

**BOARD OF REGENTS FOR HIGHER EDUCATION
CT STATE COLLEGES AND UNIVERSITIES (CSCU)
MINUTES OF SPECIAL BOR MEETING
THURSDAY, NOVEMBER 18, 2021
CONDUCTED VIA REMOTE PARTICIPATION**

REGENTS - PARTICIPATING (Y = yes / N = no)	
Matt Fleury, Chair	Y
Merle Harris, Vice Chair	Y
Richard J. Balducci	N
Aviva D. Budd	Y
Felice Gray-Kemp (<i>arrived late</i>)	Y
Holly Howery	Y
David R. Jimenez	Y
Richard Porth	Y
JoAnn Ryan	Y
Ari Santiago	N
Elise E. Wright	Y
*David Blitz, FAC Vice Chair	Y
*Colena Sesanker, FAC Chair (<i>arrived late</i>)	Y
*Dante Bartolomeo, Deputy Labor Commissioner (attending for Commissioner Westby)	N
*Dr. Manisha Juthani, Public Health Commissioner	N
*David Lehman, DECD Commissioner	N
*Charlene Russell-Tucker, Acting Education Commissioner	N
*Kelli-Marie Vallieres, Chief Workforce Officer (<i>arrived late</i>)	Y
* <i>ex-officio, non-voting member</i>	

CSCU STAFF:

Terrence Cheng, CSCU System President
Dr. Alice Pritchard, Chief of Staff/Chief of Operations
Pam Heleen, Asst. Secretary of the Board of Regents (recorder)

Dr. Sally Johnstone, President, National Center for Higher Education Management Systems
Mr. Aims McGuinness, Senior Fellow, National Center for Higher Education Management Systems

CALL TO ORDER

Chair Fleury called the meeting to order at 10:02 a.m. Following roll call, Chair Fleury declared a quorum present.

ADOPTION OF AGENDA

On a motion by Regent Ryan, seconded by Regent Budd, the Agenda was unanimously adopted.

2022 BOR MEETING CALENDAR

Chair Fleury noted that the final draft of the 2022 BOR Meeting Calendar was included in the packet for today's meeting. Any questions or concerns should be forwarded to Pam Heleen. The adoption of the calendar will be on the December 16 meeting agenda.

CHAIR FLEURY REMARKS

- Chair Fleury stressed the importance of today's meeting as it expands the naturally narrow lens of the local CT perspective to understand trends and conditions in the larger world of public higher education.
- The BOR needs to understand what others are experiencing and doing, to learn from them, and to sharpen focus on the areas that give Connecticut a competitive advantage.
- It is a best practice of governance to engage in this kind of learning.

PRESIDENT CHENG'S REMARKS

- President Cheng thanked the Board for their continued engagement, support, willingness to continuously improve and efforts to help the System.
- President Cheng reinforced Chair Fleury's comments that it is part of our job to constantly look not just within, but outside of the State to understand where we are. This process points out that CSCU is not alone in many of its challenges. The higher education landscape and our society are changing rapidly; paradigms have shifted.
- We want to continue to fine tune our operations and always look for ways to be better, to find best practices with the understanding that CSCU and Connecticut are unique.
- President Cheng introduced Dr. Sally Johnstone and Aims McGuinness from NCHEMS.

NCHEMS PRESENTATION

Full presentation appears as Attachment A.

DISCUSSION

Q: Chair Fleury asked what a reasonable strategic planning timeframe might be given the rapid rate of change outside the organization and the slow pace of change inside the organization.

A: Mr. McGuinness responded that to get broad buy in across the system as a strategic planning process is important, but unfortunately it is difficult for the process (which could take years) to lead to the 3 - 4 priorities/benchmarks that the BOR and the President should be focused on. He stated that given the urgency, there is a question as to whether we need to come to agreement on areas of focus. Instead, a clear enunciation of 3 - 4 major goals (based on the needs of the State and System) with opportunities for constituencies to weigh in would be a better approach.

Q: Chair Fleury followed-up by asking what a reasonable planning horizon might be.

A: Mr. McGuinness continued by indicating that any process needs to reflect CT's budget planning process and needs to take into consideration the reality of the time it takes to effectuate change (which could take 2 - 4 years to implement). Crafting intermediate and long-range goals may be helpful. Dr. Johnstone stated that because things are changing so quickly, there really is no time. She reinforced Mr. McGuinness' point that long-range goals should be supported by short and intermediate objectives/outcomes.

