad analyses done in earlier chapters.

#### Leadership Strategies and Approaches of State Educational Agencies

A considerable body of literature has developed about strategies for organizational change at large and within educational organizations in particular (see Chapter II). A central theme of this literature is the importance, within any organizational setting, of choosing proper strategies for accomplishing innovations. Regionalism, as an innovative approach to postsecondary organization, planning, and coordination, is no exception to this rule. In fact, this chapter shows that state-level leadership strategies are quite often the crucial factor in determining the ultimate success or failure of postsecondary regionalism efforts in the states.

The authors make no claim that the experiences of the eight case states will be repeated in other states, although it seems reasonable to expect that the strategies listed are generalizable to other states. (See the indices developed in Chapter III, Table 3.11, for a comparison of the case states with other states on general receptiveness to the concept of regionalism and commitment to specific regionalization actions.) The authors also make no judgments on the relative merit of the different approaches for respective states. The reader will have to make such judgments.



Each strategy is presented as an ideal type, *not* as an approach *per se* that was found to exist in any one state or states. In fact, most states have probably, at one time or another, had elements of all three of the leadership strategies operating in their attention to postsecondary regionalism. Multifaceted approaches seemed to be the norm. Certainly, though, each of the case states has displayed what might be called a predominant strategy in its regionalization efforts.

#### Authoritative/Coercive: "The Stick"

The major assumption underlying this leadership strategy is that the real power and authority for operating postsecondary education resides at the state level. Given that fact, the conclusion follows that change can be accomplished most effectively at the institutional level when the responsible state agency assumes a positive initiative in its directives to institutional leadership. Simply put, this can be described as a "hard-line approach" by the state agency—"regionalize or else!" This leadership strategy was observed in states where the state board for postsecondary education has clear and designated authority over the operations for this level of education. Interestingly enough, however, elements of this leadership strategy were also found to exist in states where the state educational agency really does not have that kind of clout.

Most frequently, the regionalization pattern to emerge from this strategy is one in which regional boundaries and councils are mandated (or at least designated) throughout the entire state. Although regionalism is pursued primarily as a mechanism for improved coordination and planning, within this approach the potential of regionalism as a governance structure is also emphasized.

The major advantage of this leadership strategy is that if indeed the responsible state agency does have the requisite authority to do so, change can be accomplished in a relatively straightforward and expeditious fashion. The participation of each public institution is assured, and a statewide program can be put into operation almost immediately. Proponents of this approach argue that only mandated cooperation can overcome institutional autonomy and self-interest.

The disadvantages of this strategy, on the other hand, are obvious—but quite serious nevertheless. This approach would surely be perceived as a threat to the long-standing traditions of campus autonomy and independence and would thus be strongly opposed by institutional leadership. Such an approach, from the start, risks losing the involvement of the nonpublic postsecondary sector, and for that reason alone has serious weaknesses as a statewide approach to planning and coordination.

#### Incentive Funding: "The Carrot"

In this leadership strategy the state agency attempts to encourage participation in regional interinstitutional cooperative endeavors by making "seed" monies available specifically for such programs. Most frequently, funds are provided through a competitive grant program. Individual institutions, regional study centers, as well as existing consortia are usually eligible to submit proposals.



The advantage of this approach is that it builds on pockets of regional strength that already exist in a state in terms of the cooperation among institutions that is occurring there. That is to say, further cooperation and collective action are encouraged in those areas where such action is already developing to some extent because of the natural mutuality of interests that exists between institutions. Further, this approach gives strong attention to the issues of local needs and local control by providing an incentive for institutions to develop projects that address the needs of their respective regions.

From an institutional perspective, the real merit of this leadership strategy is that it avoids treating regionalism in a *pro forma* way. That is, funds are made available to support specific regionalization activities, but then it is really left to the participating institutions and agencies to determine how the activities might best be governed and administered.

A disadvantage of this alternative is that it does not establish regionalism on a comprehensive, statewide basis. It should be noted further that this approach is very much dependent on the good will and voluntary participation of the institutions involved. Finally—and perhaps most serious of all—critics of this leadership strategy argue that this approach, in the final analysis, results in a minimal impact on the core functions and major policy issues of postsecondary education in the states. Although certain projects are supported that probably would not be funded from other sources, these activities—successful as they may be—are still only on what might be called the “fringe areas” of postsecondary education in terms of their ultimate impact on policy development and formulation in the states.

#### Pragmatic/Opportunistic: The Politics of Postsecondary Education

This leadership strategy is a kind of compromise approach, and one that draws on elements from both of the previous strategies described. Timing is the crucial element here. The state agency assuming this leadership posture will move with decisive authority when circumstances seem to merit that kind of action; and at other times it will offer incentives and generally proceed in a less aggressive fashion, if that approach will help the agency to achieve its ultimate goals and purposes.

In this approach, the state agency does not pursue regionalism as an overall comprehensive planning principle. On the contrary, the agency deliberately avoids pushing from the start for something it considers as having little likelihood of success. Instead, specific regionalization activities are supported if and when conditions and needs seem to justify that action, and a “pay-off” seems likely. This is the political model at its best. The state educational agency utilizes the existing political climate in the state to advance what it considers to be sound educational policy.

This leadership strategy shares some of the disadvantages of the “incentive funding” approach in that regionalism efforts, because they are tied so closely to political developments in the state, necessarily occur on an *ad hoc* basis. Thus it is

extremely difficult, through this strategy, to achieve regional planning with a statewide perspective. If an agency is to be pragmatic and opportunistic in its support of postsecondary regionalism, it must also be very patient.

On the other hand, this leadership strategy avoids the major pitfall of the strictly authoritarian approach. Specifically, it is unlikely that a state agency practicing the pragmatic/opportunistic leadership strategy would ever take so forceful and uncompromising an action as to risk total rejection of regionalism early on in the development of that concept in a state.

### "Pathfinder States": Development of Postsecondary Regionalism

#### California

The current tripartite structure of postsecondary education in California was first defined in the 1960 master plan and again strongly endorsed in the master plan developed in 1972. Essentially, the total system consists of three separate and distinct postsecondary segments—the University of California, the State University and College System, and the California Community College System—each with its own sphere of excellence and governing mechanism.

The first major challenge to this system came in a 1968 report issued by the Joint Committee on Higher Education of the California Legislature under the chairmanship of then-Assemblyman Jesse Unruh. This report (*The Challenge of Achievement*), which came to be known as the "Unruh Report," provided the first impetus for postsecondary regionalism in the state as it called for a drastic reorganization of the three-segment structure on the basis of mandated regional councils. Basically, the report held the segmental structure to be a barrier to effective coordination among postsecondary interests in the state and proposed instead that a single governing board be established for the operation of one unified system, with several regional councils coordinating the institutions within each region.

These proposals were ultimately rejected for several reasons. First, the majority of postsecondary interests in California then and now seem to be of the opinion that the existing tripartite structure serves the state quite well. Most observers of the postsecondary scene hold that services are being provided to citizens throughout the state in a manner that is both effective and efficient. Second—and perhaps more importantly—in a political sense, the recommendations contained in the Unruh Report never had much of a chance. The existing postsecondary interests in the state—namely, the three segments—were and are too firmly established in the legal and financial structures of the state, and too sophisticated politically to permit the kind of fundamental reorganization proposed.

Perhaps the most fascinating thing about the Unruh Report is that the document has not been forgotten within the California postsecondary community. As a result, the word regionalism has connotations in California that probably are not found elsewhere in the country. The concept stirs up emotions and memories of old "battles," and in a real sense makes a fruitful discussion of regionalism difficult even in 1977.

Since 1968 and the Unruh Report, several other stimuli for regionalism have occurred. The notion of regional councils emerged again in a 1973 report by the Joint Committee on the Master Plan for Higher Education. Another report to the legislature in 1975, *Postsecondary Alternatives to Meet the Educational Needs of California's Adults*, recommended regional planning for a number of programs and services. Eventually, the legislature itself—through a legislative resolution adopted in February 1976 (Assembly Concurrent Resolution 159)—encouraged and even directed that further study of the issue be undertaken. Under this mandate, the California Postsecondary Education Commission, the designated 1202 Commission in the state, conducted several studies. Perhaps the most notable document to come out of those efforts was the 1976 report entitled *Regional Planning in Postsecondary Education*. In this document, the commission staff examined in considerable detail the regionalization efforts tried in several regions of the country. Four different alternatives or options for postsecondary regionalism in California were developed—from mandated regions throughout the state to an approach that would utilize strictly voluntary regional councils.

The commission eventually went on to recommend, as the best alternative for California, an approach that would include both a pilot program of several regional councils and a competitive project funding program for special regionalization efforts. Parts of these recommendations for regional planning in the state were incorporated into legislation first introduced in the 1976 legislative session and reintroduced in 1977 (see later discussion in this chapter).

### Illinois

Postsecondary leadership in Illinois likes to refer to the state's public postsecondary educational system as a "system of systems." There are four public university governing boards: the Board of Governors of State Colleges and Universities, the Board of Regents, the Board of Trustees of Southern Illinois University, and the Board of Trustees of the University of Illinois. Additionally, the Illinois Community College Board serves as the coordinating body for the community colleges; and the Illinois Board of Higher Education serves as the overall coordinating agency not only for the total public sector but for private higher education as well. These six public boards, then, provide the governance structure for the postsecondary complex in the state—the Board of Higher Education having some responsibility for the entire system, with the other boards having major responsibilities for the segments or subsystems of the total system.

Serious efforts to coordinate and to bring orderly growth to this very complex "system of systems" began as early as 1964 when the first master plan for higher education was completed. In the third phase of the master plan (1971), specific attention was given to the development of a new pattern of delivery systems for postsecondary educational services in the state—a total and "integrated state system," as it was referred to in the plan. In this connection, there was some discussion of a Collegiate Common Market as one possible mechanism for the operation of the integrated system. Simply put, this was an attempt to develop new delivery systems through interinstitutional cooperative efforts so that postsecondary educational opportunities could be expanded to those unable to take courses full time on conventional campuses.

What is important to note here is that this Collegiate Common Market concept was, in a sense, the precursor of most of the current efforts toward regional cooperative arrangements that exist in the state today. An indication of that is one recommendation found in the Master Plan-Phase III that proposed the creation of a new statewide organizational structure for postsecondary education. The recommendation was advanced that consideration be given to the establishment of regional councils as one alternative for implementing the operation of the Collegiate Common Market concept.

The notion of a Collegiate Common Market was strongly opposed by several of the segmental interests in Illinois and thus was in political trouble from the time it was first officially proposed. Eventually, when the state proposal appeared doomed, an attempt was made to accomplish the same objectives through a private venture—what was known as Lincoln Open University. But that effort failed also.

Since these earlier developments, the state's continued efforts in postsecondary regionalism have been pursued on a less comprehensive, more program-by-program basis. The 1976 Master Plan-Phase IV, for example, concluded that "there are compelling reasons for *not* realigning public colleges and universities, for governance purposes, according to geographic regions" (p. 80). Instead, the Board of Higher Education has attempted to work regional perspectives into its overall planning efforts and has sought legislation and dollar support that would make regional interinstitutional cooperation operational on a program-specific basis. Specifically in this regard, the board sponsored and was successful in getting through the legislature in 1971 a bill called the Higher Education Cooperation Act. More will be said about this particular program later in the chapter.

### Louisiana

To fully understand postsecondary regionalism developments in Louisiana, an appreciation of the traditions and historical development of postsecondary education generally in the state is necessary. For regionalism—as pursued by the Board of Regents, the state-level coordinating agency in Louisiana—has emerged within the context of and as a response to that history and tradition.

The history of postsecondary education in Louisiana is largely one of unplanned and unchecked growth. As a result of rampant localism and populist traditions in the state, the system expanded primarily for political reasons. Decisions were made and actions were taken primarily on the basis of pressures that were brought to bear on the legislature. The results of this kind of growth and expansion have been predictable: unnecessary waste and duplication, as well as a serious lack of quality in many of the programs offered.

The recent efforts of the Board of Regents to encourage regional cooperation and planning, and the goals associated with those efforts, have evolved out of a general awareness of the need to redress the problems caused by the earlier unplanned development of postsecondary education in Louisiana. That is to say, the main theme of regionalism in Louisiana has been one of pursuing what might be called *adjustive action*—actions that are being taken in an attempt to effectively

adapt postsecondary education in Louisiana to new, unanticipated conditions, and in so doing eliminate many of the problems that have developed over the past five or six decades.

Clearly, the Board of Regents has been a major positive force for postsecondary regionalism in Louisiana. The main thrust of the Regents' efforts has been in two areas: (1) the very recent master planning efforts, and (2) a just-completed review of doctoral programs in the state. The new master plan will recommend that Regional Councils be established in each of three regional coordinating areas that were examined by a team of outside consultants. These councils will be charged with insuring that duplication is avoided between institutions in their respective regions. The Board of Regents also has utilized regional frameworks in its statewide review of doctoral programs (18 programs in seven public institutions were in fact terminated). Current plans are for these program review efforts to be expanded to the bachelor's and master's levels.

Perhaps most significant in Louisiana is that the Board of Regents, as a constitutional body, seems to be on much firmer ground on all postsecondary policy issues—regionalism included—than is the case for state-level coordinating agencies in most other states. (Few state coordinating boards are constitutional.) This has been a key factor in the leadership that the board has been able to provide specifically for regionalism efforts.

Because the Louisiana Board of Regents does have constitutional authority and because the board does enjoy the strong support of the legislature generally, it has been able to take decisive and aggressive action in bringing regional frameworks to bear in its overall planning efforts. This is not to say the Board of Regents has not operated in a consulting fashion with the postsecondary interests in the state. It has! However, in the final analysis, the board—because of the relative political stability it has maintained in Louisiana—can and does take straightforward actions in implementing various regionalization activities.

### Minnesota

Because of certain demographic-political realities in Minnesota (half of the state's population resides in the seven-county St. Paul-Minneapolis metropolitan area), several regions in the state are finding it increasingly difficult to match the expressed needs for postsecondary services with adequate educational programs. The necessary resources are simply not available in several of the sparsely populated areas of the state. As a consequence, numerous local interest groups have, over the past few years, exerted pressure on the legislature for increased postsecondary services—more specifically, for the creation of additional postsecondary institutions.

The legislature, for its part, has responded that Minnesota simply cannot afford in the 1970s to build new institutions every time a local community or region claims that it needs more services. Postsecondary regionalism (as implemented in Minnesota) has emerged as a kind of political compromise for providing increased services without requiring the commitment of large sums of money for new facilities.



Within this context, the Minnesota Higher Education Coordinating Board (MHECB) has clearly been one of the key forces operating in support of postsecondary regionalism efforts in Minnesota. This agency has been a general advocate for the concept of regionalism and has played a major role in all of the specific regionalization actions that have evolved in the state.

It seems clear that MHECB has been quite successful in making good use of the existing political conditions in the state. The board has used local aspirations for more institutions (plus the relatively tight fiscal situation in the state) as a lever to gain the support of the legislature for regionalization actions. The position of the board throughout has been that postsecondary services can be provided in ways other than establishing new institutions. The notion of regionalism began to get some visibility within that context, and eventually the legislature supported the concept through funding legislation (see later comments in this chapter for details).

It should be emphasized that interinstitutional activity is not new to postsecondary education in Minnesota. And MHECB, as the agency charged with overall planning and coordination of postsecondary education, has encouraged and, to varying degrees, been involved in these developments. What is most significant concerning the development of postsecondary regionalism in Minnesota, however, is this: a state-level coordinating body, the Minnesota Higher Education Coordinating Board, has been able to utilize the current existing political climate in the state to bring a special notice and momentum to educational policies it has supported for some time.

### New York

Regionalism received its first major impetus in New York when then-Governor Rockefeller issued an Executive Order in 1970 calling for the creation of comprehensive planning and development regions throughout the state. The heads of the several state departments and agencies—including those for postsecondary education—were instructed to adopt and utilize those official regions in all of their planning activities:

The first formal public response of state postsecondary interests to this initiative occurred in a workshop at Rensselaerville in August 1971. This workshop, sponsored by the Executive Committee of the Association of Colleges and Universities of the State of New York (ACUSNY), included the Commissioner of Education, the Chancellor of the State University of New York (SUNY), and various representatives of the private sector. Participation in this workshop marked the first interaction (and competition) between SUNY and the Regents relative to their respective proposals for postsecondary regionalism in New York.

At the conclusion of the workshop, several resolutions were issued which, in essence, concluded that the time had come for the public and private sectors of higher education in the state to be viewed as a single resource. Further, the resolutions called for the immediate creation of a number of regional planning councils, the first to be established in the New York City region. The councils were to be the responsibility of the Regents.

In the following months, the resolutions were adopted unanimously by the full membership of ACUSNY, and shortly thereafter they formed the basis of a policy statement issued by the Board of Regents endorsing the principle of regionalism. In September 1971 the first Regional Advisory Council was established in New York City, as had been anticipated. By the end of that year, the Regents had adopted eight regions as the basic planning subdivisions for postsecondary education in the state.

From the start, SUNY preferred what it called four "coordinating areas" in its own plans to regionalize public postsecondary services throughout the state. Whereas the Regents' regions were for planning and coordination purposes across a broad spectrum of collegiate and noncollegiate institutions, public and private, SUNY sought to establish regions primarily to coordinate intra-SUNY plans and operations. SUNY leadership seemed convinced even in the earliest discussions that regionalization efforts specifically within the SUNY system had a much greater chance for success than those in the public-private arena.

In sum, the relationship and interaction between the Board of Regents and the State University of New York on postsecondary regionalism can best be described as one of rather open competition. Each of these two state agencies has advanced its own regionalization plan, and it is evident that the two plans are each very much designed to establish regionalism "on its own terms." As a matter of record, though, it should be noted that the regionalization proposals of the Regents preceded those of SUNY, and further that much of the impetus for attention to regionalism in New York is due to action taken by the Board of Regents.

