

ED 872 – State Government and Higher Education

Center for the Study of Higher and Postsecondary Education University of Michigan School of Education Fall Term, 1999

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Mondays, 9:00 - 12:00
Room 2214, SEB
Office Hours: Wednesday, 10:00 -11:30
or by appointment

Course Description

Approximately 80 percent of all college students in the United States attend the over 1,500 public institutions in this country. These institutions are under either the direct or indirect control of state higher education governing bodies. This seminar will help students gain a greater understanding of the structures, functions, and issues facing state governance of higher education in the U.S., including: role of governing and coordinating boards; relationship between the federal government and state higher education; appropriations and budgeting; financial aid; equity and access; and relationships between governing bodies and higher education institutions. The course will include presentations by guest speakers who will address current issues in state policy towards higher education.

Course Objectives

The aims of this course include:

1. To develop an understanding of the relationship between state policy and public institutions of higher education;
2. To examine the role that higher education governing bodies play in shaping public colleges and universities;
3. To understand the key players and issues in state policy as it relates to postsecondary education;
4. To examine how states fund public systems of higher education and the role of the public, and students and their families, in that process; and,
5. To develop research skills related to the issues covered in this course.

Course Requirements

1. Required Readings

- The following books can be purchased at Ulrich's. They are also available on 4-hour loan at University Reserves, Shapiro Library:

- Burke, J.C. and Modarresi, S. (1999). *Performance Funding and Budgeting: The Third Survey*. Albany, NY: Rockefeller Institute of Government, State University of New York.
- Christal, M. (1997). *State Tuition and Fee Policies, 1996-97*. Denver: State Higher Education Executive Officers.
- Epper, R.M. (1999). *State Policies for Distance Education: A Survey of the States*. Denver: State Higher Education Executive Officers.
- Layzell, D.T. and Lyddon, J.W. (1990). *Budgeting for Higher Education at the State Level: Enigma, Paradox, and Ritual*. ASHE-ERIC Higher Education Reports, #4.
- MacTaggart, T.J. and Associates. (1996). *Restructuring Higher Education: What Works and What Doesn't in Reorganizing Governing Systems*. San Francisco: Jossey-Bass Publishers.
- MacTaggart, T.J. and Associates. (1998). *Seeking Excellence Through Independence: Liberating Colleges and Universities From Excessive Regulation*. San Francisco: Jossey-Bass Publishers.
- Richardson, R.C., Bracco, K.R., Callan, P.M., and Finney, J.E. (1999). *Designing State Higher Education Systems For a New Century*. Phoenix: Oryx Press.

- A course packet of additional readings is available at Grade A Notes at Ulrich's.
- On-line resources: A number of documents to be used in the course are available on-line. In order to minimize the cost of the course packet, links to the documents will be provided on the course website. Students will be expected to read on-line resources.
- A required case study and other readings will be available for purchase from the CSHPE office.
- *The Chronicle of Higher Education*: You will be expected to keep abreast of current federal policy issues related to postsecondary education by reading *The Chronicle* each week. It is available in the CSHPE office, IRIS, Shapiro Undergraduate Library, and Hatcher Graduate Library (as well as other libraries throughout the campus).

2. Analytic Papers

Each student will be responsible for writing two analytic papers (approx. 4-6 pages each) on readings assigned in the course syllabus. The opportunity will be provided to write on three topics (on three different weeks), and each student will choose any two of the three on which to write. The analytic papers are intended to be an opportunity for you to reflect on the topic and readings before coming to class, and do not require additional research beyond the readings for that week. The analytic papers will be due in my mailbox by noon on the Friday before class.

3. Class Participation

Students will be expected to complete all assigned readings for each class and come prepared to participate in the discussion. As a seminar, the quality of the course will depend strongly on students' participation in class. Included will be a policy simulation, whereby students will have the opportunity to play the role of a key policymaker on an issue related to higher education. In addition, you will be expected to critique and respond to the presentation of research results of the other students (see below).

4. Research Papers and Presentations

See pages 5-6 for a description of this requirement.