C: Kelli Vallieres, Director, Office of Workforce Strategies and ex officio BOR member, appreciated the presentation during an unprecedented desire of businesses to engage with the CSCU System and how much they want to take on a role to support CSCU as a demand-driven organization. The State has unprecedented funds allocated for training programs targeted to underserved and underrepresented communities to ensure that non-traditional students have the support that they need. CSCU must think about who our customers are and how education is delivered in a non-traditional way (i.e., scheduling). She is happy to bring the State and business prospective to this discussion.

Q: Professor Blitz asked Mr. McGuinness to comment on the “system of systems” concept.

A: Mr. McGuinness responded by reinforcing Dr. Johnstone’s historical reference that systems in the past were administrative structures for autonomous institutions. The definition of autonomy has always been a relative concept; it is extremely important to have autonomy on some issues and increasingly important to have some functions handled on a systemic basis. This is one of the challenges of a system and is fundamentally changing in higher education.

Q: Regent Budd asked for clarification of the Vermont community college system and if the problems they experienced were applicable to our consolidation.

A: Mr. McGuinness indicated that the Vermont system is not parallel to Connecticut State Community College. Dr. Johnstone suggested that the most comparable system is Dallas County Community College as they focused on economies of scale and better success for students.

ADJOURNMENT

President Cheng and Chair Fleury thanked NCHEMS for an engaging informative presentation and thanked the Regents for their participation. It was a great start to CSCU’s continuing and evolving process.

On a motion by Regent Budd, seconded by Regent Howery, the meeting was adjourned at 11:03 a.m.

Submitted,

Alice Pritchard
Secretary of the CT Board of Regents for Higher Education

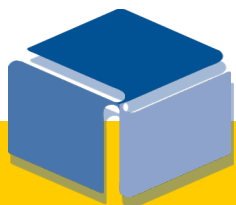
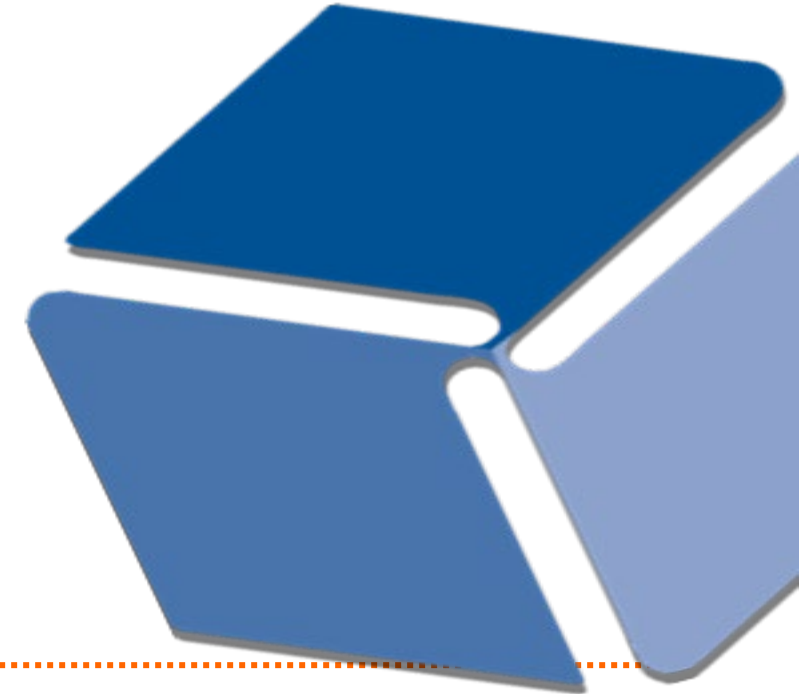
Attachment A

The Connecticut College and University System in a Comparative Perspective

Sally Johnstone & Aims McGuinness

NCHEMS

November 18, 2021



NCHEMS

National Center for Higher Education Management Systems
3035 Center Green Drive, Suite 150
Boulder, Colorado 80301

- Comparison of CSCU with other States/Systems
- Evolution of Systems
- Policy Tools for System Leaders
- Common Challenges Facing System Boards
- Example of a System Realigning Capacity to Meet New Realities

CSCU SYSTEM COMPARED TO OTHER SYSTEMS



Cautions Regarding Comparisons with other States

No “model” is transferable to another state.