It also can be noted that the disagreement between the Regents and SUNY leadership on regionalism has emerged within the context of a broader friction and competition that exists between those two agencies in their respective efforts to dominate the postsecondary educational scene in the state. Each has authority under the law, and consequently each is striving to become "the" planning vehicle for postsecondary education.

Concerning regionalism specifically, it seems clear that SUNY perceived the Regents' regionalization plan as a threat to the central administration of the University system. Therefore, the strategy of the University was to extend—or at least attempt to extend—their general pattern of independence into this new area of regionalism by coming forth with their own plan in competition with the plan that the Regents were advocating.

Whatever the motivation of SUNY leadership in these developments—it is suspected that SUNY never really had a strong commitment to regionalism *per se* but rather participated in the dialogue that occurred primarily to counterbalance the efforts that the Board of Regents was making in the matter—the effect on the overall development of postsecondary regionalization activities in New York has been a certain one. Regionalization activities have not been funded to any considerable extent in New York, and this lack of financial support and commitment



has been a major factor in regionalism not developing as it was anticipated it would in the state. Perhaps a more significant finding, though, are the reasons why funds have not been made available.

The executive branch—in particular, the Division of the Budget—has consistently and successfully opposed funds for the Regents' regionalization plan. The public rationale for that opposition has been that because of the current fiscal crisis in the state, no new programs of any kind will be funded. Undoubtedly the rather bleak economic situation in New York has been a factor in the whole issue of whether or not the Regional Advisory Councils should be funded. However, discussions with various state-level officials indicated that there has been another factor operating in the funding question. Specifically, there is evidence that the Budget Office has not supported the Regents' request for monies to promote regionalism because of a concern that this would further encourage competition between the Regents and SUNY. Simply put, funding for regionalism has been a problem primarily because the Division of the Budget, as well as the legislature, have refused to add to a "dog fight" between the two agencies.

In effect, the Board of Regents and the State University have negated their respective efforts on regionalism. Funds have not been made available for support of regionalism because the postsecondary interests involved have themselves not reached a consensus on the issue.

### Ohio

— The concept of regionalism has surfaced in several ways in Ohio, but it has not flourished much in an operational sense within postsecondary education. The reasons are no doubt many; but a major factor seems to be the extremely strong tradition and heritage of local control and autonomy that exists in Ohio for all areas of governmental operations and concerns.

— The history and current political posture in the state is clearly one of honoring local traditions with a minimum of state involvement in governmental decision making and policy formulation. In short, regional types of planning in any and all areas of government are viewed, for the most part, as a move toward increasing centralization; and this is strongly opposed by proponents of local control throughout the state.

These general traditions of local control and autonomy carry over quite strongly into postsecondary educational operations. The very strong sense of institutional autonomy that exists is to a large extent the result of the historical development of postsecondary education in Ohio—i.e., a long history and tradition for private higher education, with public institutions arriving rather late on the scene in terms of their overall influence and status in the state.

Within this general political climate, the success of postsecondary regionalism developments in Ohio has necessarily been a function of the particular political leadership that has emerged on the issue. And, in general, the politics and power structures in the state have never been such as to maintain a consistent

commitment to regional planning for postsecondary education. Thus, attention to regionalism as a postsecondary planning principle has fluctuated considerably over the years, and specific plans for regional types of planning have by necessity developed on an *ad hoc* basis.

The whole process and discussion of regionalism really began in a serious way with the Citizens' Task Force on Higher Education, which issued its final report in May 1974. Since that time, the Board of Regents, the state-level coordinating agency for postsecondary education in Ohio, has been the most consistent and visible force for postsecondary regionalization efforts in the state. There is some evidence that in recent years the Board of Regents and its staff have been more successful in their efforts to coordinate program offerings so that interinstitutional considerations are given weight.

It is important to recognize, however, there has been a real waxing and waning of the power and status of the Board of Regents over the past 15 years, as well as a continuous flow and change in the overall political power structure within Ohio state governmental circles. What this means as far as regionalism is concerned is this: the concept has not been able to generate any major momentum in Ohio primarily because no effective leadership has emerged on the issue. The Board of Regents, for its part, has been the major catalyst for interinstitutional cooperative activity generally and has made some serious efforts in promoting regional frameworks in its long-range planning and coordinating activities. The positive steps already taken in the funding of off-campus programs (see item 14.5 in Appendix B) are particularly noteworthy. Nevertheless, the conclusion seems warranted that the Board of Regents has not been able to maintain a consistently strong political base in the state, and consequently its programs—including those giving attention to regionalism—have suffered accordingly.

### Pennsylvania

The Pennsylvania Department of Education (PDE), under the leadership and strong commitment of the then-Secretary of Education, first introduced the principle of regionalism in early 1972. Institutions from all segments of postsecondary education were asked to participate in a series of regional meetings to bring further discussion and clarification to the concept. From the start, PDE assumed a strong advocacy position for postsecondary regionalism and eventually placed a resolution before the State Board of Education endorsing regionalism as one means of accomplishing an effective utilization of state postsecondary educational resources. The State Board passed such a resolution in January 1973 and further directed PDE to develop a plan through which regionalism could be made operational.

In April 1973, the department published a major position paper, *A Design for Regionalization in Higher Education*, in which it offered guidelines for the development of a regional postsecondary structure (see later discussion in this chapter for the essential elements of this plan). The first meeting of the chairpersons and directors of the designated regional councils was held in January 1975. In this meeting, the council representatives requested PDE assistance in developing

a policy statement on regionalism. The department did develop several such statement drafts while giving strong attention throughout the process to reactions and input from various elements of the institutional leadership in the state. A final regionalism policy statement was adopted by the State Board on March 12, 1976.

Throughout the entire policy development process (from the earliest 1973 position paper to the final 1976 policy statement), PDE's official position has been a consistent one: the Regional Councils were to be *voluntary* bodies which would function in an *advisory* relationship to the department. Nevertheless, there is considerable evidence to indicate that despite the consistent official position of PDE, institutional leadership, from the start, perceived the department's interest in regionalism as a real threat to their own autonomous operations. Stated differently, the institutions began to fear the development of another bureaucratic layer of control emerging at the regional level.

The reasons for this mistrust on the part of institutions in the state are not clear, although there is some evidence that much of the problem has been a result of semantic difficulties and misinformation. Whatever the reasons, what is important to note here is that these feelings of mistrust have been a real factor in postsecondary regionalism developments in Pennsylvania, and furthermore they appear to have carried over even into the current discussions that are occurring today.

Finally, at the state level it can be noted that the notion of postsecondary regionalism has not fared well within the Pennsylvania legislature. There is some evidence to suggest legislative perceptions of regionalism are based on an earlier PDE effort to create three regions for the operations of the state college system in Pennsylvania. This proposal met with a rather harsh reaction from state college leadership, and the negative impact on the legislature has apparently carried over to the broader general concept of regionalism. But beyond this, there is also evidence to support the conclusion that the state-level professional education community in Pennsylvania has not been very active in carrying the case for regionalism within the legislature, and regionalism developments have suffered accordingly. This situation will have to be remedied if regionalism is to remain a viable planning principle for postsecondary education in the state.

#### Utah

Approximately 85 percent of Utah's population resides in an area of the state that is generally referred to as the Wasatch Front. This strip of land (which comprises only 15 percent of the land acreage in Utah) extends from Ogden in the north to Salt Lake City and down to Provo in the southern part of the state. To the east of the Wasatch Front are mountains; to the west, desert. These geographic and demographic considerations are mentioned here only because they have been significant factors in defining the nature of the postsecondary regionalism developments that have occurred in Utah.

On the whole, the Wasatch Front area has been provided with very adequate postsecondary services and opportunities. Such is not the case, however,

with many of the more rural areas outside of the Front. A major postsecondary issue in Utah, then, is how best to provide services to these rural communities given the fact that there is not a critical mass of students available there to support financially the necessary programs.

The point here is that the geographic and demographic differences in the state have entered into postsecondary planning efforts almost *de facto*. Concerning postsecondary regionalism specifically, the concept has really not been an issue in Utah in terms of encouraging institutions to establish a coordinated relationship of their goals, programs, and/or resources. There simply are not enough postsecondary institutions in the state to merit that kind of discussion. Rather, the real focus of postsecondary regionalism efforts in Utah has been on insuring that all regions of the state are provided with adequate access to postsecondary services. Stated differently, the concern is not so much with cooperation among institutions as it is with trying to make the best use of existing resources so that all areas of the state are "covered" with postsecondary services.

In effect, the politics of the situation in Utah are those of constant interaction and interplay between the urban and rural interests of the state. Again, one must keep in mind that over 85 percent of the population of the state resides in the area between the cities of Ogden and Provo—i.e., the Wasatch Front. The people residing outside of this area often argue that they are not getting their fair share of postsecondary services given the taxes they are asked to pay. In short, the outlying rural areas of the state want their own institutions and are concerned with having to supply substantial tax dollars to support postsecondary institutions in other parts of the state.

The Utah Board of Regents, a comprehensive governing board for all public postsecondary education in the state, has recognized these concerns, and in fact has publicly agreed that there is considerable merit to the arguments made. However, given the financial conditions for postsecondary education presently and in the years to come in Utah, it seems likely that as a matter of public policy the Regents will resist the pressures that exist in the state for expanding the existing postsecondary physical plant. The costs of this approach to meeting the needs of the various regions of the state are simply too prohibitive.

Instead, the Board of Regents has supported the approach that in the long run, Utah's interests will be served best by making financial aid available to prospective students in the rural areas of the state so that they can afford to go to the Salt Lake City area and the Wasatch Front generally for postsecondary educational opportunities. Additionally, the Commissioner of Education and his staff have maintained that existing institutions will have to intensify their commitment to taking programs into the rural regions of the state via extension programs. In sum, the Board of Regents seems committed to increased student aid and extension services as the most feasible approach to take in efforts to increase access to postsecondary educational opportunities to all of the various regions of the state.

## Regionalization Actions of National Notice

### California—1977 Legislation for Postsecondary Regionalism

Legislation was sponsored in the 1976 legislative session by the Chairman of the Assembly Postsecondary Education Subcommittee to "support regional cooperation of public and private institutions of postsecondary education through a competitive grant program." The purpose of this legislation was to establish a three-year pilot program whereby grants would be made to regional consortia to encourage an expansion of the regional cooperative efforts of the participating institutions. The bill authorized \$630,000—\$210,000 for each of three fiscal years, with \$40,000 set as the maximum grant per fiscal year.

This proposed legislation was not successful in 1976. It may be significant to note, however, that there is some evidence that the measure did not fail so much as a result of marked legislative opposition, but rather the lack of available resources to fund the proposal may have been the determining factor. In other words, the bill was defeated in committee not as a policy issue, but rather on the basis of what resources were available, and the priorities that had to be made in distributing those resources.

Another bill for regionalism was introduced in the 1977 legislative session by the Chairman of the Ways and Means Committee, almost identical in content to the legislation carried in the previous session by the Chairman of the Postsecondary Education Subcommittee. The major reason for this strategy of shifting the sponsorship of the legislation was that the bill died in the Ways and Means Committee in 1976, and thus it was deemed that sponsorship by the chairman of this committee would increase its chances for passage considerably in 1977. One of the most active consortia in the state is in the home district of this assemblyman, and thus he was quite willing to sponsor the legislation.

As this report went to press, final action on the bill had not yet been taken.

### California—Regional Adult and Vocational Education Councils (RAVEC)

The Regional Adult and Vocational Education Councils (RAVEC) were established by legislative action in 1975 (SB 1821), and are mandated to strengthen, reorganize, and consolidate the functions of two prior committees which shared responsibility for adult and vocational education concerns in California. The principal tasks of the regional councils include:

1. Adoption of a delineation or function agreement between community college and unified/secondary districts.
2. Development of an articulation agreement within each region to prevent duplication of course offerings.
3. Formulation of regional plans for the improvement of service delivery of adult and vocational education.



Operationally, the councils also review plans developed within each region to offer new courses and/or programs and make recommendations to appropriate governing boards.

Seventy-one of the 72 RAVECs possible under this plan have been formed. The enabling legislation provided the opportunity for regions to pool resources if they so desired, and over 20 regions have either formed consortium or have indicated plans to do so. RAVEC boundaries are defined as being coterminous with the boundaries of one or more community college districts, and each RAVEC must include one community college.

The enabling legislation also specified the composition of RAVECs with each council having 11 members. Four of the 11 represent the unified/secondary district, and 4 represent the community college. The 3 remaining members represent the Comprehensive Employment and Training Act (CETA) prime sponsor, the private postsecondary education sector within the region, and the county office of education.

State level administration of the RAVECs is shared by the State Department of Education and the Chancellor's Office of the California Community Colleges. At the state level, seven administrative areas have been defined which include all 71 councils. Each of these seven areas is served by a state-level staff consultant who works with all agencies at the regional level to implement the legislation.

Funds for the RAVE Councils come through state appropriations. The initial appropriation provided some \$1.8 million, which amounted to an average of approximately \$25,000 in operating funds for each council. Since RAVEC does not have access to funds other than those received from the state, some questions have been raised as to the councils' abilities to accomplish their mission within this funding framework. Most councils to date, for example, have hired only part-time professional and clerical help.

The RAVECs were created to provide comprehensive coordination of adult and vocational education in California. Since the councils have been operational only a little more than one year, evaluation of their success or failure to do this would be premature. One serious concern voiced by several postsecondary interests in California, however, was the existence of other delivery systems in the state which provide adult and vocational educational services but do not fall within the jurisdiction of the councils. If the RAVEC system is to succeed, some modification extending the councils' sphere of influence probably will be necessary.

Several constituencies within the state also indicated that the 71 regions of RAVEC are too many, and that consolidation would improve efficiency. As this report went to press, new legislation was being considered in California which may alter or replace the RAVE councils.

## Illinois—Higher Education Cooperation Act (HECA)

The Illinois Higher Education Cooperation Act (HECA) refers both to the legislation which became Illinois law in 1972 and the programmatic activity which has resulted from that legislation. HECA (the program) functions as a competitive grant program, the purpose of which is promotion of interinstitutional cooperation and sharing of resources. Both public and private institutions in Illinois are eligible to submit grant proposals designed to "... achieve an efficient use of educational resources, an equitable distribution of educational services, the development of innovative concepts and application and other public purposes." Proprietary institutions are not eligible for HECA grants, but applications are accepted from nonprofit corporations administering interinstitutional programs in higher education.

The Higher Education Cooperation Act is administered through the Illinois Board of Higher Education (IBHE). The calendar deadlines for HECA competition are annually announced by this agency to all executive officers of colleges, universities, regional centers, and higher education systems in the state. Proposals received by IBHE which meet qualification criteria are reviewed by a number of staff persons, and each makes an individual evaluation and funding recommendation. When this process has been completed, the staff evaluators arrive at a joint recommendation which is then passed on to the Higher Education Board members themselves. It is at this level that actual funding decisions are made.

Funds for HECA grants are drawn from direct state appropriations made on an annual basis to the Board of Higher Education. These funds have been made available for three types of programs: (1) regional graduate study centers, (2) consortia-sponsored programs, and (3) institutionally-sponsored programs. The actual funding levels under HECA have, for the most part, been low. The original legislation appropriated \$350,000, out of which some 22 separate proposals were funded. In the period 1973 to 1976, 81 proposals were funded out of a total state appropriation of \$1.4 million.

HECA provides funding for roughly one-third of the proposals it receives and must of necessity cut the budget requests of even those. This situation has created some dialogue suggestive of the need for a new award policy; namely, fewer grants made in larger amounts. It should be noted that in 1975 the percentage of the annual HECA appropriation awarded to ongoing regional study centers and consortia was 62.3 percent. This represents an 18 percent increase over awards to those activities made in 1973.

HECA presently functions with two distinct thrusts. The funding of ongoing activities (i.e., the regional centers and consortia mentioned above) accounts for over one-half of each year's appropriation. The remainder is used as incentive or "seed" funding for new program activity. Many HECA-supported activities have been successful in attracting additional funding from non-HECA sources. However, some doubt has surfaced as to HECA's ability to continue both thrusts of its activity—that is, support of several on-going regional projects and the incentive funding program.



The incentive approach utilized by HECA has effectively increased inter-institutional communication and cooperative effort. However, since this activity has occurred only for specialized purposes at selected institutions, it is difficult to measure the state-level impact of the program. In an effort to tighten the administrative policies of HECA, the IBHE staff are considering changes which will produce more effective evaluative data about HECA. It is anticipated these changes will provide a broader picture of how HECA is influencing the total picture of Illinois higher education.

### Minnesota—Experimental Regional Centers

In 1973, the Minnesota legislature directed the state's Higher Education Coordinating Board to develop and administer three experimental postsecondary education centers. These centers, located in sparsely populated areas of the state, were mandated to increase opportunity for residents of the areas to complete their college degrees. Through interinstitutional coordination and planning, the centers serve as off-campus vehicles for extending the service areas of established institutions. In this way, postsecondary programs are made available without the high cost of new institutions.

The three established centers are located in the Rochester, Iron Range, and Wadena sections of the state. A fourth center was recently authorized by the legislature and will be located in Marshall, Minnesota.

The Minnesota Higher Education Coordinating Board (MHECB) has by design allowed each center to develop its individual program thrust in response to advice from citizens of the regions and area institutions. Specific program offerings are most often decided on a demand model. Each center is served by a task force composed of area residents who are appointed by the executive director of MHECB; each task force is charged with advising MHECB on the overall governance and administration of the centers.

Modest funding is provided for each center through state appropriations (in 1973, \$175,000 was appropriated for the original three centers; this was increased to a biennial appropriation of \$386,219 in 1977, plus \$100,000 for the new center in Marshall). Additional funds have also been made available from other sources. The financial involvement of local business and industrial interests is testimony to the success the centers have experienced in integrating local and state-level efforts. Each center is staffed with a coordinator (the chief on-site administrator), a counselor, and a secretary. Local effort has provided additional staff on a need basis.