Grading

Analytic papers:	20% (10% each)
Research paper:	55%
Class participation:	25%

Course Schedule and Assignments

1. September 13 **Introduction and overview**
2. September 20 **State authority over higher education**
 - **One paragraph description of a possible research paper topic due in class**
 - Eldon Johnson, "Misconceptions About the Early Land-Grant Colleges," in Lester Goodchild and Harold Wechsler (Eds.), *The History of Higher Education* (packet)
 - John Millett, *Conflict in Higher Education*, chapter 1 (packet)
 - Edward Hines, "State Leadership in Higher Education," in Lester Goodchild, Cheryl Lovell, Edward Hines, and Judith Gill (Eds.), *Public Policy and Higher Education* (packet)
 - Aims McGuinness, "The States and Higher Education," in Philip G. Altbach, Robert O. Berdahl, and Patricia J. Gumport (Eds.), *American Higher Education in the Twenty-first Century* (available at UGLi reserve or IRIS)
3. September 27 **State higher education governing bodies – overview**
 - **First analytic paper due (in my mailbox by noon, September 24)**
 - Education Commission of the States, *State Postsecondary Education Structures Sourcebook*, pages 1 – 30, 42 - 48 (packet)
 - Richardson, Bracco, Callan, and Finney, *Designing State Higher Education Systems For a New Century*, chapter 1
 - MacTaggart and Associates, *Restructuring Higher Education: What Works and What Doesn't in Reorganizing Governing Systems*, chapters 1 and 2
4. October 4 **State higher education governing bodies – case studies**
 - **One page proposal for research paper due in class**
 - Richardson, Bracco, Callan, and Finney, *Designing State Higher Education Systems For a New Century*, chapters 2 – 4, and 10
 - MacTaggart and Associates, *Restructuring Higher Education: What Works and What Doesn't in Reorganizing Governing Systems*, chapters 4 and 7
5. October 11 **State governance and institutional control – overview**
Wilbanks?
 - Frank Newman, *Choosing Quality*, chapter I (packet)
 - MacTaggart and Associates, *Seeking Excellence Through Independence*, chapters 1, 3, 6, 8, and 9
6. October 18 **State governance and institutional control – accountability**
Guest Speaker:
Cynthia Wilbanks
Vice President for Government Relations
University of Michigan
 - **Second analytic paper due (in my mailbox by noon, October 15)**
 - Burke and Modarresi, *Performance Funding and Budgeting: The Third Survey*
 - William Trombley, "Performance-Based Budgeting," *National Crosstalk* 6(1)

- (available on course website)
- William Zumeta, “Public Policy and Higher Education Accountability: Lessons from the Past and Present for the New Millennium,” in Heller (Ed.), *Affordability, Access, and Accountability: The States and Public Higher Education* (in press)
7. October 25 **State governance and institutional improvement**
- James Hearn and Carolyn Griswold, “State-Level Centralization and Policy Innovation in U.S. Postsecondary Education,” *Educational Evaluation and Policy Analysis* 16(2) (packet)
 - Massachusetts Higher Education Coordinating Council, *Using Coordination and Collaboration to Address Change* (packet)
 - Governor’s Council on Excellence in Higher Education, *Investing in People: Tennessee’s Commitment to 21st Century Higher Education Excellence* (packet)
8. November 1 **State financing of higher education – introduction**
- **Appropriations process exercise**
 - Layzell and Lyddon, *Budgeting for Higher Education at the State Level: Enigma, Paradox, and Ritual*
 - David W. Breneman and Joni E. Finney, “The Changing Landscape: Higher Education Finance in the 1990s,” in Patrick M. Callan and Joni E. Finney (Eds.), *Public and Private Financing of Higher Education* (packet)
9. November 8 **State financing of higher education – issues and reforms**
- **Third analytic paper due (in my mailbox by noon, November 5)**
 - Frederick Fischer, “State Financing of Higher Education: A New Look at an Old Problem,” in David Breneman, Larry Leslie, and Richard Anderson (Eds.), *ASHE Reader on Finance in Higher Education* (packet)
 - Arthur Hauptman, “Reforming How States Finance Higher Education,” in Heller (Ed.), *Affordability, Access, and Accountability: The States and Public Higher Education* (forthcoming)
 - Kristin Conklin, *Federal Tuition Tax Credits and State Higher Education Policy*, National Center for Public Policy and Higher Education, December, 1998 (available on course website)
10. November 15 **Access and choice in public higher education – overview**
- Melodie Christal, *State Tuition and Fee Policies, 1996-97*, State Higher Education Executive Officers Association
 - James Hearn, Carolyn Griswold, and Ginger Marine, “Region, Resources, and Reason: A Contextual Analysis of State Tuition and Financial Aid Policies,” *Research in Higher Education* 37(3) (packet)
 - Donald E. Heller, “Trends in Public College and University Affordability: The Quandary of Increasing Prices and Enrollment,” in Heller (Ed.), *Affordability, Access, and Accountability: The States and Public Higher Education* (in press)
11. November 22 **Access and choice in public higher education – case study**
- **Policy simulation exercise**
 - “Stabilizing the Commonwealth’s Investment: Toward a Five-Year Financing Plan for Higher Education,” Report of the Massachusetts Task Force on Fair Share Funding for Higher Education (packet)
 - “Tuition Pricing at the University of Massachusetts (A), (B), and (C),” Harvard Graduate School of Education (purchase from CSHPE office)
 - Patrick Healy, “A Take-No-Prisoners Approach to Changing Public Higher Education in Massachusetts,” *Chronicle of Higher Education*, December 5, 1997,