Each state’s structure:

- Developed in **response** to circumstances **unique** to that state
 - Geographic, demographic, and economic realities (e.g., urban/rural; competition among regions)
 - Role of the Governor, State Legislature, and State Government Agencies
 - Diversity of missions of public higher education institutions
- Often established to **fix particular problems** (frequently involving specific personalities), **NOT** to address long-term state goals

Public Higher Education Systems in Perspective

Of the 18 million students enrolled in higher education 75% attend public institutions and **60 percent** are at public institutions that are legally within the jurisdiction of **system or multi-institutional governing bodies**

- 40 percent of the public enrollment is in university systems
- 20 percent of public enrollment is in statewide community college systems or large multi-campus districts

Connecticut Compared to Other States

- CT is one of **18 states** in which **all public student enrollment** is in **two or more system governing boards** for public institutions, UCONN and CSCU, and no statewide coordinating board
- CT is one of **nine (9) states** that have higher education **system boards that govern both universities and community colleges**

Comparison (Continued)

Only **two (2) states (Minnesota and Vermont)** roughly **comparable** to CSCU: **include both universities and two-year institutions; exclude** the state's Land-Grant **research university**

- **Minnesota State University System:** 7 universities, 30 colleges, and 54 campuses; Community and technical colleges individually accredited; limited inter-college collaboration
- **Vermont State Colleges:** three four-year institutions (soon to be consolidated as Vermont State University) and the Community College of Vermont; the University of Vermont (UVM) has separate Board of Trustees

Comparison (Continued)

Systems in **a seven (7)** other states include 2-year institutions. But, unlike CSCU,

- Include **the state's Land-Grant University** or other major research university, and regional four-year universities.
- States: **Alaska, Hawaii, Montana, Nevada, North Dakota, Utah, and CUNY** System in New York.

Structures of other Northeastern States

- **Maine**

- The Board of Trustees of the University of Maine System governs seven universities, including the University of Maine. The Maine Maritime Academy has its own board of trustees
- The community colleges are governed by a separate Board of Trustees

- **Massachusetts**

- UMASS system has a separate governing board
- Board of Higher Education is a coordinating/regulatory body for other state universities and community colleges. Each university and college has a separate governing board

- **New Hampshire**

- The Board of Trustees of University System of New Hampshire governs UNH and the State Universities
- The NH Community and Technical Colleges are governed by a separate Board of Trustees

Other Northeastern States

- New York

- New York State has two large governing systems, SUNY and CUNY. The State Education Department coordinates and regulates the entire education system.
- The SUNY Board of Trustees governs state-operated university centers, university colleges, and technology colleges. It *coordinates* 30 locally governed community colleges.
- The CUNY Board of Trustees governs a university with 25 campuses, including several community college campuses.

- Rhode Island

- Rhode Island College and CC of Rhode Island are Governed by the Council on Postsecondary Education; URI has a separate governing board

EVOLUTION OF SYSTEMS



Most Systems Developed in the **1960s and 1970s**

- **Dramatic enrollment growth** and **proliferation of new institutions**
- Systems established to:
 - Provide for “**rational**” **development** of state’s higher education system
 - **Curb duplication** of academic programs
 - **Counter political pressures** for new programs and new campuses
 - **Achieve cost-savings through economies-of-scale**—primarily “back office” financial services, HR, procurement

2021: New Realities, Dramatically Changed Context

- **Declining enrollment**
- **Declining State Share of Funding; Shift of Costs to Students** (Student Share of Net Costs in CT from 1980 to 2020 increased from 21% to 50%)
- **Intense competition** for students and revenue
- **Threatened sustainability** of some public institutions

Growing “**systemic**” public imperatives, e.g.

- Ensuring **Affordability**
- Serving **under-represented** and **under-served** populations
- Sustaining **services in regions**
- Responding to **workforce** demands