A review of the involvement of Minnesota postsecondary institutions reveals a successful blend of postsecondary institutional participation at all levels. Private and public institutions from all postsecondary segments in the state have offered courses through the regional centers. While many of these courses are offered at traditional academic facilities, the centers have also operated specific programs at other facilities. The concern and method of operation of the centers has consistently been to take instruction to the students at the most efficient location.

While it is obvious that the experimental regional centers have not proved to be an educational panacea for the regions in which they are located, it is clear that much has been accomplished with limited resources. Most institutional representatives agree that the existence of the centers has initiated interinstitutional communication at a level far above that of the past. In Minnesota, regionalism has been focused on increasing access to postsecondary opportunity, and the regional centers are a successful component of that emphasis.

#### New York—Regents' Advisory Councils

Executive Order No. 44, 1970, provided the impetus for subsequent efforts by the New York State Board of Regents to implement a regional approach to planning and coordinating postsecondary education in the state. The Regents' regionalization plan divides the state into eight subunits based on geography and the distribution of educational institutions and programs throughout the state. This particular configuration represents a combination of some of the 11 regions suggested by the New York State Office of Planning Services for general planning purposes. The latter were developed primarily on the basis of demographic and economic factors.

Regional councils for postsecondary education are established when a formal request for formation of such a council is made to the Board of Regents by a majority of institutions within one of the designated regions. The Regents then appoint to the council the chief executive officer of each participating institution as well as lay persons chosen from the general public of the region. It should be emphasized that the establishment of a Regents' Advisory Council in an area does *not* obligate all institutions within that area to join the council. On the contrary, although each council is open to all interested institutions within its regional boundaries, both public and private, actual membership is *on a voluntary basis*. To date three councils have been recognized by the Regents.

The goals of the Regents' Advisory Councils are tied principally to concerns for improved resource utilization accomplished through improved interinstitutional communication and long-range planning *within a regional context*. Broad state-level guidelines have been developed, and the Regents have on several occasions suggested specific methods of accomplishing these goals. Still, much of the activity of any one particular council is planned at the regional level. The councils are encouraged to experiment with a broad range of activities based on particularistic regional needs. Viable models which can be transferred across regions are suggested to other councils when they emerge.

The authority of the Regents' Regional Advisory Councils is defined in their title. They are established by the Board of Regents and serve essentially in a consultative relationship with that body. The advisory nature of this relationship has focused the actions of the councils on local issues as they have principally functioned as information conduits to state-level decision making.

The Regents' Regional Advisory Councils have encountered several problem areas which have retarded their development as planned. First and foremost

has been that of securing adequate funding to support regional activity. For reasons mentioned earlier in this chapter, state appropriations for council support have not materialized. Some foundation support has from time to time been available, but those councils which are formed have principally been supported by member institutional dues or assessment.

This lack of funding has resulted in an inability to support staff at the regional level. Some institutions have loaned staff time to the councils, but this arrangement has not proved overly successful. Also, travel funds have not always been available; thus making it difficult for some institutional representatives to attend council meetings. Finally, the concurrent development of a regional plan by the State University of New York has impeded the development of the Regents' regionalization plan.

In sum, the Regents' plan has certainly not developed as rapidly and effectively as was anticipated in 1971 when the first council was established. Nevertheless, certain positive outcomes have emerged. For example, the established councils are currently reviewing all institutional requests for additional program offerings coming from institutions within their respective regions. This review assesses the need in the region for the program, whether the institutions's resources—both material and human—are sufficient to support the program, and the projected impact (educational and economic) of such a program within the region. The available evidence seems to indicate that the program review process has improved state-level understanding and response to regional programmatic needs. The councils have also initiated and pursued some interinstitutional sharing of resources and an increased degree of interinstitutional communication and information exchange.

#### Pennsylvania—Department of Education Regionalization Plan

In Pennsylvania the key to understanding regionalism lies in two phrases, voluntary participation and institutional autonomy. As was indicated earlier, the position of state-level educational leadership on this issue has been consistent from its earliest attention to regionalism in 1973 to its present policy on the matter. The proposed (and actual) mission and structure of the Pennsylvania Regional Councils has not been altered significantly over that period of time.

The state is divided into 10 separate geographic regions based on combinations of existing counties. The regional planning councils are voluntary; no institution is required to participate. All institutions, public and private, are eligible, however, and are encouraged to join by the Pennsylvania Department of Education (PDE). Regional councils are formed when a majority of the institutions within a region express such a desire to PDE. Eight such councils are currently established, with two of these eight representing consolidated regions so that all possible regional councils have been formed.

Each region is free to constitute its council in whatever manner best serves that region's needs. Consequently, the various councils have disparate organizational structures. Some councils, for example, are formed by the chief administrative officers of member institutions located within the region. On the other hand,

at least one region has designated a previously existent educational planning committee to function as the PDE Regional Planning Council. The significance of this is that PDE has not established or required any particular structure in the organization of the councils.

Funding of the Pennsylvania Regional Councils has varied from year to year. State monies used have not been by direct appropriation. Instead, PDE has provided limited funds drawn from its own budget to support formation of the councils. These PDE grants have been small (\$208,841 for all of the councils since the program's inception in 1974), and were never intended to provide complete funding for council activity. From the very first, PDE's position has been that principal funding for the councils would be the responsibility of the regions.

In 1975-76 and 1976-77, some federal vocational education funds were used for feasibility studies for which the councils subcontracted. And in 1976-77, federal funds from the Fund for the Improvement of Postsecondary Education (FIPSE) as well as 1202 monies were utilized for special council projects and in support of regional participation in statewide planning. Only one of the eight operating regions has assessed member institutions dues in support of regional activity.

Line item requests within the education budget for the support of regionalization have been deleted by the governor's office in every year except 1976-77. In that year, the legislature failed to provide funding. Further, PDE staff was specifically directed to discontinue making any funds available for support of regionalization, when the General Assembly had chosen not to fund it. As a result, there were no state funds available for regional council operational costs in 1976-77. Clearly, if these councils are to function effectively, some method of stable funding must be developed.

The Pennsylvania Regional Councils are currently charged with two major responsibilities by the Department of Education. They are to:

1. Serve as clearinghouses for information exchange regarding proposed new degree programs. These could originate from inside or outside the region.
2. Review and report to PDE on all proposed new programs in the region that by law and/or regulation must have department approval.

It is a PDE requirement that any postsecondary institution required by law or regulation to submit proposed new programs to PDE for approval must first submit that proposal to the appropriate regional council for review and comment. The requirement affects institutions which have not joined the regional councils as well as member institutions. This action reflects a continued commitment on the part of PDE to make regionalism work in Pennsylvania postsecondary education.

## CHAPTER XV

### CONCLUSIONS AND IMPLICATIONS FOR POSTSECONDARY EDUCATION

From its genesis to the publication of this report, this study of regionalism and regionalization in postsecondary education in the United States was an effort to understand the nature of a larger quest; it is the search that is now patently pursued throughout the land for better organizational structures and procedures whereby the broad needs of the society, and economy for postsecondary educational programs and services in particular, can be met. That such a quest is underway would be hard to deny. Evidence of its presence is seen in positive actions by educators and public policymakers, alike, to reassess the validity and continuing effectiveness of older, more established forms and practices as a step toward formulating new and better ones. It is also evident in the negative, potentially destructive actions, by some, who are so displeased with the present operations of postsecondary education institutions as to suggest that revolutionary changes, not evolutionary ones, are essential. So postsecondary education is in a welter of change: accreditation structures and procedures are revamped; state boards constitutionally authorized to set policy for education and which historically adopted a coordinating role over colleges and universities take on degree-granting authority in their own right; components of the Armed Forces do the same; some institutions move more intensely to acquire a special identity while others join in the "open university" movement; and so on.

The purpose here is not to catalog all of the forces and directions of change in postsecondary education; it is simply to make clear that change is the pattern of the day. Within that pattern, then, the questions that must be asked are those which, when answered, will cast light on the nature and direction of new developments and, furthermore, will have some promise of helping to guide policy in postsecondary education as it evolves.

Regionalism, as defined here, is only one of many manifestations of change in postsecondary education. The key element in its definition—the presence of some "recognition" at the state level—along with other elements permits separation of the concept from formal restructuring of institutions or systems of colleges and universities into single organizations, on the one hand, and strictly voluntary interinstitutional arrangements by postsecondary institutions, on the other. The criterion of an official state-level sanction or recognition is believed to be of essential significance because its presence places actions stemming from regionalism within the purview of state-level planning and coordination of postsecondary education. In this sense and focus, the concept of regionalism becomes one which merits closer examination because it relates to one of the major critical issues of the day—namely, how best to reconcile the individual identities of postsecondary educational institutions (colleges, universities, institutes of various kinds, and—in today's world—libraries, museums, business and industry training centers, the military and government, and so on) with the legitimate interests and concerns of a state and regions within or beyond the state.



It was to illuminate the place and potential of regionalism within this latter context that this study was directed. This volume of detailed findings and discussion resulted. It is in the broad answers to the twelve basic questions asked at the start, however, that the authors see the major significance that the study carries for postsecondary education. These answers to questions about regionalism summarized below, plus a comment on which approach should be advocated, if any, pose a much larger general issue to makers of policy both for postsecondary education and for the general public. That issue is made specific at the close of this chapter.

## Conclusions

### Level of Attention and Extent of Development

Regionalism is operative in most of the United States, with over two-thirds of the states reporting activity related to the concept. Regionalization is most evident in the midwestern section of the nation and least so in the northeastern states. Implementing actions involve many more intrastate than interstate regionalization actions, although nearly 30 percent of all regionalization actions involve two or more states. Regionalization that undertakes coverage of postsecondary education comprehensively, that is, encompasses all types of institutions and all program levels from the associate to doctorate degree, is more commonly observed than that which encompasses only some types of institutions or some program levels. Two major classifications of regionalization actions, therefore, are possible—those that relate geographic coverage with types of institutions included, and those that relate geographic coverage with program levels of postsecondary education. Within the first major classification, seven sub-types appear; within the second, six sub-types. Beyond the 94 regionalization actions operating in 36 states plus the four interstate compacts, a number of incipient developments are occurring which are believed to indicate likely future growth of both the concept and its use.

### Different Approaches in Different States

Not all states that use regionalism as an organizational concept approach either the concept or its implementation in a standard form. Rather, the opposite is true: regionalism seems to mean different things in different states and, as a consequence, takes on varying forms from state to state. The different regionalization patterns in this study, developed from normative information gathered through surveys, tell only part of the story of the various approaches to regionalism. Another, and equally illuminating part of the story, came from the on-site interviews with government and education leaders in the eight case states. Beyond a taxonomy of regionalism and regionalization actions, some insight was provided into the various strategies for implementing regionalism. The two principal ones are a "deductive regionalization" which assumes that action is most productive when initiative for it comes predominantly from agencies at the state level and sub-state implementing efforts follow, and an "inductive regionalization" which assumes the opposite, that action is best when initiated at sub-state levels and encouraged at the state level. Finally, a "global view" of regionalism and its

implementation is now possible. The several states studied can be placed on a continuum which orders them by indices of regionalism and regionalization, thus separating those most receptive to the concept and active in its implementation from those least so.

### Modes of Planning and Implementation: And Their Relationships

Clearly, the planning phase of regionalism in the states is still essentially a political process. It is during the period when decisions are still open, fluid, and under discussion that the forces positively oriented to regionalism and those opposed come into strongest interplay. During the planning phase, differences in leadership style both in general government and in educational policy formulation generate different strategies and techniques for assuring a workable commitment to regionalism as a planning and coordination concept for state interests and individual institutions or systems of institutions. During this phase also, differences in the legal basis of postsecondary education and in the historical relationships between state interests and individual institutions generate differences in the approaches used. It is unlikely, therefore, that regionalization will display strong similarities in actual, practical use in the several states, despite the certain general observations and principles in its use that can be set forth as a result of this study.

One such general observation, for example, is in relation to how regionalization actions are funded. Most rely heavily on state-appropriated monies for support of their operations. But regardless of the funding source, when regionalization actions secure funding, that funding is likely to be applied at the operational level and not for the state-level supervision of regionalism. Also, roughly one-half of the regionalization actions identified in the study report that professional staff are utilized to administer the actions at the state level; similarly, about one-half of the actions employ staff at the regional level. A general tendency to employ full-time staff is noted. Leadership of regionalization actions at the state-level, however, is more frequently on a part-time basis. Another pattern is in relation to the administrative structures attached to the regionalization actions. The "regional guiding mechanisms" used to implement regionalism are most frequently advisory in nature; the more comprehensive the regionalization actions, the more pronounced is this trend. Beyond these kinds of general observations, however, it seems clear that the modes of implementation for regionalism are still evolving. Organizational structures for action are in a developmental stage; the duties and functions these structures are performing are likewise not yet consistently defined.

In sum, implementation techniques build upon the groundworks laid during the planning phases and, therefore, differences between and among different states again become evident. Since implementation presumes a prior decision in favor of action toward regionalism, the essential differences in implementation relate to two basic issues: first is how to keep the momentum going forward with as little exercise as possible of outright power; the second is how to acquire and deploy resources, chiefly money and personnel, to sustain decisions to act. Repeatedly, this project found that "carrot" and "stick" strategies prevail in regionalization implementation, as in most governmental initiatives inside and outside



the realm of education. These generalizations appear true for all types of regionalization efforts identified in this study, be they interstate actions involving a wide complex of postsecondary educational programs, or only a few; or intrastate actions using either an "inductive" or "deductive" approach to regionalization.

### Goals and Expectations

Pressures for regionalization of postsecondary education come chiefly from demands for greater effectiveness and efficiency in the enterprise. Both institutional and state-level interests recognize the need for serious attention to these economic concerns. Nevertheless, the experience of the case states suggests that institutions are most likely to resist regionalism efforts as a threat to their own autonomy and control when the concept is promoted by state-level interests primarily on the basis of economic and fiscal considerations. In these instances, leadership of individual colleges and universities tend to perceive a difference between the officially stated goals of regionalism and what they believe are its operative goals or "hidden agendas."

Economy of operations is not the only strongly identifiable impetus to the concept of regionalism and its use. Increasing access to postsecondary education is also getting substantial attention in regionalism developments throughout the several states. Improving communication among all types of postsecondary educational institutions and improving long-range planning are two other goals that get consistent but less strong notice.

In addition to these generalized conclusions about goals, some more specific ones related to different regions of the country and the different types of regionalization actions are possible. For example, the goal of improving long-range planning has a particularly strong rating in the Midwest whereas the goals of improving access and promoting diversity in postsecondary education programs appear stronger in the South. Interstate regionalization actions emphasize access as the primary concern, while intrastate actions are more interested in coordination of academic program development. Regionalization actions developed for the public sector emphasize cost-effectiveness more strongly than actions involving all institutions, which give more attention to improvement of interinstitutional communications. Regionalization actions with legislative authorization and those with authority from state administrative bodies both rate access as the highest goal.

Although some differences can be noted, the goals for regionalism and regionalization are generally consistent across different parts of the nation and also for different types of regionalization actions. An interesting bit of evidence for this general observation is that as this report went to press, word came from Florida that the acronym "CAMEO" is appearing there to communicate five major goals for regionalism in that state: Cooperation, Avoidance of duplication, Meeting unmet needs, Economy, and Outreach (Tebo, 1978).

### Authority and Legitimacy

Nearly one-half of the regionalization actions identified are officially recognized by action taken at the state legislative level, and some 40 percent report

action constituting official recognition from offices of the executive branch of state government; in short, support of the regionalism concept and its extended manifestations is broadly based. No one model or design of regionalism, however, has captured the support of either executive or legislative branches of state government to the exclusion of all others. While state governmental interests (executive and legislative) are highly active in recognizing and thereby legitimizing regionalization, more actions consistently cite administrative action by responsible state agencies as the operating locus of authority.

Interstate regionalization actions are more often the results of actions of the governor and state legislatures than are intrastate actions; regionalization actions that are more encompassing in the types of institutions and levels of postsecondary education programs involved are recognized at higher levels of authority than those of lesser institutional and programmatic scope. In general, however, it can be said at this time that no one source of authority in the states, either within or outside of the educational realm, is the sole or even the predominant one to legitimize regionalization actions. This reflects the exploratory and developmental nature of regionalism. It is clear, however, that recognition from the highest levels of state government is viewed as the strongest support for implementing action.

### Influencing Forces

Forces involved in the advancement of regionalism as a concept differ somewhat from those involved in the implementation of the concept. Personal forces, such as action by the governor as an individual, are more involved and influential in promoting the concept while extrapersonal forces, such as availability of funding, are identified and considered to be influential in implementation. Different parts of the country exhibit different types of interplay among the forces involved. The Midwest, for example, shows a pattern of many diversified strong forces, educational and noneducational, operating in support of regionalism. In the West, legislative attention to regionalism is reported as the most prevalent force.

Regionalization actions that include both public and private institutions have much more lay citizen involvement than do those which encompass only the public institutions. A commitment to and positive action in support of regionalism on the part of state agencies responsible for planning and coordinating postsecondary education is critically important to the success of all types of regionalization actions. Actions affecting two-year colleges and the associate degree level of postsecondary education show more likelihood of involvement of state legislatures than other types of regionalization actions. Few negative forces were reported. The most consistently identified were the concerns of the leadership of individual institutions with preserving autonomy and the increasing competition for fiscal support between and among the various postsecondary educational interests in the states.

The experience of the case states with regionalism suggests that the interplay of forces within a given state is more critical to its success or failure than the presence or absence of one particular force, which data drawn on a nationwide

basis may identify as generally present and either positive or negative. It is the patterns of political coalitions that emerge from the interaction of all the forces present that ultimately determine the success or failure of regionalism in postsecondary education.

