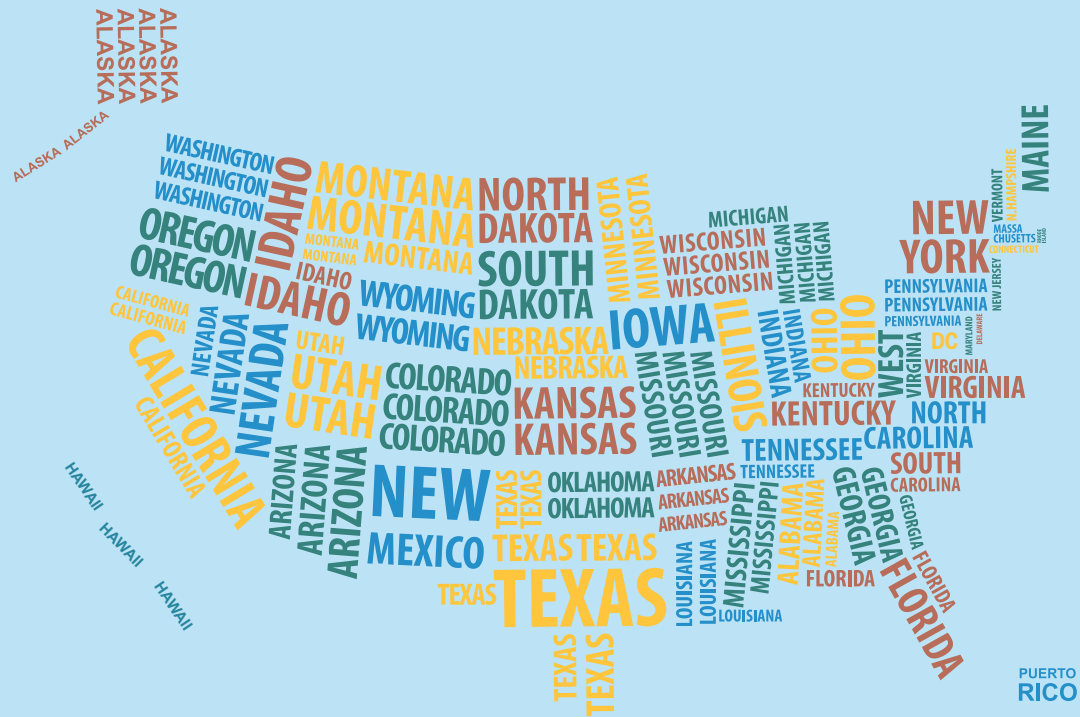


# Public Policy for Higher Education in the United States: A Brief History of State Leadership

60th Anniversary, 61st Annual Meeting  
State Higher Education Executive Officers  
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SHEEO

State Higher Education Executive Officers

Jim Mingle, who served as Executive Director of SHEEO from 1984 to 2000, provided feedback on an early draft and is the principal author of the section on the years he led the association.

# PREFACE

A few quotes seem appropriate to set the stage for this brief history. According to “Brainy quote.com”:

Winston Churchill said:

- “History will be kind to me for I intend to write it.”

Ghandi said:

- “A small body of determined spirits fired by an unquenchable faith in their mission can alter the course of history.”

And Lyndon Johnson said:

- “Being president is like being a jackass in a hailstorm. There’s nothing to do but to stand there and take it.”

Ghandi captured the spirit of state policy leadership in higher education. Perhaps Johnson captured the day-to-day realities of the job.

Before going further, let me acknowledge that my version of SHEEO’s history is both shaped and limited by what I’ve experienced and read. Other people, too many to name without risking serious omissions, know the general history as well and parts of it far better than I. I hope some of them will be inspired to add to and refine my account.

One more preparatory comment. It is easy and interesting to focus on the contributions of outstanding individuals when discussing the history of state policy leadership. And that is largely what I will do. But all the leaders I will mention responded to and were shaped by their times. Their individual contributions became significant as part of the shared vision and work of a community. The value of reviewing this history is not merely in celebrating our heroes and heroines, but in understanding the vision of the community and how it continues to grow and evolve as all of us participate in it.

**“History will be kind to me  
for I intend to write it.”**

# THE INFLUENCE OF JOHN DALE RUSSELL

John Dale Russell convened the first meeting of the association of state higher education executives in 1954 in Santa Fe, New Mexico. It was not a casual act, but a strategic move to advance purposes that had motivated him throughout his career — the expansion of educational attainment to all people, up to the limits of their capabilities. Here I will focus on two periods of his career that are directly relevant to the history of SHEEO — his work in the administration of Harry Truman and the years immediately afterward when, as Chancellor and Executive Secretary of the State Board of Educational Finance for New Mexico, he was the catalyst for creating SHEEO. Other details of his career are provided in Appendix A.

In January 1948 Russell presented the report of the President’s Commission on Higher Education to the constituent organizations of the American Council on Education. The published summary of that report says:

*The report proposes sweeping changes in higher education. Specific recommendations include the abandonment of European concepts of education and the development of a curriculum attuned to the needs of a democracy; the doubling of college attendance by 1960; the integration of vocational and liberal education; the extension of free public education through the first 2 years of college for all youth who can profit from such education; the elimination of racial and religious discrimination; revision of the goals of graduate and professional school education to make them effective in training well-rounded persons as well as research specialists and technicians; and the expansion of Federal support for higher education through scholarships, fellowships, and general aid.*

*In conclusion the report urges establishment of community colleges; the expansion of adult education programs; and the distribution of Federal aid to education in such a manner that the poorer States can bring their educational systems closer to the quality of the wealthier States.*

Russell concluded his presentation to ACE with these comments: “The value of the Commission’s report will probably best be appraised some years from now. At present, one who is interested in the welfare of higher education cannot fail to be enthusiastic about the report and its recommendations. What is needed now is a vigorous implementation of the Commission’s recommendations.”



The implementation of the Commission's recommendations Russell advocated was far from immediate, but his advocacy was vigorous and his thinking about implementation strategies was advanced. In May 1949, Russell published an article in *State Government: The Magazine of State Affairs*, Vol. XXII, No. 5, entitled "The States in Higher Education." He traced five objectives that have inspired state involvement in higher education during the history of the United States:

1. Encouraging the creation of essentially private institutions to enhance community life, the justification for early state subsidies for what are now Ivy League institutions;
2. Achieving widespread education in order to sustain democracy, the earliest justification for public education;
3. Supplying well-prepared people for professional roles, initially the clergy, but later teachers, schools of engineering, agriculture, business, etc.
4. Protecting consumers from fraud and abuse (a role in which Russell suggested states need to become more consistent and effective); and
5. Providing equalization of opportunity for education for young people in accordance with their capabilities.

Concerning this last objective Russell wrote: "It is [the last to emerge and] perhaps not yet fully accepted. It is closely related to the needs of the democratic state for a supply of well-educated persons and for a supply of well trained workers in all occupations, but it approaches the problem, not from the point of view of the needs of society, but from that of the obligations of society to the individuals composing it." In this article Russell went on to discuss in some detail how states could best achieve these objectives.

Near the end of his service in the federal government on December 11, 1951 Russell gave a talk to the Higher Education Division group on "Patterns of Coordinated State Control Over Higher Education." His one-page outline first argues that the need for coordination arises from the tradition of institutional autonomy and the proneness of institutions to "expand their programs: 1. Beyond the willingness of the State to support them; 2. Into fields and areas already served by other institutions."

He then listed six elements of the state program for higher education that require coordination and seven "distinguishable plans for providing the needed coordination." Without enumerating them here, virtually every purpose and approach for state coordination and governance that has been proposed or attempted in the United States since 1951 appears on his list. He concludes with two overarching observations:

- A. The agency charged with responsibility for coordination should represent the interests of the state as a whole, rather than those of the individual institutions.
- B. The arrangement should leave the maximum of autonomy to the individual institutions in managing their day-to-day operations.

In 1952 Russell left federal service to become Chancellor and Executive Secretary of the State Board of Educational Finance for New Mexico. While he clearly attended to the specific responsibilities of this position, his work in New Mexico became a platform for national educational leadership. He continued to speak at many national meetings and did “surveys” of higher education needs for a number of states. In 1954, as discussed below, he organized the first meeting of the association of state higher education executive officers in Santa Fe, which helped expand his national influence. Both before and after founding SHEEO, Russell’s papers indicate significant involvement in 14 states, with the most extensive work in New York, Florida, Michigan, Georgia, Maryland, Idaho, Virginia, West Virginia, and North Dakota.

In 1956 Russell published an article in *Phi Delta Kappan* entitled “High School and College for All?” which took an expansive view of educational potential and opportunity. A little later, at the invitation of John Folger, Russell took part in a written debate published by SREB on the topic “Is Higher Tuition the Answer?” Harvard economist Seymour Harris argued in the affirmative, stating that higher tuition was unavoidable as a means of meeting educational demand; Russell argued that the public could and should provide enough support to keep the cost of higher education low and affordable to students and their families.

In 1958 Russell left New Mexico to become Director of the Office of Institutional Research at New York University. In 1960 he became a visiting faculty member at Hiroshima University. After returning to the United States, Russell continued his professional consulting and speaking activities into the late 1960s.

In 1976, at the age of 81, Russell was invited to attend the 23rd Annual Meeting of SHEEO to receive the association’s first “Distinguished Service Award.”

## THE FIRST YEARS OF THE ASSOCIATION, 1954–58

In his second year in New Mexico, John Dale Russell invited the executive officers of ten states with a “central, State-wide coordinating board for higher education” to convene in Santa Fe, New Mexico for a two day meeting, June 24-25. Representatives from Florida, Georgia, Iowa, Kansas, Mississippi, North Dakota, Oklahoma, and Oregon accepted the invitation from New Mexico. William S. Carson, President of the State University of New York, declined the invitation, due to a previous plan to be abroad at that time.

Conferring with his colleagues in advance, Russell constructed a detailed agenda which can be found in Appendix B. It began with housekeeping items concerning who should chair the meeting, approving the agenda, and determining whether the record of the meeting should be open or closed. With subtlety borne of experience, they determined that the meeting should be closed in order to permit full and free discussion, but that no formal announcement of this decision should be made. Following the meeting, they would determine whether matters of public interest had been discussed and then release a statement to the press accordingly.

The agenda topics, fully presented in Appendix B, included the coordination of instructional programs, capital outlays, tuition and fees, admissions requirements, and other administrative/operational policies, administrative relationships, and budgetary procedures. The agenda also included brief discussions of state scholarship programs and educational television. The discussion of these issues was launched with observations on projections for rapid enrollment growth and the challenges of state planning and coordination in the context of such growth. Dr. Russell and his assistant, James Doi, both attended the meeting and prepared a 75-page document “Unofficial Proceedings,” complete with an index of topics discussed.

The group decided to continue meeting annually in different locations. Complete proceedings are available for the 1955 meeting in Eugene, Oregon and the 1956 meeting in Wakulla Springs, Florida. By 1956 three additional states had been invited to the meeting, and representatives from two of them, North Carolina and Texas, attended. The proceedings from these meetings indicate that the members continued discussing the topics on the first year’s program. They also shared additional information on the organizational and political history of each state’s board and discussed some of the operational challenges each faced. Dr. E.V. Hollis, from the U.S. Office of Education, and Professor Lyman A. Glenny from California participated in the 1956 annual meeting.

A brief history of the association published in 1978, *SHEEO: The First 25 Years, 1954-1978*, established the leadership of John Dale Russell during this period and also acknowledged the contributions of E.V. Hollis, Lyman Glenny, and S. V. Martorana, who was appointed by Hollis in the U.S. Office of Education to support state and regional organizations.

## THE EXPANSION OF THE PROFESSION, 1959–1968

From 1959 to 1968 much of the growth of higher education envisioned by the Truman Commission occurred in the United States. According to *SHEEO: The First 25 Years*, 20 states established new statewide coordinating or governing boards during this period, and several existing statewide governing boards, recognizing the need for planning, established statewide staff to meet these needs. The federal Higher Education Facilities Act of 1963 aided and abetted this growth by requiring that a state agency be designated in order to establish eligibility for funding. A 1969 compilation showed 26 state coordinating boards, 19 governing/coordinating boards, and only five states with neither.