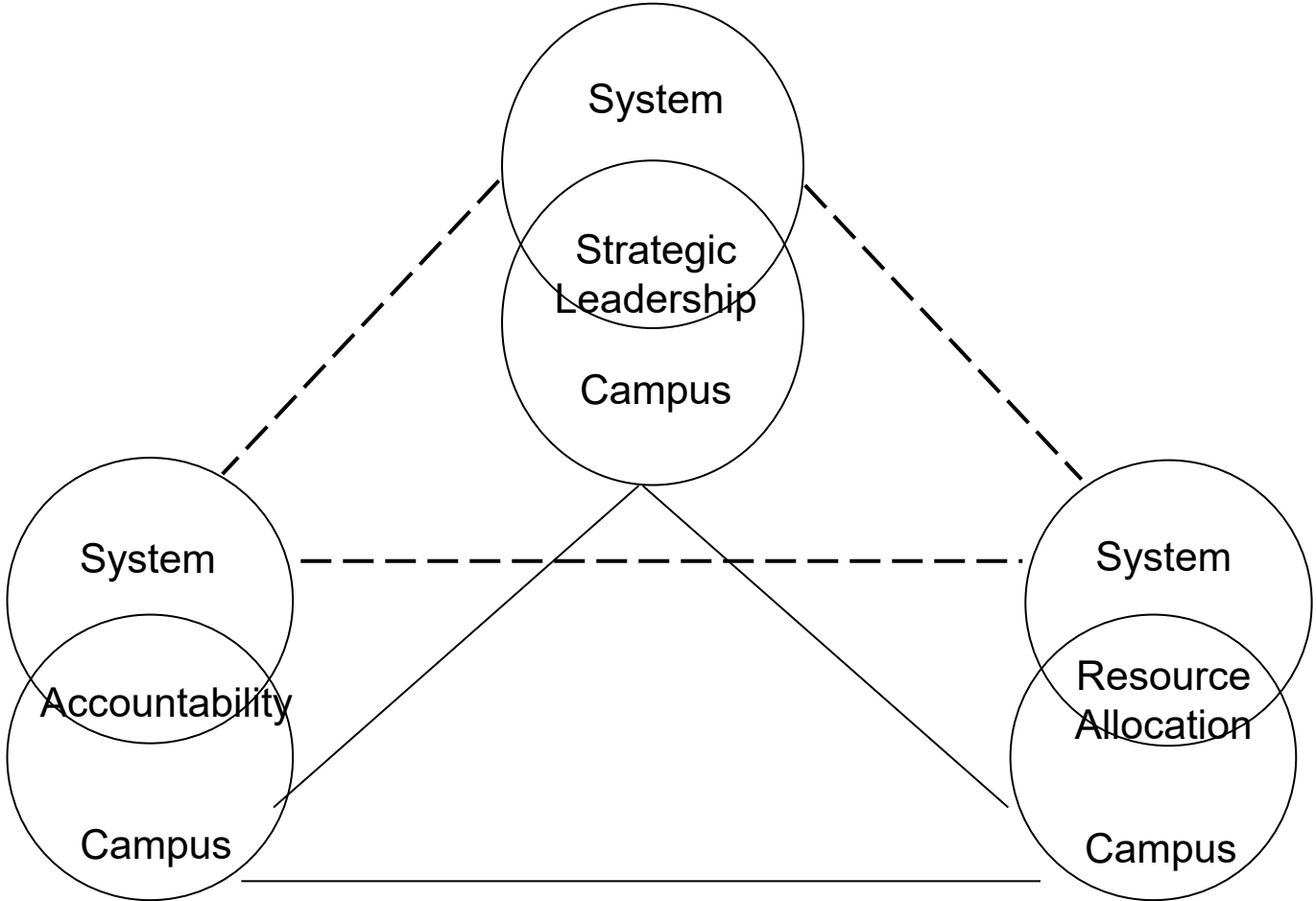
Now systems are **critical to sustain accessible, affordable** higher education opportunities for **increasingly diverse populations and regions.**

- Linking the system goals/priorities to state priorities
- Developing partnerships and collaborative relationships **within** and **outside the system** to address specific state/regional problems with:
 - K-12
 - State workforce development agencies
 - Other public and private institutions
 - State and regional economic development
 - Service providers