### Outcomes

The use of regionalism as an organizational principle in postsecondary education is producing positive effects at both the policymaking and operational levels. The strongest outcomes are evident in the different approaches to long-range planning of postsecondary education produced and in the impacts on policies and practices followed in developing postsecondary educational programs and services. Thirty-one states provide evidence that regional needs and resources are considered in decisions to approve new programs. As yet, however, states are less likely to consider regionalism when decisions are made for allocation of resources for postsecondary education. Still, 17 states (about one-third of all states) report that regionalism is having an impact in various resource allocation processes, a not insignificant finding in light of the relative newness of the regionalism concept.

At the operational level, regionalization in postsecondary education can also claim a number of positive outcomes. The major areas of reported success are improvements in interinstitutional communication and increased access to postsecondary educational opportunities. At this level, cost-effectiveness is relatively low in reported achievement, ranking seventh among the 10 outcome areas examined. In this connection, however, claims that regionalization often results in "cost avoidance" are notable. What the nature of such "cost avoidance" is and how it could be measured and evaluated are questions meriting more penetrating investigation.

With respect to variations of outcomes resulting from the different types of regionalization actions identified in this study, several conclusions demand notice. For example, interstate actions show positive outcomes in economical use of resources for postsecondary education whereas intrastate actions report notable successes in improving interinstitutional communication. Actions involving both public and private institutions generally report more positive outcomes than do those involving only public institutions, but those which attempt to bridge the gap between the four-year and two-year segments report a relatively low level of positive outcomes. A relationship is apparent between the scope of program coverage in a regionalization action and the extent of outcomes observed, with those actions encompassing levels comprehensively being less productive than those covering only certain academic levels. Actions encompassing graduate programs report high levels of economic outcomes.

The type of authority on which regionalization rests is not a critical factor in successful regionalization actions but the level of commitment of the authorizing agency seems to be. A clear relationship exists between the availability of funds and the presence of positive outcomes for all outcome areas. When stated goals are related to observed outcomes, regionalization actions show greatest

effectiveness in increasing interinstitutional communication and much less success in cost-effectiveness. Effectiveness increases with the age of the regionalization action for all categories of outcomes examined, including that of cost-effectiveness.

### Relationships to Regionalism in Other Contexts

Regionalism is emerging on a number of different fronts: in elementary and secondary education, in several noneducation state government operations, and in numerous federal actions that either implicitly or explicitly encourage regional governmental planning in the states. Nevertheless, the impact of this varied activity on postsecondary regionalism developments has been minimal.

This general conclusion is evident in that while 24 states report an active attention to regionalism at the elementary and secondary level, only 8 states report that basic education regionalism developments are having an impact on regionalism efforts at the postsecondary level. Where such impacts are occurring, however, they are described as significant. Similarly, considerable regional planning activity is occurring in the various areas of state government operations in each region of the country yet the impact nationwide of this activity on postsecondary education is small. The area of greatest influence is regional health care planning. But even there only 11 states report any impact on postsecondary regionalism developments. The federal influence on postsecondary regionalism, while certainly more significant in recent years, is not yet widespread.

Regional planning for vocational education programs seems to be one area in which there is considerable interaction among various state-level interests—elementary and secondary education interests, postsecondary education interests, and noneducation state government forces. The federal influence is also significant here.

Special attention is called to Section 1203(c) of the 1976 Higher Education Amendments. If funded, this new federal initiative will make grants available for the support of interstate cooperative postsecondary education projects. Two or more 1202 State Postsecondary Education Planning Commissions must be the joint applicants for these grant funds; interstate compacts can also apply jointly with the 1202 Commissions.

In sum, the data show many state agencies, educational and noneducational, giving active attention to regionalism—but each on its own terms. So although various bodies of government at the local, state, and federal levels have functioned as influencing forces and oftentimes as authorizing agents for postsecondary regionalism developments, the direct interaction and exchange of ideas between those noneducational governmental authorities and the postsecondary education community on approaches to regional planning *per se* has been minimal. It seems unlikely that growing public pressures will allow such marked degrees of "separateness" to continue.

### Which Approach to Choose?

Several regionalization patterns and leadership strategies for implementing regionalism exist. The evidence now available, however, does not support a recommendation as to which of these several approaches hold the most potential for American postsecondary education. More experience with and understanding of them is clearly needed before conclusions can be made concerning which approaches would be most successful in specific states. Nevertheless, some general observations can be offered as a result of this study which should provide policy-makers a broader base of understanding as they develop and refine regional approaches to planning and coordinating postsecondary education.

The data show that regionalization undertaking coverage of postsecondary education comprehensively is most prevalent in the states. These comprehensive actions have recorded some significant accomplishments throughout the country. However, leadership of postsecondary education at all levels should be advised that these actions require a strong statewide commitment from the start if they are to be successful. For example, high-level noneducational forces are often required to bring all sectors of postsecondary education together within the same regionalization action. As an illustration, governors are highly involved as personal forces in actions including both public and private institutions. Regionalization actions that attempt to be more comprehensive in their approach also have greater staff requirements than those that include only like institutions or similar program levels in more narrowly defined geographic areas.

Less comprehensive regionalization actions, while not sharing the advantages normally associated with statewide approaches, do nevertheless have several proven strengths. For example, regionalization actions for specific programs of a group of institutions within a limited geographic area are the most successful in attracting the active participation of business and industry as well as other lay interests. Also, regionalization actions that are less than comprehensive in their approach are more successful in attracting funding support from a wide range of sources.

The different strategies for implementing regionalism identified in the case states likewise have both strengths and weaknesses. Deductive regionalization has the advantage of establishing regionalism on a statewide basis, but at the same time, it is more likely to be resisted by institutional interests as a threat to campus autonomy and control. Inductive regionalization has not encountered such opposition and has been proven as a viable approach in several states. Critics, however, maintain that the outcomes achieved by this approach are minor; the impacts on the core functions and major policy issues of postsecondary education, minimal.

In sum, regionalism is still evolving as an organizational principle in postsecondary education, and thus specific recommendations about different approaches to its use are not yet possible. Propositions about which approaches are best suited for particular conditions in a given state or states are matters yet to be fully tested. Postsecondary educational interests are advised to assess the



conditions and needs evident in their own states against the growing awareness and attention that regionalism is attracting throughout the nation and, with this background of knowledge, to attempt to develop policy for their own situations accordingly.

One broad generalization is possible, however. The potential for regionalism in postsecondary education seems greatest when pursued as a vehicle for coordination, not as a governance mechanism. Postsecondary educational political realities in most states are such as to make the development of formal regional governance structures highly unlikely. Further, there is not yet any justification for such a fundamental restructuring of existing postsecondary systems. Thus, at least for the immediate future, a coordinating perspective should be emphasized and maintained in postsecondary regionalism efforts. This approach seems particularly useful for continuing education programs, especially where off-campus instruction is involved.

### Implications for Postsecondary Education

The future of postsecondary education in this country presents an expectation that planning and coordination of programs and services will occur from a perspective considerably larger than that of a single institution. Agencies responsible for policies at the state level will carry increasing responsibilities for reconciling the *modus operandi* of postsecondary educational institutions, including newer ones operating in nontraditional modes along with older established colleges, with the needs of society and the economy at local, regional within state, regional interstate, and national levels. Recognition of this role and actions *officially* taken to carry it out will represent further acceptance and adoption of regionalism as an organizational principle. The major conclusion from the present study is that the concept is already well accepted and is being implemented widely.

### A Final Policy Issue

This is the setting, then, for the large policy question to which the decision-makers at both institutional and broader levels of postsecondary education need now to give serious consideration: How can the understanding of regionalism be improved and its use as an organizational principle be maximized to the best interests of all levels of concern—institutional, regional, state, and national? The authors submit that there are several ways that this can be done. Listed topically and addressed broadly to postsecondary educational interests of all kinds, they are:

1. Act cooperatively to establish new data bases that better serve policy and operating decisions involving regional configurations of postsecondary education as well as individual colleges and statewide systems.
2. Develop programs cooperatively to enhance understanding of regionalism by postsecondary education personnel at all levels and their use of regionalism as an organizational principle; both in-service training of persons already engaged in the field and pre-service preparation of new professionals seeking to enter it are indicated.

3. Act cooperatively to improve the "policy framework" within which regionalism can be exercised; state laws relating to postsecondary education as well as state level policies and practices related to economic development, health planning, etc. need revision to facilitate action.
4. Stabilize procedures to provide funding for regionalization actions; current practice in many instances requires excessive reliance on sources of support that jeopardize long-range planning and confidence of expectations for continued operations.

These and other related suggestions emanating from this study will be the subject of a national invitational conference on regionalism and regionalization in postsecondary education to be held in June 1978. It will be co-sponsored by The Pennsylvania State University, Center for the Study of Higher Education; the State Higher Education Executive Officers' Association; the Association of State Postsecondary Education Planning Commissions; and the Education Commission of the States, In-Service Education Program.



## APPENDIX A

### METHODOLOGIES AND PROCEDURES

#### *Major Elements of the Project Design*

##### National Advisory Council

A nine-person Advisory Council, with representatives from various postsecondary and governmental interests, was formed shortly after the project began in December 1976. This group provided general policy direction throughout the project. Members of the council are

Dr. Searle F. Charles	Chairman, National Council of State Directors of Community and Junior Colleges
Dr. William S. Fuller	Executive Director, Nebraska Coordinating Commission for Postsecondary Education
Dr. E. R. Jobe	Chairman, Mississippi Postsecondary Education Planning Board
Dr. Sheldon H. Knorr	Commissioner, Maryland State Board for Higher Education
Dr. Eileen Kuhns	Project Director, Pennsylvania Association of Colleges and Universities Statewide Study of Academic Programs
Dr. Richard M. Mrlard	Director of Postsecondary Education, Education Commission of the States
Dr. H. Clyde Reeves	Council of State Governments
Dr. Ralph O. Turlington	Commissioner of Education, Florida
Mr. Robert N. Wise	Executive Director, Council of State Planning Agencies

The council was convened for the first time on February 2-3, 1977. The major purpose of this meeting was to obtain reactions and proposed amendments from council members to the project design (including several research instruments), as developed by the project staff during the prior two months. Several recommendations advanced by council members were eventually incorporated into the project design.

The council was called together for a second two-day meeting on October 24-25. It was called to bring all members up to date on the status of the major elements of the project, and also to share with the council, for group comment and reaction, the data that had been gathered as of that date. The major focus of the discussion sessions was on the preliminary interpretative insights that council members brought to the data.

In addition to their specific duties and responsibilities in these two formal meetings, members of the National Advisory Council also served repeatedly—both as a group and individually—as a vehicle for maintaining a constant close relationship between the project and the active field of postsecondary education.

##### Research Questions

The following questions were developed as the original parameters for the study. They have continued to be the major focus throughout the project, as they have provided the continuing themes common to all of the various related project efforts.

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?

- A. How many states are now actively engaged in regionalism as an aspect of long-range planning and coordination of available postsecondary educational resources?
- B. How many plans for regionalization are under study in the states? How many regionalization agreements are actually in effect?
- C. What state agencies are involved in regionalism?

- D. Do regional differences exist across the country in the degree of attention given to regionalism developments in postsecondary education? If so, what are they, and what factors might account for these differences?
- II. ARE THERE DIFFERENT APPROACHES TO REGIONALISM (PATTERNS OF REGIONALIZATION) IN THE SEVERAL STATES?
- A. If a taxonomy of approaches to regionalism is possible, what are the variables that discriminate between the different categories of the taxonomy?
1. Type(s) of institutions?
  2. Geographic configuration?
  3. Academic program level?
- III. HOW ARE THE PLANNING AND IMPLEMENTING PHASES OF REGIONALIZATION PROMOTED?
- A. What are the sources of authority for regionalization actions in the states?
- B. How is planning for regionalization funded?
1. What are the funding sources?
- C. How are the implementing structures for regionalization governed and administered?
1. What is the structure of the regional guiding mechanisms?
  2. What is the power of the regional guiding mechanisms?
  3. What personnel are involved?
- D. How are regionalization actions funded?
1. What are the funding sources?
  2. What are the funding methods used?
  3. What amounts were appropriated in FY 1976-77 for operating expenses? for capital expenditures?
- IV. IS THERE A RELATIONSHIP BETWEEN REGIONALIZATION PATTERNS AND THE MANNER IN WHICH REGIONALIZATION IS IMPLEMENTED?
- V. WHAT ARE THE GOALS AND EXPECTATIONS OF REGIONALISM AND REGIONALIZATION?
- A. What are the "official" goals of regionalism and regionalization?
- B. What are the "operative" goals of regionalism and regionalization?
- VI. ARE THERE FORCES WHICH EFFECTIVELY INFLUENCE REGIONALISM DEVELOPMENTS IN THE SEVERAL STATES?
- A. Are there forces which contribute positively to regionalism developments? If so, what are they?
- B. Are there forces which contribute to opposition to regionalism, and thus help to account for the failure of regionalization developments? If so, what are they?
- C. Do all these positive and negative forces operate continuously throughout the effort to regionalize postsecondary resources, or do they vary in their importance depending upon the particular stage in regionalism developments? If there is a variance as to when certain forces are most influential, is there a relationship between type of force and time of effective influence? If so, what is it?
- VII. ARE THERE DISCERNIBLE OUTCOMES ACHIEVED THROUGH REGIONALIZATION ACTIONS?
- A. Are there outcomes that have positive influences on American postsecondary education? If so, what are they?
- B. Are there outcomes that have negative influences on American postsecondary education? If so, what are they?

VIII. WHAT IS THE PROJECTION FOR FUTURE REGIONALISM DEVELOPMENTS IN THE STATES?

- A. In states already actively engaged in regionalism, what is the outlook for future efforts of this kind in these states?
- B. In states not actively engaged in regionalism—no plans under study, no agreements in effect—what is the outlook concerning possible regionalization of postsecondary resources in these states?
- C. What is the outlook in the states concerning regionalism generally—that is, as a national movement in American postsecondary education?

IX. ARE REGIONALISM DEVELOPMENTS ON THE ELEMENTARY AND SECONDARY EDUCATIONAL LEVELS HAVING AN IMPACT ON POSTSECONDARY EDUCATION REGIONALISM DEVELOPMENTS OR VICE VERSA?

- A. If there is an impact, specifically what is it?
- B. What are the interrelationships and interactions between the basic education and postsecondary education communities vis-a-vis regional planning which help to account for this impact?

X. IS REGIONAL PLANNING FOR OTHER MAJOR CONCERNS OF STATE GOVERNMENTS—HEALTH CARE, ECONOMIC DEVELOPMENT, LIBRARY SERVICES, AND SO ON—HAVING AN IMPACT ON REGIONALISM DEVELOPMENTS WITHIN POSTSECONDARY EDUCATION?

- A. If there is an impact, specifically what is it?
- B. What are the interrelationships and interactions between postsecondary education planners and other state planning agencies (relative to regional planning) that help to account for this impact?

XI. IS THE MOVEMENT TOWARD REGIONAL PLANNING BY FEDERAL AGENCIES HAVING AN IMPACT ON POSTSECONDARY EDUCATION REGIONALISM DEVELOPMENTS?

- A. Are there elements of federal action that contribute positively to regionalism developments within postsecondary education? If so, what are they, and specifically what is their impact?
- B. Are there elements of federal action that are oppositional in their impact on postsecondary education regionalism developments? If so, what are they, and what is their impact?

XII. ARE REGIONALISM DEVELOPMENTS WITHIN POSTSECONDARY EDUCATION HAVING AN IMPACT ON STATE-LEVEL POLICY FORMULATION EITHER INTRA-STATE OR INTER-STATE?

- A. Are regionalism developments in a state having an impact on state-level policy formulation in that state?
  1. Is attention being given to a "regional perspective" in the development of state-level long-range planning for postsecondary education? If yes, is this perspective having an impact on the planning process? If there is an impact, specifically what is it?
  2. Is attention being given to a "regional perspective" in state-level decision-making relative to state-wide postsecondary programmatic considerations? If yes, is this perspective having an impact on the program review and approval process? If there is an impact, specifically what is it?
  3. Is attention being given to a "regional perspective" in state-level decision-making relative to the allocation of resources to the various components of postsecondary education? If yes, is this perspective having an impact on the resource allocation process? If there is an impact, specifically what is it?
- B. Are regional developments in the states having an impact on state-level policy formulation that extends across state lines?

## National Survey

The national survey constituted the major data-gathering effort of the project. For this effort, two separate survey forms were developed, as described below. This survey really was an in-depth update of an earlier exploratory study done by Martorana and McGuire in 1976.

*Preliminary Postcard Survey.* In January 1977 (prior to the first Advisory Council Meeting), a postcard mailing was sent to all members of the State Higher Education Executive Officers' Association and the chief executive officers of the "1202" State Postsecondary Education Planning Commissions in an effort to establish a quick but accurate count of all regionalization actions nationwide—both plans under study and agreements in effect. The assumption here was that these officials were the one state-level source most likely to know of such actions.

This mailing was later expanded to include the chief executive officers of all statewide educational systems (as listed in *The Education Directory*, National Center for Education Statistics), the heads of all statewide voluntary associations of private postsecondary institutions (this insured coverage of all activity in the private sector) and the state directors of vocational education (it seemed likely that vocational education programs might be one area ripe for regionalization activity).

In all, a universe of 98 regionalization actions was identified throughout the country in this preliminary postcard survey—24 plans under study, 67 agreements that have been at least partially implemented, and 7 actions (plans and agreements) that have been rejected. Also, for each of the 98 actions identified, respondents were asked to name the chief administrative officer (or the equivalent) so that these individuals could later be contacted for additional information (see Survey Form B below).

*Survey Form A—The Concept of Regionalism.* While the preliminary postcard survey was out in the field, the project staff began developing the research instruments that would be used in the national survey. The survey utilized two survey forms. One form (hereafter referred to as Survey Form A) was developed to gather information on the concept of regionalism and what attention that concept is getting throughout the country as a state-level policy question.

Survey Form A was fully field-tested in Maryland, with the cooperation of the Commissioner of Higher Education in that state. Several revisions of the survey form were made based on comments and reactions from that field test.