As the association grew in numbers, the members began to consider activities in addition to the annual meeting, and its organizational structure became less informal. In 1965 the members began working on a constitution and bylaws, which were adopted at the 1967 annual meeting. In 1968 for the first time annual dues were assessed, ranging from \$100 to \$300 per state, depending on the size of the state's appropriations for higher education.

The question of staffing was debated, and a number of options were considered. The Education Commission of the States had recently been established in Denver, Colorado, and the association instructed its officers to explore a relationship with ECS including the potential for joint staffing. North Carolina Governor Terry Sanford was the co-founder of ECS with James Conant, and it is likely that the influence of North Carolina in SHEEO played a role in this decision.



## MATURING AS AN ASSOCIATION, 1969–1984

The history written for the 25th annual meeting in 1978 called the period 1969-1978 “Coming of Age.” The name was formally changed to “State Higher Education Executive Officers” in 1969. That same year Richard Millard, former chancellor of the Massachusetts Board of Higher Education, became director of postsecondary education at ECS. He, along with Nancy Berve, associate director for postsecondary education at ECS, took an active role in what was initially called “informal cooperation” between SHEEO and ECS.

The 1970 ECS publication *Higher Education in the States*, written by Berve, was a tangible outgrowth of that cooperation. Over the next few years Millard recruited former SHEEOs John Folger and Lou Rabineau to ECS to help in this work, and hired Aims McGuinness as a key staff resource. Nancy Berve was elected secretary of SHEEO in 1972. From 1976 to 1980 former Connecticut SHEEO Warren Hill became executive director of ECS and actively supported the SHEEO/ECS collaboration.

## **SHEEO played an active role in federal policy developments during this period.**

SHEEO played an active role in federal policy developments during this period. In 1972 the association began having a spring meeting in Washington to facilitate contacts with federal leaders. The State Student Incentive Grants (SSIG) (later the LEAP grants) and the federal laws promoting state 1202 Commissions were directly influenced by SHEEO input. In 1975 SHEEO developed an extensive “Statement on Policy Regarding Federal Postsecondary Legislation Relating to the States,” and provided assistance and encouragement to members for contacting their Representatives and Senators. Numerous members of the association testified to Congressional Committees on behalf of SHEEO. ECS staff, especially Dick Millard, played a key role in providing information to SHEEO members and in preparing these statements.

By 1975 all 50 states and 5 Canadian provinces were dues-paying members of the association. During the early 1970s SHEEO and ECS received funding for a five-year In-service Education Program, which involved SHEEO members as

well as faculty from university research centers in Michigan, Florida, and California. In 1976 SHEEO developed and implemented the SHEEO/NCES Communications Network under a contract with the National Center for Education Statistics. This contract resulted in hiring the first staff member directly employed by SHEEO, Jane Ryland, who worked out of the offices of NCHEMS and WICHE in Boulder. John Wittstruck succeeded Ryland a few years later.

In 1977 SHEEO and ECS established a formal agreement through which ECS provided an ongoing “secretariat and staff services for the executive committee and the membership as a whole” as well as staffing and advice on federal government matters. ECS staff leadership is evident in records of Executive Committee meetings and in SHEEO statements prepared on national issues, including a 1979 statement on accreditation.

Perhaps inevitably, however, the members of SHEEO gradually concluded that the association should establish itself as an independent entity with its own staff. In 1982 SHEEO incorporated as a non-profit association, and in 1983 it began a search for its first chief executive. At the December 13-14, 1983 meeting of the Executive Committee, Gordon Davies, then president of the association, introduced its new staff member, Dr. James Mingle, executive secretary (whose title was shortly changed to executive director.)

## Expanding the Scope and Capabilities of the Association, 1984–2000

**S**HEEO's establishment of an independent national presence was driven primarily by an emerging group of new state higher education leaders who were interested in an identity independent of ECS. (ECS, under pressure from governors to lead a K-12 reform agenda, was turning away from higher education). For SHEEO this was the beginning of a transformation of the organization from one based in large part on personal connections to one with an issue oriented agenda and much broader scope and influence.

By the late 1980's, the organization was focused on a state policy agenda which went well beyond the traditional federal policy concerns of the organization. It included work on access to education (particularly minority access); quality of programs and the measurement of outcomes; and funding policies that would be both equitable and stimulate performance. (The performance funding project of the Tennessee Commission led by Wayne Brown was one example of such initiatives.) During the 1980s, the organization also expanded its professional development activities through seminars and networking not only for executive officers, but for other staff as well — finance and academic officers, as well as communications staff and those involved with data networks (through the NCES contract). By the end of the decade, SHEEO had also begun seminars for lay board members of coordinating and system boards. Many of these programs were done in cooperation with the Association of Governing Boards (AGB), which up until this time had been exclusively focused on campus boards.

The agenda of the 1980s was driven by a set of strong and effective state leaders — most notably Dick Wagner, Gordon Davies, Ken Ashworth, Pat Callan, and Ted Hollander. In the late 1980s, with Esther Rodriguez in the lead, SHEEO received a major grant from the Ford Foundation to focus state attention on minority achievement which involved multiple states.

One of the most difficult issues of this period was the question of program quality. State boards had traditionally deferred to accreditation as the arbiter of quality, but increasingly found that political leaders were dissatisfied with this approach. In a number of meetings between SHEEOs and regional accrediting bodies, the organization pushed for a more open accreditation process and one focused on concrete measures of productivity (e.g., graduation and job placement rates). At the same time, state boards gained regulatory powers to approve new programs and review existing ones, especially on factors related to low enrollment and degree productivity. The Productivity, Quality, and Priorities (PQP) initiative in Illinois, for example, eliminated over 600 low productivity programs in the state.

In the 1990s strong SHEEO presidents like David Longanecker, Cecilia Foxley and Elaine Hairston continued to support an issue-oriented agenda. Linkage issues with K-12 became a major focus as did student preparation and quality of teacher education. Several grants supported this work and initiatives such as PK-16 councils became popular. The SHEEO staff role was to promote best practice and provide members with networking opportunities.

Throughout this period, the NCES Network provided a mechanism for dramatic improvement in the quality of national higher education data collections. Under the direction of a succession of network directors (John Wittstruck, Charles Lenth, Melodie Christal, and Hans L'Orange) the value and use of state data networks also improved significantly. With reauthorization of the Higher Education Act in 1992, SHEEO became active, as it had in the past, on federal policy. This included supporting expansion of student aid, particularly need-based grants; but also becoming involved in more controversial regulatory proposals. The emergence of a growing proprietary sector and accompanying rise in student loan defaults in this sector (along with some highly visible and sudden closings) led to calls for increasing state oversight of the sector.

SHEEO's position on proposed federal legislation was to assert the primacy of states in authorizing institutions to operate within their borders and thus to place any additional oversight at the state, not the federal level. But this position exposed deep differences among the members, some of whom had regulatory responsibility for the proprietary sector already; and others who had no interest in becoming involved in any way. When the final legislation encompassed not just proprietaries, but all institutions, the opposition to the legislation grew. Nevertheless, State Postsecondary Review Entities (SPREs) were created in each state, with some SHEEOs involved and others distancing themselves. Under intense lobbying by the private college sector, the program was eventually abandoned.

Beginning in the mid-1990s, SHEEO staff took a lead role in the development and promotion of computer based instruction for both onsite and online learning. Much of this work was done in cooperation with the California State University System, which had created a mechanism for sharing computer-based learning modules (MERLOT). SHEEO added a new staff member to work on this issue (Rhonda Epper) and began collaborating with EDUCOM, the primary institutionally-based organization concerned with learning technology. SHEEO also began to offer direct assistance to members who were in the midst of enhancing their statewide telecommunications networks and nascent online learning opportunities. Through Cecilia Foxley (Utah) along with other SHEEOs in the West, SHEEO played an early role in the development of Western Governor's University.

## THE RECENT PAST, 2000–2014

**A**fter 16 years of building a small but strong staff, a wider range of association services (including an impressive set of publications), and a more influential association, James Mingle resigned. In June of 2000 Paul Lingenfelter began his service as executive director (later president) of SHEEO. Dramatic changes in the economic and political environment of SHEEO members soon played an important role in shaping the association's development and services.

Although the nation and higher education had weathered some difficult economic times during SHEEO's first 46 years, the general trend was rapid growth in enrollments and public support from 1954 to 1970, followed by 30 years of generally steady growth in both enrollments and public support. The 1990s, when the national economy was particularly healthy, were very good for higher education. By 2001 enrollments and public funding per student were at an all-time high. Tuition and fees accounted for about 30% of educational costs, and state and local support covered the remainder.

The good times ended by 2002. A recession, compounded by a growing trend for states to be in structural deficit due to a combination of demographic and fiscal factors, led to significant constraints in state revenues. Nationally, state and local funding for higher education hovered around \$70 billion from 2002 through 2004, despite rapid enrollment growth. In the economic recovery from 2005 to 2008, state and local support grew to \$88.8 billion, but the Great Recession in 2008 and 2009 ended that recovery.

The federal economic stimulus program (American Recovery and Reinvestment Act) helped avert draconian cuts in public support from 2009 to 2011, but eventually state and local support for higher education dropped to \$81 billion in 2012. From 2000 to 2013 FTE enrollment in public institutions grew 31 percent from 8.6 million to 11.3 million, higher than the growth in any similar period since the 1960s. Nearly every state followed the national trends for enrollment growth and funding, but in some states the cuts in public support were particularly severe.

The rate of spending per student in constant dollars remained relatively stable during this period, from a high of \$12,437 in 2001 to a low of \$11,248 in 2004, ending at \$11,580 in 2013. But the source of funding shifted dramatically. Students and their families now pay 47.5% of the cost nationwide, up from 30% in 2001. This shift has significantly eroded higher education's affordability and is a significant driver of higher student indebtedness. It may also be decreasing the participation and success of low-income students in postsecondary education.

While changes in the political environment of education, which had been building over time, were not as dramatic as these economic trends, they were consequential. Education became a high profile political issue during this period, occasionally yielding bi-partisan action, but often leading to contentious debates concluding with partisan action or stalemate.

Many states and the nation as a whole began to focus on goals, measurement, and accountability initiatives to increase educational attainment. No Child Left Behind, passed in 2001, significantly shaped federal and state behavior and funding for elementary and secondary education. *Measuring Up*, launched by Pat Callan and colleagues at the National Center for Public Policy and Higher Education, developed measurements of state performance in higher education that stimulated a great deal of discussion when released in 2000 and in subsequent biennial editions through 2008. In 2000 Don Brown and his colleagues in Texas focused the state on educational goals through the *Closing the Gaps* initiative. In 1997 the Kentucky legislature passed a law for reforming higher education that led to the development of a focused, goal-based strategy by Gordon Davies and his colleagues, which continues to shape higher education policy in that state.

Gubernatorial and legislative activism in education, which focused primarily on K-12 education in the 1980s and 1990s, continued into the early years of the new century, with higher education getting more attention. U.S. Secretary of Education Margaret Spellings formed a commission on higher education whose 2006 report, *A Test of Leadership*, was generally critical and essentially ignored the states. Later the National Conference of State Legislatures issued a “blue ribbon” report entitled *Transforming Higher Education: National Imperative, State Responsibility*. The National Governors’ Association, while continuing to focus most of its attention on K-12, launched a “Complete to Compete” initiative in 2010 to encourage higher rates of postsecondary degree completion.

Circumstances within the states varied, as they always have, but almost every state responded to these national movements in some way. P-16 councils became popular as a means of improving progression into and through higher education, although their impact has been limited. More than a few state policy makers proposed governance changes. Florida briefly eliminated the governing board for state universities to create a P-20 governance/coordination system, but the universities board was re-established by referendum. Several coordinating boards for higher education were eliminated or reconstructed during this period (California, Minnesota, New Jersey, New Mexico, and Washington), and some others were substantially weakened. Legislation passed in Colorado in the 1990s and in Ohio in 2007 shifted the power to choose the state higher education executive from a citizen board to the governor. Similar changes occurred in Minnesota, New Mexico, and New Jersey.