POLICY TOOLS FOR SYSTEM LEADERS



Alignment of Strategic System and Campus Decisions



System Hierarchical Realities

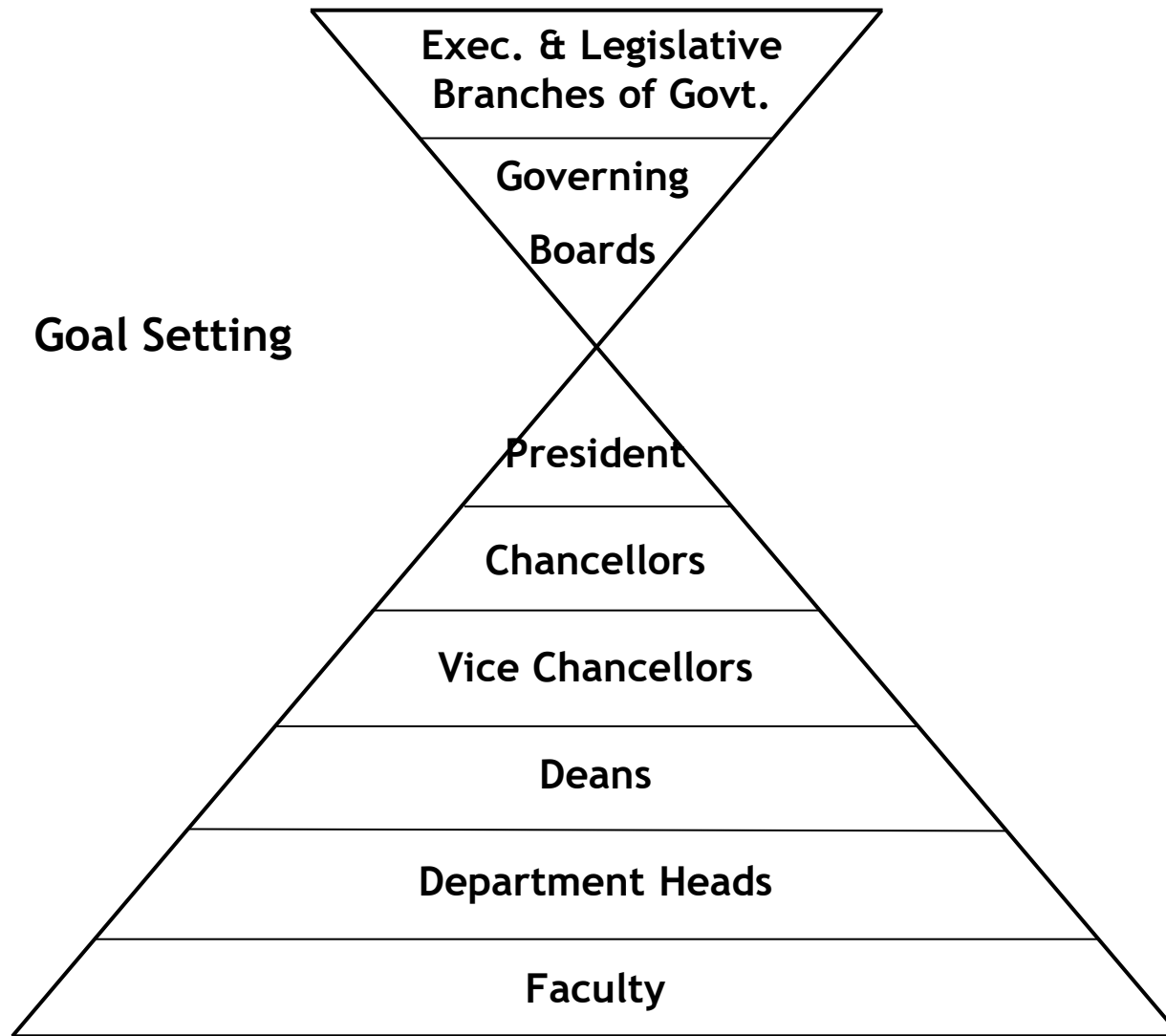
WHAT

Goal Setting

Accountability

HOW

Implementation



System Policy Tools to Accomplish Goals

Goals	Strategic Leadership	Strategic Budgeting and Finance policy related to:		Regulation	Accountability	Decision-making Authority-Governance
		Institutions	Students			
Goal 1						
Goal 2						
Goal 3						

- Strategic Leadership
- Strategic Budgeting and Finance
- Regulation
- Accountability
- Governance—Allocation of Decision Authority



COMMON CHANGES IN SYSTEMS WITH DIVERSE INSTITUTIONAL MISSIONS

Common Challenges

- Linking **system goals/priorities** to **state's major priorities** (e.g., workforce development)
- Developing **accountability metrics for system goals/priorities** to:
 - Monitor progress
 - Hold leaders accountable
- Avoiding **one-size-fits-all policies** that do not recognize **mission** differences
 - Finance policy and resources allocation
 - Localized services

Common challenges (Continued)

- Aligning **system budget with system strategic goals/priorities** (finance policy is the most powerful policy tool)
- Making sure **strategic budget** requires attention to **balance sheet**:
 - Long-term **preservation and renewal** of human (e.g., faculty), technology, and physical assets
 - **Investment** needed to support **major change initiatives**
 - **Contingency** for financial emergency

Common Challenges (Continued)

Leading **systemwide change**:

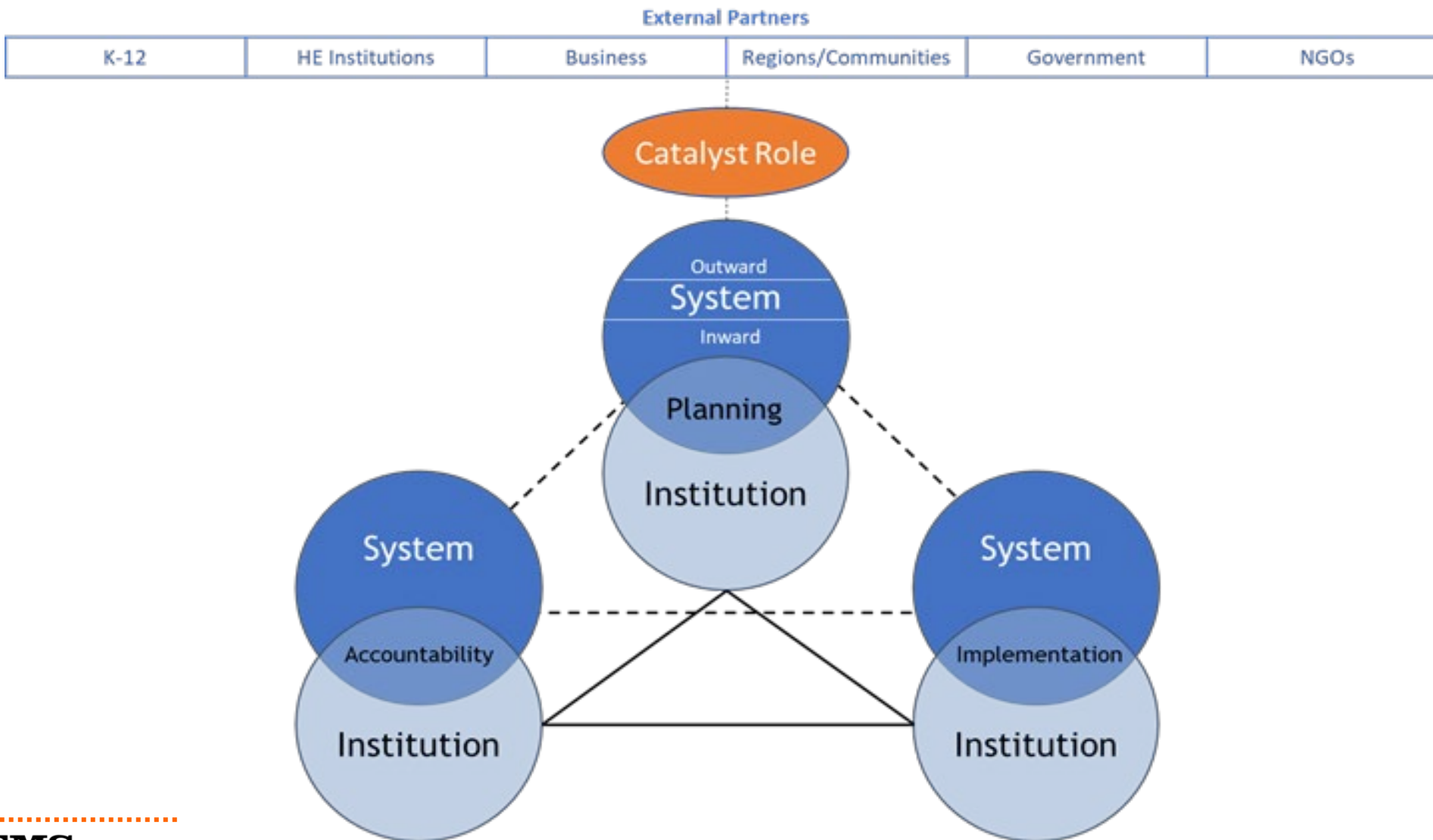
- **From:** Each campus as **relatively independent** unit
- **To:** Each campus **linked to system capacity**; significant **academic collaboration and resource sharing** across the system

- **From:** Focus primarily **inside** the system
- **To:** Partnerships **outside** the system: K-12, state agencies, business, regions, etc.

Challenges (Challenges)

- Ensuring **support for institutional leaders** facing financial crises and leading major campus-level change
- Careful attention to **processes and transparency in decision-making regarding systemic change**

Inward-and Outward Facing System Roles



System Example: University of Maine System

- Established by Consolidation of Two Systems: University of Maine and State Colleges
- Original Rationale: Stop Duplication and Achieve Cost Savings in Small State with Limited Resources
- **Now** Faced With New Realities: Strategic Leadership to Realign the System
 - Moving **from** 8 Dispersed Loosely Coordinated Campuses
 - **To:** One University designed to link the system's combined capacity to future needs of Maine—its population and economy

University of Maine System Strategic Priorities:

- Advancing **Workforce Readiness and Economic Development**
- Increasing Maine **Educational Attainment**
- Aligning Academic Programs and Innovation to **Drive Student Success and Employer Responsiveness**
- Maintaining **Competitiveness and Sustainability** to Meet Critical State Needs