Survey Form A was then mailed to all members of the State Higher Education Executive Officers' Association and the chief executive officers of the "1202" Commissions (where different from SHEEO) in the several states. Standard follow-up procedures were used: (1) a "reminder" postcard was mailed out approximately two weeks after the original mailing, (2) this was followed by a second survey form with a more detailed cover letter, mailed approximately two weeks after the first follow-up, (3) finally, phone calls were made to all remaining non-respondents, approximately two weeks after the second mailed follow-up. Through this procedure, a response rate of 100 percent was achieved—i.e., information was obtained from each of the 50 states (plus several territories).

Two final comments should be made concerning Survey Form A. First, it should be noted that a question was included on the form asking respondents to list all regionalization actions either under study or implemented in their state. This was done as a deliberate validity check on the data obtained in the preliminary postcard survey (see above). Any discrepancies between data obtained in the survey form and that obtained in the postcard survey were resolved by phone calls to the SHEEO and/or 1202 office of the state in question. In this way, every effort was made to accomplish a complete and accurate coverage of all regionalization actions that exist nationwide. Second, comprehensive data purification efforts were conducted for Survey Form A. Whenever responses to particular questions were missing or incomplete, an attempt was made to telephone the respondent so that a more complete (and accurate) response could be obtained.

*Survey Form B—Actions for the Implementation of Regionalization.* This survey form (hereafter referred to as Survey Form B) was developed to gather detailed information on the regionalization actions identified in the preliminary postcard survey and verified through Survey Form A. Survey Form B was mailed directly to those individuals at the operational level (named in the preliminary postcard survey) who could best provide this kind of action-specific, implementing data.

Survey Form B was also fully field-tested in Maryland. Standard follow-up procedures were used and extensive data purification efforts were conducted.

A response rate of 100 percent was obtained for Survey Form B. That is, extensive descriptions were completed for each of the identified 98 designs now in use (or being considered) for implementing the concept of regionalism in postsecondary education.

*Document Analysis.* In addition to the survey forms and numerous exchanges of letters, the national survey relied heavily on an examination of documentary sources provided by the states. A call for documents was made at two separate times: (1) in the mailing of Survey Form A to state-level officials (in all states), and (2) in the mailing of Survey Form B to officials at the operating level (in states where regionalization actions were identified). A total of 277 documents were examined. These are catalogued in Appendix E.

## Case Study of Eight States

Case studies were originally planned for six selected states drawn from those found in the baseline study (Martorana and McGuire, 1976) to be most advanced in postsecondary regionalism developments.

These were: California, Illinois, Minnesota, New York, Ohio, and Pennsylvania. In order to insure better geographical coverage of the continental United States, two states were added: Louisiana and Utah.

**On-Site Interviews.** Structured interviews were conducted with state-level officials in each of the eight states. The purpose of the interviews was to seek information along the same lines as in the national survey but to probe for information in greater depth and detail.

Interviewees selected on an ex officio basis were:

- 1.0 SHEEO Staff
  - 1.1 executive officer
  - 1.2 chairman of state board for postsecondary education
  - 1.3 chief planning officer
  - 1.4 official responsible for statewide postsecondary education regionalism developments
- 2.0 1202 Staff (where different from 1.0 above)
  - 2.1 executive officer
  - 2.2 chairman of state board for postsecondary education
  - 2.3 chief planning officer
  - 2.4 official responsible for statewide postsecondary education regionalism developments
- 3.0 Executive Branch of State Government
  - 3.1 governor
  - 3.2 chief state planning officer reporting to governor
  - 3.3 chief state budget officer
  - 3.4 state planners reporting to a level one echelon below governor (i.e., cabinet level)
- 4.0 Legislative Branch of State Government
  - 4.1 chairmen of legislative committees (those most closely related to educational planning)
    - 4.1.1 heads of staff of legislative committees
  - 4.2 directors of legislative research commission or council
  - 4.3 heads of planning offices reporting to the legislature (e.g., legislative reference bureau)
- 5.0 Other Official Statewide Agencies
  - 5.1 State University System
    - 5.1.1 chief executive officer
    - 5.1.2 chairman of state board
    - 5.1.3 chief planning officer
    - 5.1.4 official responsible for regionalism developments
  - 5.2 State College System
    - 5.2.1 chief executive officer
    - 5.2.2 chairman of state board
    - 5.2.3 chief planning officer
    - 5.2.4 official responsible for regionalism developments
  - 5.3 State Community College System
    - 5.3.1 chief executive officer
    - 5.3.2 chairman of state board
    - 5.3.3 chief planning officer
    - 5.3.4 official responsible for regionalism developments
  - 5.4 State Basic Education, K through 12 (if different from SHEEO)
    - 5.4.1 chief executive officer
    - 5.4.2 chairman of state board
    - 5.4.3 chief planning officer
    - 5.4.4 official responsible for regionalism developments
  - 5.5 State Board for Vocational Education
    - 5.5.1 chairman
- 6.0 Voluntary Statewide Agencies
  - 6.1 association for all components of postsecondary education.
    - 6.1.1 executive director
  - 6.2 associations for a segment of postsecondary education
    - 6.2.1 executive director

Naturally, the number of interviews conducted varied from state to state depending on (a) the organizational structure of the various state-level offices—education, and non-education, and (b) the success achieved in scheduling interviews.

An interview guide was developed for use in these structured interviews with state-level officials. This guide and the overall interviewing procedure was tested through a series of trial interviews conducted with various officials within the central administration of The Pennsylvania State University. The interview was designed to last approximately one hour.

In all, 164 interviews were conducted between April 18, 1977, and June 9, 1977. The interviews were not recorded. Instead, the interviewers took notes and later dictated summaries so that a complete transcript could be developed for each interview conducted. All interviewees are listed in Appendix C.

**Telephone Interviews.** In addition to the direct interviews with state-level officials, a series of telephone interviews was conducted with officials at the operating regional level. The purpose of these interviews was to obtain a "regional perspective" of what some of the real problems have been in actually implementing regionalization agreements.

An interview guide was developed for these structured telephone interviews. While similar to the guide used in the direct interviews, the telephone interview guide gave more emphasis to implementing questions and issues (e.g., governance and administration, funding, etc.).

Interviews were arranged with regional professional staff in the case states—for each regionalization action where such officials could be identified. Eight actions in five case states were identified as having regional professional staff. For seven of the actions, all regional executive directors (or the equivalent) were interviewed. In one action (RAVEC in California) there were over 80 such individuals, thus, one interviewee was randomly selected from each of ten designated geographic regions in the state. In all, 33 telephone interviews were conducted. These interviewees are listed in Appendix D.

**Document Analysis.** In addition to the two general calls for documents made with Survey Forms A and B, a special effort was made in the case states to acquire all documents related to postsecondary regionalism. The interview confirmation letter sent to all interviewees emphasized that any assistance that could be offered in getting such documents would be greatly appreciated. Also, while on-site in the eight states, every effort was made to seek out all pertinent documentary materials available.

#### National Conference

From the start, an invitational national conference was planned as an integral and important part of this project. As this publication went to press, the details of the time and place, program substance, and mode of conduct of the conference were being finalized.

The conference is to serve as an initial dissemination activity of the information and results of the study—both the national survey and the state case studies. It will also be a means of leadership training for personnel of interested agencies at all levels and of institutions involved in regionalism. Representatives of a wide range of interests in the postsecondary policy implications of the study report will be convened—colleges, universities, state higher educational agencies, state and federal government offices, and others.

#### *Special Procedural Questions*

##### 1. Determination of Geographic Breakdown of the Country

Consideration was given to several frameworks for examining regional differences across the country in the degree of attention given to postsecondary regionalism. The regional configuration used by the Bureau of the Census, for example, was one possibility examined. Another alternative was a regional breakdown of the states based on the memberships of the regional accrediting associations. Also, numerous regional analyses based on various demographic variables were considered (Sharkansky, 1970).

The regional comparative analysis eventually used in Chapters III through XII is one based on a state's membership in the major interstate compacts. Since it is the concept of regionalism that is being examined, it seemed to make good sense to group the states, for comparative purposes, according to what might be called their "natural" regional associations and alignment for postsecondary educational cooperation and planning.

##### 2. Policy on "Counting" Interstate Regionalization Actions in the States

A multistate regionalization action can be "officially recognized" by authoritative agencies in several states. If that is the case, the action is "counted" for each state where that recognition occurs (see Appendix B). On the other hand, it is possible for an interstate regionalization action to have official recognition in only one state. An action in which a state-level agency in one state contracts directly with institutions in another state or states would be one such example. When this occurs, the regionalization action in question is "counted" only for that state where there is official recognition (again, see Appendix B).



### 3 Policy on Rejected Regionalization Actions

This is not a historical study—that is to say, it has never been the intention to provide coverage of the development (and termination) of all regionalization actions nationwide. Rather, the thrust of the study has been on identifying and examining *recognized regionalization activity that has been operating since the time of the Martorana and McGuire baseline study—October 1973.*

Thus, this current study is selective in terms of the *rejected actions* (plans and agreements) included in the analysis. In general, rejected regionalization actions are *not* included—*except* for those that were reported in the baseline study and have since been rejected, or those that were identified in an *ad hoc* fashion through document analysis and the interviews conducted. In all, seven rejected actions appear in the analyses done throughout the study.

#### *Development of Regionalism Indices*

##### Policy Index

The policy index is a function of three separate elements, each given equal weight in the index.

1. The impact of the concept of regionalism on state-level, *long-range planning* for postsecondary education
2. The impact of the concept of regionalism on state-level decision making relative to statewide *programmatic considerations* for postsecondary education
3. The impact of the concept of regionalism on the state-level *resource allocation process* for postsecondary education

States were rated from 0 to 10 on each of these elements based on data available from the national survey. The three ratings for each state were summed and then divided by 30 to convert the index to a 0.000 to 1.000 scale.

Ratings for the impact of regionalism on postsecondary education planning processes in a state were developed from three considerations: (1) whether or not regional frameworks are discussed in the planning processes, (2) whether or not such frameworks are actually included in the state master plan for postsecondary education, and (3) whether or not these frameworks are included in other official state planning documents relating to postsecondary education.

Ratings for the impact of regionalism on postsecondary programs in a state were determined from four considerations: (1) whether or not regional needs and resources are considered in decisions to approve or disapprove the establishment of new programs in existing institutions; (2) whether or not regional needs and resources are considered in the review of established programs in existing institutions; (3) whether or not these concerns are considered in the decisions to continue or terminate established programs in existing institutions; (4) whether or not such concerns are considered in the decisions to approve or disapprove the chartering of new institutions.

Ratings for the impact of regionalism on resource allocation processes for postsecondary education were determined by considering the attention to regional perspectives in the various budgetary processes that occur in a state. Five such budgets were considered: the legislative budget, the executive budget; state agency budget requests, institutional budget requests, and requests for federal funds. Additionally, the budgetary cycle for each of these was examined at three different stages for attention to regionalism: (1) regional frameworks recognized in *discussions* during formulation of the budget? (2) regional frameworks retained in *recommendations* advanced to the final decision point in the development of the budget? (3) regional frameworks *retained* in the budget itself?

##### Intrastate Action Index

Five elements were given equal weight in compiling the intrastate action index for a state.

1. The *number* of intrastate regionalization actions
2. The *operational maturity* of those actions
3. The *geographic coverage* of those actions
4. The *types of institutions* included in those actions
5. The *academic program levels* included in those actions

States were rated from 0 to 10 on each of these elements based on data obtained in the national survey. The five ratings for each state were summed and then divided by 50 to convert the index to a 0.000 to 1.000 scale.

Ratings for these five elements were assigned as follows:

- #1—Number of Actions: Since the largest number of intrastate regionalization actions identified in any state was five (New York), the rating for a state on this element was calculated by multiplying the number of actions identified by 2 to convert to the 0 to 10 scale.



#2—Operational Maturity:

- 10—over 10 years old (implemented before 1968)
- 8—6 to 10 years old (implemented between 1968 and 1972)
- 6—4 to 5 years old (implemented between 1973 and 1974)
- 4—1 to 3 years old (implemented between 1975 and 1977)
- 2—under study
- 1—rejected

#3—Geographic Coverage:

- 10—whole state
- 5—part(s) of a state

#4—Types of Institutions:

- 10—all
- 8—all public
- 6—all four-year
- 6—all two-year
- 4—public four-year
- 4—public two-year
- 2—private four-year
- 2—private two-year

#5—Academic Program Levels:

- 10—all levels (i.e., seven distinct levels—doctorate, masters, first professional, baccalaureate, associate, certificate, noncredit)
- 9.0—six levels
- 7.5—five levels
- 6.0—four levels
- 4.5—three levels
- 3.0—two levels
- 1.5—one level

So that the number of actions in a state would not affect the ratings for the other elements and thus to insure statistical independence among all elements, an "average" rating was obtained for each of elements #2, #3, #4, and #5. That is, each regionalization action in a state was rated on the four elements according to the weighting scheme described above; then within each element, the ratings assigned were summed and divided by the number of actions identified in the state.

For illustration, assume the following three actions were identified in a state:

- Action A— an action under study for the whole state, to include all institutions and all programs
- Action B— an action implemented in 1973 involving the graduate programs (master's and doctorate) of several public universities in a specific intrastate region of the state
- Action C— an action implemented in 1976 for noncredit programs of all public institutions throughout the whole state.

These actions would have the following ratings on elements #2 through #5:

	Action A	Action B	Action C
Operational Maturity	2	6	4
Geographic Coverage	10	5	10
Types of Institutions	10	4	8
Academic Program Levels	10	3	1.5

The intrastate index for this state would then be calculated as follows:

Number of Actions:	$3 \times 2 = 6$
Operational Maturity:	$(2 + 6 + 4)/3 = 12/3 = 4$
Geographic Coverage:	$(10 + 5 + 10)/3 = 25/3 = 8.33$
Types of Institutions:	$(10 + 4 + 8)/3 = 22/3 = 7.33$
Academic Program Levels:	$(10 + 3 + 1.5)/3 = 14.5/3 = 4.83$

$$\text{INTRASTATE ACTION INDEX} = (6 + 4 + 8.33 + 7.33 + 4.83)/50 = 30.49/50 = .610$$

Interstate Action Index

In developing the interstate action index for a state, participation in one of the interstate compacts and participation in interstate regionalization actions beyond the compacts were given equal weight. A sub-index was developed for each, and then the two summed and divided by 2 to produce one interstate

action index with values between 0.000 and 1.000.

The weighting for interstate actions beyond the compacts was calculated in a fashion similar to that described above for the intrastate action index. That is, five elements were considered (number of regionalization actions, operational maturity, geographic coverage, types of institutions, academic program levels), with the states assigned a rating of 0 to 10 on each element. Ratings were determined in the same manner as described above, with two modifications.)

1. Number of Actions:

Since the largest number of interstate regionalization actions identified in any state was six (Minnesota), the rating for a state on this element was calculated by multiplying the number of actions identified by 1.67 to convert to a 0 to 10 scale

2. Geographic Coverage:

- 10 - entire states (i.e., whole states with one or more other whole states)
- 5 - all other interstate activities

The five ratings for each state were summed and divided by 50 to convert to a 0.000 to 1.000 scale.

The level of states' involvement in the interstate compacts was determined through a special survey of the SHEEO and 1202 offices nationwide. Respondents were asked to rate each member state of the compact in which their state holds membership on two factors of compact participation:

- A - all things considered, the level of *conceptual commitment* to the compact idea
- B - the extent of *utilization* of compact programs and services

Respondents were to assign ratings according to the following scale

- 5 - very high
- 4 - high
- 3 - mid-position
- 2 - low
- 1 - very low

A total of thirty-six usable responses were received.

The two factors of compact participation were given equal weight in rating a state's participation in an interstate compact. That is, an average rating (between 0.00 and 5.00) was calculated for each factor (from all of the responses received); the two "averages" were then summed and divided by 10 to obtain a 0.000 to 1.000 rating for each state.

A special comment needs to be made concerning the proposed Midwest Compact. Since this proposal has not yet been implemented, states in this region of the country were asked to provide an *estimate* of the extent to which compact programs and services *would* be utilized if the proposal were in fact implemented. Additionally, they were asked, as were other states, to rate the level of conceptual commitment to the compact idea. Average ratings were calculated for each of the two factors, and a rating of 0.000 to 1.000 determined in the same manner as described above. The point here is that states in the Midwest were *not penalized* for a lack of participation in established compact programs since a formal compact is not yet in place in that part of the country. This approach was taken on the logic that formal implementation of an interstate compact depends on factors beyond the commitment of an individual state to the compact idea.

As noted above, the final interstate action index for each state was determined by adding the sub-index for interstate actions beyond the compacts (between 0.000 and 1.000) to the sub-index for participation in a compact (again, between 0.000 and 1.000) and then dividing by 2.

APPENDIX B

INVENTORY OF REGIONALIZATION ACTIONS

<u>Geographic Area</u>	<u>Institutional Type</u>	<u>Academic Program Level</u>
1 intrastate/whole state	5 all	14 all levels
2 intrastate/part(s) of state	6 all four-year	15 graduate
3 interstate/entire states	7 all two-year	16 baccalaureate and above
4 interstate/other	8 all public	17 undergraduate
	9 four-year public	baccalaureate and below
	10 two-year public	18 associate and certificate
	11 all private	19 noncredit
	12 four-year private	z unclassified
	13 two-year private	
	z unclassified	

Illustration 1/5/14 — an intrastate plan for all institutions and all programs which divides the whole state into a series of contiguous regions

Operational Status (X) — an agreement that has been implemented  
 (#) — a plan under study  
 (0) — a rejected action (plan or agreement)

MID-ATLANTIC

1.0 DELAWARE

No activity

2.0 NEW JERSEY

2.1 (0) — Educational Media Consortia — 1/5/14

This was a consortium of 14 major colleges and universities whose purpose was to provide for the common development of media resources among its member institutions. The Department of Higher Education originally provided seed money in an effort to encourage a statewide approach to the coordination of media utilization in higher education.