The activities of the association and its staff during this period reflected the issues and demands of the times. In 2000 and 2001 SHEEO developed a P-16 initiative, with support from the U. S. Department of Education, which pooled the experiences of many states and eventually resulted in the first edition of the publication *Student Success: A Systemic Solution*. SHEEOs from Rhode Island, Ohio, Oklahoma, and Louisiana were particularly active in this work. SHEEO also lobbied successfully for an authorization in the New Child Left Behind Act to continue in-service teacher professional

grants administered by state higher education agencies, which had formerly been authorized by the Eisenhower professional development program.

In 2001, at the suggestion of the Executive Committee, the staff negotiated the purchase of Kent Halstead's survey of state higher education finance with data from approximately 1975 to 1998. The staff then worked with state chief finance officers to refine and improve the survey, which in 2003 became the annual publication *State Higher Education Finance* (SHEF).

Members of the Executive Committee in 2004 suggested that SHEEO should articulate the principles of effective accountability, drawing on the experiences of the states. The National Commission on Accountability in Higher Education was organized with broad representation, chaired by former U.S. Secretary of Education Dick Riley and former Governor of Oklahoma Frank Keating. Its 2005 report emphasized the importance of common purpose, ambitious goals, a collaborative division of labor between government and educators, and self-disciplined accountability for improvement.

During the early part of this period, SHEEO collaborated with WICHE and NCHEMS in a series of workshops and publications emphasizing the importance of aligning tuition, financial aid, and appropriations policies to assure affordability and adequate funding for quality instruction. Later the three organizations, with the assistance of a \$3 million program-related investment from the Ford Foundation, purchased and renovated an office building in Boulder, Colorado to become a permanent home for all three. This building, the State Higher Education Policy Center, has become a useful resource for professional development activities.

The SHEEO/NCES Network contract, first awarded in 1976, continued to be an important part of SHEEO's service to its members and to higher education during most of this period. These five-year contracts, which historically supported 40% or more of SHEEO's budget and flexibly supported activities of mutual benefit to NCES and SHEEO, were renewed in 2001 and in 2006. In 2011, the National Center for Education Statistics decided not to continue broad and flexible communications contracts of this kind. To assure continuity for the association, SHEEO members unanimously approved a long-term strategy for increasing dues gradually to support approximately 50% of the association's budget. George Pernsteiner chaired the Executive Committee during this transition.

Established in 2000, the Lumina Foundation, with its focus on increasing postsecondary attainment, became an important partner for SHEEO. Lumina provided a three-year grant to create the State Policy Resource Center, which provided state and institution level policy studies on completion, costs, and staffing to SHEEO members. In 2013 Lumina provided a two-year \$1.0 million general support grant to SHEEO, while continuing to make grants for individual projects.

SHEEO's Federal Relations Committee remained active throughout this period, monitoring federal policy, submitting periodic letters to the Congress and the Administration, and informing members of federal initiatives. The association prepared and submitted open letters on postsecondary education priorities to the presidential campaigns in 2008 and 2012, both of which were published in *Change* magazine.

SHEEO members had occasionally met with the Council of Chief State School Officers (CCSSO) over the years, but little came of these gatherings. A stronger relationship emerged when Gene Wilhoit became executive director of CCSSO and responded to SHEEO outreach. The two associations met together in Minneapolis in 2010, and worked as partners with Gates Foundation support to shape and promote the adoption of Common Education Data Standards. When CCSSO and the National Governors Association collaborated to develop Common Core Standards for College and Career Readiness, SHEEO actively supported the initiative and worked for several years in collaboration with the American Association of State Colleges and Universities (AASCU) and CCSSO to foster its successful implementation.

SHEEO's staff capabilities in data systems and its core commitment to increasing educational attainment led to a partnership with Complete College America, an initiative involving many SHEEO members and led by Stan Jones, former Indiana SHEEO. Another important partnership, with the Association of Public and Land-grant Universities (APLU), led to the creation of a Commission on the Regulation of Postsecondary Distance Education, also chaired by former Secretary of Education Dick Riley. This Commission helped shape and build broad support for a mechanism to achieve interstate reciprocity for the authorization of distance education. It seems on the verge of realizing an unfulfilled dream of SHEEO members in the mid-1980s who organized an unsuccessful project called ALTEL to achieve similar purposes.

Finally, SHEEO's long-standing commitment to educational quality led to a cluster of related activities to assess and improve student learning. SHEEO developed a strong and productive relationship with the Association of American Colleges and Universities (AAC&U) in promoting twenty-first century liberal education. A group of states are currently working together to assess student learning based not on the limited capabilities of standardized tests, but on student work embedded in the curriculum. SHEEO led the U.S. participation in the OECD project, Assessing Higher Education Learning Outcomes (AHELO). SHEEO staff served on the American Association of Community Colleges 21st Century Commission, the Commission on Standards of the Council for the Accreditation of Educator Preparation, and the Executive Committee of the Smarter Balanced Consortium to assess college readiness based on the Common Core Standards.

In addition to Paul Lingenfelter, the association was served by a small group of staff leaders during this entire period. Gail Miller succeeded Cathy Walker as the leader of office and administrative operations from 2000 to 2005. From 2005 to the present, Gladys Kerns has directed administrative operations. Hans Peter L'Orange, Vice President for Research and Information Resources, led the SHEEO/NCES Network and continues to lead the staff work devoted to research, data systems, and finance. Charles S. Lenth returned to SHEEO in 2003 after earlier service to SHEEO from 1988 to 1993, and serves as Vice President for Policy Analysis and Academic Affairs. In addition to these leaders, all of the staff who have made significant contributions to SHEEO during the period 1984 to 2014 are listed in Appendix F.



## Reflections on the History

**S**HEEO members face a multitude of complex issues in their daily work. From my perspective, however, the fundamental purpose of the association has always been as John Dale Russell surely conceived it — to achieve widespread educational attainment.

SHEEO members have disagreed about means, of course, and they don't share identical views about the nature and potential for widespread educational attainment. But the recurrent theme and the *raison d'être* of the association has been to realize the potential of every individual to learn, up to the limits of each person's ability and motivation.

This is not an uncommon goal, but state higher education executives tend to be especially focused on it. Governors and legislators are concerned about the full range of public policy issues, public safety, public health, economic vitality, et al. College and university leaders are sympathetic to the goal of widespread attainment, but they also have to worry about their budgets, student recruitment, faculty and staff morale, athletics, and institutional prestige.

Despite the widespread agreement that more educational attainment is important, the role of SHEEOs sometimes is not understood or fully accepted. Governors and legislators may think the main purpose of SHEEOs is to represent higher education, another interest group among many. College and university leaders, faculty, and staff tend to consider state coordinating and governing boards THE STATE. To institutions, state higher education leaders may be unavoidable. They impose constraints too often, and too rarely make life easier. The job of brokering more educational attainment can be challenging.

When SHEEO was founded, the expansive ideas of the Truman Commission were still controversial. In 1949 when John Dale Russell made the case in a special edition of the *Journal of Educational Sociology*, several college presidents argued the Truman Commission plan was impractical, unnecessary, and far too costly. One even suggested that public support for higher education would lead to Nazi-like attacks on intellectual freedom. But the public demand and demographics would not be denied. Driven by the baby boom and Sputnik, the nation soon geared up for a massive increase in the scope and size of higher education.

In the first 20 years of the association, a strong consensus emerged on the goal of expanding postsecondary opportunity. A workable consensus also emerged on the means toward that end — planning, supervised growth of the public sector, attention to the contributions and well-being of the private sector, moderate tuition, and financial aid directly to students in order to provide access and choice.

In many states, not all of course, SHEEO members were in the center, planning and supervising the process. Governors and legislators welcomed having somebody to negotiate the competing interests within higher education. Without giving up the ultimate authority to decide, they lent their power and credibility to citizen boards and their professional staff.

In the second 20 years of the association, when enrollment growth slowed to a walking pace, the urgency of expanding attainment faded and the consensus about planning and supervision gradually weakened. The emergence of the for-profit sector and multiple strategies for delivering high-volume graduate and professional education seemed to diminish the justification for state regulation and supervision of program offerings. Some governors and legislators lost interest in the planning and analytical services provided by state higher education officers.

In the final third of the association's history, the nation has developed a renewed urgency about educational attainment, driven by the realization that widespread educational attainment, at even higher quality, has become an economic imperative, for the nation as well as for individuals. The fact that the educational system has not been generating widespread attainment at high quality has damaged the credibility of educational leaders. This may not be fair, since our educational system has not been designed, nor have educators been adequately prepared to achieve high levels of attainment at scale. The traditional role of higher education in the United States has been to focus on those students who are most capable, most motivated, and sometimes most able to afford higher education. But better performance has been a higher priority than fairness.

Despite the consensus on the national goal, there is no consensus on the means of reaching it. Without consensus, states, educators, entrepreneurs, and the federal government have been engaged in what often seems to be frantic experimentation. Educational governance and control structures are being dismantled and reformulated. We now have version 2.0 of performance budgeting, with hopes for a greater impact on performance. More uniform standards and assessments for K-12 education have been proposed and opposed. More rigorous teacher evaluation is becoming a mandate along with efforts to improve teacher preparation, but without a consensus on what might be appropriate and productive. The search for innovative technologies to reduce costs and increase the effectiveness of instruction has become more urgent, while misgivings about their effectiveness persist.

So state higher education leaders face the next 20 years with a goal, but no road map. And there is an argument in the car about which direction to take. The challenges of state policy leadership in higher education are different and perhaps more difficult than those faced in the past. More than ever before, it is necessary to sustain and nurture the community of public policy leaders in higher education.

# SOURCES

*Unofficial Proceedings of the 1954 Conference of Executive Officers of State-wide Coordinating Boards for Higher Education*

*Unofficial Proceedings of the 1955 Conference of Executive Officers of State-wide Coordinating Boards for Higher Education*

*Unofficial Proceedings of the 1956 Conference of Executive Officers of State-wide Coordinating Boards for Higher Education*

*SHEEO: The First 25 Years, 1954-1978*

Records of annual meetings and other documents from the SHEEO archives

John Dale Russell papers held in the Harry S. Truman Presidential Library  
Selected photocopies and photographs of these papers have been added to the SHEEO archives

Conversations and correspondence with John Folger and Aims McGuinness on the role of ECS in the 1970s and with Bill Pickens on SHEEO leaders of the 1980s and 1990s

## APPENDIX A: PROFESSIONAL HISTORY OF JOHN DALE RUSSELL

John Dale Russell was born in 1895 in Bloomington, Indiana. He served in the Army in World War I. During the period 1917 to 1931 he received a BA, MA, and Ph.D from Indiana University, with some additional graduate study at the University of Chicago and the University of Kentucky. While studying for his Ph.D. Russell worked two years as director of research and statistics for the Indiana Department of Education and two years for the University of Kentucky. After getting his Ph.D. Russell served on the faculty of the University of Chicago School of Education from 1931 to 1946.

Russell's speeches and publications (which were reviewed in the archives of the Truman Library in Independence, Missouri) make several things clear. First, he had enormous energy. Second, he thought about education broadly — the big picture and the details. Over his career he addressed topics ranging from improving college teaching to facilities planning. Third, he must have been a pretty good speaker, given the number of invitations he received and accepted. And finally, he had a strong point of view and a vision for higher education.

In 1933 he spoke to the Illinois State Teachers Association on "The Place of the Junior College in the American Education Program." In this talk he said, "We are very proud in America of this democratic, single-track system which provides, in theory at least, an opportunity for every child to progress as far in educational attainment as his ability warrants — or even farther than his ability warrants, as some critics point out." He cited studies at Stanford and Michigan that showed that junior college transfer students performed better than native freshman, speculating that the better results were due to a close connection between the high school curriculum and the first two years of college, with no loss of traction.

In the same speech he argued that, "The junior college movement is rooted firmly in the social and economic trends of the times. It has arisen, not merely because some visionary educators thought it might be a good thing, but because of an urgent social demand." As evidence of demand he cited constant enrollment growth, even during the depression when prices stabilized but did not decrease.