FURTHER DISCUSSION & QUESTIONS



ADDITIONAL RESOURCES



Terminology: Coordination Versus Governance

- **Governing boards:**

- Single corporate entity with authority to develop and implement policy
- **Direct Line of Authority/Responsibility/Accountability** Between Board and Institutions Through System CEO

- **Coordinating boards:**

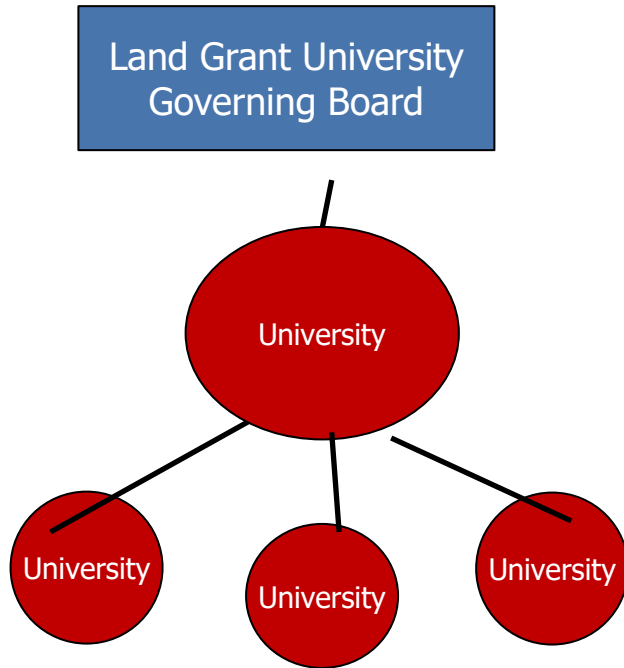
- Do not govern institutions. **Dotted Line Relationship** to Institutions
- Focus on statewide policy leadership not on governing/managing systems or individual institutions
- Carry out statewide planning, regulatory and administrative functions