2.2 (0) — Newark Council of Higher Education — 2/8/14

This council was established to facilitate cooperative and joint planning among the four major public postsecondary institutions in Newark. The Board of Higher Education created the staff position of coordinator to the council in an effort to further promote the effective use of resources in the Newark area.

2.3 (X) Hudson County Community College Commission — 2/6/18.

The Commission has evolved from what was formerly a consortium for two-year curriculum offerings among St. Peter's College, Jersey City State College, and the Steven's Institute of Technology. Created by an act of the legislature in 1974, the commission now contracts for educational programs with these former members of the consortium (plus Jersey City Medical Center) as an alternative to creating new facilities. The commission grants its own certificates and associate degrees.

3.0 NEW YORK

3.1 (X) Regents' Advisory Councils — 1/5/14

This agreement created eight comprehensive planning regions for postsecondary education throughout the state, with all institutions eligible for participation. Three Regional Advisory Councils have been established in New York City, in the Genesee Valley Region, and in the northeast region of the

state (see Chapter XIV for details).

3.2 (X) SUNY Regionalization Plan - 1/8/14

This regional configuration of four "coordinating areas" for the State University of New York (SUNY) - one for each of the four University Centers - was established in the 1972 Master Plan. The purpose of the agreement is to better coordinate the operations of the respective integral units of SUNY (two-year, four-year, and complex universities) in the four geographic regions of the state.

3.3 (X) Regional Occupational Education Planning - 1/7/18

This agreement, coordinated by the Office of Occupational and Continuing Education within the State Education Department, designates 13 occupational education planning regions throughout the state. Within each of these regions, a Regional Occupational Education Planning Committee has responsibility for developing a comprehensive long-range regional plan for occupational education programs.

3.4 (X) Legislative Recognition of Consortia - 2/5/14

Guidelines were issued in 1973 by the SUNY Board of Trustees (and later approved by the Director of the Budget) under which state-operated campuses and the community colleges can seek authorization to participate in consortia with other educational institutions in the state. Prior to that time, such participation by public institutions was not permitted by state law.

3.5 (X) Reference and Research Library Resources Program - 1/5/14

This program, administered by the Bureau of Academic and Research Libraries, the State Education Department, was initiated by legislative appropriation in 1966, and attempts to provide access to advance research library materials for students and faculty in institutions of higher education, as well as for research workers in business and industry. The "3R's System" seeks to accomplish its goals through a statewide network of nine Regional Resource Councils, each including college, university, special, and public libraries.

4.0 PENNSYLVANIA

4.1 (#) Reciprocity (with Ohio) - 3/8/17

Pennsylvania already allows its students to take scholarship grants out-of-state to any institution of their choice. Discussions are now underway with officials in Ohio to make the arrangement a reciprocal one with that state.

4.2 (X) Department of Education Regionalization Plan - 1/5/14

This is a comprehensive agreement developed by the Department of Education for all postsecondary interests in the state. Eight Regional Councils have been established for the purpose of achieving a division of responsibilities among institutions and a sharing of resources within the designated regions (see Chapter XIV for details).

MIDWEST

5.0 ILLINOIS

5.1 (#) Midwest Compact

See Chapter XIII.

5.2 (X) Board of Higher Education ETV Commission - 1/5/14

The Board of Higher Education approved in 1976 the formation of an Educational Television (ETV) Commission. This commission has developed a comprehensive statewide plan for educational instructional television, the objective of which is to offer programs that serve specific purposes related to teaching. Three regional consortia have been implemented, and a fourth is planned for the northwestern region of the state.

5.3 (X) Higher Education Cooperation Act - 2/5/z

This legislation, enacted in 1971, provides competitive grants on an annual basis for programs of regional interinstitutional cooperation. The program is administered by the Illinois Board of Higher Education (see Chapter XIV for details).

5.4 (X) Community College Trustees' Regions - 1/10/18

This agreement, which divides the state into nine regions, was originally developed by the Illinois Community College Association of Trustees for the general operations of that private agency--e.g., to facilitate the holding of meetings. More recently, the Illinois Community College Board has begun to use this regional configuration in a more operational way for planning and communications purposes.

6.0 INDIANA

6.1 (#) Midwest Compact

See Chapter XIII.

7.0 IOWA

7.1 (0) Postsecondary Planning Regions - 2/5/14

A 1973 consultants' report recommended that the traditional reporting of data by individual institutions, grouped by postsecondary segment, be replaced by a regional data-gathering process. The purpose was to facilitate consideration of the possible impact of the programs and enrollments in one institution upon other institutions in the same region. The plan was never implemented.

7.2 (#) Midwest Compact

See Chapter XIII.

7.3 (#) Reciprocity Agreement (with Minnesota) - 3/5/z

This reciprocal bi-state plan between Minnesota and Iowa is only in the earliest stages of discussion.

7.4 (X) Community College Districts - 1/10/18

In 1966, the Iowa General Assembly created a system of 15 merged area districts. Most of these regions have established either an area community college or an area vocational-technical school. Today, these public "area schools" constitute a statewide regionalized system of public two-year postsecondary institutions.

7.5 (X) Plan for Lifelong Learning - 1/5/14

This is an agreement that has been developed specifically for the coordination and improvement of continuing education programs throughout the state. A task force of the Higher Education Facilities Commission, the designated 1202 Commission, recently examined on a regional basis the needs of the nontraditional students in Iowa--five regions were designated. Since then, institutions in each of these regions have endorsed the need for a regional planning mechanism to promote coordinated continuing education activities.

8.0 KANSAS

8.1 (0) Purchase of Dental School Seats - 4/12/15

Kansas contracted (1975) with private institutions in Nebraska for 10 dental school seats.

8.2 (#) Midwest Compact

See Chapter XIII

8.3 (#) Regional Education Act - 1/5/18

This legislation (House Bill No. 2567, 1977 legislative session) would establish 20 educational regions covering the entire state for the purpose of insuring equal access to low-cost postsecondary educational opportunities. The bill is specifically for community and technical college programs including transfer and general education, occupational education, adult and continuing education, community services, developmental education, and counseling, guidance and placement services. Each region and the institutions within it would be governed by a duly elected regional Board of Trustees.

8.4 (X) Reciprocity Agreement (with Missouri) - 3/9/18

Kansas has had an in-state fee agreement with Missouri since 1971.

8.5 (X) Purchase of Optometry School Seats - 4/6/15

Kansas annually purchases approximately 10 optometry school seats from various public and private professional schools in Texas and Tennessee.

9.0 MICHIGAN

9.1 (#) Midwest Compact

See Chapter XIII.

9.2 (#) Reciprocity Agreement (with Ohio) - 3/8/14

Discussions are just now beginning with state-level officials in Ohio concerning a bi-state agreement with that state.

9.3 (#) Community College Districts - 2/10/78

This is a joint plan (Senate Bill No. 1080, 1976 legislative session) of the State Board of Education and the State Board for Public Community and Junior Colleges for developing statewide community college districts. The proposed redistricting plan would realign some of the state's 29 existing districts and provide for services in four areas of the state through contractual districts which themselves would not operate campuses.

9.4 (X) Bi-State Student Exchanges (Wisconsin) - 4/10/18

These exchanges are a reciprocal agreement between certain institutions in the Upper Peninsula of Michigan and several border institutions in Wisconsin.

10.0 MINNESOTA

10.1 (#) Midwest Compact

See Chapter XIII.

10.2 (#) Contracts for Optometry and Osteopathy - 4/6/15

The Minnesota legislature has recently authorized the Higher Education Coordinating Board in that state to contract with schools of optometry and osteopathy located in other states for seats for Minnesota residents. A total of \$217,000 was appropriated for this purpose with the number of placements not to exceed 10 in colleges of osteopathy and 13 in colleges of optometry.

10.3 (#) Reciprocity Agreement (with Iowa) - 3/5/2

This proposed bi-state plan is only in the earliest discussion stages.

10.4 (#) Reciprocity Agreement (with South Dakota) - 3/8/14

This plan has been under discussion since 1975 and would involve all public institutions in both states. Under this plan, students would be granted entrance to 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.

10.5 (X) Experimental Regional Centers - 2/5/14

The Higher Education Coordinating Board has established four legislatively mandated Regional Centers as a way of accomplishing increased educational opportunities for Minnesota residents without the need for new postsecondary educational facilities (see Chapter XIV for details).

10.6 (X) Multi-State Library Agreement - 3/5/14

This is an agreement between Minnesota and libraries in North Dakota, South Dakota, and Wisconsin for the purpose of providing joint and cooperative library services in areas where the distribution of population makes the provision of library service on an interstate basis the most effective way to provide adequate and efficient services.

10.7 (X) Reciprocity Agreement (with North Dakota) - 3/8/14

This is a bi-state reciprocity agreement for public postsecondary education between Minnesota and North Dakota.

10.8 (X) Reciprocity Agreement (with Wisconsin) - 3/8/14

This is a reciprocity agreement of long-standing between these two states. Under the agreement, any and all Minnesota residents are eligible to attend public collegiate institutions in Wisconsin as undergraduate, graduate, and professional students on the same basis for admission and tuition purposes that Wisconsin residents attend the same institutions, and vice versa. At the end of each academic year, each state determines its "net tuition loss" (i.e., the difference between the aggregate amount of tuition that would have been paid to a state by residents of the other state had the agreement not been in effect and the aggregate amount of tuition actually paid to that state by residents of the other state). The state with the greater net tuition loss receives from the other state an amount equal to the difference in the net tuition loss between the two states. All payments are made by one state to the other. Allocation of funds to the individual institutions to meet the costs associated with the agreement are the responsibility of each respective state.

11.0 MISSOURI

11.1 (#) Midwest Compact

See Chapter XIII.

12.0 NEBRASKA

12.1 (#) Midwest Compact

See Chapter XIII.

12.2 (#) Five-State Regional Veterinary School - 3/9/15

This is a plan for Montana, Nebraska, North Dakota, South Dakota, and Wyoming to share an interstate regional veterinary school. The proposal has been under study for several years and is currently in the model refinement stage.

12.3 (#) Regional Delivery Systems for Continuing and Adult Education Programs - 2/8/14

This is a proposed plan involving all public postsecondary institutions for the delivery of adult and continuing education programs throughout the state. No specific statewide geographical configuration has yet emerged. However, one region is beginning to move toward implementation with funding support from institutions within the region.



12 (X) Community College Districts - 1/10/18

In 1975 the Nebraska legislature (Legislative Bill 344) returned two-year institutions in the state to more local control and funding by abolishing the State Board for Technical Community Colleges and creating in its stead six technical community college areas, each governed by an elected Technical Community College Board of Governors.

13.0 NORTH DAKOTA

13.1 (#) Midwest Compact

See Chapter XIII.

13.2 (#) Five-State Regional Veterinary School - 3/9/15

See item 12.2.

13.3 (X) Reciprocity Agreement (with Minnesota) - 3/8/14

See item 10.7.

13.4 (X) Contracts for Veterinary Medicine, Dentistry, and Optometry - 4/8/15

The State Board of Higher Education has legislative authorization (House Bill No. 1286) to enter into agreements with institutions of higher learning in other states for the purpose of utilizing the educational facilities of these institutions for teaching North Dakota students. Currently, North Dakota contracts with institutions in Minnesota, Iowa, and Kansas for veterinary medicine, dentistry, and optometry programs.

14.0 OHIO

14.1 (#) Midwest Compact

See Chapter XIII.

14.2 (#) Reciprocity Agreement (with Michigan) - 3/8/14

The Ohio legislature (Senate Bill No. 94, 1977 legislative session) has authorized the Board of Regents in that state to enter into reciprocal arrangements with neighboring states to permit the payment of in-state higher education fees by out-of-state residents and to permit the granting of financial aid to state residents who attend out-of-state institutions. Discussions are currently underway with state education officials in Michigan.

14.3 (#) Reciprocity Agreement (with Pennsylvania) - 3/8/17

Under the same legislative authorization described in item 14.2 above, discussions concerning interstate reciprocity are occurring with officials in Pennsylvania.

14.4 (X) Health Education Manpower Regions - 1/5/15

The Board of Regents has utilized regional perspectives in its planning efforts for health personnel education. Specifically, six health manpower education regions have been established throughout the state in an effort to create a viable structure for interinstitutional cooperation in both research and education within the respective regions. In one of these regions, a group of universities have formed a consortium to develop a new joint medical school - the Northeastern Ohio Universities' Medical School.

14.5 (X) Plan for Off-Campus Programs -- 2/5/14

This program for coordinating the off-campus offerings of the public colleges and universities in Ohio places major responsibility for carrying out and documenting coordination efforts on the individual institutions working within their legal and/or traditional-geographic service areas. The Board of Regents monitors the effectiveness of such efforts by requiring each state-assisted campus to submit a plan for off-campus programs which includes a locally determined process for assuring due regard for other campuses whose interests may be affected. The board, when satisfied, authorizes state financial support for the proposed off-campus programs.

14.6 (X) Northeast Ohio ETV -- 1/9/15

This is an educational television station jointly owned and operated by three public universities. The program did receive some \$200,000 in state appropriations in FY 1976-77.

14.7 (X) Regional Operating Units for Two-Year Campus -- 1/5/18

There are five different types of two-year institutions in Ohio. The Board of Regents, in an effort to further develop a statewide system of postsecondary education, has periodically considered the establishment of regional operating units for all of the two-year campuses. Toward this end, legislation has been enacted (Senate Bill No. 229, 1977 legislative session) that changes the designation of the state general and technical colleges to "state community colleges," establishes criteria for the creation of state community college districts, and assigns to these new state community colleges most of the powers and duties of the existing community colleges. The legislation also provides that a state community college can in fact become a community college, upon proper amendment of its charter by its Board of Trustees.

15.0 OKLAHOMA

15.1 (#) Midwest Compact

See Chapter XIII.

15.2 (#) Extension and Public Service Program -- 1/5/14

This is a proposed state policy for extension education programs (credit). The state would be divided into nine regions or "service areas." The plan has been under consideration since early 1975.

15.3 (#) Community College/Vocational Education Regions -- 1/10/18

The Oklahoma State Regents for Higher Education have long been on record as favoring the development of a regional structure for public junior colleges and the state's area vocational-technical schools. The plan, as currently envisioned, would divide the state into 11 geographic regions, primarily for planning and coordinating purposes. In the discussions that have occurred, however, consideration has been given to operating all existing two-year colleges and technical institutes in the respective regions as single administrative units under the jurisdiction of separate regional governing boards.

16.0 SOUTH DAKOTA

16.1 (#) Midwest Compact

See Chapter XIII.

16.2 (#) Five-State Regional Veterinary School -- 3/9/15

See item 12.2.

16.3 (#) Reciprocity Agreement (with Minnesota) -- 3/8/14

See item 10.4.

## 17.0 WISCONSIN

### 17.1 (#) Midwest Compact

See Chapter XIII.

### 17.2 (X) West Central Wisconsin Consortium — 2/9/14

This consortium agreement was approved for implementation by the University of Wisconsin Board of Regents in 1973. The consortium initially concerned itself with the problem of identifying needs of the citizens of west central Wisconsin and with determining how the financial and human resources of institutions could be brought together to resolve those needs. Another responsibility assumed by the consortium is that of program audit, review, and planning of graduate studies.

### 17.3 (X) Northeast Wisconsin Regional Cooperative Graduate Center — 2/9/15

In late 1973, three task forces were formed to conduct regional reviews of graduate programs at masters and specialist levels in each of the four regions of the state — southern, northeast, west central, and northwest Wisconsin. Attention was to be given to possible replication of certain programs among institutions in the respective regions; and this was to be the first step toward establishment of regional cooperative graduate centers. Out of these efforts, University of Wisconsin-Oshkosh was designated as the Regional Cooperative Graduate Center for graduate programming in Northeastern Wisconsin.

### 17.4 (X) Urban Corridor Consortium — 2/9/16

This is a joint venture of the four University of Wisconsin campuses at Green Bay, Milwaukee, Oshkosh, and Parkside. This membership reflects the location of the campuses in industrial cities of the Lake Michigan shore region and their focus on providing education in an urban environment. Established in the fall of 1965, it has as its main purpose the facilitation of communications and cooperation between faculty members at the four member institutions.

### 17.5 (X) Joint Administrative Committee on Continuing Education — Regional Councils — 1/8/19

In the fall of 1972, three joint state-level administrative committees were appointed by the State Director of the Wisconsin Board of Vocational, Technical, and Adult Education and the President of the University of Wisconsin System to help coordinate selected activities affecting both systems. In the area of continuing education, Regional Councils have been established throughout the state to assist the state committee in its efforts to avoid unnecessary duplication and insure efficient delivery of continuing education services. Activity of the councils is primarily in the areas of review and development of statewide policy recommendations and communication of program information.

### 17.6 (X) Lake Superior Association of Colleges and Universities — 4/6/16

This consortium includes institutions from Michigan, Minnesota, Wisconsin, and the Province of Ontario. Member institutions share faculty, program entitlements, and research facilities. The consortium also facilitates student transfer and inter-unit registrations.

### 17.7 (X) Reciprocity Agreement (with Michigan) — 4/10/18

See item 9.4.

### 17.8 (X) Reciprocity Agreement (with Minnesota) — 3/8/14

See item 10.8.

## NEW ENGLAND

### 48.0 CONNECTICUT

18.1 (0) Consortium for Urban Studies - 2/5/17

This consortium was initially established by private institutions for sharing resources in the urban study field. Later, public institutions joined, and the consortium once even studied the feasibility of forming a regional university. Most recently, the inability of the public institutions to meet their membership dues obligations has forced the consortium to close.

18.2 (#) Regional Postsecondary Consortia - 2/5/14

The 1976 Biennial Supplement to the Master Plan gave strong attention to regional planning, especially with reference to the improvement of continuing education opportunities. Regional consortia were recommended as one administrative mechanism for coordinating continuing education programs and carrying out the related policies of the Commission for Higher Education. These consortia would serve as regional information centers and provide counseling regarding continuing education programs.