Russell's commitment to educational opportunity was evident throughout his career. At the University of Chicago in the 1930s he studied trends in tuition and fees at private and public institutions. His papers include a study by one of his students of tuition rates from 1860-61 to 1932-33 in "Middle Western Colleges and Universities," which was inspired by Russell's own research. This study carefully excluded special purpose fees and adjusted tuition for inflation considering both purchasing power and average salaries over time, and it includes a number of painstaking graphs drawn by hand with red and blue colored pencils.

In 1945 Russell took a leave of absence from the University of Chicago to become dean and academic advisor for the Biarritz American University in France. This was a temporary institution created to educate American soldiers for one or two terms before they returned home. A year later, in July 1946 Russell became director of the Division of Higher Education in the United States Office of Education. In this role, he elaborated his ideas for higher education, supported the work of the Truman Commission, and became a spokesperson for the Commission report when it was released in December 1947.

In 1947, in a talk titled "How Shall We Support the Expanding Program of Higher Education?" at the conference of the National Education Association, Russell carefully reviewed all the sources of revenue for higher education and outlined the differences among sectors that must be acknowledged. After projecting the increased demand for enrollment, operating funds, and capital outlay, he suggested that the federal government's significantly expanded post war contributions would certainly need to be further increased. These arguments were published in *College and University Business*, Vol. 3, No. 1, July 1947.

Shortly thereafter, the report of the Truman Commission was released and Russell began a period of advocacy and action to implement its recommendations. In 1952 Russell left federal service to become chancellor and executive secretary of the State Board of Educational Finance for New Mexico. While he clearly attended to the specific responsibilities of this position, his work in New Mexico became a platform for national educational leadership. He continued to speak at many national meetings and did "surveys" of higher education needs for a number of states. In 1954 he organized the first meeting of the association of state higher education executive officers in Santa Fe, which helped expand his national influence.

In 1956 Russell published an article in *Phi Delta Kappan* entitled "High School and College for All?" which took an expansive view of educational potential and opportunity. A little later, at the invitation of John Folger, Russell took part in a written debate published by SREB on the topic "Is Higher Tuition the Answer?" Harvard economist Seymour Harris argued in the affirmative, stating that higher tuition was unavoidable as a means of meeting educational demand. Russell argued that the public could and should provide enough support to keep the cost of higher education low.

In 1958 Russell left New Mexico to become director of the Office of Institutional Research at New York University. In 1960 he became a visiting faculty member at Hiroshima University. After returning to the United States, Russell continued his professional consulting and speaking activities into the late 1960s.

In 1976, at the age of 81, Russell was invited to attend the 23rd Annual Meeting of SHEEO to receive the association's first "Distinguished Service Award."

# APPENDIX B: 1954 ANNUAL MEETING AGENDA

## CONFERENCE OF EXECUTIVE OFFICERS OF STATE-WIDE BOARDS OF HIGHER EDUCATION

Santa Fe, New Mexico, Thursday and Friday, June 24-25, 1954

### Agenda of Meetings

First session, 9:30 a.m. to 12:00 noon. Thursday, June 24

- I. Call to order and introductions.
- II. Selection of a chairman for the meeting.
- III. Consideration, revision, and adoption of schedule of meetings and agenda.
- IV. Decision as to whether meeting is open or closed, and arrangements for release of any publicity about it that may be considered of interest.
- V. Topics for discussion:
  - A. Coordination of instructional programs. (Culpepper)
    1. What are the criteria to be used in determining what higher education facilities should be supported in a State? (Nash)
      - a. What responsibility does higher education have for trades training and vocational education? (Nash)
      - b. Off-campus and adult education programs. (Jobe)
      - c. Medical schools and teaching. (Sexton, Nash)
    2. The allocation of functions to institutions. (Jobe)
    3. Methods of controlling curricular programs and development in a State-wide system. (Byrne)
    4. Control of expansion of course offerings. (Arnason)
    5. To what extent can a State afford duplication:
      - a. At the undergraduate level? (Nash)
      - b. At the graduate level? (Nash)
      - c. In professional school programs? (Russell)
    6. What are the criteria by which unnecessary duplication can be determined? (Nash)

Luncheon recess, 12:00 to 1:30, Thursday, June 24. Luncheon arrangements by Russell.

CONFERENCE OF EXECUTIVE OFFICERS OF STATE-WIDE BOARDS OF HIGHER EDUCATION  
Santa Fe, New Mexico, Thursday and Friday, June 24-25, 1954

Agenda of Meetings (continued)

Second session, 1:30 to 4:30 p.m., Thursday, June 24

Topics for discussion:

- B. The coordination of capital outlay programs. (Byrne)
  - 1. Methods of evaluating needs of institutions for plant developments in the immediate future. (Russell)
  - 2. Physical plant expansions necessary to meet needs of contemplated enrollments during next 15 years. (Brighton)
  - 3. Supervision of the planning of plant developments. (Jobe)
- C. Coordination of other phases of institutional operation
  - 1. Personnel policies. (Jobe)
  - 2. Publicity and promotional work. (Byrne)
  - 3. Student recruitment. (Jobe, Byrne)
  - 4. Admissions requirements. (Byrne)
  - 5. Tuition fees
    - a. Coordination of rates and fees in the State institutions. (Byrne)
    - b. Interpretation of residence status for collection of out-of-State fees. (Russell)
  - 6. Board and room costs. (Byrne)
  - 7. State scholarship programs. (Brighton)
  - 8. Purchasing policies. (Armason)
  - 9. Educational TV. (Dancer)

6:30 p. m., Dinner for participants and their families, at the Russell's home, 650 East Alameda.

CONFERENCE OF EXECUTIVE OFFICERS OF STATE-WIDE BOARDS OF HIGHER EDUCATION  
Santa Fe, New Mexico, Thursday and Friday, June 24-25, 1954

Agenda of Meetings (Continued)

Third session, 9:00 a.m. to 12:00 noon, Friday, June 25

Topics for discussion:

D. Administrative relationships.

1. Relationships between institutional executive officers, the central board and its officers, and State agencies, including the Legislature. (Byrns)
2. How may voluntary coordination be encouraged? (Mash)
3. The legislative approach for higher education. (Byrns)
4. Location of responsibility for obtaining adequate support for the State's program of higher education. (Russell)
5. Control of faculty consulting agreements. (Armason)
6. Control of contract research. (Russell)
7. Regional collaboration (Jobe)

Luncheon recess, 12:00 to 1:30, Friday, June 25 (individual arrangements).

Fourth session, 1:30 to 4:00 p.m., Friday, June 25

Topics for discussion:

E. Budgetary procedure.

1. How annual and biennial budgets are built. (Byrns)
2. Institutional budgetary policies. (Jobe)
3. What are valid criteria for budget preparation? (Mash)
4. Equalizing the support of institutional budgets. (Culpepper)
5. Unified budgets. (Armason)
6. Unit cost accounting. (Armason)

Concluding Business:

- A. Decision about a continuing organization. If yes, then:
- B. Selection of officers.
- C. Consideration of time and place for another meeting.

Adjournment.



# APPENDIX C: NOTABLE SHEEO ALUMNI, STAFF, AND POLICY LEADERS A Compilation for the 60th Anniversary of the Association

## **Preface**

Many educational leaders have played important roles in the history and contributions of the State Higher Education Executive Officers. They include not only the members of the association and its staff, but also those in the states who have served as their deputies in key academic, fiscal, or governmental relations posts. In addition, a few people who have not been staff or members of SHEEO have become virtual members of the community because of the work they have done with the association and with SHEEO members.

Given the large numbers who have made important contributions, to recognize some of these people and not others whose contributions have been similar is an unavoidable injustice. But to recognize none would be a greater omission. This listing of people who have made important contributions to the association and to higher education public policy is illustrative, not comprehensive or definitive of the people who have made important contributions to the field.

It includes members of the association who have been distinguished by length of service to one or more states, who have served as presiding officer since 1995, and/or who have made other important contributions to state policy in higher education in the United States. It also includes staff of the association who played leading roles for an extended period. This listing does not include any who are currently serving as leaders of a SHEEO agency.

All members of the association who have served as Chair or President of the Executive Committee, all members of the association who have served as chief executives in the states (to the extent the information can be found), and all members of the staff who have served for more than two years are listed in other appendices to this history.

Those listed are grouped into three eras, 1954 to 1970, 1970 to 1995, and 1995 to 2014. Naturally the contributions of many individuals bridge two of these periods, and a few people touch all three. Within the periods they are listed alphabetically. It naturally has not been possible to collect complete information on all the important individual contributions of these leaders. The SHEEO staff will welcome correspondence suggesting brief additions to the information provided here.

## The Early Years, 1954–1970

**Harman W. Caldwell** served as Chancellor of the University of Georgia system from 1949 to 1964. He was an especially active participant in the first SHEEO meetings.

**J. Broward Culpepper** served as Chancellor of the University of Florida System from 1954 to 1968. He chaired the second SHEEO Annual Meeting and was quite active in the association for many years.

**Lyman Glenn** was invited to attend the third annual meeting of the association by virtue of his reputation as a leading thinker in the field. His 1959 book *The Autonomy of Public Colleges: The Challenge of Coordination* became one of the most influential early works in the field. Glenn served initially as a faculty member at California State University Sacramento and later at the University of California–Berkeley for many years, authoring numerous publications over his career. In 1985 SHEEO published one of his final monographs, *State Coordination of Higher Education: The Modern Concept*. From 1965 to 1968 Glenn served as the Executive Director of the Illinois Board of Higher Education and led the development of its first Master Plan. According to an oral history of his career recorded by Lou Rabinow in the SHEEO archives, Glenn considered these years the highlight of his career. In 1976 the association decided to give “Distinguished Service Awards” to John Dale Russell and Lyman Glenn. Part of Glenn’s citation reads, “His most effective contribution ... has been as our ‘needler, gadfly, and conscience’ to help us see our role and the responsibilities that come with it. Although deliberately acerbic and irritating to focus our attention on the issues, he has been our genuine friend and confidante.”

**John Millett** served as the first Chancellor of the Ohio Board of Regents from 1964 to 1972 during a period of enormous

expansion in the size of higher education and the development of the Ohio system as it remains today. He had previously been President of Miami University and had a career as a distinguished scholar of public administration. His 1952 book *Financing Higher Education in the United States* presaged his later active role in state policy and planning, and he authored many significant books on governance and the politics of higher education after stepping down from the Ohio Board of Regents.

**John Richards**, Chancellor of the Oregon State System of Higher Education from 1955 to 1961 was an active early SHEEO member and hosted the second annual meeting in Eugene, Oregon.

**John Dale Russell** organized the first annual meeting of the association in Santa Fe, New Mexico and was widely acknowledged as a leader in the field throughout his career. He served as state higher education executive in New Mexico from 1952 to 1958 and he attended SHEEO meetings nearly every year through the early 1970s. His contributions are described more completely in the main body of this history.

## The Middle Years, 1970–1995

**Frank Abbott** served as Executive Director of the Colorado Commission on Higher Education from 1965 to 1976. He was presiding officer of the association in 1976 when John Dale Russell and Lyman Glenn received Distinguished Service awards, and he remained active in the Colorado higher education community many years during his retirement.

**Shailla Aery** served as the SHEEO in Missouri from 1982 to 1989 and in Maryland from 1989 to 1995.

**William Arceneaux** served as Commissioner for Higher Education in Louisiana from 1972 to 1987. He later represented

Louisiana's independent colleges and universities for many years.

**Kenneth Ashworth** served as Commissioner of the Texas Coordinating Board for Higher Education from 1976 to 1997. After his many contributions to Texas and SHEEO in that role he became a faculty member at both the University of Texas and Texas A&M University. He has written a book of counsel to young public servants *Caught between the Dog and the Fireplug*, and a history of politics at the University of Texas, *Horns of a Dilemma: Coping with Politics at the University of Texas*.

**Robert O. Berdahl** published the book *State Coordination of Higher Education* as part of an ACE study of the topic in 1970. As a faculty member he trained a number of public policy leaders in education, and remained active in SHEEO throughout his career. Berdahl received and preserved many of the records of SHEEO's early history, which are now in the association's archives.

**Nancy Berve** was associate director for postsecondary education at the Education Commission of the States during the 1970s. She was elected Secretary of SHEEO, played an important role in planning meetings, and authored the first postsecondary education handbook.