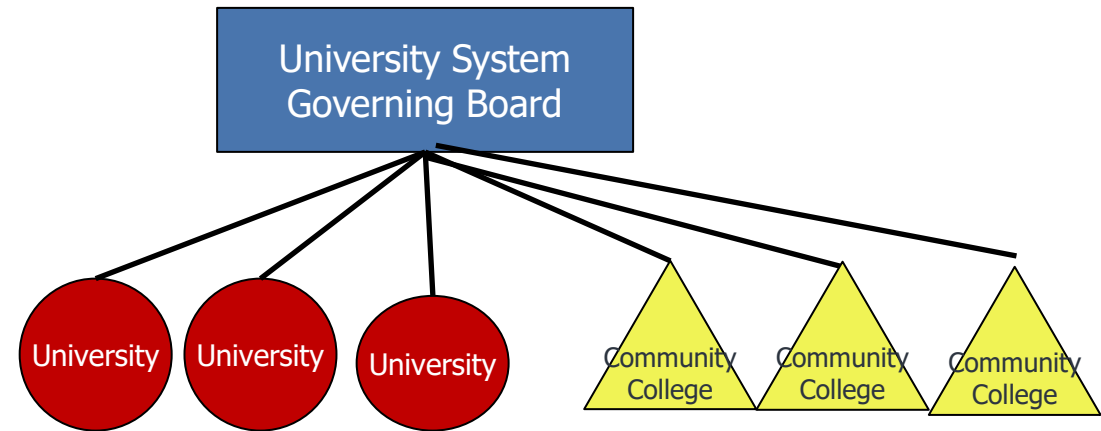
PROFILES OF OTHER SYSTEMS WITH UNIVERSITIES AND COMMUNITY COLLEGES



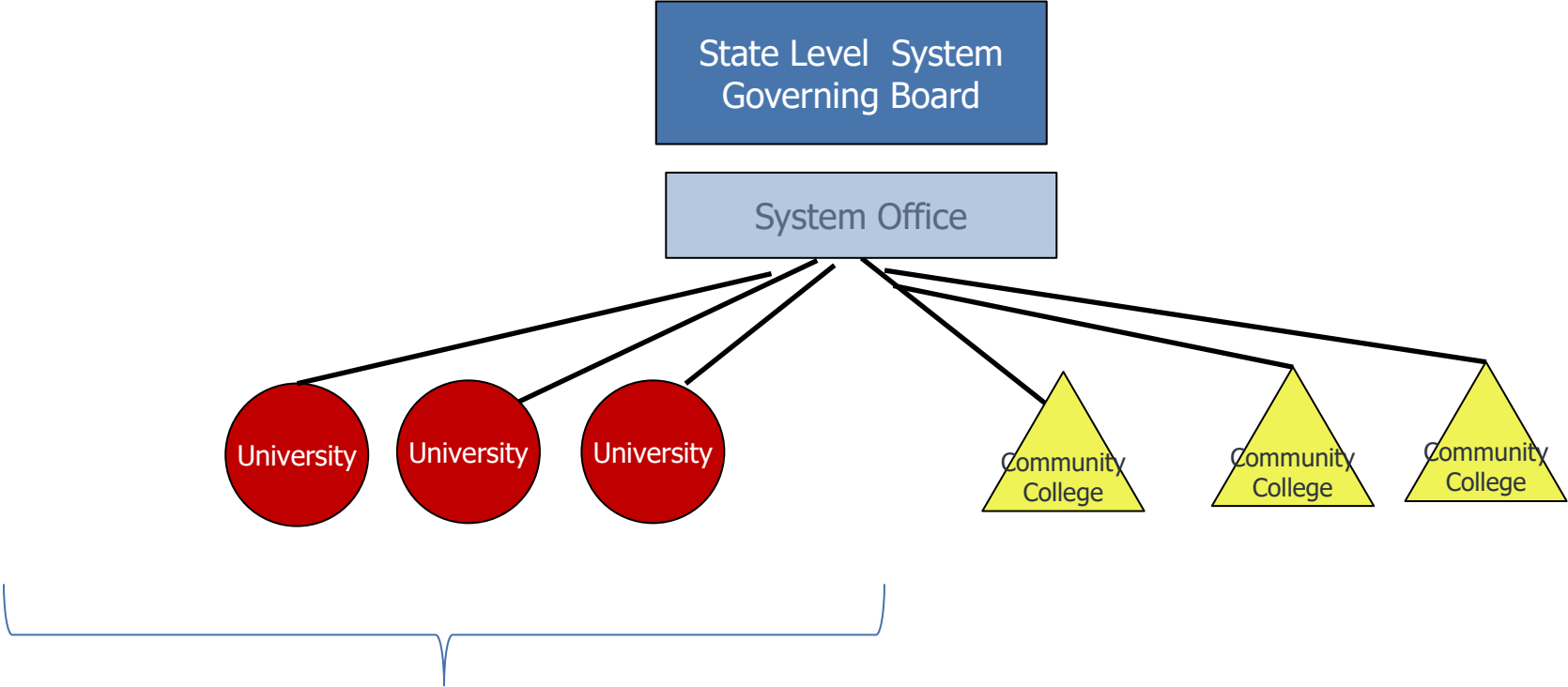
Connecticut and Minnesota



Land Grant University and Other 4-Year Campuses



Example of System Governing Board with Both Universities and Community Colleges: Hawaii, Nevada, North Dakota



Land Grant University and Other 4-Year Campuses



COMMON SYSTEM FUNCTIONS



Common Functions of Higher Education Systems

- Develop a system **strategic plan aligned with the state's goals**
- Develop a system **strategic budget aligned with strategic plan**
- Monitor performance and ensure **accountability**
- Shape and **differentiate institutional missions**
- Appoint, evaluate, or dismiss **system and institutional leaders**

- Establish and implement key **academic policies**
 - **Faculty and other personnel** policies, including approving awarding of tenure
 - Recommend/approve new **academic** programs
 - **Admissions** criteria
 - **Degree** requirements and awarding degrees
 - Articulation and **transfer** policies
 - Working with **K-12** re: college and career readiness

Functions (Continued)

- Make **budget recommendations** to the Governor and Legislature
- Maintain **system data/information infrastructure** to support system and institutional planning and decision-making
- Implement **finance policies**
 - Allocate state appropriations to institutions
 - Set tuition rates
 - Manage allocation of state financial aid funds

Functions (Continued)

- Hold institutions **accountable for performance** (including, in many cases, student outcomes) in relationship to institutional mission.
- Ensure that **institutions are well-managed**
 - Monitor conditions
 - Provide access to advisors and technical assistance when indicators suggest external help is needed
 - Arrange for interim leadership when conditions deteriorate to a point of impending crisis
- Negotiate and enforce **collective bargaining agreements**

- Achieve **economies-of-scale** at each institution and systemwide
- **Administrative Services:**
 - Payroll
 - Accounts payable/receivable
 - Legal
 - Human Resources
 - Purchasing/contracting
 - Information Technology

- Economies-of-Scale (Continued)
 - **Systemwide Academic Policies and Programs**
 - **Collaboration across institutions** in the design and delivery of academic programs
 - Policies on **revenue-sharing and acceptance of credit** to support student transfer and collaboration among institutions
 - Maintain the system-wide **distance-delivery infrastructure**