18.3 (X) Higher Education Centers - 2/5/17

This is a facilities-sharing concept and involves the construction of facilities to be shared by regional community colleges, state technical colleges, and two-year branches of the University of Connecticut. One such center has been partially implemented. Originally, it was to house three public colleges and a residential facility for the mentally retarded. It was also to provide some facilities for a nearby private two-year college. No other higher education centers have been approved by the legislature.

18.4 (X) Regional Planning Districts - 1/5/14

A Title I study done for the Commission for Higher Education in 1971 recommended the establishment of six regional planning districts, primarily for program development among the institutions within the respective regions. These regions have since been established, and within each the presidents of the institutions and staff of the commission meet regularly to share information, to identify needs, and to consider cooperative ways of meeting those needs. It is expected that the regions will formally participate in a new program approval process.

18.5 (X) NEBHE

See Chapter XIII.

19.0 MAINE

19.1 (X) NEBHE

See Chapter XIII.

20.0 MASSACHUSETTS

20.1 (X) NEBHE

See Chapter XIII.

21.0 NEW HAMPSHIRE

21.1 (X) NEBHE

See Chapter XIII.

22.0 RHODE ISLAND

22.1 (X) NEBHE

See Chapter XIII.

23.0 VERMONT

23.1 (X) NEBHE

See Chapter XIII.

SOUTH

24.0 ALABAMA

24.1 (X) Junior College/Regional Technical Institute Linkage Program - 1/5/18

This is a consortium between 21 junior colleges and the Regional Technical Institute (RTI), a division of the School of Public and Allied Health at the University of Alabama in Birmingham. RTI was constructed in 1971 with funds from both the Appalachian Regional Commission and the state of Alabama. Concurrent with these activities, plans were developed for setting up a linkage between junior colleges in the state and RTI. Essentially, the linkage agreement calls for junior colleges to offer the general education aspects of allied health curricula, and for RTI to provide the second year of technical study and clinical experience. The basic objective of the program is to use the available resources as efficiently as possible to meet the state's needs for allied health manpower.

24.2 (X) Sea Grant Consortium (with Mississippi) - 3/9/16

24.3 (X) SREB

See Chapter XIII.

25.0 ARKANSAS

25.1 (X) SREB

See Chapter XIII.

26.0 FLORIDA

26.1 (#) Plan for the Improvement of Public Education - 1/5/17

This is a plan currently under discussion within the Department of Education for coordinating continuing education - specifically, for pre-service and in-service educational programs. The plan would divide the state into six regions and would involve both public and private institutions.

26.2 (X) Regional Coordinating Councils for Vocational Education, Adult Education, and Community Instructional Services - 1/8/19

This is a program for noncredit adult education programs. Specifically, it is for community instructional services, defined as noncredit educational activity which is directed toward the resolution of community problems related to health, environment, safety, human relations, government, child rearing, and/or consumer economics. The agreement requires that each of 28 regional coordinating councils throughout the state meets and agrees on the priorities in community problems, and develops course proposals for community instructional services accordingly. In this way, it is hoped that actions of the councils will help to prevent competition between delivery systems for resources, overlap of services, and gaps in meeting the needs of the community.

26.3 (X) Southeastern Florida Educational Consortium - 2/8/7

This is a regional, voluntary consortium which, as of 1977, is supported by state funding. Broward Community College, Florida International University, and Miami-Dade Community College comprise the consortia, the purpose of which is to provide comprehensive postsecondary educational opportunities to all citizens of Broward and Dade Counties, without needless and costly duplication of effort.

26.4 (X) SREB

See Chapter XIII.

27.0 GEORGIA

27.1 (X) SREB

See Chapter XIII.

28.0 KENTUCKY

28.1 (#) Midwest Compact

See Chapter XIII.

28.2 (X) Owensboro Consortium - 2/6/15

This is a consortium, supported in part by state appropriations, that endeavors to bring graduate level educational opportunities to the Owensboro-Daviess County area. Local colleges provide classroom space for graduate classes, while the consortium provides library and audiovisual equipment. Degrees are conferred by the parent institutions, Murray State University and Western Kentucky University.

28.3 (X) Kentuckiana Metroversity - 4/6/15

This consortium, located in Louisville, includes institutions from both Kentucky and Indiana. It receives direct appropriations from the Kentucky legislature, as well as monies through the Council on Public Higher Education in that state.

28.4 (X) Eagle University (with Tennessee) - 4/5/14

This consortium, which includes 11 institutions (public and private) from Kentucky, Tennessee, Florida, and Indiana, is located on Fort Campbell Military Base in Kentucky. The consortium has an official status with both the Council on Public Higher Education in Kentucky and the Tennessee Higher Education Commission. It gives special consideration to the programmatic needs of military personnel.

28.5 (X) SREB

See Chapter XIII.

29.0 LOUISIANA

29.1 (#) Master Plan Planning Regions - 1/6/14

The new master plan will recommend that regional councils be established in each of the several areas examined by a team of consultants hired to assist in the master planning efforts. These regional councils will most likely be composed of faculty and administration representatives from institutions in the respective regions. The hope is for the councils to be permanent standing groups charged with examining and defining areas for cooperation, and in this way helping to avoid duplication among various postsecondary interests in close geographic proximity to each other.

29.2 (#) Center for Advanced Study in Education (CASE) - 2/9/16

The Louisiana Board of Regents recently concluded a comprehensive review of all doctoral programs in the state. CASE was created as a result of those efforts. It brings together in a consortial arrangement what were formerly three independent doctoral programs in education.

29.3 (X) Plan for Vocational-Technical Education - 1/2/18

Regionalism has been used as a deliberate planning principle in the development and operation of the public Area Vocational Technical Schools. This plan is legislatively authorized (Act 209, 1973 legislative session) and is administered by the Board for Elementary and Secondary Education in its capacity as the State Board for Vocational Education. It is strictly for certificate vocational-technical programs and utilizes a configuration of eight planning regions throughout the state in an effort to provide increased educational opportunities while making the most efficient and effective use of available resources.

29.4 (X) Service Areas for Off-Campus Programs - 1/8/14

The Board of Regents has issued guidelines which define the geographic areas in which public postsecondary institutions may operate for the purposes of lower level undergraduates, upper level undergraduates, and graduate off-campus instruction. Each institution must stay within its own designated area and can go into another service area with off-campus programs only if the Regents grant permission to do so.

29.5 (X) SREB

See Chapter XIII.

30.0 MARYLAND

30.1 (#) Regional Role and Mission in Master Plan - 1/5/14

The Maryland State Board for Higher Education is giving serious attention to regional concepts in its current on-going master planning efforts. A legislative subcommittee on budget and taxation recently passed resolutions directing the board to give special attention, in the development of the new master plan, to problems that are beginning to emerge specifically within the Lower Eastern Shore region of the state and the Greater Baltimore Area.

30.2 (X) Charge-Back for Two-Year Occupational Programs - 2/10/18

This is a program being developed by the Maryland State Board for Community Colleges to implement a charge-back system for high-cost two-year occupational programs in the state. The Maryland legislature has repeatedly rejected charge-back legislation for community colleges; the current efforts are being made with federal vocational education funds. Standard geographic regions *per se* are not defined in the plan. Rather, regionalism is being pursued on a *programmatic basis*. Only those programs that the Community College Board designates as "regional" qualify for the federal charge-back funds.

30.3 (X) Contracts for Optometry and Veterinary Medicine - 4/8/15

The Maryland State Board for Higher Education contracts directly with institutions in Illinois and Pennsylvania for optometry seats and with an institution in Ohio for seats in a school of veterinary medicine.

30.4 (X) SREB

See Chapter XIII.

31.0 MISSISSIPPI

31.1 (X) Universities Center - 2/9/16

The University of Mississippi, Mississippi State University, and The University of Southern Mississippi have joined together, under the jurisdiction (and funding) of the Board of Trustees of State Institutions of Higher Learning, to provide a coordinated, cooperative program of instruction, research, and service to the Greater Jackson area. The center is a means of providing a variety of off-campus services, with primary emphasis on continuing education and in-service training for business and professional persons in Jackson.



31.2 (X) Gulf Coast Research Lab - 4/8/16

This is a consortium for marine science programs, involving both public and private institutions in several states. The laboratory is governed by the Mississippi Board of Trustees of State Institutions of Higher Learning.

31.3 (X) Sea Grant Consortium (with Alabama) - 3/9/16

31.4 (X) SREB

See Chapter XIII.

32.0 NORTH CAROLINA

32.1 (X) SREB

See Chapter XIII.

33.0 SOUTH CAROLINA

33.1 (X) Charleston Consortium - 2/5/14

This consortium, which includes one private and four public institutions, provides a forum for regional planning in the Charleston area and in this way aids in the minimizing of unnecessary duplication there. The South Carolina Commission on Higher Education has been an active participant in the development of this consortium.

33.2 (X) SREB

Chapter XIII.

34.0 TENNESSEE

34.1 (X) Board of Regents' Regionalization Plan - 1/8/14

This agreement was approved by the Board of Regents in June 1975 and includes only institutions within the University of Tennessee system. It divides the state into 16 regions.

34.2 (X) Regionalized Off-Campus Programs - 1/8/14

This agreement has been developed primarily through action of the Tennessee Higher Education Commission. It utilizes a service area concept in encouraging cooperation between institutions in the development of off-campus programs.

34.3 (X) Eagle University (with Kentucky) - 4/5/14

See item 28.4.

34.4 (X) SREB

See Chapter XIII.

35.0 TEXAS

35.1 (X) Northeast Texas Association of Graduate Education and Research (TAGER) - 2/5/16

This is an "electronic consortium" which shares educational resources through a closed circuit television network. The network interconnects nine colleges and universities in the region, as well as the facilities of seven large corporations, and in this way has enabled the institutions to tap a new student market among corporate employees.

35.2 (X) Regional Higher Education Councils for Off-Campus Courses - 1/5/14

Legislation enacted in 1975 (Senate Bill 706) requires that all public postsecondary off-campus credit courses be approved by the Coordinating Board, Texas College and University System. To carry out this responsibility, the coordinating board has designated eight Regional Higher Education Councils throughout the state, each of which develops an annual *regional* plan for off-campus programs to be offered in the following academic year. These plans are then submitted to the coordinating board for final review and action.

35.3 (X) SREB

See Chapter XIII.

36.0 VIRGINIA

36.1 (X) Regional Consortia for Continuing Education - 1/5/14

This agreement, which has been implemented by the State Council of Higher Education for Virginia under legislative mandate (House Bill 1054, 1973 legislative session), divides the state along planning district lines to form six regional consortia for the purposes of coordinating continuing education activities. These consortia provide a framework through which all institutions in a region, state-supported as well as private, can cooperatively coordinate continuing education offerings.

36.2 (X) SREB

See Chapter XIII.

37.0 WEST VIRGINIA

37.1 (#) Midwest Compact

See Chapter XIII.

37.2 (X) Off-Campus Graduate Study Framework and Coordination Plan - 1/9/15

This policy, adopted by the West Virginia Board of Regents in 1974, assigns regional planning districts as areas of prime responsibility for graduate programs for each of the three graduate level institutions in the state.

37.3 (X) Regional Areas for Undergraduate Off-Campus Programs - 1/8/17

The West Virginia Board of Regents has divided the state into 11 geographic regions for the purpose of coordinating off-campus undergraduate courses. An institution can offer such courses only within its specified region, unless given special permission to do otherwise.

37.4 (X) SREB

See Chapter XIII.

## WEST

### 38.0 ALASKA

#### 38.1 (X) Regional University Centers - 1/9/14

The University of Alaska has organized itself into three regional university centers, each under the direction of a provost who serves as the chief administrative official for the university in his respective regional area. The reorganization was accomplished in the early 1970s in an effort to decentralize various university functions and in this way make the system more responsive to local needs.

#### 38.2 (X) WAMI, Regional Medical Education - 3/6/15

This is an interstate agreement for medical education programs between the University of Washington School of Medicine and the state educational agencies in four states - Washington, Alaska, Montana, and Idaho.

#### 38.3 (X) WICHE

See Chapter XIII.

### 39.0 ARIZONA

#### 39.1 (X) WICHE

See Chapter XIII.

### 40.0 CALIFORNIA

#### 40.1 (#) Regional Planning for Postsecondary Education - 2/5/14

The California Postsecondary Commission has examined several alternatives for promoting postsecondary regional planning. Early in 1976, the commission recommended a competitive proposal pilot program as the best approach for regionalism in California. Legislation was introduced in both the 1976 and 1977 legislative sessions incorporating the major elements of the commission's recommendations (see Chapter XIV for details).

#### 40.2 (X) Regional Adult and Vocational Education Councils (RA-VEC) - 1/10/18

This agreement, which emerged by legislative mandate in 1975 (Assembly Bill 1821), provides for regional councils for adult and vocational education. These councils are directed to review and make recommendations on vocational and adult continuing education courses and to prevent unnecessary duplication of such courses within a region (see Chapter XIV for details).

#### 40.3 (X) WICHE

See Chapter XIII.

### 41.0 COLORADO

#### 41.1 (0) Junior College Out-of-State Tuition Waiver - 4/10/18

Serious efforts have been made by the Colorado State Board for Community Colleges and Occupational Education to develop interstate arrangements - particularly with Kansas, Nebraska, New Mexico, Utah, and Wyoming - for acceptance of junior college students as residents, on a regional basis. The board has been unable to get legislative approval for this proposal, but a related plan was adopted by the legislature in 1977 (see 41.2 below).

41.2 (#) Undergraduate Fellowship Program - 3/8/17

This plan (House Bill No. 1429, 1977 legislative session) authorizes the Colorado Commission on Higher Education to negotiate with other states an agreement under which Colorado and other states may exchange, reciprocally, resident students and waive the nonresident tuition differential for each student. The plan is not limited to contiguous states; *but it is only for one-year student exchanges* and is limited to 50 Colorado residents who have completed their first academic year of study.

41.3 (X) Statewide Outreach Program - 1/9/14

This is a policy adopted by the Colorado Commission on Higher Education for off-campus instructional programs in public four-year colleges and universities. The agreement utilizes a service area concept for coordinating the off-campus programs offered by the several public institutions in the state.

41.4 (X) Auraria Center - 2/8/14

This center, located in Denver, is a joint facility that is shared by three state-supported institutions - the Community College of Denver, Metropolitan State College, and the University of Colorado at Denver. In a few instances, shared facilities or programs are managed by one of the institutions on behalf of all three - the University, for example, manages and staffs the library. Other services - the scheduling of all classroom and laboratory space, for example - are handled centrally by the Auraria Center. A number of joint academic programs have been developed.

41.5 (X) WICHE

See Chapter XIII.

42.0 HAWAII

42.1 (#) State Plan for Vocational Education - 1/7/18

Because of the geographic nature of the state, community colleges in Hawaii tend to be regional in terms of the area or island/county they serve. The goal of this plan, recently developed by the Office of the State Director for Vocational Education, is to coordinate better associate level vocational-technical programs offered throughout the several regions of the state.

42.2 (X) WICHE

See Chapter XIII.

43.0 IDAHO

43.1 (X) Regionalized Continuing Education - 1/5/14

Idaho moved to regionalize its continuing education program in July 1974. Prior to that time, a statewide program was operated (with regional directors) out of the Office for Higher Education of the State Board of Education. Under the new system, each institution is responsible for coordinating continuing education programs within its respective region. Programs of a unique, one-of-a-kind type are allowed to be offered statewide if permission is granted by the state board.

43.2 (X) Contracts for Medical Seats - 4/9/15

Idaho contracts for medical school seats with the University of Utah.

43.3 (X) WAMI, Regional Medical Education - 3/8/15

See item 38.2.

43.4 (X) WICHE

See Chapter XIII.

44.0 MONTANA

44.1 (#) Five-State Regional Veterinary School - 3/9/15

See item 12.2.

44.2 (X) WAMI, Regional Medical Education - 3/6/15

See item 38.2.

44.3 (X) WICHE

See Chapter XIII.

45.0 NEVADA

45.1 (X) WICHE

See Chapter XIII.

46.0 NEW MEXICO

46.1 (#) Regional Postsecondary Districts - 1/8/18

The Board of Educational Finance (New Mexico's 1202 Commission) has recently received a mandate from the legislature to develop regional planning districts (15 are being considered) for public postsecondary education in the state.

46.2 (X) WICHE

See Chapter XIII.

47.0 OREGON

47.1 (#) Border Reciprocity (with Washington) - 4/8/14

The Oregon legislature has enacted legislation (House Bill 2477, 1977 legislative session) authorizing Oregon community colleges to charge the same tuition rates to out-of-state students as are charged to local students, if the state in which the out-of-state student resides agrees to pay its per capita state aid for comparable students to Oregon community colleges. The program has not been implemented, due to failure of the proposal in Washington (see item 49.1).

47.2 (X) Southern Oregon Postsecondary Consortium - 2/5/14

This is a recently formed consortium for public and private institutions, collegiate and noncollegiate, in southern Oregon.

47.3 (X) WICHE

See Chapter XIII.

48.0 UTAH

48.1 (#) Capital Facilities Policies and Procedures - 1/5/2

This plan is just now being developed at the state level. It would divide the state into four major regions and include public and private institutions at both the two-year and four-year level.

48.2 (X) Project JOIN - Plan for Vocational Education - 1/8/19

The purpose of this agreement is to encourage cooperation between vocational training institutions and regional CETA and Job Service Agencies so that the employability and overall job opportunities for citizens are improved. The State Board for Vocational Education provides leadership assistance to bring about agency cooperation at the regional level.

48.3 (X) WICHE

See Chapter XIII.

49.0 WASHINGTON

49.1 (#) Border Reciprocity (with Oregon) - 4/8/14

The Washington Council for Postsecondary Education has consistently supported reciprocity with Oregon. A provision of the 1977 appropriations bill would have allowed two border community colleges to waive out-of-state tuition for residents in border Oregon counties, provided Oregon permitted similar waivers for Washington residents. This was vetoed by the Governor. The council is continuing to work with its counterpart in Oregon in an effort to develop a variety of legislative proposals which would result in a limited, and then later, extended reciprocity arrangement.