**Hans Brisch** served as Chancellor of the Oklahoma Board of Regents from 1987 to 2003. He previously worked at the Illinois Board of Higher Education, the University of Nebraska, and as chief of staff for the Governor of Nebraska. During his tenure in Oklahoma, Brisch created what has become the Oklahoma Promise Scholarship Program (based on academic effort and financial need) and a path-breaking program to improve academic preparation in K-12 education.

**Wayne Brown** served as Executive Director of the Tennessee Higher Education Commission from 1975 to 1985. Brown, his

predecessor John Folger, and his colleagues Grady Bogue and Brenda Albright all played important roles in developing and implementing an approach to performance based funding that continues to inspire budgeting initiatives in the United States. Brown later became CEO of the Louisiana Technical College System.

**Charles Bunting** served as President of the Vermont State Colleges from 1985 to 1999. Earlier in his career he served as Director and Deputy Director of the Fund for the Improvement of Postsecondary Education.

**Patrick Callan** served as the state higher education executive officer in three states, Montana (before the university system was established in 1973), Washington from 1975 to 1978, and California from 1979 to 1986. He later became Vice President of the Education Commission of the States. He then headed the California Higher Education Policy Center from 1992 to 1997 and the National Center for Public Policy and Higher Education from 1997 to 2011. As President of the National Center Callan led the development of the *Measuring Up* reports that graded the states on their performance in higher education during the period 2000 to 2008. His writing and speaking continue to be influential in higher education.

**Gary Cox** served as SHEEO in Kentucky from 1987 to 1997. Since stepping down from that position he has represented independent colleges in Kentucky for more than fifteen years. He continues to be an active contributor to public policy.

**Gordon Davies** was Executive Director of the State Council of Higher Education for Virginia from 1977 to 1997. He later served as President of the Kentucky Council on Postsecondary Education from 1998 to 2002. Throughout his career Davies has been an active writer and policy innovator, notable particularly in Virginia for work on assessing student learning and in Kentucky

for focusing higher education on a set of clear goals related to the benefits it provides to the people of the state. Davies was the presiding member of the association in 1983-84 when the members decided to hire its own professional staff.

**E.T. Dunlap** was Chancellor of the Oklahoma Board of Regents from 1961 to 1981, and was an active participant in SHEEO throughout his career. Before becoming Chancellor of the Board of Regents Dunlap, as a state representative, was the principal author of the Education Code for the state in 1946.

**Clyde Engle** was SHEEO in two states, Minnesota from 1977 to 1984 and Indiana from 1984 to 1995. During his leadership in those two states he recruited and mentored several younger professionals who have made important contributions.

**John Folger** served as the first Executive Director of the Tennessee Higher Education Commission from 1967 to 1975. He previously was a staff member at the Southern Regional Education Board (where he recruited John Dale Russell to take the “low tuition” side of a written debate on financing higher education). After completing his work at the Tennessee Commission, Folger was recruited to the Education Commission of the States where he played an important role in professional development activities for SHEEOs and SHEEO agency staff. He continues to provide counsel to his successors in Tennessee.

**James M. Furman** played important leadership roles in three states, Ohio, Washington, and Illinois. As a legislative staffer he supported the committee that wrote the bill creating the Ohio Board of Regents. Then John Millett hired him as his chief deputy in 1964. From 1970 to 1974 Furman was the first Executive Director of the Washington Council on Higher Education. He then served as Executive Director of the Illinois Board of Higher Education from 1975 to 1980. Furman was active in SHEEO in the 1970s, testifying in Congress and serving as presiding officer.

He completed his professional career as Executive Vice President and a member of the Board of Directors of the John D. and Catherine T. MacArthur Foundation.

**Norma Glascow** served as Commissioner of Higher Education in Connecticut from 1981 to 1991. She had previously been Assistant Commissioner for senior colleges and universities in Texas.

**Michael Goldstein**, an attorney specializing in higher education policy and law, was SHEEO’s attorney and Washington, DC representative for many years. He wrote the association’s bylaws, and he was active in the ALTEL initiative to achieve interstate regulatory reciprocity in the 1980s. He continues to practice and contributed to the development of State Authorization Reciprocity Agreements in 2013.

**Elaine Hairston** was Chancellor of the Ohio Board of Regents from 1990 to 1997, having previously served as Vice Chancellor for Academic and Special Programs. Following her career in Ohio she worked for Academic Search for many years, helping many search committees find new members of SHEEO and assisting SHEEO in recruiting a new Executive Director in 2000.

**Warren G. Hill** was SHEEO in Connecticut and earlier Commissioner of Education in Maine before becoming Executive Director of the Education Commission of the States in 1976. He recruited John Folger and Lou Rabineau to work in the ECS postsecondary in-service education program.

**Ted Hollander** served as the higher education executive officer in two states, New York from 1970-1976 and New Jersey from 1977 to 1990. He was an active leader in SHEEO throughout his career. He was especially noted for his leadership in New Jersey to extend educational opportunity to low-income disadvantaged students through student assistance and other supports. Under his leadership New Jersey also was a pioneer in assessing

student learning, developing an approach that eventually led to the Collegiate Learning Assessment (CLA), which is widely employed today.

**Stanley Koplack** served as SHEEO in Missouri from 1980 to 1982, in Kansas from 1982-93, and in Massachusetts from 1993 until his untimely death in 2000. He is one of a small number of SHEEO members who have served for 20 years at high levels of state leadership.

**David Longanecker** served as SHEEO in Minnesota from 1984 to 1988 and in Colorado from 1988 to 1993. In 1993 he was appointed United States Assistant Secretary for Postsecondary Education and in 1999 he became CEO of WICHE, where he continues to serve. Longanecker has a long list of contributions to public policy for higher education, including many initiatives to expand access and successful completion and the recent development of a mechanism for reciprocal state authorization for distance education.

**Aims McGuinness** was a key staff member at the Education Commission of the States during the 1970s in supporting the activities of SHEEO during that era. He later moved to NCHEMS, and continued for more than two decades to be an influential consultant and analyst of higher education policy in the U.S. and internationally.

**Richard Millard**, director of postsecondary education at the Education Commission of the States beginning in 1969, had earlier been Chancellor of the Massachusetts Board of Higher Education. He played an active role supporting SHEEO during the 1970s, raising funds for collaborative projects with ECS, assisting with the planning of meetings, and providing intellectual support and leadership for SHEEO policy positions. He played a leadership role in state authorization and accreditation, leaving ECS in 1980 to head the Council on Postsecondary Accreditation (COPA.)

**James Mingle** was appointed as SHEEO's first chief executive officer in 1984. He was recruited from the staff of the Southern Regional Education Board, where he was employed after completing a Ph.D. at the University of Michigan. Mingle served for sixteen years during which the capabilities and contributions of the association grew dramatically in variety and scope.

**Donald Nolan** served as the higher education executive officer for the New York State Education Department from 1982 to 1996 and as presiding officer for SHEEO in 1993. He was an influential voice in the SPRE controversy of the 1990s.

**Louis Rabineau** succeeded Warren Hill as Commissioner of Higher Education in Connecticut in 1974 and followed him to ECS in 1976 to work on the in-service education project. In 1984 he became president of the College of the Atlantic in Bar Harbor, Maine.

**R. Wayne Richey** served as the chief executive for the Iowa Board of Regents from 1967 to 1998, the longest tenure in office of any member of the association. He was presiding officer of the association in 1975.

**Esther Rodriguez** served as a member of the SHEEO staff from 1988 to 2001. As Associate Executive Director she played a leading role in a wide range of SHEEO initiatives to increase diversity in higher education and to improve teaching in K-12. In 1994 she led the establishment of the SHEEO P-16 Professional Development Collaborative, which has continued for two decades.

**Kerry Romesberg** was Executive Director of the Alaska Postsecondary Education Commission from 1975 to 1988. After leaving that position he has served as President of Utah Valley State College, Nevada State College, and Jacksonville University.

**David Spence** was Executive Director of the Florida Council for Education Policy Research and Improvement from 1981 to 1984. He then became Vice Chancellor of the California State University System where he led the development of an influential program to assess and increase college readiness. He is currently President of SREB.

**Edsel Thrash** was Commissioner of Higher Education in Mississippi from 1968 to 1987. He was active in SHEEO, serving as presiding officer in 1985.

**Claire Van Ummersen** served as Chancellor of the University System of New Hampshire from 1986 to 1992. She later became Vice President and Director of the Office of Women in Higher Education at the American Council of Education.

**Richard D. Wagner** served as Executive Director of the Illinois Board of Higher Education from 1980 to 1998. He had joined the staff of the Illinois Board of Higher Education in 1969. He contributed to important advances in student assistance policy and cost analysis at IBHE, and with his Board Chair Arthur Quern and Executive Deputy Director Robert Wallhaus, developed the Priorities, Quality, Productivity initiative that resulted in substantial reallocations toward state priorities.

**Catherine Walker** served SHEEO as Office Manager and the key administrative resource during the critical period from 1984 to 2000 when she resigned to pursue new professional opportunities. At that time she agreed to continue serving SHEEO by managing its payroll part-time, which continues. She has been a valued SHEEO employee for thirty years.

## Recent History, 1995–2014

**Molly Broad** served as Executive Director of the Arizona Board of Regents from 1985 to 1992 and then, after a period as Vice Chancellor of the California State University System, served as President of the University of North Carolina system from 1997 to 2005. She is currently President of the American Council on Education.

**Donald Brown** served as Commissioner of the Texas Higher Education Coordinating Board from 1997 to 2004. During his leadership Texas launched the Closing the Gaps initiative, which focused attention on statewide goals for educational attainment and excellence.

**Roderick G. W. Chu** was Chancellor of the Ohio Board of Regents from 1998 to 2006 and was a very active member of SHEEO. He also has been Interim President of the Education Commission of the States and a board member of the College Board.

**Sandra Espada-Santos** served as Executive Director of the Puerto Rico Council on Higher Education from 1994 to 2002. She was an active participant in SHEEO during her tenure and remains active in higher education in Puerto Rico.

**Warren Fox** was Executive Director of the California Postsecondary Education Commission from 1991 to 2002, and was an active SHEEO member during this period. More recently he has been chief of higher education in Dubai.

**Cecilia “Cece” Foxley** served as Commissioner of the Utah System of Higher Education from 1993 to 2003. She was especially active in SHEEO and chaired the search committee

for an Executive Director in 1999–2000. She remains active as a consultant in higher education.

**Hank Hector** was Executive Director of the Alabama Commission on Higher Education from 1990 to 2001. He subsequently was President of the Georgia Independent Colleges association.

**Marshall Hill** served as Executive Director of the Nebraska Coordinating Commission from 2005 to 2013. During his tenure he represented SHEEO numerous times in federal negotiated rulemaking panels, and he played a major role in establishing the state authorization reciprocity agreement (SAPA.) He is now Executive Director of the National Council for the State Authorization Agreement.

**Larry Isaak** was Chancellor of the North Dakota University System from 1994 to 2003 and a very active SHEEO leader during these years. After leaving North Dakota he became President of the Midwest Higher Education Compact (MHEC) where he still serves.

**Dennis Jones**, President of NCHEMS, has been an advisor to SHEEO members and an influential national policy analyst since joining NCHEMS in 1969. He continues to be an extraordinarily valuable contributor to the association and to public policy for higher education in the United States. Under his leadership NCHEMS has provided important resources to states and the nation in planning, academic quality assurance and improvement, data systems, governance, and finance.

**Stanley Jones** served as Commissioner of Higher Education in Indiana from 1995 to 2009 after a distinguished career as a legislator and education advisor to the governor. As Commissioner he worked to strengthen preparation for college and created the Indiana community college system. He currently leads the national initiative "Complete College America."

**Gladys Kerns** joined SHEEO in 2005 and soon succeeded Gail Miller in leading the administrative operations and meeting planning for the association. Over the nine years of her tenure her responsibilities and contributions have steadily increased.

**Thomas Layzell** served as SHEEO in Mississippi from 1995 to 2003, in Kentucky from 2003 to 2007, as a governing board CEO in Illinois, and in interim assignments in Louisiana in 2010-11 and 2014. He was an active member of SHEEO and represented the association as a member of the National Commission on Accountability in Higher Education.