- p. A41 (available on course website)
- Patrick Healy, "Tuition Cuts Lead to Enrollment Growth at Massachusetts 2-Year Colleges," *Chronicle of Higher Education*, October 2, 1998, p. A39 (available on course website)

12. November 29 **The future of state governance**

- MacTaggart and Associates, *Restructuring Higher Education: What Works and What Doesn't in Reorganizing Governing Systems*, chapters 8-9
- Rhonda Martin Epper, *State Policies for Distance Education: A Survey of the States*
- Donald E. Heller, "Technology and the Future of Public Higher Education Policy," in Heller (Ed.), *Affordability, Access, and Accountability: The States and Public Higher Education* (in press)

December 6 **No class**

13. December 13 **Student presentations of research results**

- **Research papers due**
- Course evaluation

Research Papers and Presentations

Subject Matter

Students will conduct in-depth research on topics related to state policy and postsecondary education. The research can be an empirical study, a policy analysis, a literature review and analysis, or some other form appropriate for an upper-level seminar course. The topic will be chosen by the student in consultation with the instructor. Some suggested topics and topics addressed by students in previous years include (these are only suggestions; you are welcome and encouraged to explore other topics that may interest you):

- The battle over tenure in Minnesota
- Performance funding and budgeting programs
- Blue ribbon panels and institutional improvement
- Coping with growing demographics
- State governance structures and how they have changed over time
- Virtual/distance education and state policy
- The merits of a high tuition/high aid policy
- Financial need and merit in state financial aid programs
- Affirmative action and public higher education
- A history of the state role in higher education
- The accountability movement
- Using private institutions to meet state needs
- The states and institutional accreditation
- Changing patterns of financial support for public higher education

Initial Proposal Ideas (September 20)

Provide a one-paragraph description of the general topic you would like to explore. By the following Friday (September 24), I will provide you comments on your proposed topic.

One Page Proposals (October 4)

Provide a one-page proposal that explains your research topic in more detail. Your proposal should include the following:

- a brief description of the topic you are proposing and its importance and relevance to the course subject matter
- the specific research question, or questions;
- a brief description of the methodology you propose to answer the research question(s).

Comments on your proposal will be provided to you by the next class (October 11).

Paper Presentations (December 6 and 13)

Students will present their research results to the instructor and their colleagues in class. Each student will be allotted approximately 30 minutes for his or her presentation. Plan on speaking approximately 20 minutes, leaving 10 minutes for questions and discussion. Bring handouts or visual aids if appropriate and if they will help enhance your presentation. Keep your presentation succinct and lively. Further guidelines for the presentations will be provided during the semester.

Peer Evaluation of Presentations

Each student will be asked to review and provide feedback on the presentation of a fellow classmate. A one to two page commentary on the strengths and weaknesses of the presentation will be provided to the presenter, with a copy to the instructor.

Grading of Research Papers

Research paper grades will be based primarily on the content of the paper: its organization, thoroughness and specificity, logical analysis, depth with which the research questions were answered, and persuasiveness. In addition, grades will depend upon: the quantity and quality of your research; use of proper English composition (spelling, grammar, punctuation, and syntax); and the ability to meet required deadlines.

Paper Deadlines

Research papers will be due on December 13. Late papers (without the consent of the instructor) will be penalized with lower grades.