49.2 (X) Joint Center for Graduate Studies - 3/9/15

This is an interstate agreement in which institutions from four states share a joint facility for graduate education. The center, located in Richland, Washington, received over \$425,000 in state appropriations in FY 1976-77.

49.3 (X) Intercollegiate Center for Nursing Education - 2/6/17

This consortium, located in Spokane, Washington, is for nursing education programs. It receives substantial appropriations from the state.

49.4 (X) WAMI, Regional Medical Education - 3/6/15

See item 38.2.

49.5 (X) WICHE

See Chapter XIII.

50.0 WYOMING

50.1 (#) Community College Service Areas - 1/18/18

The Wyoming Community College Commission considered late in 1976 the establishment of regional service areas (seven) for the public two-year institutions in the state. The plan, which was primarily for vocational educational programs, has since been rejected.

50.2 (#) Five-State Regional Veterinary School - 3/9/15

See item 12.2.

50.3 (X) Medical Education Program - 4/6/15

Wyoming contracts for medical school seats with institutions in Colorado, Nebraska, and Utah.

50.4 (X) WICHE

See Chapter XIII.

APPENDIX C

LIST OF ON-SITE INTERVIEWEES

CALIFORNIA

SHEEO\* (also the 1202 Commission)

Donald R. McNeil, Director, California Postsecondary Education Commission  
Roger Pettitt, Chairman, California Postsecondary Education Board  
Janis C. Alford, Research Analyst, California Postsecondary Education Commission

Executive Branch of Government

Vivian Kahn, Director of Community Assistance, Office of Planning and Research  
Charles Gocke, Deputy Director, Department of Finance

Legislative Branch of Government

*Chairmen of Committees<sup>1</sup>*

John Dunlap, Chairman, Senate Education Committee  
Leroy Greene, Chairman, Assembly Education Committee  
John Vasconcellos, Chairman, Postsecondary Education Subcommittee

*\*Committee Staff*

James Murdock, Consultant, Assembly Education Committee  
Krist Lane, Consultant, Assembly Ways and Means Committee  
Bruce Fuller, Consultant, Postsecondary Education Subcommittee, Assembly Education Committee

*Legislative Research Commissions*

Catherine Minicucci, Director, Senate Office of Research  
James Hurst, Director, Assembly Office of Research

State University System

David Saxon, President, University of California  
William Coblentz, Chairman, Board of Regents, University of California  
Donald Swain, Vice President for Academic Planning, University of California  
Thomas Jenkins, Vice President for Resource Planning and Allocation, University of California

State College System

Lee Kerschner, Vice Chancellor for Administrative Affairs, California State University and College System

State Community College System

Clarence Mahghan, Assistant Chancellor, Academic and Student Affairs, California Community College System  
John D. Meyer, Dean for Academic Affairs, California Community College System  
Leland Baldwin, Assistant Chancellor for Occupational Education, California Community College System

\*SHEEO in this listing refers to state boards with broad general responsibility for higher education



State Basic Education, K through 12

William Webster, Deputy Superintendent for Programs, Department of Education  
James Osburn, Chief, Bureau of School Planning, Department of Education  
Jack Liebermann, Management Assistant Team for School Redistricting, Department of Education

Vocational Education

Donald Fowler, Assistant State Director, Division of Vocational Education, Department of Education

Voluntary Statewide Agency

Morgan Odell, Executive Secretary, Association of Independent California Colleges and Universities

**ILLINOIS**

SHEEO (also the 1202 Commission)

James Furman, Executive Director, Illinois Board of Higher Education  
Donald Prince, Chairman, Illinois Board of Higher Education  
Paul E. Lingenfelter, Associate Director of Fiscal Affairs, Illinois Board of Higher Education  
Robert Wailhaus, Deputy Director for Academic and Health Affairs, Illinois Board of Higher Education

Executive Branch of Government

James Nowlan, Special Assistant to the Governor, for education  
Robert Mandevilla, Director, Bureau of the Budget.

Legislative Branch of Government

Vivian Hickey, Chairman, Senate Higher Education Committee  
Arthur Berman, Chairman, Senate Primary-Secondary Education Committee  
John Matijedich, Chairman, House Appropriations I Committee  
E. M. Barnes, Chairman, House Appropriations II Committee  
Raymond Ewell, Chairman, House Higher Education Committee

State University System

John Corbally, President, University of Illinois  
Ronald Brady, Vice President for Administration, University of Illinois

State Community College System

Fred Wellman, Executive Director, Illinois Community College Board  
Ivan J. Lach, Assistant Director for Planning and Research, Illinois Community College Board  
Janet Stroud, Acting Associate Director for Career Programs, Illinois Community College Board

State Basic Education, K through 12

Joseph Cronin, Superintendent, Office of Education  
Nelson Ashline, Executive Deputy Superintendent, Office of Education  
John Alford, Assistant Superintendent for Planning and Research, Office of Education

Vocational Education

James Galloway, Assistant Superintendent of Adult, Vocational, and Technical Education, Office of Education

Voluntary Statewide Agency

Alben Weber, President, Federation of Independent Illinois Colleges and Universities

**LOUISIANA**

**SHEEO (also the 1202 Commission)**

William Arceneaux, Commissioner of Higher Education, State Board of Regents  
Sharon Beard, Deputy Commissioner for Planning, State Board of Regents

**Executive Branch of Government**

Geneva Carroll, Executive Director, Office of State Planning  
Ralph Perlman, Budget Director, Division of Administration

**Legislative Branch of Government**

**Chairmen of Committees**

Kevin P. Reilly, Chairman, House Appropriations Committee  
James D. Long, Chairman, House Education Committee

**Committee Staff**

William Ebarb, Research Analyst, House Education Committee

**Legislative Research Commission**

DeVan Baggett, Director, Legislative Council

**State University System**

Martin D. Woodin, President, Louisiana State University  
Joseph Reynolds, Vice President for Instruction and Research, Louisiana State University  
James Prestige, Assistant Vice President for Academic Affairs, Southern University

**State College System**

William J. Junkin, Jr., Executive Director, Louisiana State Colleges and Universities, Board of Trustees

**State Basic Education, K through 12**

Edward Thompson, Deputy Superintendent for Development and Research, Department of Education

**Vocational Education**

J. R. Hodges, Director of Vocational Education, Department of Education  
Earl Hammett, Director, Trade and Industrial Education, Department of Education

**Voluntary Statewide Agency**

Father John F. Keller, President, Louisiana Association of Independent Colleges and Universities

**MINNESOTA**

**SHEEO (also the 1202 Commission)**

Richard Hawk, Executive Director, Minnesota Higher Education Coordinating Board  
Donald Draine, Assistant Executive Director for Academic Planning Higher Education, Minnesota  
Higher Education Coordinating Board  
David Laird, Assistant Executive Director for Interinstitutional Program Planning, Minnesota Higher  
Education Coordinating Board

**Executive Branch of Government**

Dean Honetschlager, Director of Human Resources Planning, State Planning Agency  
Jim Solem, Director, State Planning Agency  
Robert Whitaker, Legislative Auditor

Legislative Branch of Government

Chairmen of Committees

Jerome M. Hughes, Chairman, Senate Education Committee  
Roger Moe, Chairman, Senate Finance Committee  
Carl M. Johnson, Chairman, House Education Committee  
Peter X. Fugina, Chairman, House Higher Education Committee

Committee Staff

Adelaide O'Brien, Administrative Aide, Senate Education Committee  
Earl Evenson, Administrative Aide, Senate Finance Committee  
Villis Vikmanis, Higher Education Specialist, House Appropriations Committee  
Mark Malender, Administrative Aide, House Education Committee  
Larry Klum, Administrative Aide, House Higher Education Committee

State University System

C. Peter Magrath, President, University of Minnesota  
Henry Koffler, Academic Vice President, University of Minnesota  
Stanley B. Kessler, Vice President for Institutional Planning Relations, University of Minnesota

State College System

Gary Hays, Chancellor, Minnesota State University System  
Emily Hannah, Vice Chancellor for Academic Affairs, Minnesota State University System

State Community College System

Phillip C. Holland, Chancellor, Minnesota State Community College System  
Douglas A. Bruce, Sr., Chairman, Minnesota State Community College Board  
Howard E. Bergstrom, Director of Academic Instruction, Minnesota State Community College System

State Basic Education, K through 12

Howard B. Casney, Commissioner, Basic Education, Department of Education  
Gregory J. Waddic, Assistant Commissioner for Planning and Development, Department of Education

Vocational Education

Robert Van Tries, Assistant Commissioner, Vocational and Technical Education Division, Department of Education

**NEW YORK**

SHEEO (also the 1202 Commission)

T. Edward Hollander, Deputy Commissioner, Board of Regents, University of the State of New York  
Al Lierheimer, Assistant Commissioner for Higher Education, Board of Regents, University of the State of New York  
Bryan Connell, Director, Planning Office for Higher Education, Education Department  
Don C. Martin, Associate in Higher Education, Bureau of Planning in Postsecondary Education, Education Department

Executive Branch of Government

Henry Dulles, Governor's Assistant for Education  
Henry G. Williams, Director, Division of State Planning  
Howard Miller, Budget Office

Legislative Branch of Government

Chairmen of Committees

Ronald B. Stefford, Chairman, Senate Higher Education Committee

Mevin Miller, Chairman, Assembly Higher Education Committee

*Committee Staff*

Paul Reuss, Principle Legislative Analyst, Senate Finance Committee  
Fred Goosen, Staff, Assembly Education Committee

*Legislative Research Commission*

Jacqueline Freedman, Research Analyst, Senate Research Service

State University System

James F. Kelly, Acting Chancellor, State University of New York  
Loren Baritz, Vice Chancellor for Academic Policy, State University of New York  
Charles Neff, Associate Chancellor for Special Projects, State University of New York

State Community College System

Cornelius V. Robbins, Associate Chancellor for Community Colleges, State University of New York

State Basic Education, K through 12

Ewald Nyquist, Commissioner, Education Department

Vocational Education

Robert S. Seckendorf, Assistant Commissioner for Occupational Education, Education Department

Voluntary Statewide Agency

Lester W. Ingalls, Executive Vice President and Secretary, Association of Colleges and Universities of the State of New York

*OHIO*

SHEEO (also the 1202 Commission)

James A. Norton, Chancellor, Ohio Board of Regents

Executive Branch of Government

Craig Zimpher, Deputy Assistant to Governor  
Paul Baldrige, Assistant Director for Community Services, Department of Economics and Community Development  
Duane Keeran, Higher Education Specialist  
Matthew Bursick, State Accounting Department

Legislative Branch of Government

*Chairmen of Committees*

M. Morris Jackson, Chairman, Senate Education and Welfare Committee  
Harry Meshel, Chairman, Senate Finance Committee  
Myrl Shoemaker, Chairman, House Finance and Appropriations Committee

*Committee Staff*

Peggy Siegel, Legislative Assistant, Senate Education Committee  
Robert Becker, Legislative Assistant, House Education Committee  
Don Pessich, Legislative Aide, House Finance and Appropriations Committee

*Legislative Research Commission*

David Johnston, Director, Legislative Service Commission

State University System

Harold Enarson, President, Ohio State University  
Albert J. Kuhn, Provost, Ohio State University

State Community College System

Max Lerner, Vice Chancellor for Two Year Colleges, Ohio Board of Regents

State Basic Education, K through 12

Franklin Walter, Superintendent of Public Instruction, Department of Education  
Roger Lulow, Executive Director for Administration, Department of Education

Vocational Education

Byrl Shoemaker, Director, Division of Vocational Education, Department of Education

Voluntary Statewide Agency

Gary Andeen, Executive Secretary, Ohio College Association

**PENNSYLVANIA**

SHEEO (also the 1202 Commission)

Caryl Kline, Secretary of Education, Department of Education  
Robert Hendershot, Deputy Secretary of Education, Department of Education  
Harold C. Wisor, Acting Assistant Commissioner, Department of Education  
Irene Elizabeth Jordan, Coordinator for Regionalization, Department of Education

Executive Branch of Government

Jack Brizius, Director, State Planning and Development, Office of the Governor  
James Guest, Director, Bureau of Policy Planning, Department of Community Affairs  
James Stevenson, Higher Education Analyst, Office of the Budget

Legislative Branch of Government

*Chairmen of Committees*

Jeanette Reibman, Chairperson, Senate Education Committee

*Committee Staff*

Paul Muench, Executive Staff Director, Senate Appropriations Committee  
Richard Willey, Budget Analyst, House Appropriations Committee  
Philip Murphy, Executive Director, House Education Committee

*Legislative Research Commissions*

Robert L. Cable, Assistant Director, Legislative Research Bureau

State University System

John Oswald, President, The Pennsylvania State University  
Stanley O. Ickeberry, Senior Vice President, University Development Relations, The Pennsylvania State University  
Chalmers G. Norris, Director of Planning and Budget Officer, The Pennsylvania State University  
James Dungan, Director of Planning Services, The Pennsylvania State University

State College System

Bernard Edwards, Chief Executive, State Colleges and University Directors Board

**State Community College System**

Joseph E. Bruno, Coordinator of Community Colleges, Department of Education

**State Basic Education, K through 12**

Robert Piatt, Special Assistant for Intermediate Units, Department of Education

**Vocational Education**

John W. Struck, Director, Bureau of Vocational, Technical, and Continuing Education, Department of Education

**Voluntary Statewide Agency**

James A. Ream, Executive Director, Pennsylvania Association of Colleges and Universities

**UTAH**

**SHEEO (also the 1202 Commission)**

Terrell H. Bell, Commissioner of Higher Education, Utah Board of Regents  
George Hatch, Chairman, Utah Board of Regents  
Terry Alger, Assistant Deputy Commissioner for Planning and Academic Affairs, Utah Board of Regents

**Executive Branch of Government**

Joseph Platt, Deputy State Planning Coordinator, Governor's Planning Office  
David Duncan, Deputy Director, Department of Finance

**Legislative Branch of Government**

*Chairmen of Committees*

Carl Swan, Chairman, Senate Higher Education Committee  
James McFarlane, Chairman, Senate Public Education Committee  
Leroy McAllister, Chairman, House Appropriations Committee  
David Irvine, Chairman, House Education Committee  
Lorin Pace, Chairman, Joint Appropriations Subcommittee on Public Education

*Legislative Research Commissions*

Leon Sorenson, Legislative Research Analyst, Legislative Research Office

**State Basic Education, K through 12**

Lerue Winget, Associate Superintendent for Instructional Services, State Board of Education  
Joanne Burnside, Chairman, State Board of Education  
J. Campbell, Associate Superintendent of Public Instruction  
G. Morris Rowley, Technical Assistance Division, State Board of Education

**Vocational Education**

Orville Carnahan, Associate Commissioner for Vocational/Technical Education, Utah Board of Regents

APPENDIX D

LIST OF TELEPHONE INTERVIEWEES

CALIFORNIA

Regional Adult and Vocational Education Councils (RA-VEC)

Paul Alcantra, Chairman, Redwood Empire RA-VEC  
Ted Arneson, Chairman, Palo Verde RA-VEC  
Douglas Bailey, Chairman, Ventura County RA-VEC  
Tom Harris, Chairman, Yosemite RA-VEC  
Clinton Hamann, Chairman, Santiago RA-VEC  
Myra Koff, Executive Secretary, San Francisco City and County RA-VEC  
Donald Ziehl, Chairman, Pasadena Area RA-VEC

ILLINOIS

Board of Higher Education ETV Commission

David Ainsworth, Executive Director, Chicago Metropolitan Higher Education Council  
George Hall, Executive Director, The Board of West Central Illinois

Higher Education Cooperation Act

Richard Alter, Executive Director, Illinois Higher Education Consortium  
Claudette Dwyer, Executive Director, Council of Western Suburban Colleges  
Ronald Hallstrom, Executive Director, Rockford Regional Academic Center  
Ronald House, Executive Director, Southern Illinois Collegiate Common Market  
D. Johnson, Executive Director, Quad-Cities Graduate Center  
William Lewis, Director, Graduate Studies Center, Milliken University

MINNESOTA

Experimental Regional-Centers

Patrick Bandhwin, Coordinator, Iron Range Regional Center  
Floyd Hansen, Coordinator, Wadena Regional Center  
Wilbur Wakefield, Coordinator, Rochester Regional Postsecondary Center

NEW YORK

Regents' Advisory Councils

Alexander Cameron, Executive Director, Genesee Region Advisory Council  
Richard Catalano, Secretary, Board of Higher Education, New York City  
William Fuller, Executive Director, Regional Coordinating Council, New York City

Legislative Recognition of Consortia

Robert Briber, Executive Director, Hudson Mohawk Association of Colleges and Universities  
Robert Vivona, Executive Director, Associated Colleges of the Mid-Hudson Area

Reference and Research Library Resources Program

Charles Custer, Executive Director, Capital District Library, Council for Reference and Research Resources  
Richard Kimbell, Executive Director, North Country Reference and Research Resources Council  
Edmund Menegoux, Executive Director, South Central Research Library Council  
Jane Fulton Smith, Executive Director, The Southeastern New York Library Resources Council  
James Turner, Executive Director, Central New York Library Resources Council



**PENNSYLVANIA**

**Department of Education Regionalization Plan**

**Betty Brooks, Executive Director, Southwestern Pennsylvania Higher Education Council, Inc.  
(Region 8)**

**Richard Morrill, Executive Director, Northeastern Pennsylvania Higher Education Council (Region 3)**

**Glenn Nelson, Executive Director, Southwestern Pennsylvania Higher Education Council, Inc.  
(Region 8)**

**Harry Price, Executive Director, Lehigh Valley Higher Education Planning Council (Region 2)**

**Bridget Brickner Wehner, Administrative Associate, Higher Education Planning Council (Regions 9 & 10)**

APPENDIX E

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