**Charles S. Lenth** has served SHEEO in two capacities, first from 1988 to 1993 as Director of Research and of the SHEEO/NCES Communication Network. Returning to the staff in 2003 he is currently Vice President for Policy Analysis and Academic Affairs. Charlie has contributed to the association across a broad span of issues, most recently leading work on the assessment of student learning and improving college readiness and mentoring staff in academic affairs.

**Valerie Lewis** served as Commissioner of Higher Education in Connecticut from 2000 to 2008, after being promoted from the position of chief academic officer. She was a very active SHEEO member, presiding over the association in 2004.

**Paul E. Lingenfelter** became Executive Director (later President) of SHEEO in June 2000. Like Jim Mingle, he received a Ph.D. from the Center for the Study of Higher Education at the University of Michigan. He began his career working for Jim Furman and Dick Wagner at the Illinois Board of Higher Education, departing in 1985 as Deputy Director for Fiscal Affairs. He was Vice President for Human and Community Development at the MacArthur Foundation before coming to SHEEO.

**Hans Peter L'Orange**, Vice President for Research and Information Resources joined the SHEEO staff in 1998. He directed the SHEEO/NCES Communication Network from 1998 to 2011 and led SHEEO's work, in cooperation with the Council of Chief State School Officers, to shape and promote the implementation of Common Education Data Standards. Hans has also played a leading role in mentoring staff in the data and finance areas.

**Terrence MacTaggart** served as Chancellor of the University of Maine system from 1996 to 2001 and then again from 2006 to 2007. He previously led the four-year state college system in Minnesota and frequently consults with boards through AGB.

**James McCormick** served as Chancellor of the Pennsylvania State System of Higher Education from 1983 to 2001 and then as Chancellor of the Minnesota State Colleges and Universities from 2001 to 2011. He was an especially active and engaged member of SHEEO, and he continues to serve members through his work at AGB Search.

**Richard Novak** served as Vice President of AGB and Director of the Ingram Center for Public Trusteeship and Governance during this period. He was a frequent collaborator with SHEEO.

**George Pernsteiner** served as Chancellor of the Oregon University System from 2004 until 2013, where he played a significant role in designing and implementing the states ambitious 40-40-20 attainment goals. He was chair of the SHEEO Executive Committee in 2011–12, and he was selected to be President of the association in 2013.

**Robert T. "Tad" Perry** was Executive Director and CEO of the South Dakota Board of Regents from 1994 to 2009, and an active member of SHEEO throughout this period. His suggestion

led to SHEEO's sponsorship of the National Commission on Accountability in Higher Education. After retiring from the Board of Regents he successfully ran for a seat in the South Dakota House of Representatives.

**Reginald Robinson** served as President and CEO of the Kansas Board of Regents from 2002 to 2010 and was chair of the Executive Committee in 2008–09.

**T. Joseph Savoie** served as Commissioner for the Louisiana Board of Regents from 1996 to 2008, during which he played important roles in building support for higher education and managing the crisis created by Hurricane Katrina. He currently serves as President of the University of Louisiana–Lafayette.

**Kala Stroup** served as Commissioner of Higher Education in Missouri from 1995 to 2002. She was a particularly active member of SHEEO and developed influential budgeting approaches while serving as Commissioner in Missouri.

**Jane Wellman** served as Deputy Director of the California Postsecondary Education Commission early in her career. She has made major contributions to state policy analysis through her many writings and her work with the National Center for Public Policy and Higher Education, the Delta Cost Project, and the Business/Higher Education Forum on Accountability for Student Learning, among other projects. She currently staffs the AGB Commission on College and University Governance.



# APPENDIX D: SHEEO CHAIRS AND PRESIDENTS SINCE 1975

<b>Name</b>	<b>State</b>	<b>Year Served as SHEEO President or Chair of the Executive Committee</b>
R. Wayne Richey	Iowa	1975
Frank Abbott	Colorado	1976
M. Olin Cook	Arkansas	1977
T. Edward Hollander	New Jersey	1978
William Arceneaux	Louisiana	1979
James Furman	Illinois	1980
Sheldon Knorr	Maryland	1981
Patrick M. Callan	California	1982
G. Wayne Brown	Tennessee	1983
Gordon K. Davies	Virginia	1984
E. E. Thrash	Mississippi	1985
Kenneth H. Ashworth	Texas	1986
Richard D. Wagner	Illinois	1987
Kerry D. Romesburg	Alaska	1988
Norma Foreman Glasgow	Connecticut	1989
Clyde R. Ingle	Indiana	1990
William Rolfe Kerr	Utah	1991
David A. Longanecker	Colorado	1992
Donald J. Nolan	New York	1993
Arliss L. Roaden	Tennessee	1994
Charles Bunting	Vermont	1995
Gary S. Cox	Kentucky	1996
Elaine H. Hairston	Ohio	1997
Warren H. Fox	California	1998
Cecelia H. Foxley	Utah	1999
Hans Brisch	Oklahoma	2000
Henry J. Hector	Alabama	2001

**Year Served as  
SHEEO President or  
Chair of the Executive Committee**

<b>Name</b>	<b>State</b>
Larry Isaak	North Dakota
Roderick G. W. Chu	Ohio
Valerie F. Lewis	Connecticut
Thomas Layzell	Kentucky
Diane Barrans *	Alaska
Robert T. (Tad) Perry	South Dakota
E. Joseph Savoie	Louisiana
Reginald L. Robinson	Kansas
James McCormick	Minnesota
Jack Warner	South Dakota
George Pernsteiner	Oregon
Marshall Hill	Nebraska
Teresa Lubbers	Indiana

2002  
2003  
2004  
2005  
2006  
2007  
2008 (resigned 6/30/08)  
2008-2009 (served 2 yrs)  
2010  
2011  
2012  
2013 (resigned 08/13)  
2013–2014

\* Beginning with Diane Barrans in 2006, the title of the Association's presiding officer was changed from President to Chair of the Executive Committee, and the title of the CEO was changed from Executive Director to President.

# APPENDIX E: HISTORY OF LEADERSHIP IN SHEEO AGENCIES

## Alabama Commission on Higher Education *SHEEO Served*

Clanton W. Williams 1970 - 1973  
John F. Porter, Jr. 1973 - 1981  
Joseph T. Sutton 1981 - 1990  
Henry H. Hector, III 1990 - 2001  
Michael E. Malone 2002 - 2006  
Gregory G. Fitch 2006 - present

## Alaska Postsecondary Education Commission *SHEEO Served*

Kerry Romesberg 1975 - 1988  
Ronald Phipps 1988 - 1989  
Jane Maynard 1989 - 1991  
Allan Barnes 1991 - 1993  
Joe McCormick 1993 - 1995  
Diane Barrans 1995 - present

## University of Alaska System *SHEEO Served*

Charles Bunnell 1921-1949  
Terris Moore 1949-1953  
Ernest Patty 1953-1960  
William R. Wood 1960-1973  
Robert W. Hiatt 1973-1977  
Charles O. Ferguson 1977-1977  
Neil D. Humphrey 1977-1977  
Foster F. Diebold 1977-1979  
Jay Barton 1949-1984  
Donald D. O'Dowd 1984-1990  
Jerome B. Komisar 1990-1998  
Wendy Redman 1998-1998  
Mark R. Hamilton 1998 - 2010  
Patrick K. Gamble 2010 - present

## Arizona Board of Regents *SHEEO Served*

Alfred Atkinson 1947 - 1955  
Myron R. Holbert 1955 - 1956  
J. Byron McCormick 1956 - 1967  
Thomas L. Hall 1967 - 1971  
William R. Gable 1971 - 1972  
L.E. Woodall 1972 - 1978  
Robert A. Huff 1978 - 1985  
Molly C. Broad 1985 - 1992  
Frank Besnette 1992 - 1999  
Linda J. Blessing 1999 - 2004  
Joel Sideman 2004 - 2010  
Thomas K. Anderes 2010 - 2013  
Eileen Klein 2013 - present

## Arkansas Department of Higher Education *SHEEO Served*

Olin Cook 1969 - 1979  
Michael Elliott 1979 - 1982  
Gary Chamberlin 1982 - 1985  
Paul Marion 1985 - 1990  
Diane Gilleland 1990 - 1996  
Lu Hardin 1997 - 2002  
Linda Beene 2002 - 2007  
James Purcell 2008 - 2011  
Shane Broadway 2011 - present

## California Postsecondary Education Commission (1974-2011) *SHEEO Served*

Robert Harris 1974 - 1975  
Don McNeil 1975 - 1979  
Patrick Callan 1979 - 1986  
William Pickens 1986 - 1988  
Kenneth O'Brien 1988 - 1991

Warren Fox 1991 - 2002  
Robert Moore 2002 - 2004  
Murray Haberman 2004 - 2009  
Karen Humphrey 2009 - 2011

## California State University System (2014) *SHEEO Served*

Timothy P. White 2014 - present

## Colorado Commission on Higher Education (1965-present)

## Colorado Department of Higher Education (2008-present)

*SHEEO Served*  
Frank Abbott 1965 - 1976  
Eugene Wilson 1977 - 1977  
Lee Kerschner 1977 - 1983  
Blenda Wilson 1984 - 1988  
David Longanecker 1988 - 1993  
Dwayne Nuzum 1994 - 1999  
Timothy E. Foster 1999 - 2004  
Richard O'Donnell 2004 - 2006  
Jenna Langer 2006 - 2007  
David E. Skaggs 2007 - 2009  
D. Rico Munn 2009 - 2010  
Joseph A. Garcia 2011 - present

## Connecticut Commission/Department of Higher Education (1970-2011) *SHEEO Served*

Warren G. Hill 1970 - 1974  
Louis Rabineau 1974 - 1976  
Michael D. Usdan 1978 - 1981  
Norma Foreman Glasgow 1981 - 1991  
Andrew G. DeRocco 1992 - 1999  
Valerie F. Lewis 2000 - 2008  
Michael P. Meotti 2008 - 2011

**Connecticut Office of Higher Education**

*SHEEO Served*  
Jane A. Ciarleglio  
2011 - present

**Connecticut State Colleges and Universities**

**Board of Regents for Higher Education**  
*SHEEO Served*  
Robert A. Kennedy  
2011 - 2012  
Philip E. Austin, Interim  
2012 - 2013  
Gregory Gray  
2013 - present

**Delaware Higher Education Commission**

*SHEEO Served*  
John F. Corrozi  
1974 - 1994  
Marilyn B. Quinn  
1994 - 2002  
Maureen Laffey  
2002 - 2013  
Shana Payne  
2013 - present

**District of Columbia Office of the State**

**Superintendent of Education**  
*SHEEO Served*  
Rolin Sidwell  
2003 - 2005  
Eurmon Hervey  
2005 - 2008  
Glenda Partee  
2008 - 2009  
George Alan Smith  
2009 - 2011  
Emily Durso  
2011 - 2013  
Gregory Meeropol  
2013 - present

**Florida Council for Education Policy**

**Research & Improvement**  
*SHEEO Served*  
David Spence  
1981 - 1984  
Thomas E. Furlong, Jr.  
1984 - 1987  
William B. Proctor  
1987 - 2005

**State University System of Florida**

**Board of Governors**  
*SHEEO Served*  
Mark Rosenberg  
2005 - 2009  
John Delaney  
2009  
Frank Brogan  
2009 - 2013  
Jan Ignash, Interim Chancellor  
2013  
Marshall Criser III  
2013 - present

**Board of Regents, University System of Georgia**

*SHEEO Served*  
Harmon W. Caldwell  
1949 - 1964  
George L. Simpson, Jr.  
1965 - 1979  
Vernon Crawford  
1980 - 1985  
H. Dean Propst  
1985 - 1993  
Stephen R. Portch  
1994 - 2001  
Thomas C. Meredith  
2002 - 2005  
Erroll B. Davis, Jr.  
2005 - 2011  
Henry "Hank" Huckaby  
2011 - present

**University of Hawai`i**

*SHEEO Served*  
John W. Gilmore  
1908 - 1913  
Arthur L. Dean  
1914 - 1927  
David L. Crawford  
1927 - 1941  
Gregg M. Sinclair  
1942 - 1955  
Paul S. Bachman  
1955 - 1957  
Laurence H. Snyder  
1958 - 1963  
Thomas H. Hamilton  
1963 - 1968  
Harlan Crawford  
1969 - 1974  
Fuji Matsuda  
1974 - 1984  
Albert J. Simone  
1985 - 1992  
Kenneth P. Mortimer  
1998 - 2001  
Evan S. Dobbelle  
2001 - 2004  
David McClain  
2004 - 2009  
M.R.C. Greenwood  
2009 - 2013  
David Lassner  
2013 - present

**Idaho State Board of Education**

*SHEEO Served*  
Gilbert J. Carbone  
1966 - 1968  
Don L. Keith  
1968 - 1969  
Donald F. Kline  
1969 - 1972  
Milton Small  
1972 - 1982  
Charles McQuillum  
1983 - 1987  
Richard Sperring  
1987 - 1988  
Charles Rayburn Barton  
1988 - 1997  
Gregory Fitch  
1998 - 2001  
Gary W. Stivers  
2001 - 2005  
Dwight Johnson  
2005 - 2007  
Karen McGee  
2007 - 2007  
Michael Rush  
2007 - present

**Illinois Board of Higher Education**

*SHEEO Served*  
Richard Browne  
1962 - 1965  
Lynan Glenn  
1965 - 1968  
James B. Holderman  
1969 - 1973  
Cameron West  
1973 - 1974  
James M. Furman  
1975 - 1980  
Richard D. Wagner  
1980 - 1998  
Keith R. Sanders  
1998 - 2002  
Daniel J. La Vista  
2002 - 2004  
Thomas Lamont  
2004 - 2005  
Judy Erwin  
2005 - 2010  
Don Sevener, Interim  
2010 - 2010  
George Reid  
2010 - 2012  
Harry Berman  
2012 - 2014  
James Applegate  
2014 - present

**Indiana Commission for Higher Education**

*SHEEO Served*  
James B. Kessler  
1972 - 1974  
Richard Gibb  
1974 - 1977  
George Weathersby  
1977 - 1984  
Clyde Ingle  
1984 - 1995  
Stanley G. Jones  
1995 - 2009  
Teresa Lubbers  
2009 - present

**Board of Regents, State of Iowa**

*SHEEO Served*  
R. Wayne Richey  
1967 - 1998  
Frank J. Stork  
1998 - 2001  
Gregory S. Nichols  
2002 - 2005  
Gary Steinke  
2005 - 2007  
Andy Baumert  
2007 - 2008  
Robert Donley  
2008 - present

**Kansas Board of Regents**

*SHEEO Served*  
Hubert Brighton  
1939 - 1961  
Max Bickford  
1961 - 1976  
John J. Conard  
1976 - 1982  
Stanley Z. Koplak  
1982 - 1993  
Stephen M. Jordan  
1994 - 1998  
Kim A. Wilcox  
1999 - 2002

Reginald L. Robinson  
John "Andy" Tompkins

2002 - 2010  
2010 - present

### **Kentucky Council on Postsecondary Education**

*SHEEO Served*

Ted C. Gilbert  
Ellis F. Hartford  
Ted C. Gilbert  
A. D. Albright  
Harry M. Snyder  
Gary S. Cox  
Gordon K. Davies  
Thomas D. Layzell  
Bradford L. Cowgill, Interim  
Richard A. Crofts, Interim  
Robert L. King

Joseph W. Westphal  
Terrence J. MacFaggart  
Richard L. Pattenaude  
James H. Page

2002 - 2006  
2006 - 2007  
2007 - 2012  
2012 - present

### **Maryland Higher Education Commission**

*SHEEO Served*

Wesley N. Dorn  
Sheldon H. Knorr  
Shaila R. Aery  
Patricia Florestano  
Karen R. Johnson  
John A. Sabatini, Jr.,  
Acting Secretary  
Calvin W. Burnett  
James Earl Lyons, Sr.  
Elisabeth Sachs, Interim  
Danette Gerald Howard  
Catherine Shultz,  
Acting Secretary

### **Minnesota Higher Education Coordinating Board**

(1961-1995)

### **Minnesota Higher Education Services Office**

(1995-2004)

### **Minnesota Office of Higher Education**

*SHEEO Served*

Richard Hawk  
Clyde Ingle  
David Longanecker  
David Powers  
Robert K. Poch  
Susan Heegaard  
David Metzger  
Sheila Wright  
Larry Pogemiller

1966 - 1977  
1977 - 1984  
1984 - 1988  
1988 - 1994  
1996 - 2004  
2004 - 2009  
2009 - 2010  
2011 - 2011  
2011 - present

### **Louisiana Board of Regents**

*SHEEO Served*

Bernard Sliger  
William Arceneaux  
Sally Clausen  
Sammie Cosper  
Larry Crain  
E. Joseph Savoie  
Sally Clausen  
Tom Layzell, Interim  
James Purcell  
Tom Layzell,  
Senior Advisor to the Board

John Duff\*  
Franklyn Jenifer  
Randolph Bromery  
Peter Mitchell  
Stanley Koplik  
Judith I. Gill  
Patricia Plummer  
Aundrea Kelley  
Richard Freeland

1981 - 1986  
1986 - 1990  
1990 - 1991  
1992 - 1993  
1993 - 2000  
2000 - 2006  
2006 - 2008  
2008 - 2009  
2009 - present

### **Massachusetts Board of Higher Education**

*SHEEO Served*

John Duff\*  
Franklyn Jenifer  
Randolph Bromery  
Peter Mitchell  
Stanley Koplik  
Judith I. Gill  
Patricia Plummer  
Aundrea Kelley  
Richard Freeland

### **University of Maine System**

#### **Board of Trustees Office**

*SHEEO Served*

Donald R. McNeil  
Stanley Freeman, Acting  
Patrick McCarthy  
Harlan Phillippi, Acting  
Jack E. Freeman  
Robert L. Woodbury  
J. Michael Orenduff  
Robert L. Woodbury, Interim  
Terrence J. MacTaggart  
Donald L. McDowell, Interim

\*John Duff was the Massachusetts Board's first Chancellor. The Commonwealth changed the Massachusetts SHEEO title from Chancellor to Commissioner in 2008.

### **Minnesota State Colleges & Universities**

*SHEEO Served*

Judith Eaton  
Morrie Anderson  
James H. McCormick  
Steve J. Rosenstone

### **Missouri Coordinating Board for Higher Education**

*SHEEO Served*

Jack Cross  
Bruce Robertson  
Stanley Z. Koplik  
Shaila R. Aery  
Charles McClain  
Kala M. Stroup  
Quentin C. Wilson  
Gregory G. Fitch  
Robert Stein  
David R. Russell

1974 - 1976  
1976 - 1980  
1980 - 1982  
1982 - 1989  
1989 - 1995  
1995 - 2002  
2002 - 2004  
2005 - 2006  
2006 - 2010  
2010 - present

### **Mississippi Institutions of Higher Learning**

*SHEEO Served*

Euclid R. Jobe  
Edsel E. Thrash  
William Ray Cleere  
Thomas D. Layzell  
David Potter  
Thomas C. Meredith  
Aubrey K. Lucas  
Hank M. Bounds

1945 - 1968  
1968 - 1987  
1987 - 1995  
1995 - 2003  
2003 - 2004  
2005 - 2008  
2008 - 2009  
2009 - present

### Montana University System

*SHEEO*  
Lawrence K. Pettit *Served*  
1973 - 1978  
John A. Richardson  
1979 - 1981  
Irving E. Dayton  
1981 - 1984  
Carrol Krause  
1984 - 1990  
John M. Hutchinson  
1990 - 1993  
Jeffrey D. Baker  
1993 - 1996  
Richard Crofts  
1996 - 2002  
Sheila Stearns  
2003 - 2012  
Clayton Christian  
2012 - present

### Nebraska's Coordinating Commission for

#### Postsecondary Education

*SHEEO*  
William Fuller *Served*  
1976 - 1985  
Sue Gessner  
1985 - 1989  
Bruce Stahl  
1989 - 1994  
David R. Powers  
1994 - 2005  
Marshall A. Hill  
2005 - 2013  
Carma Pfeil, Interim  
2013 -

### University and Community College

#### System of Nevada (1968-2004)

#### Nevada System of Higher Education

*SHEEO*  
Neil Humphrey *Served*  
1968 - 1977  
Donald Baepler  
1978 - 1981  
Robert Bersi  
1981 - 1987  
Mark Dawson  
1987 - 1993  
Richard Jarvis  
1994 - 1999  
Jane Nichols  
2000 - 2004  
James E. Rogers  
2004 - 2009  
Daniel Klaich  
2009 - present

### New Hampshire Postsecondary

#### Education Commission (1976-2011)

*SHEEO*  
James A. Busselle *Served*  
1976 - 2000  
Kathryn G. Dodge  
2001 - 2011

### New Hampshire Department of Education,

#### Division of Higher Education,

#### Higher Education Commission

*SHEEO*  
Richard A. Gustafson *Served*  
2012 - 2014  
Edward R. MacKay  
2014 - present

### University System of New Hampshire

*SHEEO*  
Bruce R. Poulton *Served*  
1975 - 1982  
Kasper C. Marking  
1983 - 1986  
Claire A. Van Ummersen  
1986 - 1992  
William J. Farrell  
1992 - 2000  
Stephen J. Reno  
2000 - 2009  
Edward R. MacKay  
2009 - 2013  
Todd J. Leach  
2013 - present

### New Jersey State Board of Higher Education/

#### New Jersey Department of Higher Education

(1967-1990)  
*SHEEO*  
Ralph Dungan *Served*  
1967 - 1977  
T. Edward Hollander  
1977 - 1990  
Edward G. Goldberg  
1990 - 1994

### New Jersey Commission on Higher Education

(1967-2011)  
*SHEEO*  
Martine Hammond Paludan *Served*  
1994 - 1998  
James E. Sulton, Jr.  
1999 - 2003  
Jeanne Oswald  
2004 - 2006  
Jane Oates  
2006 - 2009  
Marguerite Beardsley  
2009 - 2010  
Glenn Lang  
2010 - 2011

### New Jersey Higher Education/Office of the

#### Secretary of Higher Education

*SHEEO*  
Rochelle Hendricks *Served*  
2011 - present

### New Mexico Commission on Higher Education

(1954-2005)  
*SHEEO*  
John Dale Russell *Served*  
1954  
Dewayne Matthews  
1985 - 1989  
Kathy Keys  
1989 - 1993  
Bruce Hamlett  
1993 - 2002  
Letitia Chambers  
2004 - 2005

### New Mexico Higher Education Department

*SHEEO*  
Beverlee McClure *Served*  
2006 - 2007  
Reed Dasenbrock  
2007 - 2009  
Peter White  
2009 - 2009  
Viola E. Florez  
2009 - 2010  
Jose Z. Garcia  
2011 - present

### New York State Education Department

#### (Board of Regents)

*SHEEO*  
T. Edward Hollander *Served*  
1970 - 1976

### New York State Education Department,

#### Office of Higher Education

*SHEEO*  
Donald J. Nolan *Served*  
1982 - 1996  
Gerald W. Patton  
Unknown - 2001  
Johanna Duncan-Poitier  
2002 - 2009  
Joseph P. Frey  
2009 - 2011  
James Baldwin, Interim  
2011 - 2011  
John D'Agati  
2011 - present

### University of North Carolina

*SHEEO*  
Gordon Gray *Served*  
1950 - 1955  
William C. Friday  
1956 - 1986  
C. D. Spangler, Jr.  
1986 - 1997  
Molly Corbett Broad  
1997 - 2005  
Erskine B. Bowles  
2006 - 2010  
Thomas W. Ross  
2011 - present

**North Dakota University System**

*SHEEO Served*  
 1942 - 1957  
 Albert Amason  
 Arthur Mead  
 Kenneth Raschke  
 Kent Alm  
 John Richardson  
 Thomas Clifford  
 Douglas Treadway  
 Larry Isaak  
 Robert L. Potts  
 William G. Goetz  
 Hamid Augustine Shirvani  
 Larry C. Skogen,  
 Interim Chancellor  
 2013 - present

**Ohio Board of Regents**

*SHEEO Served*  
 1964 - 1972  
 John D. Millett  
 James A. Norton  
 Edward Q. Moulton  
 William B. Coulter  
 Elaine H. Hairston  
 Roderick G. W. Chu  
 E. Garrison Walters, Interim  
 Eric D. Fingerhut  
 James Petro  
 Stephanie Davidson,  
 Interim Chancellor  
 John Carey  
 2013 - 2013  
 2013 - present

**Oklahoma State Regents for Higher Education**

*SHEEO Served*  
 1943 - 1961  
 M. A. Nash  
 E. T. Dunlap  
 J. A. Leone  
 Hans Britsch  
 Paul Risser  
 Glen D. Johnson  
 2003 - 2007  
 2007 - present

**Oregon Educational Coordinating Commission**

*SHEEO Served*  
 1975-1988  
 T. K. Olson

**Oregon University System (1950-2014)**

*SHEEO Served*  
 1950 - 1955  
 Charles Byrne  
 John Richards  
 Roy Lieuallen  
 William Davis  
 Bill Lemman  
 Tom Bartlett  
 Joseph Cox  
 Richard Jarvis  
 George Fernsteiner  
 Melody Rose, Interim Chancellor  
 2013 - present

**Oregon Higher Education Coordinating Commission (July 1, 2014)**

*SHEEO Served*  
 2014 - present  
 Ben Cannon

**Pennsylvania Department of Education – Office of Postsecondary and Higher Education**

*SHEEO Served*  
 George L. Shevlin  
 William V. Larkin  
 James L. Gearity  
 Kathleen Shaw  
 Sandra O. Edmunds  
 L. Jill Hans  
 Unknown - 2001  
 2003 - 2005  
 2005 - 2007  
 2007 - 2009  
 2009 - 2011  
 2011 - present

**Pennsylvania State System of Higher Education**

*SHEEO Served*  
 James H. McCormick  
 Judy G. Hample  
 John C. Cavanaugh  
 Peter H. Garland,  
 Acting Chancellor  
 Frank Brogan  
 1983 - 2001  
 2001 - 2008  
 2008 - 2013  
 2013  
 2013 - present

**Puerto Rico Council on Higher Education (1985-2011)**

**Puerto Rico Council on Education**  
*SHEEO Served*  
 1985 - 1994  
 Ismael Ramirez-Soto  
 Sandra Espada-Santos  
 Justo Reyes-Torres  
 2002 - 2006  
 2006 - 2009  
 2009 - 2011  
 2011 - 2013  
 David A. Báez-Dávila,  
 Acting Exec Director  
 2013 - present

**Rhode Island Board of Governors for Higher Education (1981-2012)**

*SHEEO Served*  
 Eleanor M. McMahon  
 Americo W. Petrocelli  
 Stephen Hulbert  
 William R. Holland  
 Jack R. Warner  
 Ray M. Di Pasquale  
 1981 - 1989  
 1989 - 1995  
 1996 - 1999  
 1999 - 2002  
 2002 - 2009  
 2009 - 2013

**Rhode Island Office of Higher Education (January 2013)**

*SHEEO Served*  
 Clark Greene, Acting Director  
 2013 - present

**South Carolina Commission on Higher Education**

*SHEEO Served*  
 Frank E. Kinard  
 James A. Morris  
 Howard R. Boozer  
 Fred R. Sheheen  
 Charles Rayburn Barton  
 Conrad D. Festa  
 Garrison Walters  
 Julie Carullo,  
 Acting Executive Director  
 Richard C. Sutton  
 1967 - 1968  
 1968 - 1972  
 1973 - 1986  
 1987 - 1997  
 1997 - 2003  
 2004 - 2006  
 2007 - 2012  
 2012 - 2013  
 2013 - present

**South Dakota Board of Regents**

*SHEEO Served*  
 Elgie Coacher 1958 - 1968  
 Richard D. Gibb 1968 - 1974  
 Robert H. DeZonia 1974 - 1976  
 Richard L. Bowen 1976 - 1981  
 Gordon Foster 1981 - 1986  
 Roger T. Schinness 1986 - 1988  
 Ernest L. Buckley 1988 - 1989  
 Howell W. Todd 1989 - 1994  
 Robert T. "Tad" Perry 1994 - 2009  
 Jack R. Warner 2009 - present

**Tennessee Higher Education Commission**

*SHEEO Served*  
 John Folger 1967 - 1975  
 Wayne Brown 1975 - 1985  
 Arliss L. Roaden 1985 - 1995  
 Bryant Millsaps 1995 - 1996  
 Richard G. Rhoda 1997 - present

**Texas Higher Education Coordinating Board**

*SHEEO Served*  
 Jack Williams 1966 - 1968  
 Bevington Reed 1968 - 1976  
 Kenneth H. Ashworth 1976 - 1997  
 Don W. Brown 1997 - 2004  
 Raymond A. Paredes 2004 - present

**Utah System of Higher Education**

*SHEEO Served*  
 Homer G. Durham 1969 - 1976  
 Theodore H. Bell 1976 - 1981  
 Arvo Van Alstyne 1981 - 1985  
 William Rolfe Kerr 1985 - 1993  
 Cecelia H. Foxley 1993 - 2003  
 Richard E. Kendall 2003 - 2008  
 William A. Sederburg 2008 - 2012  
 David L. Buhler 2012 - present

**The University of Vermont**

*SHEEO Served*  
 Judith Ramaley 1997 - 2001  
 Daniel M. Fogel 2002 - 2011  
 A. John Bramley, Interim President 2011 - 2012  
 E. Thomas Sullivan 2012 - present

**Vermont State Colleges**

*SHEEO Served*  
 Robert S. Babcock 1965 - 1973  
 William G. Craig 1974 - 1977  
 Richard E. Bjork 1977 - 1984  
 Charles I. Bunting 1985 - 1999  
 Robert G. Clarke 1999 - 2009  
 Timothy J. Donovan 2009 - present

**State Council of Higher Education for Virginia**

*SHEEO Served*  
 Paul Farrier 1956 - 1958  
 William McFarlane 1958 - 1964  
 Prince B. Woodard 1964 - 1970  
 Roy E. McTarnaghm 1970 - 1972  
 Daniel E. Marvin 1972 - 1977  
 Gordon K. Davies 1977 - 1997  
 J. Michael Mullen 1997 - 1998  
 William B. Allen 1998 - 1999  
 Phyllis Palmiero 2000 - 2003  
 Nancy Cooley 2003 - 2004  
 Daniel J. La Vista 2004 - 2010  
 Thomas Daley, Acting Agency Head 2010 - 2011  
 Peter Blake 2011 - present

**Washington Council on Higher Education**

*SHEEO Served*  
 James M. Furman 1970 - 1974  
 Patrick Callan 1975 - 1978  
 Gail Norris 1978 - 1982  
 Carl Trendler 1983 - 1985

**Washington Council for Postsecondary Education** (dates uncertain)**Washington Higher Education Coordinating Board** (1985-2012)

*SHEEO Served*  
 Robert Thoeny 1986 - 1988  
 Ann Daley 1989 - 1992  
 Elson Floyd 1993 - 1995  
 Marcus S. Gaspard 1995 - 2003  
 James E. Sulton, Jr. 2004 - 2007  
 Ann E. Daley 2007 - 2010  
 Donald Bennett 2010 - 2012

**Washington Student Achievement Council**

(2012-present)  
*SHEEO Served*  
 Donald Bennett 2012 - 2013  
 Gene Sharratt 2013 - present

**West Virginia Board of Regents, now known as: West Virginia Higher Education Policy Commission**

*SHEEO Served*  
 Prince B. Woodard 1970 - 1974  
 Ben L. Morton 1974 - 1980  
 Robert R. Ramsey, Jr. 1980 - 1983  
 Leon H. Ginsberg 1984 - 1986  
 Thomas W. Cole 1986 - 1988  
 William K. Simmons 1988 - 1989  
 Charles Manning 1990 - 2000  
 (University Sys)  
 Paul Marion 1990 - 1993  
 (State College Sys)  
 Clifford Trump 1994 - 2000  
 (State College Sys)  
 John F. Thralls 2000 - 2001  
 J. Michael Mullen 2001 - 2005  
 Bruce C. Flack 2005 - 2006  
 Brian Noland 2006 - 2012  
 Paul L. Hill 2012 - present



### University of Wisconsin System

<i>SHEEO</i>	<i>Served</i>
John C. Weaver	1971 - 1977
H. Edwin Young	1977 - 1980
Robert M. O'Neil	1980 - 1985
Kenneth A. Shaw	1986 - 1991
Katherine C. Lyall	1992 - 2004
Kevin P. Reilly	2004 - 2013
Richard Telfer,	2014
Interim for 1.5 months	2014 - present
Ray Cross	

### University of Wyoming

<i>SHEEO</i>	<i>Served</i>
George Duke Humphrey	1945 - 1964
John T. Fey	1964 - 1966
John E. King Jr.	1966 - 1967
H.T. Person	1967 - 1968
William D. Carlson	1968 - 1978
Hugh B. McFadden	1978 - 1979
Edward H. Jennings	1979 - 1981
Donald L. Veal	1981 - 1987
Terry P. Roark	1987 - 1997
Philip L. Dubois	1997 - 2005
Thomas Buchanan	2005 - 2013
Robert Sternberg, interim president	2013 - 2014
Richard C. McGinity	2014 - present

### Wyoming Community College Commission

<i>SHEEO</i>	<i>Served</i>
Charles Wing	1972 - 1975
James R. Randolph	1985 - 1989
James Meznik	1989 - 1994
Thomas C. Henry	1995 - 2000
Bruce Snyder	2000 - 2002
Richard Gilliland	2002 - 2004
Ed Boenisch	2004 - 2005
James O. Rose	2005 - present

## PARTICIPANTS IN FOURTH ANNUAL CONFERENCE OF EXECUTIVE OFFICERS OF STATE-WIDE BOARDS, 1957



Participants from left to right —  
Bottom row: Weldon Walsh, William Hendricks, Ralph Green, Hubert Brighton, S. V. Martorana, and Carl Geretzky.  
Second row: David Dancer, J. B. Culppepper, Donald Moyer, John Dale Russell, A. E. Mead, H. R. Jobe, and James A. Blissit.  
Top row: Lyman A. Glenny, Charles F. Foster, Richard L. Collins, J. H. Dewberry, E. V. Hollis, T. G. Sexton, and M. A. Nash.

# APPENDIX F: STAFF WHO HAVE SERVED SHEEO

(employment two or more years, or presently employed by SHEEO)

<b>Name</b>	<b>Tenure</b>	<b>Name</b>	<b>Tenure</b>
Jane Ryland	1976 – 1981	Gloria Auer	2005 – present
John Wittstruck	1981 – 1988	Takeshi Yanagiura	2005 – 2007
James Mingle	1984 – 2000	Natalie Weil	2007 – 2011
Catherine Walker	1984 – present	Allison Bell	2008 – 2011
Adrienne Sack	1984 – 1995	Tanya Garcia	2008 - 2013
Charles Lenth	1988 – 1994; 2003 – present	Jeffrey Stanley	2008 – 2011
Esther Rodriguez	1989 – 2001	Christopher Ott	2008 – present
Alene Russell	1991 – 2002	John Blegen	2010 – 2013
Rhonda Epper	1993 – 2000	Julie Carnahan	2010 – present
Melodie Christal	1993 – 1998	Katie Zaback	2010 – present
Dianne Peterson	1995 – 2007	Andrew Carlson	2011 – present
Hans L'Orange	1998 – present	Angela Sanchez	2012 – present
Gail Miller	2000 – 2005	George Pernsteiner	2013 – present
Paul Lingenfelter	2000 – 2013	John Armstrong	2014 – present
Susan Winter	2001 – 2008		
Mary Sweeney	2001 – 2005		
Tricia Coulter	2002 – 2005		
Tara Bisei	2003 – 2005		
David Wright	2003 – 2006		
Gladys Kerns	2005 – present		
Sharmila Basu Mann	2005 – present		



James R. Mingle  
Executive Director of SHEEO  
1984-2000



Paul E. Lingenfelter  
President of SHEEO  
2000-2013



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